

APPENDIX
TO THE
REPORT
OF
THE COMMISSIONERS.

Volume XV.

MINUTES OF EVIDENCE

relating to the following Departments:—

- I. FOREST DEPARTMENT,
 - II. AGRICULTURAL DEPARTMENT,
 - III. CIVIL VETERINARY DEPARTMENT,
 - IV. SURVEY OF INDIA DEPARTMENT,
 - V. MADRAS SURVEY DEPARTMENT, and
 - VI. BURMA LAND RECORDS DEPARTMENT,
- Taken at Delhi, Calcutta, Madras, Bombay and London,

WITH

APPENDICES.

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



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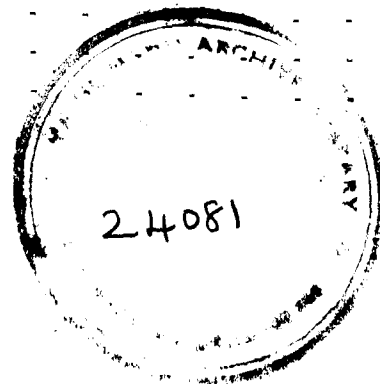
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FOREST DEPARTMENT,

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MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

PUBLIC SERVICES IN INDIA

RELATING TO THE

FOREST DEPARTMENT,

At Delhi, Tuesday, 4th November, 1913.

PRESENT:

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

SIR VALENTINE CHIROL.

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

WALTER CULLEY MADGE, Esq., C.I.E.

FRANK GEORGE SLY, C.S.I.

And the following Commissioners:—

M. HILL, Esq., Chief Conservator of Forests,
Central Provinces.G. T. WRAFTER, Esq., Extra Deputy Conservator
of Forests, Dehra Dun.R. R. SCOTT, Esq. (*Joint Secretary*).

P. H. CLUTTERBUCK, Esq., Conservator of Forests, United Provinces.

Joint written Statement relating to the Forest Department, containing the corporate opinion of the Imperial Forest Service Officers of the United Provinces.

66044. (I) **Methods of Recruitment.**—A large majority of officers consider that under the present system, the aim of which is that the recruit shall obtain an honours degree in natural science before entering on the forestry course, the recruits reach India at too late an age. This affects their whole service and is almost a more serious matter at the end than at the beginning. The majority, then, consider that the recruitment should be by means of nomination followed by a competitive examination between the ages of 18 and 20, of a nature to test a good general education, again followed by a course of training as noted in the next main head. The physical test formerly imposed as part of the competitive examination is thought to have been an excellent thing, and it seems that greater stress should be laid on physical fitness, in general, than at present.

A small minority of officers think the present method of recruitment preferable and that a rule for the prior possession of an honours degree in natural science obtained at a university is likely to ensure the recruitment of a body of men of greater general efficiency and larger breadth of view than can be expected from a class of younger men specialising in forestry and trained perhaps at a special institution.

66045. (II) **System of Training and Probation.** There is complete unanimity that the training of Indian Forest Probationers in England should be carried out at one residential institution. It is felt that now the efficiency of the Imperial Forest Service is being subordinated to the rivalries of the home universities.

The majority of officers of the United Provinces favour training at a university, and that university, Oxford.

It is believed that, with the method of recruitment favoured by the majority, it would be possible for the training to be so arranged that a certain number of probationers could take an honours degree in natural science more or less in combination with the forestry course, gain the diploma in the latter, and still be in India at the age of 22 or 23.

There is every desire that the recruits should come out with an education not inferior to that received by any members now in the service, and the advantage of the possession of an honours degree is fully appreciated, especially in these days when education looms so largely on the Indian horizon. If, however, a degree is taken it is felt that it should be obtained in a subject which may be of practical use in the Forest Officer's career.

Further, more attention should be devoted in the Forestry course to Engineering and also to Surveying, and perhaps less to some other subjects such as Entomology and Chemistry.

4 November 1913.]

Mr. P. H. CLUTTERBUCK.

[Continued.]

The present general arrangement of the practical training on the Continent is approved, but on no account should more than 3 months be spent in the first place visited in Germany; this will afford more time for the remainder of the tour and for the inspection of a greater variety of forests. More time might be spent in the French forests.

66046. (III) Conditions of Service.—The meaning of this heading is not clear. If it refers to the terms of agreement under which Imperial Forest Officers enter the department, then no desire for any alteration of these terms has been expressed by officers.

If it refers to the physical and climatic conditions of forest life, it is pointed out that these are generally severe and unhealthy and that the life is solitary. The latter being the case, it is both reasonable and desirable that officers should marry. Facilities for their doing so depend largely on the conditions of pay, leave allowances and pension, and on the provision of a family pension fund.

66047. (IV) Conditions of Salary.—The majority of officers consider that the pay of officers of all ranks is insufficient in view of the greatly enhanced cost of living, both in India and in England. It is also certain that the cost of living will continue to rise, whereas the recommendations of the Royal Commission as regards pay will not undergo revision for a long term of years.

Accordingly it is almost unanimously proposed—
(a) that the payment of officers below the rank of Conservator should commence at Rs. 400 and rise by annual increments of Rs. 50 to Rs. 1,500 in the twenty-third year of service, provided that no further increments beyond Rs. 1,250 be allowed to any officer who is not reported upon as fit for a Conservatorship. In view of the present block in promotion to Conservator's grade, which will probably become intensified in the near future and continue so thereafter, it seems just that this block should be met by giving additional increments to Deputy Conservators of more than 18 years' service who are classed as fitted to hold administrative appointments;

(b) that there should be two grades of Conservators only, on Rs. 2,000 and Rs. 2,500 respectively. The present salaries of officers holding administrative posts are very insufficient to enable them to maintain their positions suitably, and the present difference between the pay of Conservators and Deputy Conservators is not proportionate to the greatly increased expenses of the former; and
(c) that the pay of Chief Conservators be Rs. 3,000 and of the Inspector-General of Forests Rs. 3,500.

66048. (V) Conditions of Leave.—The present conditions, if modified by the alterations recently proposed by the Government of India, are suitable. To these, however, must be added:—

(a) that the minimum allowance for furlough and leave on medical certificate should be £500, or the salary last drawn on duty whichever may be less, and that the maximum allowance should be £1,000. In view of the enhanced cost of living in England it is not considered that an officer can maintain his position on less than £500 a year, and he should be allowed to draw up to £1,000 a year so long as his half pay justifies this limit; and
(b) that commutation of long leave on half pay to shorter periods on full pay be permissible, subject to suitable restrictions.

66049. (VI) Conditions of Pension.—If we may assume that the ordinary pension is reckoned to be deferred pay of one-quarter of the amount of the salary drawn on active service, the amount paid in pension compares poorly with the income derivable from the same amount if invested in a deferred annuity policy.

The present pensions allow only partially for the fall in the exchange value of the rupee and not at all for the increased cost of living in Europe. They also suffer by comparison with the pensions obtainable by the officers of the provincial forest service. It is earnestly represented that:—

(a) the pensions should be paid in sterling;

(b) that pensions should be graduated according to length of service in order to induce officers to remain in the service of Government at a time when their experience is of the highest value to Government;

(c) that ordinary pensions be paid according to the scale given below:—

	£
On completing 20 years' service	350
" 21 "	380
" 22 "	410
" 23 "	440
" 24 "	470
" 25 "	500
" 26 "	540
" 27 "	580
" 28 "	620
" 29 "	660
" 30 "	700

(d) that an additional special service pension of £40 per year of completed service be accorded to officers in the administrative grades, subject to a maximum total pension of £940 per annum;

(e) that an invalid pension of £150 per annum be given after 10 years' service and be allowed to rise by annual increments of £20 to £350 in the twentieth year; and

(f) that the above pension be granted irrespective of pay, or, as an alternative, that half average pay be converted into sterling at the rate of two shillings per rupee.

66050. (VII) Such limitations as may exist in the employment of non-Europeans, and the working of the existing system of division of Services into Imperial and Provincial.—Entry into the Imperial Service is open to non-Europeans under exactly the same conditions as to Europeans, except with reference to marriage, no alterations appear necessary or advisable.

The maintenance of the existing system of Imperial and Provincial branches in the United Provinces is essential, and no increase in the numbers of Provincial officers in the place of Imperial officers can be made without a loss of efficiency. The prospects of the Provincial Forest Service have been very greatly improved in the last few years, but while it is hoped and believed that with the spread of education sufficient recruits of good social, intellectual, and physical qualifications will hereafter be forthcoming, and while there is no desire at all to belittle the work done by the present staff of the Provincial Service, there is a firm conviction in the minds of officers of the Imperial Service that up to the present from one cause or another, and with very few exceptions, we have not succeeded in recruiting officers in the Provincial branch who can claim equality of position with those of the Imperial branch, or are capable of doing the work which the latter have to do. The course of training undergone by Imperial officers in Europe is of a much higher standard than anything possible in India in the present state of scientific forestry in the latter country.

66051. (VIII) Relations of the Service with the Indian Civil and other Services.—The relations between the local Forest officers and the heads of the districts to whom they are subordinate call for little comment. The present system works well in the United Provinces.

66052. (IX) Any other points within the terms of reference to the Royal Commission.—With regard to such minor concessions as free steamship passages, free medical attendance for wives and children and increased travelling allowances on transfer, etc., it is considered that they are unimportant and unnecessary provided that the proposed scales of pay, leave allowances and pension, and the formation of a family pension fund are granted.

The institution of a family pension fund is strongly desired. The basis of this fund should be the compulsory deduction of 6½ per cent. of an officer's pay augmented by an equal contribution from Government in lieu of the deferred pay which now lapses to Government in the event of the decease of officers who have not qualified for pen-

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Mr. P. H. CLUTTERBUCK.

[Continued.]

sion. Interest should be allowed at the rate of four per cent. and pensions fixed in accordance with actuarial figures.

Some officers are in favour of the continuance of

the General Provident Fund in addition to the proposed family pension fund, but the majority agree that the latter is the more urgently required fund.

Mr. P. H. CLUTTERBUCK called and examined.

66053. (Chairman.) The witness said he represented his colleagues in the Imperial Forest Service in the United Provinces.

66054. His general view was that the maintenance of the division into Imperial and Provincial Services was absolutely essential. That view was not entirely based on the ground that facilities for training in India were inferior to those available in England and on the Continent. The chief reason was that the Indian had a dislike for hard physical work. In fact, most educated Indians thought it *infra dignitatem*. A Forest officer was really more or less a free agent; he had enormous areas to control and he could, if so inclined, slur his inspections, and perhaps not do them at all without anyone being very much the wiser. The Provincial Service did excellent work under direct supervision, but for independent charges they had been found very wanting. He considered that the present system produced less anomalies on the whole than the system which had been in force before the introduction of the Provincial Service in 1891. It was not a fact that the Extra Deputies were doing the same work and undertaking the same responsibilities as the Deputies. In the United Provinces there were three Extra Deputy posts, but at present there was only one Extra Deputy Conservator. The other two posts were vacant, because there was no one who could be certified as fit for holding a major charge. Moreover, the one Extra Deputy Conservator who now existed in the Province, was holding a major charge of comparatively very minor importance. It was not true to say that in previous years more Extra Deputies had occupied charges. These Extra Deputy posts had only been instituted on present lines during the last four years, so the system had not yet had time to develop except to the extent of the one charge to which he had just referred. If the standard of future recruits to the Provincial Service became as high as that of Imperial recruits, they would, of course, occupy charges similar in responsibility and work. The charges varied enormously, especially in the matter of area and revenue. But the Department had to do more than control major charges; in addition they had to carry out a great deal of scientific and working plan work, and this had to be done entirely by the Imperial Service. He was not aware that the present system caused any dissatisfaction amongst the Extra Deputy class. He had no doubt that at the present moment the men who were senior in the Extra Assistant grade were probably annoyed at not being promoted to Extra Deputyships, but there was a rule that until such men were certified fit, they could not be promoted. Even assuming that Indians went through a proper course of training in England and on the Continent for a proportion of vacancies in the Imperial Service, his opinion would still remain unaltered that Indians did not rejoice in physical work and would thus be handicapped. His idea was that whoever entered such a service as the Forestry Department should only do so if he was prepared to undertake hard physical work. That was probably the reason why the Department had never had a native of India in the Service, although it was open to them. The officers were recruited in England by a selection committee. If there was a large number of candidates, the Secretary of State might arrange for a competitive examination. He granted that anyone with obvious disqualifications would not be selected.

66055. With regard to the suggestion that the age limits should be reduced from 19 to 22 to 18 to 20, the witness said that he and his colleagues considered that the majority of officers came out to India too old. The quality of the recruits was excellent, but they were at a great disadvantage

through coming out at 25, and in some cases at 26 years of age. Such men did not acclimatise easily and lost so much service. He thought the sooner a man came out after College the better. A man was quite old enough at 23 to face the rigours of the climate.

66056. In the witness's opinion the physical test for admission to the service was not sufficiently rigorous. The indications were that there were men in the Department who were not very strong and who gave signs that they might, under severe circumstances, fall ill. Up to five years ago there had been a rule that a man intended for the service should walk 25 miles across country with a walking champion in about five hours, submitting himself the next day to a very severe medical examination. He could not say why that rule had been abandoned. He was satisfied with the medical examination, but he would like to see the physical test revived.

66057. The preference for an Oxford training expressed by the majority of his colleagues was due to Sir William Schlich's presence there at that university. He thought it was unnecessary that the selected probationers should spend part of their training course on practical work in India. Indian forestry differed distinctly in certain respects from European forestry, and it had not reached such a high stage. All his colleagues were of opinion that it would be a very bad thing for the Continental training to be given up. The Continent was the only place in the world where ideal conditions of forestry could be seen and studied, and if a man came out to India without a knowledge of those ideal conditions, they would look upon Indian conditions as the best they had seen, and would not be able to aspire to the European standard. The present system was that a man went to one of the University centres, learnt the principles of forestry, then went for a course of training on the Continent, then came to India, and became attached for one year to a division under a selected officer. He thought that was a sufficient training. As a rule, most officers, after arrival in India, passed the Departmental test within a year, but it was open to them to pass as soon as they could. The Departmental test was considered to be sufficient.

66058. The reason for asking that there should be a difference of Rs. 500 between the pay of the Deputy Conservator and Conservator and the pay of the Conservator and Chief Conservator, was that at present a senior officer in charge of a division on Rs. 1,250 was much better off than a Conservator on Rs. 1,500. A Deputy Conservator on Rs. 1,250 was in charge of one district, whereas a Conservator on Rs. 1,500 had charge of a whole province, or of half a province. An additional Rs. 500 was asked for on the ground of extra travelling and increased expenses all round. The allowance made to the Conservator for travelling was at present Re. 1 a day more than the Deputy Conservator's allowance, and this was found to be absolutely inadequate. A Conservator toured for about seven months in the year, and, according to the country, he had either carts or camels. He had also sometimes to travel by train. With regard to the allowance for the transport of horses when going by train, the Government could sanction, under the Civil Service Regulations, two horses by rail, but special sanction had to be obtained in every case. He would not admit the possibility of reducing initial rates of salary if the age of arrival in India were reduced, nor would it modify his proposal in regard to increased salaries in the higher grades. One of the reasons why he wanted men to come out earlier was because the men who came out later lost so much in pay. When he came out at 21 he began on Rs. 250.

66059. Not many officers took advantage of the

4 November 1913.]

Mr. P. H. CLUTTERBUCK.

[Continued.]

option of retiring after 20 years' service. They could not afford it. He thought in any case that 20 years' service was rather too short a period to qualify for retirement. He considered it was a bad thing for the service if many men did go at 20 years' service, because after 20 years' experience a man ought to be one of the most valuable officers in the service. If the age of the recruit coming out was reduced, the argument for lengthening the qualifying period would be still stronger. Very few officers remained in the service after the age of 55. If they desired to do so, they would have to obtain special permission, which in the administrative rank was not very often granted. There were no sedentary posts in the service, except an occasional position like that of the Assistant Inspector-General of Forests, which could be held for two years. He did not think, if the scale of pensions were improved, that officers in the Forestry Service would be prepared to come into line with other Departments in regard to the period of service qualifying for optional retirement, if the limit laid down was above 25 years; but if the limit was fixed at 25 years he thought they probably would come into line. In his opinion a system which would provide for the payment of retiring allowances, partly in the form of pension, and partly in the form of a lump sum gratuity, would be very favourably considered. He could not say to what extent Forest Officers took advantage of the opportunity of contributing beyond $6\frac{1}{2}$ per cent. to the General Provident Fund, but he thought a considerable number gave more than the compulsory $6\frac{1}{2}$ per cent. His colleagues were very keen indeed on having a Family Pension Fund. The majority of officers would like such a fund to be in lieu of the Family Pension Fund. He did not think many officers would be prepared to contribute both to the Provident Fund and to a Family Pension Fund.

66060. (Mr. Gokhale.) The witness said the total strength of the Imperial Branch of the Forest Service in the United Provinces was 19 officers, and there was a proposal for an addition of 13 more, making 32 in all. In the Imperial Service there were two Conservators and 17 Deputies and Assistants, and if the proposed increase was granted, there would still be two Conservators with 30 Deputies and Assistants. He admitted that there were a good many Indian Engineers who had to do a great deal of out-door work, but in reply to a further suggestion that if Indians could do the work of engineers they could also do the work of Forest officers; the witness urged that in addition to the argument he had previously put forward it was necessary to remember that engineering was an exact science. It was extremely simple to teach anyone an exact science, and also very easy to supervise men engaged in engineering work. Forestry was an inexact science, and success in forestry entirely depended on the individuality of the officer. If any Indian had a real leaning towards forestry work he could get into the service, and would probably do well.

66061. He had asked a good many educated Indians why they did not try to get into the service, and they had replied that in towns a Forest officer had not much standing.

66062. (Mr. Sly.) The witness said that until 1905 entry to the Forestry Department was by open competition. Under the present system of recruitment a science degree had recently been made a qualification for admission to the service. He had not been to a University himself, and was not able to say exactly up to what age a science degree could be obtained, but he understood that if the selected candidates were to go to the Universities at 18, it would be quite possible for them to join the service at 21 or 22 with a science degree and a Forest diploma, provided arrangements were made for taking the two courses concurrently. The proposal of the United Provinces officers was that there should be limited competition at 18 to 20 followed by a three years' course at a University, which would include a science degree. There was no support in the United Provinces for a proposal to establish a central institution other than a

University. They thought it was advisable to have one institution, and that that institution should be Oxford.

66063. The present leave reserve in the United Provinces was more than adequate because officers could not afford to take much leave.

66064. The Provincial Service of the Forestry Department was at present recruited partly direct and partly by promotion of Rangers. He was of opinion that, eventually, recruitment from Rangers should be abolished except in cases of special merit, but it would be very unfair to take this step at once. At present the direct recruits to the Provincial Service were nominated by Government. He did not consider it would be desirable to have a system of competition for the Provincial Service because he thought more suitable men could be obtained by nomination. He thought the six months' practical test given to candidates for the Provincial service was suitable, and he would deprecate a proposal to reduce it to three months.

66065. The scale of pay which had recently been sanctioned for the Provincial Forest Service was quite adequate to attract a satisfactory class of recruit to that service.

66066. On the question of leave, the witness said that in his opinion, the proposal that Provincial Forest officers who had shown special merit should be allowed periods of study leave to Europe, was a very good one. On the other hand he did not think that satisfactory results would be obtained by recruiting a certain proportion of Indians in India for the Imperial Service and sending them to England to undergo the same course of training as the English recruits underwent.

66067. (Mr. Madge.) In reply to a question he thought the domiciled Europeans and Anglo-Indians in his Department were sufficiently energetic in their work; the witness replied that the domiciled European was a curious person, whose characteristics were well known. It was difficult to find domiciled Europeans who were really keen on hard physical work. There were no exceptions to that rule among the senior officers in the United Provinces, but it was hoped that new rules for direct recruitment would bring about some improvement. It was not true to say that since the division of the Service into Imperial and Provincial divisions, all promotions from the Ranger grades to the Provincial Service had ceased; in fact it was just the reverse in his Department.

66068. The witness stated that it was not the fact that Indian forests in their magnitude and wealth of material afforded as good a training in scientific forestry as much as any other country in the world. Scientific forestry in India was in its infancy. His Department's one ideal was to try and introduce the highest system of scientific management into the quarter of a million square miles of forests which India possessed.

66069. (Sir Valentine Chirol.) The witness said that his own personal view was that men in the Provincial Service would never be qualified to do the work of an Imperial officer. He would have no objection to some other division of the Service, say into a first and a second class, which would obviate the feeling which was generated by the use of the terms "Imperial" and "Provincial," provided only that the majority of the work was supervised by Imperial officers.

66070. (Mr. Hill.) The witness did not suggest that the increased salary for the Conservator should be given merely on account of travelling and other expenses. He thought the fact that a Conservator was at the head of his Department, was responsible to the Government, and was in charge of a great number of divisions, alone justified the increase. He had heard indirectly of cases where the smallness in the difference of emoluments as between Deputy Conservators and Conservators, and Conservators and Chief Conservators, had led to officers refusing a higher appointment. There were also cases within his own knowledge where Conservators had definitely stated that their appointment had involved financial loss.

(The witness withdrew.)

5 November 1913.]

At Delhi, Wednesday, 5th November, 1913.

PRESENT :

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

SIR VALENTINE CHIROL.

WALTER CULLEY MADGE, Esq., C.I.E.

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C. T. WRAFTER, Esq., Extra Deputy Conservator of Forests, Dehra Dun.

R. R. SCOTT, Esq. (Joint Secretary).

G. S. HART, Esq., C.I.E., Inspector General of Forests.

Written Statement relating to the Forest Service.

A.—IMPERIAL SERVICE.

66071. (I) Method of Recruitment.—The present method of recruitment is by selection from among candidates who have obtained an honours degree in Science at the University of Oxford or Cambridge, or who have passed a similar examination at some other University in the United Kingdom, and who are under 22 years of age on the 1st of January of the year in which they present themselves for selection. Subsequent to this selection candidates may be required, at the discretion of the Secretary of State, to appear in a competitive examination. The Board of Selection consists of four members, viz., one member of the India Council (generally a retired Lieutenant-Governor), one officer appointed by the Government of India (generally a retired Inspector-General of Forests), one officer appointed by the India Office (generally a member of the English Board of Agriculture), and the Director of Indian Forests Studies (*ex officio*). Social, moral, and physical qualities are taken into consideration as well as educational attainments, and the composition of the Board is such that the main objection to selection, the chance of favouritism, is adequately guarded against.

All recruits that have arrived in India so far since the closing of the Royal Imperial Engineering College, Coopers Hill, have received the theoretical part of their training at the Oxford School of Forestry, and with the single exception that the average age at which the men reach India is too high, I consider that this method has been satisfactory. So far as I have seen we have secured an excellent stamp of man for the Service, and I believe it to be of the greatest importance that probationers should have received a substantial preliminary training in science before they devote themselves to the study of forestry, pure and simple. I am of opinion, however, that greater attention should be paid to physical fitness, and that for this purpose the physical test should be reintroduced and should precede the appearance of candidates before the medical and selection Board. This test, which consisted of some 20 to 25 miles across country at an average pace of about five miles an hour, was abolished in or about the year 1902. I think this abolition was a mistake, for I have heard complaints regarding the physical fitness of some of the men who have joined the Service in recent years, and I have myself met with one or two instances of this description. Medical examination may not be always sufficient, for it is of more than ordinary importance that recruits for the Forest Service should be thoroughly sound physically, and the test was no more than just enough to exclude those who were not so. It is impossible to express any opinion as regards the results likely to be attained in future under the system which permits probationers to undergo training at one of three or more Universities; but for various reasons, which will be mentioned in the second section of this memorandum, I consider that training at one institution is essential, and, therefore, I fear that the future results are unlikely to be as successful as those of the past.

Method recommended.—If it were possible to ensure the arrival of recruits in India at an earlier age and to revert to training at one institution, I should prefer to continue the selection of proba-

tioners from men who have taken science degrees, or passed suitable tests at one of the British Universities. But if this is impossible, I would fix the limits of age for probationers at from 18 to 20 years. I would insist on a physical test first of all, then on a stricter medical examination than at present, then on appearance before a Board of Selection, and then on a competitive examination followed by training at one institution. If this examination were framed so as to ensure that no one could pass it unless he had received a good preliminary training in science subjects, I believe that the necessary theoretical and practical courses in forestry, etc., could be carried out in two years. This would result in recruits joining the Service at an average age of between 21 and 22, which is the best time for a man to start his forest career in India. During the past five years the age of the recruits has averaged 24 years, as compared with an average age of 22½ in the case of the last five years recruited from Coopers Hill, and the former is too old. It means that the recruits do not easily settle down to the conditions of forest life in India, that they expect to be put in responsible positions sooner than is either possible or desirable, that they are unlikely to reach administrative rank until they are within a few years of 50, and that, if they are unlucky as regards promotion, they may even be unable to earn the extra pension which is granted for three years' approved service in the class of Conservator.

66072. (II) System of Training and Probation.—Before joining the Service in India selected candidates have to obtain a University diploma in forestry and to undergo a course of practical training abroad, either as part of, or supplementary to, the diploma course. The theoretical portion of the diploma course can be taken at either of the Universities of Oxford, Cambridge, or Edinburgh. On arrival in India, the first year passed by the young forest officer is regulated by the orders issued by the Government of India in Circular No. 13.F.-85-2, of 10th May, 1911. These orders are that during this period he is to be considered as still under training, and that he should not usually be utilised for the ordinary purposes of forest administration: that his training should be carried out under a selected officer, or officers, and should include both active work in a division and a period of work at the headquarters of the circle: that he should tour in his own province and possibly visit selected forests in other provinces.

The question of practical training in India.—The question of substituting practical training in India for that now undergone in Europe has been raised on at least one occasion previously. Personally, I am strongly opposed to this suggestion. In the first place, I believe it to be essential that recruits for the Forest Service should have practical acquaintance with the best system of forest management, and this they cannot obtain out of Europe; while, secondly, I hold that on arrival in India young forest officers can best be employed studying the language and conditions of the provinces in which they are destined to pass a large part of their service.

The period of probation.—On the other hand, I am of opinion that, if the present method of recruitment is maintained, there is no necessity to insist on a fixed period of probation, or rather training, after a candidate has been selected and before he

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joins the Service. It is quite possible for a student at the Universities to take the theoretical course required for the diploma of forestry along with the science course, and thus, previous to appearing before the Selection Board, to comply with all the Secretary of State's requirements, except the practical course on the Continent and the final examination in forestry. I consider that a man who is willing to go through the extra work to obtain these qualifications should be allowed to join the Service in India as soon as he has completed the practical course and passed the final examination. An alteration in the regulations to this effect would tend to induce men to obtain the extra qualifica-

and pensions, but otherwise I do not propose to refer to these matters as the facts are notorious and unquestionable.

In addition, I think the conditions of service in the Department would be the better for alteration in the two following respects.

Allotment of recruits to Provinces.—During the past 15 years the 150 men who have joined the Service have been allotted to Provinces as follows:—

It is to be noted that in all but two cases the men who have gone to Madras have been the last men of their respective lists. Also that the popularity of service in Burma seems to have fallen off,

Province.	Number of recruits.	Men in first quarter of Lists.		Men in first half of Lists.		Men in 2nd half of Lists.		Men who held either first or 2nd place.	
		No.	Per cent.	No.	Per cent.	No.	Per cent.	No.	Per cent.
Bengal	14	1	7.1	3	21.6	11	78.6	1	7.2
United Provinces	16	11	68.7	14	87.7	2	12.5	11	68.7
Punjab	13	9	69.2	12	92.3	1	7.7	7	53.8
Burma	44	11	25.0	26	59.1	18	40.9	8	18.2
Eastern Bengal and Assam	13	...	...	2	15.4	11	84.6	...	...
Central Provinces	17	7	41.2	15	88.2	2	11.8	3	17.6
Madras	14	...	...	...	...	14	100.0	...	...
Bombay	17	...	...	5	29.4	12	70.6	...	...
Bihar and Orissa	2	...	...	...	...	2	100.0	...	...
Total	150								

tions previous to selection, would probably reduce the cost of training, and would lessen the average age at which the recruits arrive in India. Still, even if the method of recruitment is changed, there should be no hard and fast insistence on the recruits coming out to India as soon as they have complied with the requirements of the Secretary of State. Recently a few of the men who have shown special aptitude in particular subjects have been permitted to remain on in Europe for an extra year's study. I think that the continuance of this policy is likely to be of great advantage both to the men themselves and to the Service generally, and I would suggest that the necessary alteration be made in the regulations. The extra year spent in Europe should count as service and for pension, and the young officers selected for this purpose by the Secretary of State should receive the usual deputation allowance of two-thirds Indian salary plus actual travelling expenses.

Training at one institution.—In the previous section of this memorandum, I have stated my opinion that training at one institution is essential. I hold this opinion because I believe it to be most desirable that the details of technical training should be carried out on the same lines, and because the number of recruits required annually (normally eleven, but now reduced to five owing to previous over-recruitment) is too small to make it worth the while of more than one institution to provide a special course of training suitable for Indian conditions. It is, for instance, of the greatest importance that the training of officers for the Indian Service should comprise more detailed and thorough instruction in surveying and in forest engineering generally, than is given at present. I know that there is a general consensus of opinion that in these respects the training of the recent recruits is defective, and I doubt if it will be possible to remedy this state of affairs without special training at one institution.

66073. (III) *Conditions of Service.*—All the memoranda submitted by Forest Officers serving in the various Provinces lay stress on the fact that the conditions of forest life in India are unusually arduous and often unhealthy. Many of them also quote figures to show the very small proportion of men who have been able to last out the Service long enough to obtain their full pension. I concur in the opinion expressed that these conditions deserve special consideration in the matter of pay

for the eight men who were either first or second on their lists all belonged to the first nine years of the period: an examination of the figures for the last six years shows that Burma has had 28 recruits of whom four were in the first quarter of their lists, 14 in the first half, 14 in the second half, but none either first or second in their lists.

The present method of allotment is that, some six months before the men are expected to reach the country, the Government of India furnish the Secretary of State with a list shewing the distribution they propose to make and the recruits are then permitted to select the Provinces in which they wish to serve according to their standing in the final order of merit list.

The figures quoted above shew that some alteration in this procedure is desirable, more especially when it is remembered that the men who go to Madras and Bombay enter water-tight compartments from which they have a very slender chance of emerging and to which additions by transfers of other officers are equally unlikely. I suggest that the system should be assimilated to that in force in the case of the Indian Civil Service, namely, allotment by groups of provinces. As the number of men recruited annually for the forest service is small, it would be undesirable to have more than three groups which might conveniently be formed as follows:—

(i.) Upper India.—The Punjab, United Provinces, Central Provinces, Bihar and Orissa, Assam and Bengal.

(ii.) Burma.

(iii.) Madras and Bombay.

The first three men on the list should be obliged to elect for service in one or other of the three groups, in order of merit, and so on, the allotment to particular Provinces in groups (i) and to Madras and Bombay in group (iii) being made by the Government of India in accordance with requirements at the time being. This arrangement would ensure a more even distribution of the recruits, for though it does not necessarily follow that the men who come out at the top of the list will always do better than those below them, the chances are in that direction; also it would free the Government of India from the necessity of definitely deciding on the distribution to be made months before the men reach India, which, with a small Service like the Forest Department, is open to objection.

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Transfers among officers.—The other matter in which I think a change is desirable is that of transfers of officers from Province to Province before they reach Conservator's rank. At present such transfers are exceptional and when they do occur they are generally due to the necessity of moving an officer on account of a break-down in his health. In such cases, or whenever a Province is called on to give up an officer for any other reason, I am afraid it is true that the Province in question discards the man whom it is most anxious to get rid of.

I am convinced that it would be to the benefit of the Service and of the officers themselves if transfers were more frequent and if it were understood that the men so transferred were not the undesirables, but those who had distinguished themselves by their ability and energy and marked themselves out as likely to make good administrative officers. Transfers of this kind would have to be regulated by the Government of India and might be carried out on the return of officers from leave. Under these conditions the standard of divisional work in Provinces should improve, the climatic advantages and disadvantages of Service in different Provinces would be distributed more fairly, Conservators would usually have experience of work in at least two Provinces before taking charge of a circle and there would be a greater exchange of ideas and experience, all of which would, I think, be of general benefit to the progress of Forest administration in India. Now that the Service has a time-scale of pay, the only reasonable objection to this proposal that I know of is the difference in the vernaculars of the various Provinces. Undoubtedly, this is a difficulty, but it is not insurmountable. Transfers of this kind have been made from time to time in the past without giving rise to grave inconvenience and, in any case, it is no great hardship for a man to be obliged to pass by the lower standard in a new language.

I think, myself, that if this principle is accepted it should be applied to Madras and Bombay as well as to the Provinces directly under the control of the Government of India. But this could hardly be done without, at the same time, placing the selection of officers for Conservatorships in Madras and Bombay under the Government of India.

66074. (IV) *Conditions of Salary.*—At present officers of the Imperial branch join the Service on a salary of Rs. 380 per mensem and rise by annual increments of Rs. 40 to Rs. 700 per mensem, thereafter, they rise by annual increments of Rs. 50 to Rs. 1,250 per mensem in the 20th year of service. There are three grades of Conservator of Forests, who receive Rs. 1,500, Rs. 1,700, and Rs. 1,900 respectively. Chief Conservators (in Burma and the Central Provinces only) receive Rs. 2,150 per mensem, and the salary of the Inspector-General of Forests is Rs. 2,650 per mensem.

The pay of the executive grades.—The last permanent promotions to the class of Conservator were gazetted in Government of India Notifications, No. 767, f. 232-2, dated the 13th August, 1913, and No. 788, f. 220-4, dated the 15th August, 1913, and concerned the two first men of the batch which joined the Service at the end of 1889, who therefore had nearly 24 years' service before they received substantive promotion to administrative rank. It is, I think, certain that in future men will not become Conservators with less than 24 years' service. Indeed, I fear that this figure is likely to be exceeded, for though it is possible that one or two more administrative appointments may be created during the next few years, it is still more certain that correspondingly greater additions must be made to the general strength of the Service. During coming years the development of the forests in India is likely to proceed much more rapidly than it has in the past, and though the Imperial forest staff is now slightly over strength in almost every Province, complaints as to the want of officers are constant, and it is known that at least four Local Governments are considering schemes of reorganisation involving increase in the forest staff.

The officers now in the early years of their service will be about 44 years of age before they obtain a salary of Rs. 1,250 per mensem, and may be anything from 47 to 50 before they receive further promotion. I venture to think that if, in addition to the generally arduous and unhealthy condition of service, due consideration be given to the highly specialised nature of the training, to the rate of promotion to administrative rank, to the later age at which men now enter the Service, to the higher standard of work, both as regards quantity and quality, now required from Forest officers, to the immense value of the property for the management and development of which the officers of the Service are primarily responsible, and to the greatly increased cost of living in India, which makes it more and more difficult every year for an officer to provide for the proper education of his children in England, there can be little question that these emoluments are insufficient for an officer of the class concerned. Accordingly, I submit that the following minimum scale should be substituted for that now in force:—

Grade.	Year of service.	Pay per mensem.
Assistant Conservator ...	1st ...	400
" ...	2nd ...	450
" ...	3rd ...	500
" ...	4th ...	550
" ...	5th ...	600
" ...	6th ...	650
" ...	7th ...	700
Deputy Conservator ...	8th ...	750
" ...	9th ...	800
" ...	10th ...	850
" ...	11th ...	900
" ...	12th ...	950
" ...	13th ...	1,000
" ...	14th ...	1,050
" ...	15th ...	1,100
" ...	16th ...	1,150
" ...	17th ...	1,200
" ...	18th ...	1,250
" ...	19th ...	1,300
" ...	20th ...	1,350
" ...	21st ...	1,400
" ...	22nd ...	1,450
" ...	23rd ...	1,500

With the present age of entry to the Service this scale would give an officer a salary of £1,200 a year at an age of about 46 years, a remuneration which can hardly be considered as extravagant, even if there is no further increase in the present cost of living in India and of education at home. If this scale were granted, I would suggest that no further increment should be given after Rs. 1,250 to officers declared to be unfit to hold charge of a Circle, or after Rs. 1,400 to officers who have not been definitely declared suitable for promotion to administrative rank by the time they reach that salary.

The pay of the administrative grades.—In their despatch No. 371, dated 2nd November, 1905, the Government of India proposed that the pay of the administrative grades should be as follows, excluding exchange compensation allowance which was to be continued:—

	Per mensem.
	Rs.
Third grade Conservator ...	1,500
Second " ...	1,750
First " ...	2,000
Chief Conservator ...	2,250—50—2,500
Inspector-General ...	3,000

But with the exception of third grade Conservators the salaries now in force are less than the above while exchange compensation allowance has been discontinued in all cases. Apart altogether from the question of raising the limit of pay of the time scale for the executive grades, I venture to hold, and indeed I know from personal experience that a salary of Rs. 1,500 per mensem is quite insufficient to enable an officer to maintain his position as a Conservator and to meet the necessary expenses connected with the maintenance of his

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family. I regard Rs. 1,750 per mensem as the minimum upon which this can be done with the moderate comfort which an officer who has gained this position after many years' strenuous service is entitled to expect. I submit, therefore, that the three grades of Conservator of Forests should be paid at the monthly rates of Rs. 1,750, Rs. 2,000 and Rs. 2,250, and that the pay of Chief Conservators and of the Inspector-General should be Rs. 2,500, rising by annual increments of Rs. 100 to Rs. 3,000 and Rs. 3,000 rising similarly to Rs. 3,500, respectively.

66075. (V) **Conditions of Leave.**—Certain alterations in the leave rules were proposed some little time ago by the Government of India and are believed to be still under consideration. If these proposals are carried into effect the conditions of leave will be improved considerably, but the following additional improvements appear to me to be desirable:—

(i) In cases where, owing to the exigencies of the public service, Government is obliged to refuse the grant of leave when due, the officers concerned should be permitted to accumulate privilege leave without limit until such time as leave can be given to them.

(ii) A minimum furlough allowance should be fixed, as in the case of members of the Indian Civil Service. In accordance with the ratio adopted for the maxima allowances (four-fifths) this minimum should be £400 a year, or the pay last drawn on duty whichever is less. The present minimum of £200 a year—and this only on production of a medical certificate—is so small that officers who, in the interests of their health, should take leave are obliged to remain on or return to duty at all costs.

(iii) The maximum limit of £800 a year should be raised to the £1,000 a year fixed in the case of the Indian Civil Service. There is no difference in the manner in which officers of the other European Services and of the Indian Civil Service have to maintain themselves and their families when on leave in England, for all come from the same social class. There is no reason therefore why the few officers belonging to the other Services who are in receipt of salaries sufficient for half-pay (converted at the rate of 1s. 6d. to the rupee) to exceed £800* a year should be penalised while on the furlough which they have earned, more especially as officers of the Indian Civil Service become entitled to this maximum much earlier in their service than officers of other departments.

66076. (VI) **Conditions of Pension.**—The present conditions of pension are:—

(i) After 20 years' service—Rs. 4,000 per annum.
(ii) After 25 years' service—Rs. 5,000 per annum.
(iii) An additional sum of Rs. 1,000 per annum to officers who have shown special energy and efficiency during an effective service of 3 years as Inspector-General, Chief Conservator or Conservator provided that voluntary retirement does not take place before the completion of 28 years of qualifying service, unless the officer concerned joined the Department on or before 31st December, 1909, and has rendered 3 years' active service in an appointment not below the first grade of Conservators.

Reasons why these pensions are insufficient.—I consider (ii) and (iii) of the above rates of pension to be insufficient for three main reasons. In the first place these pensions, which at the conversion rate of 1s. 9d. per rupee are equal to £437 10s. and £525, respectively, do not represent a living wages under present conditions to officers who have been recruited in England and who have spent from 25 to 33 or 34 years in the Service of Government. The pay of the Service is such that if an officer marries and has children, as most men do, it is impossible for him to save to any extent worth mentioning. Indeed, if an officer succeeds in providing for the education of his children, for occasional visits to England, and for reasonably moderate life insurance, and then at the end of his service is able to leave the country without

debt and with a few hundred pounds in his pocket, I think he may be considered to have done fairly well. Unless, therefore, an officer has private means the best he can look forward to on retirement is to spend the remainder of his life in comparative indigence and in a perpetual struggle to make both ends meet. If at the time of retirement he has still to provide for the education of children, comparative indigence must become actual. In the second place, the sterling value of these pensions is less now than it was at the time they were fixed very many years ago, when the value of the rupee was two shillings. As in the meantime Government has found it necessary to raise salaries paid in India, owing to great increase in the general cost of living, this state of affairs appears to be indefensible. Thirdly, it is not fair that an officer of the Imperial Service who for any reason is unable to qualify for the extra pension, should only receive the same pension as officers of the Provincial Service, who, under the recent re-organisation, can obtain a pension of Rs. 5,000 per annum, after two years' service in the top grade of Extra Deputy Conservator.

Recommendations.—I venture to urge, first of all, that the pensions for the Imperial branch of the Service, and indeed for all Home-recruited Services, should be fixed in sterling. Officers, who are born and recruited in Great Britain, must be expected to return to their own country at the end of their service and, this being so, it seems anomalous that their pensions should be fixed in anything but the currency of that country.

As regards the amount of the pensions I consider that it would be inadvisable to increase the first pension of £350 per annum for optional retirement after 20 years' service. In point of fact few men have availed themselves of this pension in the past, and in any case it is not in the interests of the Service that Government should hold out any further inducements for retirement at an age when its officers are probably commencing to reach the stage of their greatest utility. Indeed, if it were not for my belief that the possibility of taking this early pension is an aid to recruitment, I should be prepared to advocate its abolition in the case of future entrants to the Service. For the rest, I am strongly in favour of graduating pensions in accordance with length of service, so that there may be inducements to the best men to remain in service and not to retire at a time when for administrative purposes they are most useful to Government, and, at the same time, of giving Government the power to retire compulsorily officers who are comparatively, or actually, inefficient as soon as they have qualified for a reasonable pension. Therefore, I would recommend the following scale:—

	Per annum.
After 20 years' qualifying service	£350
After 25 years' qualifying service	500
After 30 years' qualifying service, or after 25 years' service and 3 years' approved service as Conservator	650
Extra for 3 years' approved service as Chief Conservator or Inspector-General of Forests	100

If this scale of pensions is sanctioned, I would give Government the power to retire compulsorily any officer who after a service of, or exceeding, 25 years is declared unfit to hold charge of a Circle, and of any Conservator who, after 3 years' service in the class of Conservator, is similarly considered unfit for promotion to the post of Chief Conservator.

Medical pensions.—Pensions granted to officers who are obliged to retire under medical certificates of unfitness for further service should be more liberal than those which are admissible under the present rules. I would urge that with 10 years' completed qualifying service an officer so retired should receive £200 a year, and that the pension should rise by annual increments of £20 to £400 at 20 years' service. I can see no reason why an officer, who with this length of service is

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compelled to retire on account of a complete breakdown in his health, should not be treated more liberally than a man who retires voluntarily because he has no wish to serve Government further. Similarly, I think that if the scale of ordinary pensions is graduated according to length of service, the invalid pensions between 20 and 25 years' service and between 25 and 30 years' service, should increase proportionately also.

66077. (VII) **Such limitations as may exist in the employment of non-Europeans, and the working of the existing system of division of the Service into Imperial and Provincial Branches.**—The present constitution of the Department is:—

(a) *The Imperial Service.*—Recruited in England by the Secretary of State comprises 80 per cent. of the upper controlling staff, i.e., the staff required for the management of forest charges, classed as major, plus the usual allowance for leave, training, etc.

(b) *The Provincial Service.*—Recruited in India and with few exceptions trained at the Forest College, Dehra Dun. Comprises the remainder of the upper controlling staff and the whole of the lower controlling staff, i.e., the staff required to hold charges classed as minor.

(c) *The Subordinate Service.*—Indians are eligible for appointment to the Imperial Service under exactly the same condition as Europeans, except that the restriction against previous marriage is withdrawn in their favour. In my opinion it is unnecessary to make any change in the existing regulations with the object of still further facilitating the entry of Indians into the Imperial Service. For many years past numbers of Indian youths have visited England with the object of completing their education and gaining admission to one or other of the Indian Services, but very few have made any attempt to enter the Forest Service. It would seem that the solitary and rough conditions under which the Indian Forest Officer has to pass a large proportion of his service, coupled with the moderate emoluments obtainable, do not attract Indians who are sufficiently highly educated to comply with the tests for entry to the Imperial Service.

The Forest Department is a scientific service in which the evil effects of even comparative inefficiency are more lasting and more difficult to repair than in the case of purely administrative Services. Again, it is not possible to obtain in India training in forestry, which can be compared to that given to the probationers selected at home, and this state of affairs will continue until the practice of Indian forestry reaches the level attained in Europe. Therefore, although I have no reason to urge against the admission to the Imperial Service of Indians who qualify themselves under the same regulations as apply to Europeans, I think it is essential to maintain a sharp line of division between the Imperial and Provincial Services.

66078. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—In all parts of India with which I am acquainted the relations between Forest Officers and Officers of the Indian Civil Service and other Services are perfectly satisfactory. It is essential that the Forest Officer, while having comparative freedom of action in purely professional matters, should be subordinate to the Revenue Officer in all matters that affect the welfare of the people. From the representation submitted by Madras Forest Officers, it would appear that the conditions in that province may not be altogether satisfactory.

66079. (IX) **Any other points within the terms of reference to the Royal Commission not covered by the preceding heads.**—(i) Allowances on transfer should cover the actual cost of transport of an officer's family and private effects, subject to reasonable limits.

(ii) Government should institute a widows and orphans fund instead of the existing provident fund. The scheme should be worked out on actuarial principles to yield pensions of from one-half to two-thirds of those guaranteed to the Indian Civil Service.

B.—PROVINCIAL SERVICE.

66080. I do not propose to deal with the Provincial Service in detail under each of the nine heads which have been mentioned in connection with the Imperial Service, but there are certain matters in connection with which I think that modification of the existing regulations is desirable.

66081. (II) **Systems of Training and Probation.**—The length of the period of probation after passing through the two years' course of training at the Forest College is left to the discretion of Local Governments. Considering that candidates selected for direct appointment are put through a course of at least six months' preliminary practical training in the jungles before they join the College, and that, if they prove incapable of following the College course satisfactorily, the President has power to reject them at any time, I consider that a further probation of one year is sufficient. At the end of that time, if their work has been satisfactory, I think they should be appointed substantively to the Provincial Service, being regarded as supernumerary if there is no vacancy in the sanctioned cadre.

66082. (IV) **Conditions of Salary.**—Under the rules an officer of the Provincial Service cannot be promoted to be an Extra Deputy Conservator of Forests until a vacancy occurs. The number of Extra Deputy Conservators in any province bears no ratio to the number of Extra Assistant Conservators, but is fixed at 20 per cent. of the "major" charges. I have known cases in which this bears hardly on deserving officers, and I believe that this state of affairs will be still more pronounced in future, for, as forest administration develops, it will be necessary to increase the number of assistants to Divisional Forest Officers. It is true that the rules provide for the grant of personal allowances to officers who are considered fit for advancement to the class of Extra Deputy Conservator, but for whom no vacancies exist. These allowances, however, are not as good as the time-scale, while naturally the men concerned desire to reach the class of Extra Deputy Conservator. I think, therefore, that it would be fairer to make the time-scale continuous, subject to a provision that increment should cease at a certain point unless an officer is declared fit to hold a "major" charge. The scale which I would suggest is as follows:—

Grade.	Year of Service.	Salary. Rs.
Extra Assistant Conservator	1	250
"	2	270
"	3	290
"	4	310
"	5	330
"	6	350
"	7	370
"	8	390
"	9	410
"	10	430
"	11	450
"	12	470
"	13	490
"	14	510
"	15	530
"	16	550*
Extra Deputy Conservator	17	600
"	18	625
"	19	650
"	20	675
"	21	700
"	22	725
"	23	750
"	24	775
"	25	800
"	26	830
"	27	860
"	28	890
"	29	920
"	30	950

* No further increment unless declared fit to hold a "major" charge.

* Only officers drawing over Rs. 1,750 per mensem.

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66083. (V) **Conditions of Leave.**—(i) Privilege leave should be accumulative under the same conditions as recommended for the Imperial Service.

(ii) One year's furlough should be granted after eight years' service, and an additional year after every six years' further service. Three years in 30 should count as service qualifying for pension, whether spent in or out of India. A minimum furlough allowance of Rs. 200 per mensem should be granted.

66084. (VI) **Conditions of Pension.**—There ap-

Mr. G. S. HART called and examined.

66085. (Chairman.) The witness said he arrived in India in 1887, and served in the Punjab for 18 years. In 1906 he went to the Central Provinces as a Conservator, and was transferred to a similar appointment in Bengal at the end of 1908. In June, 1910, he returned to the Central Provinces as Chief Conservator, and was appointed Inspector General in April of the present year. His present duties were to advise the Government of India on all forest matters which came before them, to control working plans, and to inspect forests generally all over India, except in Bombay and Madras, with which presidencies he had nothing to do, unless his advice was specially asked for.

66086. The duty of a Conservator was to take charge of a circle. He had under him a certain number of divisions manned by divisional officers and the ordinary staff. The duty of a Chief Conservator was to act as adviser to the Secretariat in forest matters, and also to exercise general control over the circles. In the Central Provinces the appointment of Chief Conservator was first made temporarily for five years, but at the end of that time the Government decided that its retention was essential. A Deputy Conservator, unless he was on special duty, such as working plans, was in charge under the orders of the Conservator, of a Forest Division, which might extend from 100 to 1,500 or 2,000 square miles of forest. There was a great difference in the responsibility and work of the various divisions. An Assistant Conservator might be attached to a division, or he might frequently be in charge of a division. Promotion from the grade of Assistant to that of Deputy Conservators depended entirely upon length of service. Asked what was the earliest date at which an Assistant Conservator was placed in a responsible position the witness replied that the Department was so short-handed at the present time that an Assistant Conservator had been put in charge of a division after eighteen months' service, but normally it was preferable that he should not be given a charge until after four years' service. The Provincial Service consisted of Extra Assistant Conservators and Extra Deputy Conservators and before he could be promoted to the rank of Extra Deputy an officer had to be certified as fit to hold a major charge. The forest charges in a Province were divided into major and minor charges, and 80 per cent. of the major charges would be held by Imperial officers. There would also be special charges and 25 per cent. would be added for leave and training. Twenty per cent. of the major charges and a certain proportion of minor charges belonged to the Provincial Service, and a reserve of 14 per cent. was allowed for leave and training. The officers of the Provincial Service were recruited for an entirely different class of work from that discharged by the Imperial Officers. They were recruited for minor charges and to carry out the duties of assistants, but to the extent of 20 per cent. of the major charges might be promoted after long and meritorious service to what was called the upper controlling staff. Not all the appointments of Extra Deputy Conservator assigned to the Provincial Service had been filled up. For instance, Bengal had one such post, but it was not filled up; the United Provinces had three which were filled up; but two of the officers were on deputation. The Punjab had two posts filled up; Burma had 19 posts, of which 14 were

filled; Bihar and Orissa had three, all filled up; Assam had two, both filled; the Central Provinces had six, all filled; Madras had eight vacancies, of which six were filled; and Bombay had five, all filled.

66087. Replying to a question as to what amount of accuracy there was in the statement that the posts filled by extra Deputies were of exactly the same responsibility and same onerous work as those filled by the Imperial Officers, the witness said that a certain percentage of the major posts were set aside for the best officers in the Provincial Service, but they were not promoted to them until they had served from 16 to 25 years. These officers occupied positions of exactly the same responsibility as their colleagues in the Imperial Service.

66088. On the question of recruitment, the witness said he thought it would be unnecessary under present conditions for the Secretary of State to arrange for a competitive examination subsequent to nomination, but if recruitment was at an earlier age, he did think competition would be necessary. In his opinion, the ideal age for a young Forest officer to reach India was as soon after 21 as possible. He would so frame the syllabus of the examination that no candidate would have any chance of success unless he possessed a good grounding in natural science. That was the old system, and he thought excellent results had accrued from it. He did not think an Honours degree in Science was in any way necessary provided that a man had received a sufficient grounding in natural science. He would like to see the revival of the physical test which had been abolished some years ago. He could not say why this test had been abolished. He had met men who would not have got into the Service had it been continued.

66089. He would be very strongly opposed to the substitution of practical training in India for the training at present undergone in Europe, his reason being that there were no forests in India which had been treated on scientific principles for two or three hundred years. He was further of opinion that, during his first year, an officer should concentrate his attention on language and local conditions. He laid the greatest stress upon the seven month's course of training in the Continent. The whole period of training in Europe was so important that he would not diminish the year and five months spent in England in order to give more time in India. At present the rate of recruitment for the Indian Forest Service was only five per annum. That was an argument in favour of having all candidates trained at one centre, as it was out of the question to suppose that two or three institutions could each employ a special staff to train at the most 15 recruits a year. He thought Oxford provided as good facilities for teaching survey and forest engineering as any other place in England.

66090. On the subject of the employment of Indians, the witness pointed out that up to the present time the service had always been open to Indians, subject in the old days to competitive examination, and more recently to selection by the Secretary of State; but they had never shown any great desire to get into the Service. With two exceptions no Indians had either passed the competitive examination or been nominated by the Secretary of State. The Service did not seem to

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appeal to Indians to any great extent. He thought that for the purposes of the Forest Department greater efficiency was secured from the European; but if it was necessary to provide greater facilities for the entry of Indians into the Service, he was of opinion that open competition in India would be quite useless. If the Government found it absolutely necessary to recruit Indians, a system of nomination combined with competition would be the most successful method. Asked whether he saw any advantage or disadvantage in a scheme of organisation for the Forest Service which would provide for the employment of two classes of officers, one for the superior work and the other for the inferior work, thereby getting rid of the anomalies which at present seemed to exist in the Service, the witness replied that he would prefer to see things left as they were, with a possibility of having to take a certain number of specially good Indians for the Imperial Service. He could not suggest any means of getting rid of the grievance which undoubtedly existed amongst some of the officers of the Service in regard to the Extra Deputy class. It did occur in practice that a senior member of the Provincial Service was placed under a junior member of the Imperial Service, but he was not aware that this had given rise to friction. He would be against promoting Provincial officers into the Imperial cadre as an alternative to direct recruitment in India for the Imperial Service. He presumed that promotion under such a system would go to senior Provincial officers with exceptional qualifications, and there would be great difficulty in carrying out the scheme in practice. In his opinion the Provincial officers had been very well treated in the recent reorganisation of the Provincial Service subject to one or two small exceptions to which he had referred in his memorandum. He thought it was advisable to keep the two services quite distinct, and, if necessary, to recruit Indians specially for the Imperial Service. He did not see how the anomalies to which attention had been called could be avoided.

66091. The present system of recruitment for the Provincial Service the witness considered to be satisfactory. It was of great importance that the Service should be recruited to a great extent by promotion from deserving officers of the subordinate Service. Local Governments had this matter in their own hands, and up to the present time a very considerable number had been promoted. It seemed unnecessary to tie the hands of local governments by making a rule that a fixed proportion of vacancies should be reserved to the Ranger class, but personally he thought that at least one-third of the vacancies should be so reserved. The practical training given in the various Provinces to direct recruits for the Provincial Service prior to their selection was quite satisfactory, and the training of Provincial officers at Dehra Dun was the best that could be given under present conditions. He thought that the standard was steadily improving. Burma and Madras were the only Provinces which had colleges for training Rangers, the remainder being trained at Dehra Dun, but all Provinces except Bihar and Orissa had a small school of their own for the training of lower subordinates.

66092. Turning to the question of pay, the witness explained that he was proposing increased rates, not on the ground that the present rates were not on the whole a suitable class of recruit, but because promotion in the future would be much slower than it had been in the past. It was not likely in the future that a man would rise to the rank of Conservator with less than 24 years' service, and the present time scale stopped at the twentieth year. If the initial rate of salary were reduced below its present limit on account of the age being reduced, it would considerably interfere with recruitment. In his opinion, moreover, Conservators were worth more than they were now paid. In India there was a total area of 242,960 square miles of forest land in charge of the Service. There were 21 Conservators' charges, including one charge in Sind which was held by a Deputy Con-

servator. The average area of each charge of forest was 11,570 square miles. The total revenue of the Service was 290 lakhs. The average revenue was about 13 lakhs per circle; the average expenditure was 8 lakhs and the average surplus 5 lakhs per circle. He thought an officer who, after 24 years' service obtained a charge of that description, was at least worth the pay which was given to a Deputy Commissioner of a district. The pay now authorised for the Provincial Service was adequate, in his judgment, to attract the right kind of candidate. He would, however, like to improve present conditions so far as to allow Provincial officers to advance to the pay of Extra Deputy Conservators irrespective of vacancies, and subject only to fitness for promotion to the higher rank. The number of Extra Deputy Conservators' posts in a Province depended upon the number of major charges. It was only 20 per cent. of the major charges, and had no reference to the total number of posts in the Provincial Service. A case had occurred recently in which a local Government had appointed eight new officers to the Provincial Service, thereby adding eight men to the number of Extra Assistant Conservators, and under the present system no addition could be made to the number of extra Deputies. That meant that there would be an enormous block in promotion in future years.

66093. Regarding leave and training reserves, the witness stated that the present reserve was adequate, but if the new rules laid down a fixed percentage of officers who could be on leave at any one time, the question might require reconsideration. Officers could obtain study-leave under certain rules laid down in the Forest Code. Recently the rules had been relaxed, with the result that more officers were now taking advantage of the concession. He agreed that in proportion as the higher specialisation of officers assumed greater importance, study-leave would be taken to a much greater extent.

66094. The witness regarded the present pension scheme as entirely inadequate, and thought improvement of pension conditions would be of far greater importance to the Service than improvement of pay. The option of retiring at 20 years was not taken advantage of to any very great extent, and he thought it distinctly unfortunate in the interests of the Service that a competent man should have an option of retiring after 20 years' service. The effect of the concession, especially if the age of entry was reduced, was to allow an officer to retire in the prime of life. He would be prepared to lay down the principle that if an officer was given an option to retire after a certain period of service, the Government should have the same unreserved power to retire him after the same term of service.

66095. The witness expressed the view that a Family Pension Fund in substitution for the existing Provident Fund might be usefully established for future entrants to the Service. There might also be Provident Fund in addition up to a certain percentage on salary. He thought it unlikely that the majority of officers would take advantage of both funds. The Family Pension Fund scheme he had in view was based on the same principles as the Indian Civil Service Fund: but if this was impossible he would accept the principle of Government management without Government contribution.

66096. (Sir Valentine Chirol.) The witness admitted that it was rather early to judge of what the value of the Provincial Service, recruited as it was being recruited at the present time, would be in the future. He also agreed that the Forest Service was one in which it was far more difficult to judge of the value of a man by any examination or test to which he might be subjected, than by the result of work actually done under supervision. Experience accounted for much more than book-learning in the case of an officer of the Forest Service.

66097. The Department at present was being run on an extremely small cadre. The area of a German Forest division was anything from 15 to 20,000 acres, whereas an Indian Forest division was from 100 to 2,000 square miles. He regarded the

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Forest Service of India as a revenue producing Department which should be capable of enormous development in that respect in the future, and he urged that from the economic point of view alone it ought to be treated liberally by the Government.

66098. He did not think the profit from the business of the Department was likely to increase so rapidly in future as it had done in recent years: that depended to a large extent on the money the Government was prepared to spend on establishments, communications and mechanical plant. The importance of the Department did not consist only in the actual development of the forests, but also investigations into the employment of forest products for trade purposes. For instance, owing to the work of the Research Institute, paper was now being manufactured from bamboos and from the pulp grasses, and the Department had induced the Railways to begin using the comparatively inferior timbers after preservative treatment, and also to take a number of their hard wood species after similar treatment. There were endless possibilities in that direction.

66099. With regard to his suggestion that no further increment should be given after Rs. 1,250, unless an officer was declared fit to be in charge of a circle, the witness said that did not necessarily imply that a man was unfit to hold charge of a Forest Division, but that he had not sufficient general ability, or was insufficiently active and useful, to hold charge of a Forest circle. He might, however, be a sufficiently efficient officer to deserve the continuance of the pay he was getting.

66100. (Mr. Madge.) In regard to the distinction between the work done by a Provincial officer and the work done by an Imperial officer, the witness said the essence of one man's work was to assist, and the essence of the other man's work was to control major charges.

66101. Supplementary to the view expressed in his written statement that the best training in forestry could not be obtained in India, the witness said there was not the same staff at Dehra Dun as there was at Oxford; there were not the same facilities for instruction. In the next place, India did not possess areas of forest which had been under scientific and proper treatment for two or three hundred years. Efforts were being made to improve the training at Dehra Dun.

66102. (Mr. Sly.) The witness said he would have no objection to the institution of open competition in England and the abolition of the Selection Board if the age of entry was lowered. He was of opinion that a University would be the best centre for the training of probationers. The University training should be adapted to Indian conditions. He did not consider that the whole of the University staff should consist of Indian Forest officers, but certainly some proportion of them should have had experience of forest work in India. For that proportion he would select the best men obtainable, irrespective of whether they were on the active or the retired list. On the whole he thought it would be better to take men from the list with between 15 and 20 years' service.

66103. The witness said that Extra Deputy Conservatorships in the Provincial Service were exactly analogous to the listed posts in the Indian Civil Service, and that just as in the Indian Civil Service one-sixth of the superior posts were supposed to be listed for the Provincial Service, so in the Forest Service one-fifth of the major charges had been handed over to the Provincial Service. Asked for his opinion regarding a scheme for abolishing the posts of Extra Deputy Conservator in the Provincial Service, and adding them to the Imperial Service as posts to be filled by selected Provincial Service officers, the witness said it would be very difficult to transfer men of 20 years' service from one branch to the other. The problem would be where to bring the transferred officers on to the time scale. The time scale for a Deputy Conservator in the Imperial Service began at Rs. 580, and for the Extra Deputy in the Provincial Service it began at Rs. 575. He admitted that there was only a difference of Rs. 5 in the minimum pay of the two posts, and that the result of bring-

ing men straight into the Imperial Service time scale, starting at Rs. 580, would be to remove a good deal of the grievance which was now felt.

66104. He could not say why certain Provinces were unpopular in the Forest Service, but he had heard that a Forest Officer was rather badly treated in Madras. He thought the majority of the men who came to India preferred to obtain a post under the Government of India, with a chance of service in different Provinces, and the extra opportunities of promotion, to being kept entirely in one Province.

66105. Dealing with his proposals regarding the salaries of Imperial Service Officers, the witness said he did not consider that Rs. 1,250 was too low a limit to place on the maximum pay that should be drawn by a Deputy Conservator, but he thought that length of service, and the time that it took for a man to get from one class to the other should be taken into consideration. It was true that the pay of Conservators had been improved during the last 10 or 15 years, but not to the extent that the Government of India desired to improve it. In 1890 the pay of a Conservator started at Rs. 1,100, whereas at the present time it started at Rs. 1,500. The appointment held by the President of the Forest Institute at Dehra Dun was analogous to that of a Chief Conservator.

66106. Every candidate nominated by a local Government for admission to the Provincial Service had to go through a preliminary practical training in the forest before he went to Dehra Dun. Six months' practical training was reasonable, but it should not be less than that period. He thought that it would unnecessarily tie the hands of local Governments to insist on a graduate qualification for candidates aspiring to the Provincial Service. The Provincial Service required special physical and constitutional qualifications, and it was not always necessary that a man should have an Indian University degree. As a matter of fact the Forest Department did not attract graduates from among the more highly educated Indian classes to any great extent.

66107. His proposal that the Provincial Service time scale should be continuous up to Rs. 950 was not put forward on the ground that this would be a reasonable scale of pay for the Provincial Service, irrespective of whether an officer was employed or not as an Extra Deputy Conservator. He did not think it was fair to suspend increments at the top of the Extra Assistant class simply because there were no vacancies in the Extra Deputy class. Perhaps he had gone a little too far in saying that the pay should rise as high as Rs. 950.

66108. To a certain extent, he strongly approved of recruitment to the Provincial Service by promotion from the subordinate ranks, because it was important for the Department to obtain good Rangers, and he suggested that one-third of the vacancies in the Provincial Service should be earmarked for the men belonging to this class. There would, he thought, be no departmental objection to the abolition of the titles "Upper controlling staff" and "Lower controlling staff," and "Extra."

66109. He was in favour of a system of study leave for Provincial Service Officers under the same rules as applied to the Imperial Service.

66110. (Mr. Gokhale.) The witness said that the 49 vacancies in the ranks of the Extra Deputy Conservators would be filled as soon as suitable men could be found. He could not say why no steps were taken from 1891 until 1906 to provide for direct recruitment of men to the Provincial Service. The special course of training instituted at Dehra Dun last year was exclusively for the Provincial Service. There was a two years' course for Rangers and a special course for the Provincial Service. It might be possible with a sufficient staff for men to obtain a theoretical training at Dehra Dun similar to that given at Oxford, but the practical training was impossible. He agreed that if an improved system of training was instituted at Dehra Dun and the men who passed there were sent to Europe for special study, the actual training would be nearly equal to that given to officers in the Imperial Service. A proposal for

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the training of the upper controlling staff in India had been put forward several times. It would be theoretically possible, but it would be most expensive to provide the necessary staff for such a purpose. It was true that when the Forest Department was instituted, and for a long time afterwards, both the Government of India and the Secretary of State expressed the opinion that it was a special Department in which the services of Indians should be utilised as largely as possible, but the more highly educated class in India had made no attempt to enter the Service. It was only within the last few years that candidates had been obliged to go to England on the chance of being nominated by the Secretary of State, but for many years previously they had had an equal opportunity with any other man of entering the service by competitive examination. Young men who left their homes and went to England would naturally be attracted by the Civil Service as offering the most highly paid employment, and those therefore who could afford it would naturally endeavour to enter that Service. This did not necessarily mean that if it had been possible for them to enter the Forest Service in India they would not have availed themselves of the opportunity. He did not agree that if the bulk of the appointments in the Department were filled by men who had undergone their training at Dehra Dun, and a few men were brought out from Europe to provide the necessary expert knowledge, that a sufficient European element would be obtained for the Service. Such a European element was undoubtedly necessary. It was essential in his opinion that a large proportion of the officers of the Service should be men with a fondness for outdoor life and work, natural history and science; and certainly so far as had been seen at present those qualities were not possessed by Indians. It did not follow because men in India could be obtained who had the necessary educational qualifications and could be given the necessary theoretical training, that those men would make as good Forest Officers as men who had been through the English Public Schools and Universities. He did not see that any advantage was likely to accrue from the employment of Indians, in consequence of their living in the country after retirement, and being able to place their accumulated experience at the disposal of the Department. The extended employment of Indians might result in a saving of cost, and it would be possible, if the Department was mainly officered by Indians, to have a lower range of salary; but on the other hand if the Department was not efficient a plan of this kind would prove to be extremely expensive. He thought the Government might be prepared to

(The witness withdrew.)

G. O. COOMBS, Esq., Extra Assistant Conservator of Forests, United Provinces.

Written Statement relating to the Forest Service, being the corporate views of the Provincial Forest Service of the United Provinces.

66116. (I) **Methods of Recruitment.**—Recruitment for direct appointments should be by an open competitive examination only, exactly as for Provincial Engineers. There should be no departmental nomination as such is not required in a department which is of a professional nature like the Public Works, Survey, and Telegraph Departments. No recruitment should be made from among Rangers; only such of the Dehra Dun Rangers as have passed out of the Forest College before the opening of the direct appointment class (*i.e.*, before 1907) and have maintained a good record of their work throughout the whole of their service and have been tried in every capacity and are all round fit for the Provincial Service should be promoted. Dehra Dun Foresters should in no case be promoted, and Article 15 (ii) of the Forest Code should be amended accordingly.

66117. (II) **System of Training and Probation.**—The training at present in force is suffi-

cient, but if it is considered in any way inferior, it should be raised so as to bring it on a par with that which probationers for the Imperial Forest Service receive in England. The period of practical training before admission to the Forest College, Dehra Dun, should not be more than three months.

66118. (III) **Conditions of Service.**—As duties and responsibilities of Provincial Forest Service Officers are the same as officers of Imperial Forest Service, the whole staff of both Imperial and Provincial Services should be borne on one amalgamated list, and the members of the amalgamated staff designated as Assistant and Deputy Conservators.

Charges of divisions should go ordinarily by seniority in the proposed amalgamated list, unless there be anything against any individual officer and senior member of the Provincial Service should not be placed, as is often the case at present, under a junior member of the Imperial Service. Every Imperial Forest Officer should be required to remain in actual charge of a range for at least

make a beginning in the direction of developing Dehra Dun and of having Indians and Anglo-Indians trained there with a view to their admission to the upper controlling branch, but he would not be willing, at any rate for the present, to accept any such proposal himself. He much preferred that men should be selected and trained in Europe.

66111. (Mr. Wrafter.) The Provincial Service was recruited for entirely different work from that discharged by the Imperial Service, and therefore the two branches should be kept separate. The conditions of service of the Provincial Officers were based on Indian requirements; it had to be remembered that the Provincial Service was intended for Indians, and anyone who entered it did so with his eyes open.

66112. It was not necessarily the case that before an Extra Assistant was promoted to the rank of Extra Deputy he had to have 15 to 17 years' qualifying service. The rules laid down that promotion to the class of Extra Deputy Conservator was to be by selection from amongst Extra Assistant Conservators. It was within the powers of the local Government to promote any Extra Assistant Conservator to be an Extra Deputy. Before he was selected he had to be specially reported on as fitted for a major charge. Then at intervals of three years he had again to be reported on by his Conservator as being qualified for advancement of pay. As to this, the witness said that in his opinion a man who had got into the Extra Deputy Conservator class should be granted his further increments of pay without any special certificate.

66113. (Mr. Hill.) The witness said that although there had been a considerable increase in the emoluments of Conservators in recent years, it was important to remember that Exchange Compensation Allowance had been abolished, and that therefore the increased pay was not so large as it would at first sight appear to be.

66114. He only knew of one case where the son of an Indian Provincial Service Officer had chosen the same profession as his father. If Extra Deputy Conservators were admitted to the Imperial list, they would have a comparatively small chance of rising to administrative posts in that Service, but they would certainly be eligible if once admitted. He did not think they need consider the question whether it would lead to friction with European officers if an Extra Deputy Conservator did rise to an administrative post.

66115. The witness added, with regard to his proposals regarding the pay of the Provincial Service, that it might meet the requirements of the case to continue the present rates of salary subject to a periodic re-adjustment of the number of posts of Extra Deputy Conservators.

Charges of divisions should go ordinarily by seniority in the proposed amalgamated list, unless there be anything against any individual officer and senior member of the Provincial Service should not be placed, as is often the case at present, under a junior member of the Imperial Service.

Every Imperial Forest Officer should be required to remain in actual charge of a range for at least

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one year, and should not be placed in charge of a division before he has had at least four years of active Forest Service in the Province. The same rule should apply also to the Provincial Forest Officers directly appointed from the Forest College, Dehra Dun.

The classification of divisional charges into major and minor should be abolished, and the present practice in the United Provinces of placing Imperial Service recruits of barely one year's service in charge of major divisions, in preference to more experienced Provincial Service Officers who have been holding charges of major and minor divisions for considerable periods, should be abolished. Such Imperial Service recruits do not understand the vernacular, colloquial or written, a knowledge of which is essential for efficient administrative work in India; they do not know the customs and requirements of the people, are ignorant of the inner working of the Forest Department, and—last, but not least—are unacquainted with fluctuations of the timber trade and the commercial conditions of the country, which knowledge is a very important possession for an officer, especially a Divisional Officer, of a quasi-commercial Department like the Forest. The results of this practice must affect adversely the interests of the Department in every respect, and must result in opportunities for unfair practices by both subordinates and contractors. Moreover, many ways of discovering and improving the sources of revenue in a division must remain hidden. Thus it is clear that the appointment of recruits of short service to the charge of divisions is not in the best interests of Government. In emergency cases, only minor divisions might be placed under new recruits; but major divisions should always be held by experienced officers of either Imperial or Provincial Service. As Imperial Officers are expected to possess a superior technical knowledge of forestry, it is suggested that they should be placed in direct charge of important works, demanding such technical knowledge as for instance preparation of working plans, marking of trees for felling under various methods of treatment, cultural operations, fire protection, demarcation, etc., while divisional charges should be held by Provincial Service Officers, who are much better fitted for the purpose.

The present system of "confidential reports" results sometimes in injustice. When the adverse comments are made against any officer he should be supplied with a copy of the comments and an opportunity given him for self-defence.

The division of the "controlling staff" into upper and lower should be abolished, and officers of the proposed amalgamated list should be known as members of the controlling staff.

66119. (IV) Conditions of Salary.—The starting pay which an officer gets on his confirmation to the Provincial Forest Service is not low, but the subsequent low increments and a very limited number of posts of Extra Deputy Conservators (i.e., three in the United Provinces) are disadvantages which, we submit, should be removed by reconstituting the pay as follows—

Assistant Conservators—

	Rs.
1st year of service	250
2nd " "	275
3rd " "	300
4th " "	325
5th " "	350
6th " "	375
7th " "	400
8th " "	430
9th " "	460
10th " "	490
11th " "	520
12th " "	550

Deputy Conservators—

13th year of service	590
14th " "	630
15th " "	670
16th " "	710

Deputy Conservators (continued)—

17th year of service	750
18th " "	790
19th " "	830
20th " "	870
21st " "	910
22nd " "	950
23rd " "	1,000
24th " "	1,050
25th " "	1,100
26th " "	1,150
27th " "	1,200
28th " " and onwards	1,250

The scale of pay for the Imperial Service officers may remain the same as at present, but should it be raised, the scale for the Provincial Service Officers should also be increased proportionately.

Rules and practice regarding the giving or stoppage of annual increments or any other disciplinary measures should be the same for both services.

66120. (V) Conditions of Leave.—The changes suggested to be made regarding long leaves for Indian services in G.G.O. No. 674—C.S.R., dated the 19th October, 1912, are all right.

The rule that privilege leave cannot be allowed within six months after return to duty from privilege leave should be relaxed in respect of leave on medical certificate or on bona fide urgent necessity for forest officers, who have often to labour in malarious surroundings and isolation.

66121. (VI) Conditions of Pension.—Invalid and voluntary retirements on one-half of the average salary should be allowed after 20 and 25 years of service respectively.

66122. (VII) Limitation in the employment of non-Europeans and the division of Service into Imperial and Provincial.—Indians and Anglo-Indians, although not debarred by the rules, are practically excluded from the Imperial Forest Service; it is therefore suggested that 20 per cent. posts of the Imperial Service should be reserved for them, who should be selected by a competitive examination open to all Indians and Anglo-Indians and deputed to England to receive the training which candidates nominated there are required to undergo to qualify themselves for the Imperial Forest Service, selection being made of only the best successful candidates, irrespective of any other distinction. The competitive examination should be based on the same qualifications as required for recruits nominated in England. One of the three conservatorships or circle charges should be thrown open to Provincial Service, the Provincial Service Conservator getting the same pay as the Imperial Service Conservator.

There is no limitation in the employment of non-Europeans in the Provincial Forest Service, except in the case of selection for the service in Burma, for which we suggest that selection should be made from all Indian communities.

The division of the service into Imperial and Provincial having not proved satisfactory, it is suggested that the distinction should be removed altogether.

In view of the suggestions made in paragraph 66116, and to keep up the efficiency of the subordinate service a few posts carrying higher pay may be created for them as follows, and designated "sub-assistant conservators" (upper subordinates):—

	Rs.
Sub-assistant Conservator, 1st grade ...	300
" " 2nd grade ...	250
" " 3rd grade ...	200

66123. (VIII) Relations with Indian Civil Service and other Services.—It is satisfactory and there is nothing to suggest.

66124. (IX) Any other points within the terms of reference to the Royal Commission not covered by the preceding heads.—Colonials who do not allow Indians to enter their colonies should be refused admission to the Forest Services in India.

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Travelling allowance for members of the Provincial Forest Service should be the same as for members of the Imperial Forest Service, and the former should be classed among "first-class officers" irrespective of their pay and posting, as is the case with provincial engineers.

Written Statement relating to the Forest Service, being a Supplementary Memorandum on the Provincial Forest Service, United Provinces, by Mr. Coombs.

66125. (I) Methods of Recruitment.—Recruitment for the service for entry through the Dehra Dun Forest College it is suggested should be first by nomination of properly qualified candidates, as required by the rules in force, and then selection from among the nominated candidates by a competitive examination. This would ensure a good class of recruit as regards respectability, character and physical fitness, with the requisite educational qualifications. In fact, the best men available.

66126. (II) System of Training and Probation.—The training given at Dehra Dun is all that is required, and the best that the ablest men of the Imperial Service can devise and impart. The Government of India, in a resolution dated 21st February, 1913, note "The College at Dehra Dun has recently been improved and a Research Institute has been established in connection with it. Indians can here obtain an education in forestry which approximates to that ordinarily obtainable in Europe."

In the "Indian Forester" for April, 1906, there is an editorial (written presumably by Mr. Stebbing, Indian Forest Service, who was the honorary editor of the paper at the time, and who is now Head of the Forestry Department of the University of Edinburgh, Scotland), in which a comparison is made of forestry tuition at Oxford and Dehra Dun. The writer shows that the course given at Dehra Dun compares very favourably with that given at Oxford. The general remarks at the end of the article read as follows:—

"The above brief résumé of the two standards will, we think, suggest to the minds of our readers that the course given at Dehra Dun compares satisfactorily with that given at Oxford, our opinion being that the latter—or, at any rate, the theoretical portion of it, requires stiffening up very considerably. In some ways the Dehra course is perhaps superior to the Oxford one. Undoubtedly the greatest advantage possessed by the Indian Forest subordinate is that he is trained in the country in which his future work is carried out: that he becomes acquainted in his practical course with forests of a similar nature to those in which he will have in future to work, and is thus the sooner able to apply the knowledge he has acquired in the lecture hall. For, instead of having his mind steeped in minute and precise, and perchance narrow and crystallised, methods of forestry, applicable and peculiar solely to highly civilised small States, he is from the first placed in face to face with the larger areas and wider interests in which forest conservancy has to be practised in India; he learns the difficulties which confront the Forest Officer in dealing with ignorant native races; he recognises that innumerable rights will have to be defined and treated with circumspection; and discovers the difficulties that exist in growing and extracting his timber and in collecting and disposing of minor produce, etc., etc.

"To the Home-trained probationer these aspects of Indian Forestry remain practically an unopened book, for without a knowledge of the present conditions of the country he must find it difficult to attach the proper relative importance to what may be detailed upon the subject in the lecture room and impossible to apply his theoretical knowledge in the absence of local experience.

"In other respects the courses greatly resemble one another in the home course of tuition, the student does not acquire a knowledge of forest zoology upon the lines most suitable for India,

and he consequently arrives in the country ill-prepared to continue his studies there, while, on the other hand, much of the best work done under this head at present has been carried out by Dehra-trained Forest Officers."

The above will show that the training at Dehra Dun is highly satisfactory, and all that is required for the Forest Department; should there, however, be at any time anything which needs improvement, it will no doubt be done by Government, whose aim should be to keep the Forest Education at Dehra Dun at a sufficiently high standard, so as to leave no room for any doubt as to the qualifications and fitness of the men turned out from the College, and to give the men a fair chance of doing the best possible work for the department. I would also like to add that the men turned out from Dehra Dun under the old rules, say 17 years ago, before the Dehra school was raised to the status of a college, received as thorough a training under the able guidance of some of the best men in the Imperial Service, who had received their training at Nancy and Germany and Cooper's Hill, as they do now, as the old school course was the same as that taught now to the Provincial Service recruits, the Ranger's course having been cut down. The men trained at Dehra Dun therefore deserve every consideration and encouragement, and should not be condemned as a body and have unnecessary barriers placed in the way of their advancement. Good men should be given every opportunity and equal chances of working shoulder to shoulder with the officers recruited in Europe instead of being consigned to a position of subordination, as is the case at present, on the mere assumption that the training in Europe is superior.

The period of probation for the Provincial Forest Service men is at present three years, with two years spent in college; this seems excessive. The Imperial Service Officers when once they are appointed, are not required to serve any probation. After passing out of the College, one year's probation should be sufficient. A period of two years should be allowed for an officer to pass his departmental examinations, failing which his increment should be stopped till he has qualified.

66127. (III) Conditions of Service.—Officers serving in the Forest Department have a hard, knockabout life, camping for practically eight months in the year in all sorts of malarious and unhealthy localities, and throughout the hot weather season very often with no better shelter than that provided by small tents. Provincial Service Officers are trained to do the same work as Assistant and Deputy Conservators of the Imperial Service, but the distinction made between the two services are very great. As a matter of fact, the Provincial Service is created more as an inferior and subordinate service. The Provincial Service man is generally kept as an attached officer for long years, or often in charge of ranges and ultimately may hope to get a small division known as a minor charge. The Imperial Service Officer comes out, and in a year or so finds himself posted to the charge of a large division, placed perhaps over old and experienced men of the Provincial Service. The Provincial Forest Service men by being thus kept down for years in subordinate positions lose in efficiency, while the Imperial Forest Service men benefit by the opportunities they get of gaining experience in control work. Equal opportunities should be given to men recruited in India of showing their worth, and it is suggested that the officers of both services should be borne on one list, and the amalgamated members designated Assistant and Deputy Conservators without the prefix "Extra," which is quite unnecessary and only serves to separate the two services. Charges of divisions should go ordinarily by seniority in the proposed amalgamated list unless there be anything against any individual officer, and a senior member of the Provincial Forest Service should, as far as possible, not be placed, as is often the case at present, under a junior member of the Imperial Service.

Imperial and Provincial Officers should both be

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required to remain in actual charge of a range for at least one year to gain a thorough knowledge of the inner working of the Department, and a near acquaintance with the people they have to deal with and the staff, and should not be placed in charge of a division until they have had at least four years of active forest service in the Province. It is not merely sufficient to place an officer in nominal charge of a range as has sometimes been done in the case of some Imperial Service Officers, the real range work being carried out by the Ranger. The classification of Major and Minor Divisions is again a distinction which tends to separate the Imperial from the Provincial men, the Minor Division being considered the special province of the Provincial Service, and there being only four or five charges, the Provincial Forest Service men remain at a disadvantage, and do not get the same experience and opportunities as the Imperial men. It is suggested that this classification be abolished, and charges allotted accordingly to seniority as far as possible, the more important charges being held, as a rule, by the older and more able and experienced officers.

The practice in the United Provinces of placing young Imperial Forest Service recruits of barely one or two years' service in charge of Major Divisions in preference to Provincial Service men of many years' experience can hardly be in the interests of Government, owing to their inexperience of local conditions, and is also causing much dissatisfaction among the members of the Provincial Forest Service who find themselves kept down in this way.

The division of the controlling staff into upper and lower is another stigma of inferiority attached to the Provincial Service Officer, the duties and responsibilities being the same as regard control work, there seems no necessity for this invidious distinction.

The practice of confidential reports results sometimes in injustice, an officer having any serious comments made on his work or conduct which would result in stopping his promotion or spoiling his future prospects of advancement should be informed of the nature of his faults and given an opportunity of submitting an explanation in his defence. This principle is provided for in the case of Imperial Service Officers (Article 19, Forest Department Code, 7th edition), and the same rule should be made to apply to officers of the Provincial Forest Service. It seems most unfair to punish an officer merely on the strength of a confidential report which may have no real justification, or for which the officer concerned may be able to furnish a very satisfactory explanation.

There is practically no example in the whole of India in which the increment of a member of the Imperial Forest Service up to Rs. 1,250 has been stopped, but several men of the Provincial Service of the United Provinces have been denied the full pay due to them by the rules introduced by the last re-organisation, which has caused much dissatisfaction generally and left many with personal grievances owing to the interests of existing members not being sufficiently safeguarded. As an example, I might instance my own case where, on the introduction of the re-organisation scheme, I had to refund money which I had earned under the old rules, and arbitrarily deprived of my rank as Extra Deputy Conservator, in which post I was officiating.

At present there is only one Extra Deputy Conservator working in the Province, and, consequently, only one major charge is held permanently by the Provincial Service instead of three, and it would be only fair to the Service that the two posts of Extra Deputy Conservator, which have been vacant in the United Provinces since April, 1911, be filled up soon. A second major charge is held temporarily by an Extra Assistant Conservator and five minor charges by Extra Assistant Conservators, a total of seven divisional charges held by Provincial Service Officers against 12 major charges held by Imperial Service Officers. Any increase of establishment

sanctioned for the Department it is suggested should be made from officers trained in India, so as to give them a larger share in the working of the Department for which they are quite competent and well fitted.

66128. (IV) Conditions of Salary.—The re-organisation scheme sanctioned in 1911, while introducing a time scale of pay, gave little general satisfaction, as while it provided a better opening for new recruits, it did not safeguard the interests of the existing members of the Service sufficiently, and took no account of the long years of service spent in many cases by men in the subordinate service under the old rules when they were obliged to work as Rangers before entry into the Provincial Service, even though they may have been fully qualified and fit for promotion and recommended for advancement, simply for want of vacancies in the Provincial Service and the special rules in force at the time, and for no fault of theirs. This means that many good men, who are just as able and well qualified as the new recruits, lose the advantage of much past service, which is not counted towards their increment according to the new rules brought into force, and will never rise to the highest grades of pay. This procedure is felt all the more keenly by the better officers, who see their future prospects marred for no fault of theirs; and this might be rectified.

Another point is the low rate of increment and the slow rate of promotion of the Provincial Forest Service when compared with the pay given to the Imperial Forest Service. Although both do the same work, instead of the Provincial Service salary being at least two-thirds of the Imperial, as is the general principle and is the case in the Public Works and Telegraph Departments, we get Rs. 20 a year increment against the Imperial Service Rs. 40 a year, and can only rise automatically up to Rs. 550 in 16 years after promotion to Extra Assistant Conservator, whereas the Imperial Service Officers rise automatically to Rs. 1,250 in 20 years. Further advancement for the Provincial Service needs special orders, and is subject to certain conditions which are liable to be differently applied at different times. It is suggested that the pay of the Provincial Service be reconstituted, as suggested in paragraph 66119, to give them a fair salary and do away with the disadvantages under which the present members of the service suffer.

Provision should certainly be made to give the old members of the Service the benefit of any increased rate of pay allowed by considering the whole of their service, and not only counting such portion since their promotion to the Provincial Service. Under the old rules a man was eligible for promotion from the Subordinate to the Provincial Service after five years of executive work as a Ranger if he passed the Dehra Dun Forestry course without honours, and after two years' service if he passed with honours. If an officer has been kept back longer than this period in the Subordinate Service for no fault of his, but merely on account of want of vacancies, he should in all fairness be allowed to count service for purposes of calculating his salary, according to the new scale, from such time as he was qualified and considered fit for promotion to the Provincial Service. If this provision is omitted deserving men will be greatly handicapped, and the old members of the Service will get little or no immediate benefit by any re-organisation, and will be greatly disappointed.

In the case of the Imperial Service, Assistant Conservators become Deputy Conservators as a matter of course after five years' service, and there is no limit to the number of Deputy Conservators. Similarly, Provincial men, it is suggested, should rise to Deputy Conservators when they have put in 12 years' service and reached a salary of over Rs. 550. At present Provincial Service Officers in charge of Divisions are mostly all getting small salaries, and find it very difficult to manage and keep up a proper position. They have all had many years' service, and if a revision of salaries is

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granted as suggested it will place them in a better position to support themselves properly, and enable them to meet the Officers of other Departments on an equal footing and keep up the prestige of the Department. In case of Officers getting less than Rs. 550 a month being posted to a division a charge allowance should be given to make up the difference in pay. If the pay of the Imperial Forest Service is increased, that of the Provincial Forest Service should be increased proportionately.

Rules and practice as regards giving and stoppage of increments should be the same for both services.

66129. (V) Conditions of Leave.—The rule that privilege leave cannot be allowed within six months after return to duty from privilege leave should be relaxed in respect of leave on medical certificate or on bona fide urgent necessity for Forest Officers, who have often to labour in malarious surroundings and isolation.

66130. (VI) Conditions of Pension.—Invalid and voluntary retirements on one-half of the average salary should be allowed after 20 and 25 years of service respectively, in consideration of the arduous life of a Forest Officer, who has to work in the forests under difficult conditions.

66131. (VII) Limitations in the employment of non-Europeans and the division of Service into Imperial and Provincial.—Indians and Anglo-Indians, although not debarred by the rules are practically excluded from the Imperial Forest Service. At present it is impracticable for men in India to compete for these appointments owing to the difficulty and expense of sending boys to England for education, while their parents are domiciled in India. If appointments in the Imperial Forest Service are not thrown open to India-trained Forest Officers without a training in Europe, it is suggested that a certain percentage of the posts be

reserved for the men from India, and facilities given them to qualify for them. It is suggested that Indian educational tests should be recognised and some standard set up in India equivalent to that required in England, and successful candidates deputed for a training in Europe. It is much to be hoped, however, that it will be held that India can give all the education and training necessary for the Department, and that the limitations imposed in 1891 by dividing the Service into Imperial and Provincial may be removed to give men from India a chance of rising to the top of the Service, even to the administrative rank of Conservators, if they can show their fitness, as is the case with the Public Works Department. In any case it is, I think, very necessary that there should be one list for all Officers of the Department, as in the Public Works Department, and equal opportunities given to Provincial Service Officers as their duties are the same as those of Imperial Officers.

66132. (IX) Any other points within the terms of reference to the Royal Commission not covered by the preceding heads.—There is a difference in the scale of travelling allowance allowed Imperial and Provincial Officers, though the conditions of travelling are the same. In the Public Works Department the travelling allowances of both services, Imperial and Provincial, are the same. Provincial Assistant Engineers getting the same pay as Extra Assistant Conservators are classed as First-Class Officers, though the latter are not when not in charge of Divisions. It is suggested that this inequality be removed, and the same rates of travelling allowance fixed for the Provincial Forest Service as exists for the Imperial Service.

It would be felt as a great boon if free medical attendance were allowed for the wives and children of Forest Officers, owing to the usually unhealthy places in which they have to live.

Mr. G. O. COOMBS called and examined.

66133. (Chairman). The witness said he attended before the Commission as the representative of the Provincial Forest Service in the United Provinces.

66134. As regards recruitment, his personal view was at variance with the recommendation put forward in the joint written statement. He thought the Service required, in a special degree, other than intellectual qualities, and that nomination would be of assistance in securing candidates with the necessary physical qualifications. There should be no recruitment from among Rangers. He did not think that the men who were now passing through the Ranger's course received the same training, or had the same qualifications as the men who entered the Provincial Service direct, and it would lower the status of the Service as a whole to draft in men from the subordinate ranks. He admitted that it had been the rule and practice to recruit the Provincial Service entirely from the Ranger class prior to 1907, but he thought the standard of training for the Ranger class had been lowered since that date. He did not consider the abolition of promotion from the Ranger class would have any injurious effect upon the recruitment of Rangers.

66135. Provincial officers had not been given the same opportunity as Imperial officers of showing whether they could carry out the work of an important charge. Only one officer in his Department had been placed permanently in a charge of this character. He suggested the abolition of the division into Imperial and Provincial Services, and the establishment of one superior service, although Provincial officers might be allowed two-thirds of pay of Imperial officers taking equal length of service into consideration, which is not the case at present. Further promotion after 20 years' service is asked for to give the maximum salary of Deputy Conservators in 28 years against 20 years for Imperial officers, as noted in the written statements.

66136. The witness justified his proposal for a continuous time scale for Extra Assistants and

Extra Deputies on the ground that they did the same work, carried out the same duties, and had the same responsibilities when placed in command of charges. The Extra Assistant did exactly the same work as the Extra Deputy if he was placed in charge of a division. He did not mean to suggest that as a grade the Extra Assistants were taking the same responsibility and doing the same work as the Extra Deputies. What he meant was that Extra Deputies were given charge of major divisions, and Extra Assistants were given charge of minor divisions. The duties were essentially the same, but perhaps a larger division entailed more responsibility and more work. He agreed that one charge was much more limited in scope than another, but in some cases what was called a minor division might, in area, be larger than a major division. He admitted that the scope of importance and responsibility was not judged by area and that a minor charge could hardly be said to be of equivalent responsibility and importance to the major charge. He suggested a continuous time scale without any selection bar. He did not think there should be a point in the time scale where an officer must obtain promotion by selection before securing an advance of salary. The increment could be stopped if the officer was not efficient.

66137. The witness did not think officers in the Provincial Service took the leave to which they were entitled. They preferred to stay at their work.

66138. The ground on which the witness defended his proposal to reduce the term of service qualifying for optional retirement was that, after a period of 25 years, a man would probably find he was not as fit as he ought to be, and would like to retire.

66139. He thought Indians were anxious to enter the Forest Service; indeed it was, to his own knowledge, a popular service.

66140. With reference to his suggestion that one of the posts of Conservator should be thrown open to the Provincial Service, the witness said he felt

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satisfied that the training given in the Provincial Service would qualify an officer to occupy that position.

66141. (Mr. Gokhale.) The witness said he began his career in the Service as a Ranger, that being at the time the only way of entering the Provincial Service. He had had to undergo a training for two years at Dehra Dun before being appointed, and had served four and a quarter years in that subordinate class and two and a quarter years on deputation as Forest Officer of the Alwar State, before being promoted to the Provincial service. Before his promotion he had passed a departmental test as required by the rules which make it obligatory after appointment to the Provincial Service. According to the rules, if there were no vacancies, a man would probably have to wait 19 years before being promoted to an Extra Deputy Conservatorship, but if there were vacancies, he could be promoted as soon as he was found fit. As stated in the memorandum, it sometimes happened that Imperial officers who had had only 1½ year's service were put in command of major charges over the heads of men in the Provincial Service who had long periods of service to their credit. Their grievance was that although Provincial officers had been serving long enough to know their work thoroughly, they were con-

sidered unfit, where as an Imperial officer who had just come out, and who did not know the conditions of the country, was considered fit.

66142. (Mr. Sly.) The witness admitted that the effect of his proposal was to take away from members of the subordinate service the opportunities which they at present possessed of being promoted into the Provincial Service. That might seriously prejudice the subordinate service, but he thought the difficulty would be overcome by allowing subordinate officers to rise to Rs. 300 a month. He agreed that if the Imperial Service were to put forward the same proposal in regard to the Provincial Service, namely, that the Extra Deputy posts should be abolished, with some compensation in the form of salary, the Provincial Service would not like the idea at all.

66143. (Mr. Madge.) The witness stated that his reason for suggesting the abolition of the division into Provincial and Imperial officers was that as they did the same class of work the distinction should be one of salary alone according to the two-thirds rule. He knew it was the case in the Public Works Department that Provincial officers did exactly the same work and had the same responsibilities as Imperial officers, and that the distinction there was only one of salary.

(The witness withdrew.)

L. MERCER, Esq., President of the Forest Research Institute and College, Dehra Dun.

Written Statement relating to the Imperial Forest Service.

66144. (I) Methods of Recruitment.—Existing arrangements are not entirely satisfactory. Recruits arrive in India at too advanced an age, their physical efficiency is not always satisfactory, and their qualifications in respect of science degrees are not always of much use to them in their Indian career. Moreover, uniformity in training and in rate of recruitment are not attained.

It is considered that candidates should be selected after their 18th and before their 20th birthday, selection being followed by a strict medical examination, a physical test, and a competitive examination. The successful candidates should then undergo in Europe a course of training in forestry and allied subjects for a period of three years (including one year's practical training on the Continent). Selection under the age of 18 is not desirable as this would mean withdrawal from a public school at too early an age.

Owing to the lonely and frequently trying circumstances under which Forest Officers are obliged to serve, general character, a strong constitution, and a love of outdoor life and sport are of primary importance, and in the long run far outweigh academic distinctions. These qualities were conspicuous in the public school boys obtained under the old regulations. Under existing arrangements candidates are required to possess a university degree in some branch of natural science, which necessitates three years' residence at a university. Consequently a large number of desirable recruits are excluded who are compelled to obtain an appointment at the close of their school career, and who cannot afford the risk of a university education with no certainty of an appointment at its close. School recruits, moreover, reach India at an early age (21-22) years when they are able to adapt themselves more easily to the circumstances under which they have to serve. Such recruits also, as a rule, possessing no private means and no special qualifications for other employment, have no inducement to retire prematurely from the Service.

On the other hand, an advanced knowledge of certain branches of science, e.g., geology, is of little practical value in Indian forestry, while an expert in a particular branch of science is apt to find a large part of his routine forest work in India irksome and uninteresting. Advanced technical knowledge to be of most value in Indian forestry should

be acquired after an officer has obtained experience of Indian conditions, and not before. This is noted under III. below.

66145. (II) System of Training and Probation.—The probationary training should be carried out at one residential centre in England under the supervision of the Director of Indian Forest Studies in order to secure a uniform standard of instruction. The instructors should, so far as desirable, be Indian Forest Officers on the active list, who should be deputed from India for a period not exceeding five years, the period of deputation to count as service for an Indian pension. It is suggested that it be submitted for the consideration of the Home Authorities that the Director of Indian Forest Studies be also appointed their technical adviser. The Crown forests would thus have the benefit of his experience, while he would have a *locus standi* in these forests and would thus be in a better position to arrange for forestry training in Great Britain.

During the Continental training special care should be taken to see that students acquire a thorough working knowledge of a few systems of management which are considered most valuable for India, and of the difficulties met with in their practical application rather than a sketchy idea of a larger number. Either on the Continent or in the British Isles students should also be given, if possible, more individual practical work in forest engineering, especially as regards the laying-out and construction of hill-roads and of mechanical transport.

On arrival in India, recruits should be posted for the first year to those divisions in their respective Provinces which are considered to be the most advanced. The Divisional Officers in charge should be held responsible for seeing that during his first year in the country each recruit is given:—

(a) Facilities for acquiring the knowledge necessary for his departmental examination; and

(b) A thorough practical training in the work of an up-to-date Indian division coupled with an intimate knowledge of the working-plan or plans in force therein.

This procedure necessarily throws considerable extra work and responsibility on the Divisional Officers concerned, and each such selected officer might perhaps be given an extra monthly allowance of Rs. 50 for each recruit in his charge. In this way all recruits will be given an equal and favourable opportunity of adapting themselves to Indian conditions and of acquiring a sound knowledge

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of Indian forest work. Lengthy tours in other divisions or other provinces are not required at this stage.

66146. (III) Conditions of Service.—In view of the fact that the management of our forests is daily becoming more intensive, there is a steadily increasing demand for higher technical knowledge on the part of our officers, and it is therefore most necessary that picked officers who have a special aptitude for any particular branch of their work, e.g., working-plans, botany, zoology, and so on, should be encouraged, so far as desirable, to specialise therein during their service. This can be done by allowing such officers to work at these subjects during periods of deputation at the Forest Research Institute, which might be advantageously combined with occasional tours in other provinces and with periods of study leave in Europe. Such special training should not commence, however, until an officer has had five years' service and experience of divisional work. In this way men would be brought forward who would be qualified to fill research appointments at Dehra Dun or in the Provinces, and officers of special promise would not have their keenness killed by the continuous monotony of ordinary divisional work. It is considered that this post-probationary higher technical study is far more valuable than any attempt at such study during the probationary period. An officer, having acquired a good knowledge of Indian conditions, is in a position to know what the peculiar problems of greatest importance in our Indian forests are, and to what extent methods employed elsewhere are likely to be useful and practicable in India. To give full effect to this suggestion it may be necessary to increase the number of Imperial Service posts.

66147. (IV) Conditions of Salary.—There is a general feeling in the Department that the scale of pay is inadequate, and in certain cases it is below that which was recommended by the Government of India in 1905 and 1906. The quality and quantity of work which is demanded of the average officer, however, is advancing steadily as is also the cost of living. At the same time it is believed that the inadequacy of the pay makes itself felt chiefly by rendering it impossible to save with the object of supplementing the retiring pension. The knowledge that at retirement the pension is totally inadequate to maintain an officer in reasonable comfort and to provide a reasonable education for his children is a burden to the average officer throughout the best part of his service, and is liable to seriously handicap his work. It is therefore believed that a liberal policy in the way of increasing pensions, as suggested in VI. below, is of even greater urgency at present than any scheme of improved salaries.

Under present conditions the pay recommended by the Government of India in their despatches No. 371, dated the 2nd November, 1905, and 389, dated the 1st November, 1906, to the Secretary of State for India, may be regarded as the minimum likely to remove the sense of injustice which is unquestionably felt by the Officers of the Indian Forest Service at present. It is generally understood that the highest posts in the Service have been declined on more than one occasion; if this is so it may be taken for granted that the inadequate pay of the posts in question has influenced the decision of the officers concerned. If this state of affairs, which can hardly be considered as altogether desirable, is to be avoided in future, it seems essential that the increase of pay between executive and administrative ranks, between a Conservator and a Chief Conservator and between a Chief Conservator and the Inspector-General of Forests, should not be less than Rs. 500 per mensem. The present pay of the administrative posts in the Forest Department is insufficient to enable the officers who hold them to maintain in the way they should their position as heads of departments, either with Local Governments or with the Government of India. It is held, therefore, that in future there should be two grades only of Conservator Rs. 1,750 and Rs. 2,000, that

Chief Conservators should receive Rs. 2,500, and that the pay of the Inspector-General of Forests should be Rs. 3,000. Blocks in promotion among senior Deputy Conservators in individual Provinces should be dealt with on their merits.

66148. (V) Conditions of Leave.—As at present with the alterations suggested below:—

(a) A year's furlough to be available after the first four years' service, if the present rules are to be maintained; but it is suggested that they should be abolished and furlough (including combined leave) be granted whenever an officer can be spared. This will allow of much greater elasticity. If excessive furlough be applied for, which is unlikely as an officer's financial position is generally a bar to this, it can always be refused.

(b) A minimum furlough allowance of £400 a year or the salary last drawn on duty, which ever is less, up to a maximum of £1,000 per annum, following the precedent of Article 314, Civil Service Regulations for the Indian Civil Service.

(c) Commutation of long leave on half pay into shorter periods on full pay to be permitted.

66149. (VI) Conditions of Pension.—It has been pointed out in paragraph 66147 above that the salary does not permit of any material addition to the pension by means of savings during Indian service. The pension on the other hand is quite inadequate to enable an officer to maintain himself and family and to educate his children. The pension rules have not been altered for many years, and the depreciation of the rupee and the increased cost of living are factors which should be considered. The existing pensions and the proposed scale which is considered essential are given below:—

Years Completed Service.	Existing Pension.		Proposed Pension.	
	Class.	Annual Amount.	Class.	Annual Amount.
10	Invalid	£ 88	Invalid	£ 120
11		123		160
12		158		200
13		193		240
14		228		280
15		228		320
16		263		320
17		263		360
18		263		360
19	Retiring	263	Retiring	400
20		350		400
21		350		440
22		350		440
23		350		480
24		350		480
25		438		500
26		438		520
27		438		540
28		438		560
28	and 3 Years as Conservator.	525	"	650
Chief Conservator				
and President, Forest Research Institute.				
Inspector General.				
	"	525	"	750
	"	525	"	800

It is an undoubted fact that a considerable number of officers now in the Service are understood to intend to retire at the earliest opportunity, i.e., after 20 years' service, and this is chiefly due to the fact that such officers see no prospect of obtaining a competence for themselves and families by continuing to serve in India, whereas employment elsewhere, while they still have health and energy, affords this opportunity. If the pensions

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are raised as suggested there is no doubt that many men who, under existing conditions, intend to retire as early as possible, will elect to stay on.

It is held very strongly that all departments recruited in England should have their pensions fixed on a sterling basis, and that no justification exists for paying some England recruited departments on a sterling basis and others on a different basis, nor that such was ever the intention of Government when these pensions were fixed.

If the scale of pensions here proposed is adopted, Government should have the power compulsorily to retire any officer of 25 years' service or more who is considered inefficient.

As the Government of India had decided that no orders upon memorials submitted by Forest Officers could be passed until the Public Services Commission had completed their inquiries and submitted their report, it is urged that the case of all officers who retire subsequently to the date of the issue of the orders referred to and before the orders of Government on these recommendations are issued, retrospective effect should be given

whereby such officers may receive the benefit of any enhanced pensions which may be granted.

66150. (VII) Such limitations as may exist in the employment of non-Europeans, and the working of the existing system of division of Services into Imperial and Provincial; and (VIII) Relations of the Service with the Indian Civil Service and other Services.—Any alterations are at present considered premature, though some may be necessary when the personnel of the Provincial Service has improved following on the better pay and prospects recently sanctioned for it.

66151. (IX) Other points within the terms of reference to the Royal Commission not dealt with by the preceding heads.—The following points are also suggested for consideration:—

(a) A Service fund for widows and children.

(b) Free medical attendance for wives and families.

(c) Favourable passage rates in vessels.

(d) Actual expenses incurred on transfer, including those in connection with the transfer of an officers' family, should be reimbursed.

Mr. L. MERCER called and examined.

66152. (Chairman.) The witness explained that at Dehra Dun there was a College and an Institute which were quite separate from one another. The training of Rangers was carried out in the College, and Provincial Service officers were trained at the Institute, or would be when the buildings were completed. The syllabi of the two courses were somewhat similar, but the training in Forest subjects at the Institute was more advanced and was, as far as possible, given by experts in their special subjects. There were also two subjects which were included in the Institute course which were not included in the College course; one was Forest Zoology, which had been abolished for the Ranger class, on his recommendation, as being absolutely unnecessary; and the other was Working Plans. Rangers went through a two years' course, and were generally given, on their obtaining the requisite certificate, a post on Rs. 50. The course at the Institute was also for two years, but the classes there were kept entirely separate from the College classes. From the Institute men were appointed as probationary Extra Assistant Conservators; that was to say, probationers in the Provincial Service, the length of time for their probation being left entirely to the discretion of their local Governments. There were at the College quarters for about 80 students. When the Institute buildings were finished, the question of quarters for the students would have to be taken up. Students paid no fees whatever at the Institute and College, and Local Governments had the option of giving Provincial class students a stipend up to Rs. 100 a month, or a bonus on their passing out. The procedure actually adopted varied in the different provinces. In the United Provinces the Government had lately found that there was so large a demand for posts that it was unnecessary to give any stipend. In Burma, on the other hand, the Government had found it necessary to give a stipend. There were also private students who were taken into the Institute when vacancies occurred, and no fee was charged in their case either. These were men who could not obtain a nomination from any Local Government, but who desired a Forestry training in the hope of obtaining, sooner or later, some kind of suitable employment. There were also students from Native States. He had sole discretion as to the admission of students within the maximum number. There were Forestry Schools in the various provinces, but except in Burma and Madras they provided a training only for Deputy Rangers and Foresters, and he believed the instruction was given in the vernacular. He added that no students for Rangerships in Burma or in Madras were taken at Dehra Dun, as Burma and Madras had their own colleges for Rangers. The point to be aimed

at was the establishment of Rangers' colleges in all the provinces, in order to take away the Rangers from Dehra Dun, where they were not wanted. As a rule, Imperial officers did not come to Dehra Dun for further training to specialise in any subjects.

66153. The present courses were satisfactory both in the Institute and in the College. The Institute training was as good as could be given anywhere, except that the training grounds in India were very much inferior to those of Europe. In India there were no forests which had been under systematic management, as now understood, for more than 25 years. However the equipment of the Institute was improved, there would be a difficulty in the technical training for the next 50 years or more, on account of the Institute not having at its disposal forests that had been long enough under systematic management, necessary for the training of students. During the rainy season lectures were given, and the balance of the year was spent in the forests themselves. Apart from the disability he had just mentioned, the course at Dehra Dun was practically the same as that given on the Continent. He had never been enamoured of the system of training men at various centres in England; he thought the best system was to train them at one centre in order to obtain uniformity, with one year's practical training on the Continent. He did not consider that at that central institution all the teachers should be men who had had forest experience in India, but he was of opinion that some of them should be, and even if this could be arranged, he did not think the training system would be as good as that which was formerly in existence on the Continent.

66154. In his judgment, the students sent to Dehra Dun by the various local Governments were often unsuitable for the work they would have to do as Forest officers. He thought in certain cases the men were very indifferently selected, especially in the new Provincial Service class. He had had to complain frequently of the inefficiency of the students and of their want of general education. Last year, out of a class of 15 or 16 he had already weeded out three on account of their inability to follow the course. On the whole, there were very few failures to pass the final examination, but he did not think the final certificate was at all a difficult one. He would not at all object to seeing the educational standard of students joining the Provincial Service class raised. The communities from which students were drawn varied greatly in different provinces. There were very few Muhammadan students. He was inclined to think that there should be a competitive examination before the students were sent to Dehra Dun. In the case of Indian students the right class, if it existed,

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[Continued.]

did not seem to have yet been tapped. He thought the Provincial Service did not appeal very much to the right class of Indians; the recruits were often not educationally, socially, or at times physically, fit for the work. Asked whether local Governments had a large field of selection, he replied that the United Provinces Government received a very large number of applications, and he imagined that there were large numbers of applicants in the Punjab and the Central Provinces. In his opinion there was a considerable number of Indians who were desirous of getting appointments as rangers. He did not know what educational tests were in force for Provincial Service candidates; the local Governments had a wide discretion in this matter. It had been proposed that candidates should be graduates or Bachelors of Agriculture, but he was entirely opposed to any such proposal. As a concrete example, he mentioned that for the Rangers' course he had had within the last two or three years three graduates who had failed to get the ordinary Rangers' certificate.

66155. On the question of recruitment in England, the witness expressed the view that there should be a Forest Officer of administrative rank on the Board of Selection. He was not very keen on the reintroduction of the physical test as it used to be carried out, but he would lay some stress on the previous history of the candidate in sports and so on.

66156. The witness was against any scheme for reserving a certain number of posts for supplementary recruitment of Indians in India because he thought the Indian was, as a rule, unsuited to the Imperial Forest Service; he hated isolation, and he was not too fond of hard physical exercise. The Indian Provincial Service Officer so much disliked isolation that he consorted freely with his subordinates, to the weakening of his own authority.

66157. He suggested that officers under whom recruits were posted should be granted an allowance, because the work of instruction involved a good deal of hard work and responsibility. At present the Divisional Officer had so many duties to perform that he had not time to look after recruits properly. He did not say that even if such an officer were paid, a student would be given a thoroughly efficient training, but he thought it would go a long way towards it.

66158. There were rules under which Forest Officers could obtain study leave. They had to send in an application to the Government of India with a statement showing what they proposed to do in Europe. He thought, on the whole, the rules were satisfactory, but not much use was made of them. He was inclined to think it would be a good thing if they were used more freely.

66159. The witness thought that any scheme for the promotion of Indians from the Provincial to the Imperial Service would be premature, because the personnel of the Provincial Service as now constituted was unsatisfactory, and until it was seen how the Provincial Service was going to improve, it was difficult to say whether promotions should be made on any large scale.

66160. In order to give effect to his scheme for specialisation in Botany and other subjects it would be necessary to employ an additional officer for each special branch of study.

66161. As regards pay and pension, his idea was that the best way to improve the conditions of the Service would be to increase pension rather than pay. He would not give Government unrestricted power to retire inefficient officers before 25 years' service.

66162. (Sir Valentine Chirol.) The witness said the method of selection of the candidate depended entirely on the various local Governments. If the local Government had a strong Conservator, they possibly left the selection very much in his hands. If it had not a strong Conservator, the

nomination would be in the hands of some high official of Government. He thought it would be more conducive to efficiency if there was in each province a recognised Board of Selection on which a Conservator would serve as ex-officio member, but he thought the Conservator would very likely be overruled by some high official of Government, who had some special man he wished to nominate. He thought a Board of the kind suggested would certainly be of assistance, but doubted whether it would be strong enough.

66163. The witness was of opinion that study-leave would be of great importance and assistance to an officer, and thought it should be given in addition to ordinary leave. If that were done, officers could be encouraged to prosecute their further studies.

66164. (Mr. Madge.) The witness said he had found that some members of the domiciled European and Anglo-Indian community who had not been educated in cities, but in the hills or elsewhere, did possess the qualities requisite for the Forest Service. He had found some most excellent boys in the hill schools. He did not consider that such boys should be handicapped because they did not possess university degrees. He thought it was the smaller proportion of domiciled Europeans and Anglo-Indians in the Department who came up to the desired standard, but that was not the fault of the boys, but of the method of selection. A better system of selection would attract a much better class of Anglo-Indian and domiciled European, but he did not think he could interfere in any way with the discretion of the local Governments in that respect.

66165. (Mr. Sly.) The witness agreed that the human element in the Forest Divisional Officer was almost of the same importance as the forest in which he was trained, but he thought it would be found that the most advanced divisions were as a rule held by selected officers.

66166. With regard to his scheme which provided for the grant of a maximum pension after 28 years' service, the witness expressed the view that an officer of 28 years' service was bound to have been made a Conservator if he was of any value. If he was not sufficiently good to be promoted to that rank, then he failed to see why he should get a bigger pension than was proposed under his scheme.

66167. With regard to the proposal that Chief Conservators and Conservators should be appointed as Secretaries or Joint Secretaries to Government, he said that in his opinion the local Governments would rather welcome a proposal of this kind, as it would take so much work off their own Secretariat.

66168. (Mr. Gokhale.) The witness said there were comparatively few forests in England that had been under systematic management for any number of years. That was the reason why students who desired to study forestry had to go to the Continent before 1885. With the exception of Oxford, the forestry schools in England were not sufficiently advanced, but latterly the school at Cambridge had made considerable progress. The absence of forests which had been for any length of time under systematic management handicapped the schools in England, and that was why students were sent to the continent. In answer to the question why the same course could not have been adopted in India, he replied that so far as his experience went, not sufficiently good Indian material was forthcoming in India for the Forest Department. The power of selection was vested in local Governments because each local Government naturally desired to offer appointments to men in their own Province. He did not say it was impossible to find Indians who loved out-door life, but up to the present time he had not, except in one or two instances, found any well-educated Indians of this kind. He did not know whether that was the result of the present system of selection.

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66186. (*Sir Valentine Chirol.*) The witness said that if, as a boy, he had had the alternative put before him of serving in England in a lower service or of coming out to India to study, with the object of finally returning to England and serving in a higher branch of the Service, he would not have given the matter a moment's consideration and would unhesitatingly have accepted the latter alternative.

66189. (III) **Conditions of Service.**—We are of opinion that the Forest staff, comprising both the Imperial and Provincial Services, should be borne on one amalgamated list, as is the case in the Public Works Department. The prefix

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"Extra" is not in use in either of the Medical, Police, Education or Public Works Department. This prefix lowers the prestige of the Provincial Forest Service.

We are also of opinion that officers of the Provincial Forest Service should be eligible for the highest rank at present open only to Imperial Service officers.

The division of the controlling staff into "Upper" and "Lower" should be abolished. This will give great satisfaction to the officers of the Provincial Forest Service.

66190. (IV) **Conditions of Salary.**—The present time-scale pay system of promotion is a great improvement, but, considering the hardships of the Forest Service, the pay is still insufficient. Forest officers have to serve in out-of-the-way places and in localities that are not always healthy and are away from medical aid. Besides, in places where they have to pass the greatest part of their lives there are no educational facilities for their children, and they have, therefore, to send them to schools at places considerably distant from where they live; and, considering the cost of living, which is daily increasing, it is proposed that an Extra Assistant Conservator of Forests should start at Rs. 250 per mensem, rising with an annual increment of Rs. 30 per mensem to Rs. 1,000. Officers should be called Assistant Conservator of Forests up to Rs. 550 grade, and Deputy Conservators of Forests after that.

Under the present rules there are several disadvantages from which the Provincial Forest Service suffers:—

(a) The number of posts of Extra Deputy Conservator of Forests which have been allotted in several provinces for the Provincial Service officers is very limited, whereas on the Imperial list there can be as many Deputy Conservators as there are officers entitled to the pay of that grade under the time-scale system of increment. This limitation should be removed.

(b) The restrictions laid down in paragraph 11 (c) of Government of India resolution No. 17-F.—77-33, dated the 23rd June, 1911, Revenue and Agricultural Department, regarding the promotion of Extra Deputy Conservator of Forests from Rs. 650 to Rs. 700, from Rs. 700 to Rs. 800, and from Rs. 800 to Rs. 850 should be removed. The Local Government has already the power to stop the increment of any officer at any stage.

The Provincial Service Forest Officers feel that the scale of pay of the Imperial Service Forest Officers is rather low. The starting pay at Rs. 380 should be raised to at least Rs. 400 and rise to Rs. 1,500 for Deputy Conservator of Forests. The prestige of a Department is judged from the emoluments of the officers. Besides the increase in the cost of living, it is worth noting that only a very small percentage of officers rise to administrative ranks. The pay of Conservators should be the same as that of an Inspector-General of Police or Chief Engineer, Public Works Department.

66191. (V) **Conditions of Leave.**—The provisions for the grant of leave proposed in Government of India No. 674 C. S. R. (Finance Department), dated the 19th October, 1912, are generally suitable. But, instead of five years' furlough, we would prefer three years in 25 years' service, provided the whole of it counts towards pension.

Furlough should be admissible at shorter intervals, say, five years, and not eight years, as is the case at present. The grant of furlough of one and a half years on fully pay, instead of three years on half pay, would be better still.

The Provincial Service Officers think that the furlough allowance should in no case be less than three-fourths of the pay which an officer is drawing at the time he takes furlough.

In the case of officers serving in the hills, such as Kulu, Bashahr, etc., the date of departure and arrival should be considered the date when an officer starts from or arrives at the nearest railway station.

The restriction on the amount of privilege leave earned (*cide* proviso to article 216 of the Civil Service Regulations) should be removed, or at least privilege leave might be allowed to accumulate up to six months.

66192. (VI) **Conditions of Pension.**—It is suggested that an invalid pension owing to untimely breakdown of health should be fixed in the following ratio: One-third of salary after 10 years' service, and half after 20 years, and retiring pension after 25 years instead of 30 years.

66193. (VII) **Limitation in the employment of non-Europeans and the Working of the Existing System of Division of Service into Imperial and Provincial.** There are no limitations to the employment of non-Europeans in the Provincial Forest Service, but there are practical difficulties in the way of Indians for entering the Imperial Forest Service. For instance:—

(i) **Language.**—No provision exists in the present day Indian Educational Institutions for the teaching of French or German. This means that an Indian who wishes to join the Imperial Forest Service should go to England at a very tender age, which is impracticable.

(ii) The condition that a candidate must have passed with honours in a public examination for a degree in some branch of natural science held by a University of Great Britain or Ireland, is another block in the way of the Indians. Unless an Honours degree of an Indian University is recognised by the rules, in the majority of cases Indians have no chance of entering the Imperial Forest Service.

(iii) The age-limit also stands in the way of the Indians. Few Indians take their degrees at 22. The age-limit should be raised to 23.

As we propose only one amalgamated list of Imperial and Provincial officers, the division of the Service into Imperial and Provincial should be abolished. There is no doubt that, as at present understood, the Provincial Service is considered to be inferior to the Imperial Service.

66194. (VIII) **Relations with other Departments.**—The existing system of making the Forest Officer Assistant to the District Officer is working well, and no changes are required.

66195. (IX) **Other points.**—All officers drawing above Rs. 500, whether they are or are not in charge of a Division, should get first-class travelling allowance.

In cases of transfers, the travelling allowance should be regulated according to the provisions of article 1098 of the Civil Service Regulations. At present considerable loss is caused to married men on account of transfers from one district to another.

PANDIT GOKUL DAS called and examined.

66196. (Chairman.) The witness said the written statement which had been submitted to the Commission contained the views of the large majority of the officers in the Service. He had no opinion to express in regard to recruitment for the Provincial Service other than what was set forth in the written statement, where a scheme was proposed for examination and nomination. He regarded selection as of great importance, but there were some of his colleagues who said that there should be a

purely competitive examination. He desired to see the system of nomination retained because men were sometimes obtained by competition who were not suitable for the Forest Service. Although they might be graduates, they might not be fit on other grounds. He did not think hill men would have much chance of entering the Service by competitive examination, as their education was much below that of the men on the plains. He thought, however, that the hill men were a valuable element in

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[Continued.]

the Service, provided they had a sufficient knowledge of English and Mathematics, and also that they were able to follow the course at Dehra Dun.

66197. He did not think that a certain number of vacancies in the Imperial Service should be reserved for recruitment in India. He thought that, so long as the difficulties mentioned in paragraph 15 of the written statement were not removed, men should rise from the Provincial Service to the Imperial Service, and that there should be one list only.

66198. The witness said he had been in charge of a major division for the last few years. He had held hill divisions and plain divisions. He had also held the post of Personal Assistant to the Conservator, and had also done some working plans. His responsibilities and powers were the same as those of an Imperial officer. The post he occupied was regarded as an important one among the major charges.

66199. The practical training in Forestry given to selected Provincial candidates before their admission to Dehra Dun, consisted simply of three or four months' attachment to a division, in order to see whether they were fit to work in a forest or not. As to whether the probationary period of training subsequent to the Dehra Dun course was satisfactory, the witness said his proposal was to send the probationers for nine months to Europe. That would be a great advantage, although it was not absolutely necessary for the discharge of a Divisional Officer's duty. There had been Conservators and even Chief Conservators who had had no European training or experience. He had had no European experience, but he thought such experience would have been of great advantage to him. There was no opportunity of taking study-leave to Europe at present. That privilege was confined to the Imperial Service.

66200. Generally speaking, officers of the Provincial Service did not take the leave to which they were entitled, because the leave allowances were so small that officers could not maintain their families. He would very much like to see an improvement in the leave rules. The point was that men required leave at special periods. For instance, when any one of his sons or daughters married, an officer would like to have six months' leave for preparation, and under the present rules he could not get it. It would conflict with the work of the Service.

66201. With regard to pensions, he would like to see a pension equal to one-third of salary after 10 years' service, a pension equal to one-half of salary after 20 years, and a retiring pension after 25 years instead of 30. The opinion of the majority of his colleagues was that 30 years was too long for an officer to serve in the Forest Department, but personally he differed from them. He thought 30 years was not too much for an officer in his own country. He had been serving 32 years. Many

(The witness withdrew.)

officers died during the period of their service in the Punjab.

66202. Officers, especially those with families, suffered hardship from the present system of transfers and travelling allowances. Transfers were very frequent, especially in the case of junior officers.

66203. (Sir Valentine Chirol.) The career of a Forest officer did appeal to Indians, and they liked the life. That was borne out by the number of applications for such posts in the Punjab. Recently there had been 75 applications for five posts of Rangers. For the Provincial Service there had not been any applications during the last two or three years for certain reasons which were set out in his written statement. So far as the Punjab was concerned he thought it was the conditions of Service rather than the nature of the Service that kept Indians from entering it.

66204. (Mr. Sly.) Officers of the Service considered that their pay and pension were in most need of reform. He desired the reduction of the practical test prior to entry at Dehra Dun from five months to three months, because really the practical test was no training at all; it was simply a means of finding out whether a man liked the Forest Service or not, and for that purpose three months was as good as five months.

66205. (Mr. Gokhale.) The witness said his present salary was Rs. 600. If he had been an Imperial Service officer of the same standing his salary would have been Rs. 1,250. He entered the Service under the old rules. He had been in the Provincial Service, strictly so-called, for about 15 years and he had served two years as Extra Deputy Conservator.

66206. He proposed that the distinction between the Provincial and Imperial Services should be abolished, but that the rate of salaries should remain the same. At present the Provincial officers received two-thirds of the salary of the Imperial Service officers. They did not complain of that. If, however, arrangements were made at Dehra Dun for the training of young men who desired to get into the Imperial Forest Service and they were then sent to Europe and were finally admitted to the Service on the same terms as English officers, then he considered they should get the same rate of pay as Imperial Service officers. He certainly thought that if facilities were offered to Indians to rise to the higher appointments, a number of Indians would be forthcoming who were qualified both physically and educationally for those posts.

66207. (Mr. Hill.) The witness said that one and a half year's furlough on full pay instead of three years' furlough on half pay would be adequate for an Indian. With regard to his statement that on occasions officers required six months' leave, he thought that privilege leave should be allowed to accumulate up to that period.

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At Calcutta, Monday, 19th January, 1914.

PRESENT :

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

SIR VALENTINE CHIBOL.

WALTER CULLEY MADGE, Esq., C.I.E.

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

HERBERT ALBERT LAURENS FISHER, Esq.

And the following Assistant Commissioners:—

J. W. A. GRIEVE, Esq., Deputy Conservator of Forests.

E. A. C. MODDER, Esq., Extra Assistant Conservator of Forests.

R. R. SCOTT, Esq. (Joint Secretary).

H. S. GIBSON, Esq., Deputy Conservator of Forests, Bengal.

Written Statement relating to the Forest Department, being a Memorandum on behalf of the Imperial Forest Service in Bengal.

66208. (I) **Methods of Recruitment.**—The age at which men are taken as probationers to the Imperial Forest Service is at present so high that it is often difficult for them to put in the necessary service to qualify for the maximum pension. The present stipulation that a man must possess a University Degree in Science should be abolished and the age limits for probationers should be fixed at 18 to 20 years. A lower age is undesirable as the men would not be sufficiently developed by the end of their training to withstand the Indian climate properly.

It is of the greatest importance that all probationers should be required to pass a very strict medical examination in addition to a searching physical test.

Candidates should be selected in order to weed out unsuitable men. If the number of suitable candidates is greater than the number of vacancies to be filled, there should be a competitive examination, open only to such men as have been selected as entirely suitable for the Service.

66209. (II) **System of Training and Probation.** The present system of training is not satisfactory. In the first place probationers should all be trained together at one residential institution. If it could be done at one of the leading English Universities it would have several advantages. It might not, however, be possible to arrange it under the reduced age limit proposed above.

The course of training should extend over three full years, and should contain much more practical work than at present, especially in surveying and engineering. A short time at the beginning of the course should be spent in a forest of some sort, and the course should conclude with a year's work in continental forests. It would be advantageous if the students could be together for a great part of this time.

An adequate allowance, sufficient to cover all the expenses of the course of training, should be granted to all probationers whose conduct is satisfactory.

No special probationary course in India is necessary. It is far better that recruits should be placed under selected senior officers for their first two or three years in India.

66210. (III) **Conditions of Service.**—The service should be kept truly Imperial. All tendency towards provincialisation should be checked. Every post should be open to any officer who is competent to fill it. All officers when they first join the service are told that all of the highest posts are open to them, but in actual practice it is not always the case.

More facilities should also be given for the interchange of officers between different provinces. This will make conditions fairer for the officers themselves, as a man posted to a bad province will not then be kept there all his service. Interchange broadens the experience of officers, and gives better

opportunities of testing their work. A man posted to an easy province may gain the reputation of a brilliant officer, when in reality he is not such a good officer as another man who, posted in a difficult province, has only an average reputation. Finally by interchange of officers a province may benefit by the introduction of new methods.

Better facilities should also be granted for men to study Forestry in other countries.

In order to compensate for inequalities in different Provinces more adequate local allowances should be given in expensive and unhealthy provinces. In unhealthy provinces, too, special facilities for leave should be granted, and every officer should be permitted to enjoy two months' recess during the hot weather and rains unless there are urgent reasons why he should not leave his division.

The service should be more adequately staffed than at present to prevent the overworking of officers and to allow of better supervision of the forests. Owing to the present understaffing of the service it is often impossible to grant men leave so frequently as is desirable in order that they may retain their health.

66211. (IV) **Conditions of Salary.**—The Imperial Forest Service is a small service, and holds charge and is responsible for the development of some of the most valuable property of Government. It is of great importance that the best stamp of men should be attracted into the service. It is only fair therefore that its members should be paid on at least the same scale as other services of similar importance. In fact, however, the prospects offered to a man joining the Forest Service are worse than in any other service of similar standing, though several strong reasons can be given for granting Forest men a higher rate of remuneration than is given to men in other services of similar importance.

At the last reorganisation the actual increase in salary for Assistant Conservators was little more than nominal, and many men are worse off under the present system during their first five or six years than they would have been under the old system of grade pay. At the same time the cost of necessities has increased enormously.

It is agreed, however, by all that the time-scale should be retained. The salaries should be raised sufficiently to compensate for the increased cost of living, and also, in the higher grades, to place the service on an equal footing with other services of similar standing. The initial salary should be Rs. 400 per mensem, increasing annually by Rs. 50 per mensem up to Rs. 1,250 in the 18th year of service. Thereafter personal allowances increasing annually by Rs. 50 per mensem should be given to officers fit for the post of Conservator, but for whom there is no vacancy, up to a maximum of Rs. 1,500. Conservators should receive Rs. 1,600, Rs. 1,800, and Rs. 2,000 respectively; Chief Conservators Rs. 2,500, increasing annually by Rs. 100 up to Rs. 3,000; and the Inspector-General of Forests Rs. 3,000, increasing annually by Rs. 100 up to Rs. 3,500.

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Mr. H. S. GIBSON.

[Continued.]

Much hardship is also entailed by placing Junior Assistant Conservators of Forests in charge of a division without any charge allowance. Any Assistant Conservator of Forests placed in charge of a division should receive a charge allowance equivalent to one-fifth of the minimum pay of a Deputy Conservator of Forests or any less amount by which his pay falls short of the minimum pay of a Deputy Conservator of Forests.

66212. (V) **Conditions of Leave.**—The proposed new leave rules are satisfactory.

Privilege leave should not be allowed to lapse, but it should be possible for an officer to take as much privilege leave as he has earned by active Service. Retrospective effect should be given to this concession, so that officers may have to their credit any privilege leave earned but not taken during the last six years.

There should be a minimum furlough allowance of £400 per annum. Government servants on leave at Home are on the whole worse off than men engaged in commercial concerns. This is not as it should be, as it tends to throw a stigma on Government Service. Men on leave should receive an adequate subsistence allowance, and some concession might be granted to them in the cost of steamship fares.

66213. (VI) **Conditions of Pension.**—The intention of Government in granting a pension is presumably to provide adequate means of subsistence for its retired servants and their families, and enable them to educate their children in a manner suitable to their social standing. The present pension was fixed about 16 years ago, when the value of the rupee was greater and the cost of living far cheaper than at present. Consequently it is now totally inadequate.

The conditions of life in the Forest Service are exceptionally hard, so that when a man retires his health seldom permits him to take up other work. There is little opportunity for saving, so that a retired Forest Officer has to be practically dependent on his pension.

The Forest Officer may then fairly ask to be treated with some liberality in the matter of pension. Few live to enjoy it, and they seldom for very long.

Pensions should not be placed on a contributory basis. They should be paid in sterling.

The minimum pension after 20 years' Service should be £500 per annum, increasing by £20 per annum up to £600 after 25 years' Service. This should be the maximum for officers who do not attain the rank of Conservator. For each year of Service as Conservator an Additional £40 should be granted, subject to a maximum of £800 per annum.

Invalid pensions should be granted on the following scale: £20 for each year of Service below 10 years, £250 after 10 years, and £25 for each additional year's Service up to £475 after 19 years.

Mr. H. S. GIBSON called and examined.

66217. (Chairman.) In the Forest Department in Bengal there was one Conservator of Forests, with headquarters at Darjeeling. Under him there were eight divisions, generally held by either Deputy or Assistant Conservators of Forests. Usually there were eight Imperial officers in charge of divisions, and there were at present two other Imperial officers acting as assistants in divisions. There were six Provincial officers, one of whom was at present temporarily in charge of a division, the remainder being assistants in divisions. One Provincial officer held rather an exceptional position as instructor in a Forest School. There was a considerable number of Imperial officers on leave.

66218. An officer in the Forest Service should be a man of good physique and proficiency in athletics. Brains did not count for everything. The physical test should be revived. He believed the test served an exceedingly useful purpose.

66219. Even if a stiff physical and medical test was imposed, and those who were unsuitable for the rigorous life of a Forest officer were weeded

66214. (VII) Such limitations as exist in the employment of non-Europeans and the working of the existing system of division of Services into Imperial and Provincial.—The present conditions are satisfactory, and no alteration appears necessary.

66215. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—The present relations are satisfactory.

66216. (IX) **Other points.**—(a) Much hardship is undoubtedly often incurred in transfers. Hardly ever does the present travelling allowance cover the expenses even of an unmarried man. It does not seem just that an officer should be the loser owing to his transfer "in the interests of Government." Some allowance should therefore also be made for the wives of married officers. It should not be difficult to devise a system of allowance based on actual expenses, such as rail fare for an officer and his wife (if married) as well as for two servants and freight on a reasonable quantity of baggage. Even this takes no account of losses owing to the compulsory sale of furniture and other effects.

(b) In some divisions the rate of travelling allowance is insufficient to cover all costs of touring, owing to increased cost of means of transport and keep of horses. In such places the rate of travelling allowance should be increased or no charge made for the use of Government elephants when an officer is on tour.

(c) Adequate provision should be made for skilled European medical attendance in all headquarters stations. This is not always done and officers have suffered in consequence.

(d) The rents which Forest Officers pay for their houses are out of all proportion to the use they make of them. By far the greater part of the year is spent on tour. The Forest Officer then gets no benefit from his house. It is merely a source of extra expense to him, as a chaukidar has to be paid for out of his own pocket. Add to this that the house provided for him is in many cases not a very good one or placed in a remote situation so that even when he is in headquarters the Forest Officer is often not much better off than when he is in camp. Adequate accommodation should be provided in all headquarters stations, for which no rent should be charged, at any rate for the period during which it is not occupied.

(e) The officers appointed in recent years from the Universities joined the Service much later in life than their predecessors. They are therefore at a disadvantage as compared with them, as they both draw less pay at any given age, and it is highly probable that many of them will have to retire before attaining the rank of Conservator, owing to the posts being filled by men senior in Service but younger in age. Special consideration should be given to the case of these men.

out, selection would still be necessary. There should be some guarantee of character. As a rule, public school men were required for the Forest Service. He would not make a public school education an absolutely necessary condition, but the fact that a man had been through a public school was evidence that he had some experience in the handling of men. It was true that in the old days of Coopers Hill there was open competition, and recruits came from all quarters, but they were mostly public school men.

66220. He recommended that the allowance to candidates undergoing the probationary course should be £150. All officers when they joined the Service were told that all the highest posts were open to them, but in practice that was not the case. He believed it was practically impossible for a man who was appointed to Bombay or Madras to obtain the post of Chief Conservator, or the post of Inspector General, because the Bombay and Madras Services were kept entirely distinct from the rest of the Service in India. A man from Bengal, for instance, could go as Con-

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servator to any other Province except Bombay and Madras, where the Service had become almost provincialised. It was laid down that the Inspector-General of Forests should usually have had experience in Burma, so it was absolutely impossible for a man who was appointed either to Madras or Bombay to fulfil that condition. The whole Service should be Imperial, and there should be free interchange between Provinces.

66221. He had never considered the suggestion put before the Commission that the various Provinces should be grouped under three units, Upper India, Burma, and Madras and Bombay, and that each batch of three candidates in the final order of merit should be obliged to elect for service in one or other group according to their one order of merit, but he saw one very great objection to the suggestion, namely, that a man who was appointed to the North-Western group would be at an immense advantage over all the other men in the Service, because that was the place where the conditions of service were most favourable. On the whole, he preferred seeing the appointments in the Service thrown open to the whole of India. Differences of language presented no serious obstacle as, taking the greater part of India, a knowledge of Hindustani would be sufficient.

66222. At present there was no provision to enable officers to study European forestry. It would be a very good thing for an officer after four or five years' service to go to Europe for that purpose.

66223. With regard to the recommendation for the grant of two months' recess for officers working in unhealthy districts, his colleagues considered that it should be left to the discretion of the officer rather than to the discretion of the Conservator to decide whether or no advantage should be taken of the privilege.

66224. The leave reserve was inadequate. Officers found great difficulty in getting leave on account of the shortage of the staff. He knew of several instances where leave was due, and application for leave had been refused for that reason.

66225. Forest Officers should be paid at least as highly as officers in other Services of equal importance. The Public Works Department for instance and the Forest Service were recruited from a similar class, and there appeared to be no reason why officers in the Public Works Department should have higher posts open to them than were open to officers in the Forest Department. The Forest Department had the same time-scale as the Public Works Department, but there was no charge bar in the Forest Department as there was in the Public Works Department. The majority of Forest Officers had paid for the whole of their training. It was only in the last year or two that any allowance had been given during the period of training.

66226. He thought it would be better to keep the continuous time-scale than to have two time-scales, one for Assistants, and the other for Deputies, with promotion from one class to the other by selection; he made this suggestion notwithstanding that all the junior officers in Bengal at present would have benefited enormously if there had been promotion to Deputy Conservatorships in vacancies. He did not think it necessary to establish a time-scale for Conservators.

66227. Of the 28 officers who had served, and were serving, in Bengal three were on pension. The next four had died after 23, 11, 17, and 18 years' service respectively. The next three men were still in service, and there was one man who had retired after 25 years' service. There were two more men who had died in service, and in recent years one man had died in service, another had been compelled to retire owing to ill-health after 10 years' service; another also had died in service after five years, and another man had had to retire owing to ill-health after five years' service. It was upon those figures that the claim was based for a more liberal pension. They also showed the arduous and rigorous character of the Service.

66228. His colleagues generally were not very strongly in favour of a family pension fund; what

they would prefer to see would be more liberal provident fund rules, somewhat on the lines of the provident fund on the Indian Railways.

66229. With regard to recruitment of Indians to the Imperial Service, his opinion was that the best method of recruitment of Indians to the Imperial Service was selection from the Provincial Service of officers of from 10 to 15 years standing, who would be sent for study leave to Europe. He regarded that as a better method than the direct recruitment of young Indians to the Imperial Service.

66230. (Sir Valentine Chirol.) The new scheme for training Indians at Dehra Dun for the Provincial Service had not been long enough in existence to enable him to form any opinion as to the possibility of Dehra Dun becoming an adequate training ground for Indians, but there was one insuperable objection to the Dehra Dun training as compared with a training which included a tour on the Continent of Europe. In Europe there were forests which had been under systematic management for many years, and a man saw there what a really well-managed forest was like, and he knew what he had to aim at. There were no such forests in India. The theoretical training at Dehra Dun could be brought up to the same level as the training at Oxford.

66231. He saw no objection to promoting picked men from the Provincial Service to the Imperial Service, provided that the men were selected entirely on their own personal merits, and that no definite proportion of officers so promoted was laid down. If a man showed himself to be really competent after a trial in the Provincial Service, and capable of managing his subordinates, there would be no objection to his being promoted to the Imperial Service. A period of training in Europe would be decidedly useful in a case of that sort.

66232. (Mr. Sly.) So far as Bengal was concerned there was no material difference in the work and responsibility of the different charges, except in regard to area.

66233. He could quote no Government rule to the effect that the Bombay and Madras Forest Officers were precluded from promotion to the post of Inspector-General, but that was the general opinion. He was not aware of the fact that a Bombay Forest Officer had held the post of Inspector-General. Up till recently it had been generally understood that Burma experience was essential for the post.

66234. He thought it reasonable that a Forest Officer should retire on a £500 pension at the age of 42. Statistics showed that a Forest Officer seldom lived to the age of 50. He had not taken the trouble to calculate the capital value of a pension of £500 commencing at the age of 42.

66235. (Mr. Fisher.) He had found a knowledge of German absolutely essential in order to profit by his forest teaching in Germany. Therefore if Indians were sent to Europe, and they had to profit by their Continental teaching, they would have to know German. That would be rather an argument against sending Indians to Europe at a late age, but the objection might be partly overcome by letting Indians go with probationers who knew German.

66236. He desired to abolish the present qualification of a University degree in science, in order that the age of entry might be lowered. He was not aware whether any special science qualifications were required of German forest officers holding responsible posts; Germans specialised in forestry from the very beginning.

66237. He had gone through quite a short course of surveying and engineering at Oxford. There were no opportunities for practical engineering in Oxford; the engineering school there was purely theoretical. He did not think that constituted an objection to concentrating the work at Oxford, because a man could see a great deal of forest engineering during his tour on the Continent.

66238. He would be in favour of making probationers at Oxford pass the ordinary Oxford Science preliminary examination, as this would show they

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had a fair knowledge in ordinary elementary science, and in the witness's opinion that was quite sufficient for the average Forest Officer. He was in favour of recruiting a portion of the Provincial Service from the Ranger class. It should be possible for a Ranger who showed exceptional merit to be promoted to the Provincial Service.

66239. (Mr. Madge.) Oxford provided a special training for the Indian Forest Service. Other men were permitted to enter and receive the same course of training, and there was no reason why those men, for instance, who wished to enter the British Forest Service, should not be admitted.

66239A. Domiciled Europeans and Anglo-Indians trained at Dehra Dun, had worked under him, and some of them had done extremely good work.

66240. (Mr. Griev.) A Provincial Service Officer would labour under a disadvantage in holding charge of a division where there was a large European community, such as tea planters. It was very difficult for a man who had been entirely educated in India to deal with men of the planter type in the same way as a man who had been educated in England. The planters regarded a man who had been educated in England in a very different way.

66241. An Assistant Conservator should not be placed in charge of a division until he had had at least two or three years' service under a selected senior man, but owing to the smallness of the cadre in Bengal, the actual position was very different. For instance, he himself held charge of the Sunderbans division for five or six months when he had less than 1½ years' service. The next junior man had held charge of a division after 1½ years' service, and had been in charge of a division ever since. The next junior man was put in charge of a division for six months after 1½ years' service, and last year, an assistant who had only been out four

(The witness withdrew.)

LALIT MOHAN SEN, Esq., Extra Assistant Conservator of Forests, Bengal.

Written Statement relating to the Forest Department, being a Memorandum on the Provincial Forest Service, Bengal.

66245. (I) Methods of Recruitment.—The existing methods of recruitment to the Provincial Forest Service in Bengal at present are:—

(a) by promotion of deserving Forest Rangers.
(b) by the selection for direct appointment of candidates who, having successfully passed through the Provincial Forest Service Course at the Forest Research Institute at Dehra Dun, have rendered not less than three years' satisfactory service as Probationary Extra Assistant Conservators of Forests.

The promotion of Forest Rangers to the Provincial Service should be very cautiously given, preference being given to Forest Rangers who have obtained higher standard certificates at the Imperial Forest College, Dehra Dun, and have afterwards rendered not less than five years' satisfactory service, of which at least three years have been service in executive charge. The maximum number thus appointed must not exceed 25 per cent. of the total number at any time.

In view of the above suggestion and to keep up the efficiency of the subordinate service, a few grades carrying higher pay may be created for the Forest Rangers.

The selection of candidates for training for Provincial Forest Service at the Forest Research Institute, Dehra Dun, is done at present by nomination only, the men nominated having certain standard of education.

This should be done: (i) by an open competitive Entrance Examination in English, Mathematics and some branch of Natural Science; (ii) by a physical test (e.g., walking a fixed distance in a particular number of hours) followed by a medical examination by a Civil Medical Officer or by a Medical Board; (iii) on passing the Entrance

months was placed in charge of one of the largest divisions in Bengal for seven or eight months.

66242. He was once in charge of a division when there were three Provincial officers serving under him, all of whom drew a higher rate of pay than himself, and he had one Imperial Service Officer under him who was nominally drawing Rs. 80 a month less than himself. Owing, however, to the deduction of house rent from his pay and extra expenses incurred by the upkeep of the house and grounds, the junior officer actually received more than he did. This was adduced as an argument for granting charge allowances to Assistant Conservators placed in charge of divisions.

66243. (Mr. Modder.) It would be most unfair to a Provincial Officer if the rule that a Provincial Officer must hold charge of a division before being promoted to the post of Extra Deputy Conservator, was enforced in Bengal. It would be far better that the Provincial officer should have a regular time scale, proceeding right up to the maximum, and that there should be no distinction between Extra Deputy Conservators and Extra Assistant Conservators. A Provincial Officer could do sufficiently important work as an attached officer.

66244. The Civil Service Regulations laid down that an officer drawing Rs. 500 and over was a first class officer. The maximum pay of an Extra Assistant Conservator was Rs. 550. He did not know any reason why the Extra Assistant Conservator should be classed as a second class officer; he thought it was a great hardship. It was true there were a number of Rangers and clerks getting Rs. 100, who were classed as second class officers. When travelling by train a Provincial Officer had to mix in the same class as his clerks and his Rangers.

Examination and the physical test, and, before being sent to the Research Institute, by a compulsory practical training in the forest for a period not less than four months and not more than six months.

Candidates for the Entrance Examination must hold any of the following educational certificates:—(i) a certificate of having passed at least I.Sc., I.E., or I.A., Examination of an Indian University in a group of subjects including Mathematics; or (ii) the Licentiate of Agriculture Degree of a Government Agricultural College; or (iii) the Cambridge Senior School Certificate (higher than the Cambridge Senior Local).

66246. (II) System of Training and Probation.—The training both theoretical and practical given at the Forest Research Institute, Dehra Dun, is satisfactory, but if it is considered in any way inferior, it should be raised so as to bring it on a par with that which the Imperial Forest Officers receive in England.

The probationary period of three years, after passing out of the Institute, may be abolished. Men successfully passing the course of training in the Institute should be substantively appointed as Extra Assistant Conservators directly with the usual annual increments.

66247. (III) Conditions of Service.—As duties and responsibilities of Provincial Forest Service Officers are the same as officers of Imperial Forest Service, the whole staff of both Imperial and Provincial Services may be borne on one combined list of "controlling staff." The members of this combined controlling staff should be designated as Assistant and Deputy Conservators.

Charges of Divisions should go ordinarily by seniority in the proposed combined list, unless there be anything against any individual officer. The senior member of the Provincial Service

Written Statement relating to the Forest Department.

It is therefore very generally considered, except perhaps by Oxford trained men, that it would be preferable to revert to recruitment between the ages of 18 and 20 by means of nomination followed by competitive examination in a wide range of subjects, and then to train the men in forestry and the allied sciences. The nomination of candidates should be by a selection board, of which at least two members should be Forest Officers on leave or who have recently retired. Some lay stress on the desirability of one at least of the Forest members being an officer in active service.

All officers who have expressed any opinion at all on the subject hold that the physical test formerly imposed should be revived, while there is evidence that the medical examination which candidates now undergo is not sufficiently searching.

66272. (II) **System of Training and Probation.**—The majority of officers naturally have a preference for the particular form of training which they themselves went through, whether this was on the Continent, at Cooper's Hill, or at Oxford; but there is general agreement that recruits should receive their instruction at one and the same residential institution, in the first place because the number of men required annually is too small to make it worth the while of more than one institution to provide the very special course of instruction necessary, secondly to ensure a uniform curriculum, and thirdly to foster *camaraderie* and *esprit de corps*, which certain senior officers consider have of late years sadly declined.

The present system of training is not condemned, and, even if the recruit of recent years does not on the average make so good a forester as his predecessors (which has yet to be proved), it has to be admitted that Oxford has given the Department

some exceedingly able men. More attention should, however, be paid to forest engineering (especially road making) and surveying. I also consider (but this is a personal opinion) that every recruit should have some little knowledge of first aid and the early treatment of the more ordinary tropical ailments.

Opinions vary largely as to the value of the period of Continental training and the differences are probably due to the fact that the training is not done together at one place, and therefore depends largely for efficiency on the German officers under whose supervision the students are placed. I have no hesitation in saying that two-thirds of the six months I spent in Germany were absolutely wasted. I saw no protective forestry of any kind, such as the fixation of sand dunes, the control of mountain torrents, and the afforestation of denuded hillsides; nor was I shown any examples of forest engineering and transport, such as aerial ropeways, timber-slides, sledge-roads, etc.; while the influence of forests on rainfall and climate was practically never mentioned out of the lecture-room. Far more time should also have been spent on the study in the field of important forest industries such as resin-tapping, etc. The practical training, as I knew it, was confined almost entirely to silviculture, and in this respect was on the whole satisfactory, though in my case far too much time was spent in one place, and no attempt was made by the German Forest Officer under whom I studied for five months to teach me anything of German practice in the compilation of working plans. My experience may perhaps be exceptional, but it serves to show that the practical training on the Continent requires the closest personal supervision, and it is considered that this supervision can best be provided by selected officers on the active list on leave who would keep the instruction up-to-date, would ensure students being shown systems and examples applicable to India, and would direct their work generally into useful lines and induce them to take a personal interest in it. It is moreover pointed out by more than one officer that men who have already had practical experience of forestry in India and have had time to realise the responsibilities of their profession would profit far more from a period of study in European forests than students with neither of these qualifications. Therefore, though it is held that the period of Continental training for probationers is still essential and might, some think, even be extended, it is suggested that it would be greatly in the interests of Government if all, or at any rate, selected officers were sent to Europe for purposes of study during, say, their first furlough, which, as urged in section V (iii) below, should be after four years' active service. In making this suggestion the rules regarding study-leave have not been over-looked, but after eight years' continuous and strenuous service the keenest of officers feels the need for thorough rest and change and is as a rule loath to spend his furlough away from home.

The policy of allowing selected students to remain in Europe for an additional year's training in special subjects has already proved of value to the Department, but care should be taken that the subjects selected are such as will be immediately and generally useful or the knowledge of which can easily be kept up-to-date. I venture to think that in one instance at least these points have not been borne in mind sufficiently and that special knowledge acquired at considerable expenditure of time and money is likely to be wasted.

As regards the employment of recruits immediately after their arrival in India it is held that the general instructions recently issued by the Government of India meet the case. These instructions are that during his first year of service an officer is to be considered as still under training and that he should not usually be utilised for the ordinary purposes of forest administration; that his training during this period should be carried out under a selected officer or officers, and should include both active work in a division and a period of work

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at the headquarters of a circle; and that he should tour in his own province and possibly visit selected forests in other provinces. In Burma, owing to the hopeless inadequacy of the staff, these instructions are a dead letter, and newly joined recruits, as the detailed information I have received shows, have frequently to be sent out alone into the forest, totally ignorant both of the language and of how to look after themselves, and not infrequently to the detriment of their health.

66273. (III) **Conditions of Service.**—Seven years ago the staff which is now sanctioned was considered “inadequate even for the needs of the immediate future,” and it is hardly too much to say that most Forest Officers in Burma are now trying to do two men’s work. Progress under these conditions is impossible, and one of the most urgent demands of the Department in Burma is for an increase in the establishment commensurate with the amount of work to be done. Moreover, forest work in Burma has to be carried out under conditions which are exceptionally arduous and unhealthy, both in comparison with those obtaining in other services in the same province, and in the Forest Service in other provinces. It can be compared only with the work of the Survey Department, but with this great and important difference, that, whereas Survey Officers are in camp only in the dry season, Forest Officers (or at any rate many of them) have to be out in all seasons and all weathers. Moreover, the Survey Officer is frequently transferred from province to province, and the conditions of service are thereby equalised.

It is maintained that the unhealthiness of forest life is fully borne out by the following statistics:—

Officers who entered the Department up to the end of 1888 would have been entitled to the full pension admissible after 25 years' service at the close of 1912, provided that they had not taken more furlough than counts towards service for pension. Between the 10 years, 1878 and 1887, the number of officers who joined the Service in Burma was 13, who are accounted for at the present time as follows:—

follows:—	5
Died while in Service	
Retired on account of ill-health before earning a pension and now dead	1
Transferred to another Department and died before earning a pension	1
Retired on less than full pension and now dead	2
Still in Service	4

The oldest of these 13 officers, had he lived, would now be only 59 years old.

I do not propose to refer in detail to the peculiar disadvantages of Service in Burma, since they are fully set forth in the Report of the Burma Allowance Committee (1910-11); while the popular idea that the disadvantages are counterbalanced in the case of the Forest Department by an easy and pleasant life with little to do except hunt big game is sufficiently refuted by letters in my possession which are at the disposal of the Commission should they desire to have them.

66274. (IV) **Conditions of Salary.**—The Department in Burma is unanimously of the opinion that the present scale of pay is inadequate and even inequitable, though it is not suggested that any intentional injustice has been done. The claims of the Department are overlooked because its work is not understood, is for the most part in out-of-the-way places seldom visited by other officials, is as a rule inconspicuous and totally unapparent to untrained eyes, and may take generations to come to fruition.

The grounds on which the present rates are considered inadequate are:—

(1) That the conditions of service are peculiarly arduous and unhealthy.

(2) That the nature of the training is highly specialised, and not such as to render it easy for an officer to find other employment, should he, owing to ill-health or other causes, have to leave the Service prematurely.

(3) That the quantity and quality of the work demanded has enormously increased.

(4) That the rate of promotion to administrative rank is much slower than formerly, and is likely to be still slower in future, since increases in the staff will be proportionately greater in the executive than in the administrative grades.

(5) That the cost of living, both in India and in England, has increased largely of late years and is still increasing, and that the present rates of pay of the administrative posts are insufficient to enable the officers who hold them to maintain in the way they should their position as Heads of a Department either with Local Governments or the Government of India.

(6) That they (the rates of pay) are not commensurate with the responsibilities involved. Thus a Chief Conservator who is responsible to a Local Government for the forest policy of a province, and whose professional opinion cannot be ignored without grave risk, gets less pay than a senior Deputy Commissioner in charge of a district. Similarly the Inspector-General of Forests who is responsible to the Government of India for the forest policy of the Indian Empire gets less pay than a first class Chief Engineer under a Local Government, and scarcely more than the Commissioner of a Division. It is also felt by the Department as a slight, if not an injustice, that Conservators should be paid less than Superintending Engineers, who can lay claim neither to superior intellectual ability nor a more expensive training.

(7) That the highest posts in the Service have been refused.

(8) That they (the rates) are actually less favourable in the early years of service than those in force before the introduction of the time-scale, owing to the abolition of officiating promotion and compensation allowance.

(9) That the age of entry into the Department is higher than in former years.

It is therefore held that the pay of the newly joined recruit should be Rs. 400 per mensem, this being the least sum that will compensate an officer for the increased cost of living. Calculating compensation allowance at the rate of 1s. 4d. to the rupee, this is only Rs. 28-2-0 per mensem more than 20 years ago, when the initial pay was Rs. 350. I should further be possible to earn Rs. 1,500 per mensem as a Deputy Conservator, within, say, 23 years of service. If this concession is granted many officers are prepared to restrict the pay of a Deputy Conservator to Rs. 1,250 per mensem if he is considered unfit for promotion to administrative rank; but others consider this restriction unnecessary if Government exercises the general power to withhold increments, which it already possesses, and point out that a man unsuitable for a Conservatorship may be an excellent divisional officer. These proposals involve a proportionate increase in the pay of the higher ranks, and it is held that the scale should provide for a substantial difference between the rates of pay for the different classes of officers, and should rise to a possible Rs. 3,500 per mensem for the Inspector-General of Forests. In no case should the pay be less than that of corresponding ranks in the Public Works Department, whose officers join the Service younger than the Forest Officer, and, under present conditions, have as a rule to spend considerably less on their education. Mainly as a matter of administrative convenience the Inspector-General of Forests is not a Secretary to Government, but his duties are very similar in character to those of the Secretary in the Public Works Department and there seems to be no reason why he should be paid at an altogether disproportionately low rate.

I desire also to point out on behalf of those who have only recently joined the Service that, owing mainly to the inadequacy of the staff, officers are frequently posted to the charge of a division within two or three years of their arrival in the country. It is strongly felt that, if a junior officer is called upon to accept unusual responsibility of this sort, he should be correspondingly remunerated, and it is therefore urged that he should in such circumstances receive a charge allowance and that the rules governing the grant of this

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allowance and of attainment to the rank of Deputy Conservator should be assimilated to the corresponding rules for the Public Works Department. The application of these rules to the Forest Department, as is only equitable, would enable an Assistant Conservator in charge of a division to draw a maximum salary equal to the lowest pay of Deputy Conservator, and would compensate him for the losses now sustained by the abolition of officiating promotion. A special allowance should also be granted to personal assistants to Conservators (especially in Rangoon), as in the case of officers serving in similar capacities in other Departments. Apart from the expense of living in Rangoon I know from personal experience that it is necessary to maintain, at a cost of about Rs. 80 a month, and simply to take one to office an otherwise totally unnecessary horse and conveyance. Notwithstanding representations on the subject no compensatory allowance is permissible.

Further, the whole Service and especially those appointed before 1910 are aggrieved by the rules regulating the accrual of increments of pay. In the Public Works Department increments accrue annually from the date of appointment to the Service in England: in the Forest Department they accrue annually, in the case of officers appointed prior to 1910, on the first of the month following that in which they arrived in Rangoon, and in the case of other officers on the date of their arrival. Burma officers are specially affected by the present rules and there are numerous instances in which men who left England on the same date as their colleagues in India have lost almost a month's increment annually for many years, solely because it is a longer journey to Rangoon than to Bombay. It is understood that the local Government recognise the inequity of the present rules and recommended to the Government of India that officers should not be penalised for the mere accident that they are serving in Burma, but redress has only been secured for officers recently appointed to the Service and the Department will not be wholly satisfied until placed on an equality with the Public Works Department.

A more serious grievance still is the exclusion of the Chief Conservator and Conservators from the grant of the Burma Allowance. The justice of their claim to the allowance is obvious, and I have nothing to add to what is said in the Report of the Burma Allowance Committee already referred to, except to point out that Service in the third grade of Conservators, which transfers an officer from some up-country station to Rangoon or Mandalay at a net increase of salary of only Rs. 150 per mensem, inevitably involves financial loss, apart from any consideration of the larger scale on which a Conservator should entertain.

Finally it is held that the Rangoon house allowance should be extended to bachelors.

66275. (V) **Conditions of Leave.**—The conditions of leave will be much improved if the changes now believed to be under the consideration of the Government of India are effected. Forest officers in Burma desire, however, to draw special attention to the following points:—

(i) Several officers have recently been refused the grant of privilege leave, and have thus forfeited in some cases several weeks of the leave earned. It is therefore held that if, owing to the exigencies of the public service, the grant of such leave is refused, its accumulation from the date of such refusal to the time when it can be granted should be unlimited.

(ii) An officer on leave, other than privilege leave, is as a rule entitled to half his average pay for his last three years of service converted at the rate of 1s. 6d. to the rupee. In the case of the Indian Civil Service leave allowances are subject to a minimum of £500 and a maximum of £1,000 per annum, but whereas the maximum for other Services is fixed at £800, there is no minimum except an exceedingly low sum of £200 in the case of leave on medical certificate. This is totally inadequate, and officers are in consequence frequently compelled to remain on or return to duty who in the interests of their health should be on

leave. Accepting the rate of four-fifths now adopted for the maximum allowance as a fair one, it is considered that the minimum furlough allowance should be £400, but that there are no good grounds for limiting the maximum to £800, if an officer's half pay, converted into sterling at the usual rate would exceed this sum. At the present rates of pay only 10 officers can earn the present maximum of £800, and of these only 1 would be entitled to £1,000, if, as is suggested, this latter amount is the maximum for all services.

(iii) It is considered that it should be possible to go on ordinary furlough after about four years' service. At present no long leave is possible for eight years other than on urgent private affairs or on medical certificate, while privilege leave, to the extent which may now be accumulated, allows of at most two months at home at an expenditure heavy out of all proportion to the benefits derived from it. Eight years' service in Burma almost without a break is detrimental to an officer's health and is far longer than is expected of Europeans employed by mercantile firms.

(iv) It is thought that with suitable restrictions it should be permissible to commute long leave on half pay into shorter periods on full pay.

(v) In comparison with India Burma is badly supplied with means of communication, while the journey home takes considerably longer from Rangoon than from Bombay. In order therefore to place officers on a more equal footing the beginning and end of all leave out of Burma should count from the dates of departure from and return to Rangoon respectively.

66276. (VI) **Conditions of Pension.**—The widespread dissatisfaction that exists with regard to the amount of pension that can be earned has been amply testified to by the numerous memorials submitted by forest officers on the subject. It is pointed out that the present pensions were fixed long ago when the rupee was worth two shillings, and that owing to the increased and continually increasing cost of living in Europe the actual loss now sustained is far more than is represented by the difference (viz., 12½ per cent.) between the original value of the rupee and the special rate of 1s. 9d. at which the rupee pensions are now converted into sterling. The present pensions also compare very unfavourably with those earned by the members of the Indian Medical Service, who are moreover able, both during their service and after retirement, to add considerably to their income by private practice. Further, it is an indisputable fact that existing pensions, at any rate after 20 years' service, are insufficient to induce an officer who can secure employment at home to remain in India. Improved pensions would induce good officers, who would otherwise retire, to continue in service; would at the same time enable Government to retire inefficiently compulsorily without undue hardship; and should encourage recruitment. The principle on which pensions are now granted is that they increase with increased pay up to half an officer's average emoluments subject to certain maxima. These maxima were fixed at a time when the rates of pay were considerably lower than they are now, and it is consequently held that they should be raised correspondingly, otherwise the provisions regulating the relation of pay to pension become totally inoperative. The raising of their pay afforded no relief in the matter of pensions to officers of the Imperial Forest Service, who now ordinarily earn no more pension than an officer of the Provincial Service who has been two years in the highest grade of Extra Deputy Conservator. This anomaly is likely to be perpetuated by the rule which requires a qualifying service of 28 years before an additional pension of Rs. 1,000 can be earned.

I believe it to be the unanimous opinion of the Imperial Forest Service in Burma that the smallness of their pension constitutes their greatest grievance, and it is desired to recommend it as such to the consideration of the Commission. In a cadre of over 60 officers it is, however, only natural that there should not be complete unanimity as to the exact method of effecting the desired improve-

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ments. Some officers propose a scale graduated in almost exact proportion to the length of service; others prefer a scale which would give an officer retiring after a somewhat short service a comparatively low pension and officers of high administrative rank a correspondingly increased one. Particulars of the different suggestions are at the disposal of the Commission should they desire them, but the following principles may be said to underlie them all:—

(i) Pensions should be fixed in sterling, both to avoid complications arising from fluctuation in the value of the rupee, and because they will in practically all cases be payable in Great Britain.

(ii) The value of the ordinary pension should be some 45 to 50 per cent. higher than the sterling value of the present ordinary pension. Of this increase a third represents merely the re-introduction of a two-shillings rate of exchange for the rupee.

(iii) Substantial additional pensions should be given for service in high rank.

(iv) The scale of invalid pensions should be specially liberal, and should in the opinion of many officers, be on a graduated scale from one year upwards, the present system of gratuities for a service of less than ten years being abolished.

If pensions on a liberal scale are granted the Department would welcome the compulsory retirement of inefficient officers.

As the Government has decided that no orders upon memorials submitted by Forest Officers can be passed until the Public Services Commission has completed their inquiries and submitted their report, it is urged that all officers who retire subsequent to the date of this decision and before the orders of Government on the Commission's report are passed should receive the benefit of any enhanced pension which may be granted.

66277. (VII) **Such limitations as may exist in the employment of non-Europeans, and the working of the existing system of division of the Service into Imperial and Provincial branches.**—The Department in Burma is satisfied with existing arrangements and consider they work well, but, without wishing to depreciate the work of the Provincial Officers, considers that any decrease in the proportionate strength of the Imperial Service would mean a loss of efficiency, since the early education of, and the course of special training undergone by, Imperial Service officers are far superior to anything possible in India.

66278. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—These are satisfactory and no changes are considered necessary.

66279. (IX) **Other points not covered by the preceding heads.**—Transfers invariably involve an officer in considerable pecuniary loss, and it is believed that a revision of the rules is now under the consideration of the Government of India. A great part of the loss is the result of the compulsory sale and re-purchase at very short notice of furniture and other property, so that a mere revision of the travelling allowance rates to cover the actual cost of the journey is insufficient. Considerable relief would be afforded if each headquarters bungalow were provided at Government expense with all essential articles of furniture, for which a small rent might be charged.

Housing.—Prior to 1907 rent was calculated, in the case of houses built and maintained by the

Public Works Department, on the capital cost of the building subject to a maximum of 10 per cent. of an officer's pay. Under the present rules rent is charged at the rate of 7½ per cent. of an officer's pay irrespective of the accommodation provided. Apart from the fact that a Forest Officer has to pay rent for a house which for the greater part of the year he does not occupy, the new rule is objected to as less favourable than the old one, and unfair in its incidence. It is not known exactly how the rate of 7½ per cent. was fixed, but it may be noted that the standard of accommodation provided to an officer is dependent on the average pay of his rank; that since the pay of Deputy Conservators has been raised the accommodation has not in all cases been correspondingly improved; and therefore that if, as is believed, the rent is calculated on the assumption that the accommodation is up to the prescribed standard, more than the prescribed interest on capital expenditure is being recovered. Though recently-joined officers may not in the long run be adversely affected by the new rules, senior officers must inevitably be heavy losers, for they have now to pay more than the calculated rental, having already under the old rules for many years paid rent in full. Finally it is amply proved by the evidence recorded by the Burma Allowance Committee that in Burma rents are higher, and the standard of accommodation provided lower, than in India. In view of the fact that the Burma Allowance is insufficient to cover the difference between the cost of living in that country and in India, it is thought by many officers that houses should be supplied for all rent free, but failing this concession it is urged—

(i) That the old system of assessing rent should be reverted to.

(ii) That the rate of interest charged should be reduced, and the accommodation provided be brought up to the Indian standard.

It is also considered of great importance that in the interests of their health, if for no other reason, more attention should be paid to the housing of junior officers not in charge of divisions. Such officers are frequently entirely unprovided for, and either have to live with the Divisional Officer, which may be inconvenient or impracticable, or have at great expense to make the best arrangements they can for themselves.

Family Pension Fund.—Amongst married officers there is a strong desire for a Service pension fund for widows and children. The establishment of such a fund would probably be generally approved if it were optional for present members of the Department to join it and if it did not necessarily involve any withdrawal of subscriptions already made to the Provident Fund. It is therefore urged that the matter should be taken into consideration in consultation with the Department.

Other points raised by some officers are the grant of free medical attendance to their wives and families, and the securing by Government from steamship companies of more favourable rates of passage for Government officials. There is also a general complaint of the inadequacy of the elephant transport provided, which suffices only to carry absolute necessities. On the grounds of health, comfort, and efficiency it is considered that the number of elephants at the disposal of each officer should at least be enough to carry the full Government allowance of tents, and a reasonable number of books pertaining to his profession.

MR. G. E. S. CURRIE called and examined.

66280. (Chairman.) The witness held the position of Deputy Conservator of Forests in Burma. At present he was in Simla as Assistant Inspector-General.

66281. In the Burma Forest Service there were one Chief Conservator, four Conservators, and 61 Deputy and Assistant Conservators. There were 19 Extra Deputy Conservators and 43 Extra Assistants. That was the cadre list. As a matter of fact, at present there were a few in excess on the Imperial Service list, and a certain number of

vacancies in the Provincial Service list which would shortly be provided for by probationers already in the Service. There were at least eight or nine statutory natives of India in major charges, who had been trained at Dehra Dun.

66282. With regard to recruitment, there was an overwhelming majority in favour of the opinion that candidates should be selected by nomination and competition between the ages of 18 and 20, and that they should then go through a special course of training. Some of the newly-joined Oxford men

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preferred the present system. It might be necessary to sacrifice the Science degree, but he thought that to get the men out to India when they were young was more important than a Science degree.

66283. He would have competition after selection in the event of there being more candidates than there were vacancies. In addition to that he would have a stringent medical and physical test.

66284. Recruits in England should receive their instruction at one residential institution, and he thought Oxford would be the best centre. More attention should be given to Forest engineering and surveying. The sort of engineering Forest Officers required to learn was to be seen on the Continental tours. Adequate training could be given if there were proper supervision. He was not altogether satisfied with the present supervision of the probationers during the tour abroad; too much was left to chance. There should be constant supervision by Officers with Indian experience, who could direct the Continental training into the right channels.

66285. Entry to the Imperial Service was open to Indians. The fact that an Indian candidate had to go to London on the chance of getting selected did not, in his opinion, act as a deterrent, because in past years the conditions of entry into the different Services of India had all been exactly the same. The Indian had not been aided by the State at all. The fact, however, remained, that in past years, although quite a number of Indians had been recruited to other Services, no Indian had till 1909 been recruited to the Forest Service. He inferred from this fact that the Indian did not, as a rule, desire to enter the Imperial Forest Service.

66286. It would be essential for any statutory native of India recruited to the Superior Service direct to have an English training. His training should not begin with his scientific course in Forestry, but earlier, and he should be brought up with the British spirit in him. The public school education was just as much necessary as the subsequent scientific training.

66287. If a man were selected by merit from the Provincial Service for transfer to the Imperial Service on the rate of pay he was then drawing, Government was not likely to make so many bad bargains as they would if a man were selected in India for direct recruitment to the Imperial Service and then sent to England for special scientific training.

66288. He did not desire that interchange of Officers between various Provinces should be so frequent as to disorganise existing arrangements, but if the best men from each province could be, from time to time, transferred, the Department would certainly benefit.

66289. At present an officer was called an Assistant Conservator for five years, and then became Deputy Conservator. There might or might not be differences in the work of the two Officers. The suggestion which was made with reference to that point was not so much in regard to the work done by a Deputy Conservator as with regard to the pay which was drawn by an Assistant Conservator when in charge of a division. The point it was desired to draw attention to was that owing to smallness of staff an Assistant Conservator was doing very responsible work which would normally be done by a Deputy Conservator, but was not given any extra pay for it. In practice it would never happen that an Assistant did an Assistant's work, but received a Deputy's pay.

66290. Under present conditions a certain number of officers took advantage of the privilege of optional retirement after 20 years' service. It would not be at all a good thing for the Service to encourage officers to retire after 20 years' service.

66291. In Burma there was a school for the training of Rangers and subordinates. The English class for Rangers had only been established for two or three years, but the subordinate class had

been going on for many years. The Dehra Dun Provincial Service course was far better than the Burma Rangers' course, but the Dehra Dun Rangers' course was probably no better than the Burma Rangers' course.

66292. (Sir Valentine Chirol.) When he said there might be transfer to the Imperial Service from the Provincial Service, he did not mean to recommend that that should be the only way of filling the Imperial Service. His reason for not objecting to such transfer was that he desired to see merit rewarded.

66293. Assuming it was decided to make the experiment of trying to recruit Indians for the upper branches of the Forestry Service, the best way of getting the right sort of men would be either to improve the conditions of Service in the Department or to recruit men by selection and examination in India when they were relatively young, and to train them for a few years in England, side by side both at school and college with Europeans. To select men from the Provincial Service and send them to England would be impossible, because they would not understand German or French, and would thus not benefit by the course on the Continent.

66294. (Mr. Sly.) The want of knowledge of German and French was a very grave obstacle, even if it was not insuperable.

66295. Although he did not object to transfers from the Provincial to the Imperial Service purely on the ground of merit, he did not suggest that that should be an alternative method of recruiting the Imperial Service.

66296. In Burma there was a distinct difference in the work and responsibility of major and minor charges, but it was very difficult to draw a line between the most important minor charge and the least important major charge.

66297. With regard to his statistics about officers recruited between the years 1878 and 1887, he was pretty sure that no Forest Officer died as the result of the Burmese War, which took place in 1885-86, although that was an exceptional time of stress and strife. It might be that that war affected the mortality figures, but he could not say definitely without analysing the causes of deaths. The work was much harder and more strenuous at present than it used to be, although there might be more amenities. Officers at present were more out in the rains than used to be the case.

66298. (Mr. Fisher.) There was a very large preponderance of opinion in favour of lowering the age for entering the Service. He had had 46 replies from different men in Burma, including replies from a large number of Oxford men, and only one had dissented from the view that the age for entering the Service should be lowered.

66299. He would not be in favour of having any kind of linguistic test in England, as he did not think it would be the slightest good. He would have the physical test as early as possible. It would not be necessary to repeat it at the end of a candidate's special training.

66300. (Mr. Madge.) The present medical examination had been unsatisfactory, judging by results.

66301. The whole of the Provincial Service in Burma was composed of Anglo-Indians, with the exception of two or three Burmans. Certain of the Anglo-Indians were in charge of divisions, and as far as he knew were doing very good work.

66302. (Mr. Griev.) He did not suggest the admission of men in special cases from the Provincial to the Imperial Service as a system of recruitment. As a system of recruitment he would be very averse to it.

66303. (Mr. Modder.) He thought that if a certain number of deserving Provincial men were promoted to the Imperial Service if they did good work it would make the Provincial Service more popular. In regard to the time scale, he wanted the Provincial Forest Service to be in all respects equivalent to the Provincial Service of other Departments.

(The witness withdrew.)

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Mr. R. M. KAVANAGH.

R. M. KAVANAGH, Esq., Extra Deputy Conservator of Forests, Burma.

Written Statement relating to the Forest Department, being the corporate views of the Burma Branch of the Provincial Forest Service Association.

66304. (I) **Methods of Recruitment.**—Imperial Service.—I am directed to invite the attention of the members of the Royal Commission to the following comments in connection with the system of recruitment of the Forest Service both Imperial and Provincial. As far back as the year 1882, the Editor of the "Indian Forester," expressed an opinion in the October issue, page 199, "that the training obtainable at the Imperial Forest College, Dehra Dun, was as good as any received on the Continent," and recommended that "if the training at Cooper's Hill, which had just then been started, proved unsatisfactory the members of the Imperial Forest Service should be trained at Dehra Dun." This opinion was several years afterwards confirmed at a Conference of Imperial Officers held at Dehra Dun. These views are obtainable from the Government of India, while in paragraph 38 of the most recent resolution of the Government of India on Education (No. 301-C.D., dated the 3rd February, 1913), it is distinctly stated that the training in Forestry at Dehra Dun College, approximated the technical Education ordinarily obtainable in England or the Continent.

From the above authoritative statements as well as taking into consideration the gigantic spread of Education which will result from the crores of rupees which are being spent in that branch, my association is of opinion that it is not presumptuous to state that the Provincial Forest man educated at Dehra Dun is technically equal to those at present being trained in England and the Continent, especially as regards practical work.

Recruitment for the Imperial Branch of the Service should therefore as an act of justice be thrown open to men technically educated in India in the proportion of 1 to 2 recruited in Europe.

Provincial Service.—If the continuance of such a Service is considered desirable my association is of opinion that the present system appears unsatisfactory, inasmuch that nomination is required, which rests entirely in the hands of the Conservators. A man may be very suitable for one Conservator, whereas he may be extremely unfit in the eyes of another, while favouritism plays a conspicuous part. It is therefore suggested that certain schools and colleges in India and Burma be selected, and the Principals of those institutions asked to nominate two or more candidates from amongst their pupils, preferably with university degrees. Such nominated candidates should then be passed by the Selection Committee of each Province and be required to pass a competitive examination, on the result of which, final selection should depend. In this way alone can it be assured that the best men in the market will be obtained irrespective of caste or creed.

66305. (II) **System of Training and Probation.**—The present system of education and training at the Forest College, Dehra Dun, is satisfactory. The syllabus might, however, be suitably improved by a more elaborate course in Working Plans and Botany.

If necessary, candidates selected and trained in India for the Imperial Service as proposed under head I. of this memorandum may be deputed to an English University on a year's probation.

This system is being followed with success in Mysore, Ceylon, and other colonies. The members of this Association are of opinion that members of the Imperial Service should serve their probationerships for a year at Dehra Dun in place of the arrangement prescribed in paragraphs (i), (ii), (iii), (iv.) of Government of India Circular No. 13F.—85-2 of 10th May, 1911. Similar method has proved successful with recruits for the Imperial Police.

Provincial Officers should have only one year's probationership as in the Public Works Department and Telegraphs. Sufficient safeguards for their continuing to do good work after confirma-

tion are to be found in their bonds and conditions for the grant of their annual increments. The period of probationership should, in the opinion of the members of the Association, be spent at the Provincial Forest School to which a candidate has been posted, in order that he may learn the vernacular, law, accounts, etc., and familiarize himself with the surrounding conditions of labour and work, as well as become acclimatized.

66306. (III) **Conditions of Service.**—These are without doubt exceptionally arduous, and an article on this subject in the "Indian Forester" will be found especially pertinent. Though this article deals with Imperial men only, the same, if not worse, can be said of the conditions of the Provincial men, as they have to stay in the jungles for longer periods, have as a rule to do all the harder and nastier work, and this on far less pay and transport.

The Survey Department, which is practically the only other service which has a taste of real jungle work in the forests of Burma, has a recess every year at a healthy and popular hill station. The officers of the Public Works Department on the other hand, whose training is akin to that of the Forest men, have metalled roads to travel on and substantial bungalows to live in. The Forester has to camp out in the heart of the forest and make himself as comfortable as he can in a tent generally 8 ft. by 8 ft., and has to depend in the hot weather on a small stagnant pool for his drinking water. Supplies from the nearest villages are often refused on the pretext that no fowls, etc., are obtainable in the village, while rice is obtained very often at famine rates.

Even shooting in a Reserved Forest is prohibited unless a licence is taken out, so that he has not even this small privilege granted him. The conditions of work, of travelling and of responsibilities are identical in both branches of this Service up to the rank of Conservator.

This is an admitted fact, an axiom against which no one will gainsay, yet, strange to say, invidious marked distinctions are being continually made. For example, the young Assistant Conservator is entitled to two Elephants for his transport, whereas the Extra Assistant, however senior he may be, is entitled to only one, under the same conditions of living and work. The conditions of service only vary as regards Revenue Ranges. All important Revenue Ranges are managed by Provincial men, some of whom have even obtained the highest honours in Forestry. Very often such officers are kept on such work for several years and usually commended for good work, but when eventually placed temporarily in charge of divisions are adversely commented on. Continued work in a subordinate position is detrimental to ambition and efficiency. On the other hand, his more fortunate brother officer in the Imperial Branch is very often posted to important charges when he is very often qualified in the language, law, accounts, etc., leave alone knowing much about administrative duties or the sylvicultural requirements of the various principal species he has to deal with. It is, therefore, nothing but just that an officer of the Provincial Service should be given a chance of holding charge of a Division after the tenth year of Service.

66307. (IV) **Conditions of Salary.**—Salaries.—The members of this Association are of opinion that if the present system of Imperial and Provincial Service is to be retained the present scale of pay for the Provincial branch is highly unsatisfactory, especially when compared with the Public Works and Telegraph Departments, which are sister Services. This unsatisfactory state is all the more accentuated when it is considered that the duties of a Forester are far more arduous and the life much more unhealthy. I am therefore directed to state that my association is of opinion that it would not only be just but extremely necessary for recruitment if the Provincial Forest Service was at least put on identical footing with the sister Services as regards pay and allowances.

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Under the present system, a Forester may rise after 29 years' service to Rs. 850 per month provided he has managed to have successfully passed the several microscopical examinations and selections and is lucky enough to have a vacancy to step into. The Public Works Department and Telegraphs on the other hand rise from Rs. 250 to 850 automatically in 20 years, after which they can rise by selection to the important posts of Superintending or even Chief Engineer and Director of Telegraphs. This is unquestionably a great injustice and will not serve to make this Service popular for recruitment, for we have the extraordinary anomaly that the most arduous worked as well as one of the most revenue producing branches of the Public Service is the *worst paid* (to facilitate comparison a table is annexed). I am therefore, on behalf of the Association, directed to strongly recommend that if a Provincial Service is retained that an officer after a period of ten years should at least draw Rs. 550 and be ranked as Deputy Conservator. This should be the only selection in the whole of his service, for when the Local Government has selected a man for a major charge it should have the courage of its convictions and do away with the many unnecessary and harassing special selections as at present enforced. Such selected officers should then automatically rise to a maximum of Rs. 1,250 by annual increments of Rs. 50 per mensem. Officers already in the Service should be brought on to the scale thus proposed and if necessary listed posts created by reduction of appointments in the Imperial Branch—which is already far in excess of the sanctioned cadre. It is further proposed that the Government of India's suggestion regarding the opening up of administrative posts to Provincial men should be acted on, and in a large and prosperous province like Burma, one Conservatorship be reserved for this Service and the full pay of the grade as well as privileges as regards pensions, etc., be given to the officer selected for the post. My association regrets that a statement was made in paragraph 5 of Government of India Finance Department Circular No. 263, dated 28th October, 1909, to the effect that "none of the officers in the Provincial Service are at present qualified to take their place as Conservators," and considers the statement unwarranted as far as Burma members are considered.

Allowances.—The Local and other special allowances should be identical for both branches of this Service, for the deductions on account of transport, rest houses, rent for dwelling houses, servants' wages and prices of the daily necessities of life are identical and not reduced a pice because an officer belongs to the Provincial Service. In connection with this question of allowance my association would invite the attention of the members of the Royal Commission to the report drawn up by the Burma Local Allowance Commission, in which it has been conclusively proved that living in Burma is 50 per cent. more expensive than India and that the present allowances are inadequate.

Two very pertinent cases in point of allowances are—(1) That a Provincial Forest Officer when stationed in the expensive Town of Rangoon is not entitled to any presidency house allowance, although such allowances are liberally granted to Imperial officers, and strange to say to other Provincial Services, such as the Public Works Department and Telegraphs.

(2) In India and the whole of Burma a Provincial Officer drawing a salary of Rs. 500 and over is, under Article 1002, C. S. R., classed as a first class officer for the purpose of allowance, but not so the poor Provincial Forest Officer whose maximum pay of the class is Rs. 550. He, according to the ruling of the Accountant-General, is a second class officer and is expected to travel with his clerks and subordinates, who, strange to say are entitled to the same accommodation by rail. Needless to say that such invidious distinctions are incompatible with the social status of such officers and detrimental to discipline. Therefore in the opinion of the members of this association the Service should be placed on the same footing as officers of the sister Services, the P.W.D. and Telegraphs, the members of which are recruited from the same

source, have a similar training and can travel about far more comfortably, while as regards elephant transport no invidious distinction should be made between the Imperial and Provincial Officer.

66308. (V) Conditions of Leave.—Certain alterations in the leave rules have recently been promulgated by the Government of India and it is strongly suggested that the Provincial Forest Service should partake in its benefits. The commutation of long leave on half pay to short periods on full pay is greatly desired, while it is suggested that privilege leave should be allowed to accumulate to the extent of six months so as to enable officers to proceed on leave on full pay, while all furlough, irrespective of whether it is spent in Europe or India, should count towards pension. This being a Service in which the duties are arduous, and both branches of the Service work under identical conditions my association considers it fair and equitable that the same rules as regards leave should apply to both Services.

66309. (VI) Conditions of Pension.—Owing to the extremely arduous life of a Forester, conditions of service, and the extraordinary high death rate, my association is of opinion that the period qualifying for ordinary pension should be reduced from 30 to 25 years including periods spent on furlough and a retiring pension of Rs. 5,000 per annum granted at the rate of exchange of 1s. 9d. the rupee, and that if an officer be retained after this period in the interests of the public service, an annual increment of Rs. 400 be given up to the 30th year. After 20 years' service, including furlough, pension on medical certificate be granted on half pay, while an invalid pension to the extent of Rs. 2,000 per annum be granted after 10 years' service, and that this amount should rise automatically by annual increments of Rs. 200 per annum up to Rs. 4,000 after 20 years.

66310. (VII) Limitations to the employment of non-Europeans and the working of the existing division into Imperial and Provincial.—Considering that the duties of officers in both branches of this Service are identical the separation of the Service into an Imperial and Provincial is unsatisfactory and a source of grievance, as previous to the re-organisation of 1891 there was no such rigid class distinction and the Imperial door was opened to men in India and those recruited under the old rules have risen to the highest administrative posts in India. I am directed to state that the association considers that the closing of the Imperial door by that re-organisation was cruel, unjustifiable, and tends to prevent the best class of youths from joining the Forest Department. The differentiation of pay and allowances cannot under any circumstances be explained—and it is therefore in the interests of the Service absolutely necessary that this undesirable barrier be broken down. This can only be done by bringing the Provincial Service and the same list as Imperial Officers and dropping the derogatory term "extra" as well as paying the men far better salaries and promoting men of merit (not necessarily the most senior) direct into the Imperial Branch and giving them exactly the same pay as the Imperial brother officer.

66311. (VIII) Relations with the Indian Civil Service and other Services.—The only relation between this and the Indian Civil Service is that the Divisional Officer is an assistant to the Deputy Commissioner in Forest matters. There is no relation with other services—under this heading however comparisons may be drawn. In the Civil Service of Burma five appointments are listed for deserving superintendentships in the Imperial Police, while superintendentships in the Imperial Police while no such post has been created in the Imperial Forest Service in which Service the members of both Services do exactly the same work, and as far as their profession goes having received practically the same technical training. At public and even social functions invidious distinctions are drawn which naturally tend to discredit Provincial officers, whether of high or low grade in the eyes of the other Services, more particularly the people over whom in their official capacity they have to rule. Many high officials are above treating Provincial Officers in the manner above described, but there

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are others who do not hesitate to give precedence to the most junior Imperial Officer over Provincial Officers whose duties and responsibilities alone should entitle them to proper respect. I am therefore directed to state that the members of this Association strongly suggest that officers of whatever branch of the Service who have attained to such recognised positions as Sub-Divisional Officer, Magistrate or Divisional Forest Officer should be given rank and precedence accordingly, and that this can only be done by a recognised ruling from which there should be no deviation. In this connection the Association is also of opinion that it is a mistake on the part of the Local Government to publish periodically translated lists of designations in which attempts to interpret such prefixes as *Extra* usually results in giving agriculturists and residents of the mofussil an impression that officers distinguished as *Extras* are subordinates whose mandates need not be heeded. It is therefore suggested that it would be far better for the prestige of Government officials as a whole if fine distinctions of rank between Imperial and Provincial were left out when not actually required. The charge held by an officer and the powers delegated should stand as his official designation and he be given precedence accordingly.

66312. (IX) Other points.—(1) I am directed to suggest that the members of the Association consider that a great boon would be conferred if the wives and children of officers be given free medical attendance as in the case of Military officers.

(2) Favourable rates be granted to officers and families proceeding on leave by steamers.

(3) That as it has conclusively been proved (*vide* report of the Burma Allowance Commission) that officers on transfer are put to considerable loss, the existing allowances both by rail and steamer be doubled so as to more or less cover expenses, and furthermore officers should not be transferred oftener than absolutely necessary in the interests of the Public Service.

(4) The attention of the Commission is also in-

vited to the fact that in the Provincial Service in Burma there are five existing vacancies in the Extra Deputy grade and 14 in the Extra Assistant Conservators class which have not yet been filled up, while in the Imperial cadre there are five supernumeraries. It is therefore suggested that the existing vacancies should be filled and the present probationers be confirmed as has been the case with many of those who joined the Service in the Indian Provinces.

(5) In conclusion the attention of the members of the Commission is drawn to the resolution of the Government of India Department of Revenue and Agriculture, No. 17F.—37-33, dated Simla, 22nd June, 1911, paragraph 2, clause IVb (iii), regarding the promotion of officers under the new re-organisation scheme who were already Extra Deputy Conservator. In the original resolution as sanctioned it was intended that the officers of the Provincial Forest Service should be dealt with liberally and existing officers treated as if they had been on the new scale of pay throughout their service (*vide* Government of Burma F. D. No. 64—17A-11, dated 6th May, 1912, and the Accountant-General's letter No. Gaz. 3123, dated 2nd November, paragraph 2), but no such liberal treatment has been meted out in Burma to the senior officers of this Service, and although this is now considered a time scale service no allowance has been made for the fact of the first named officer on the list being four years senior to the next and so on downwards, and due promotion withheld in sums varying from Rs. 50 to 100, and this for no fault of these officers, whereas in India officers of similar length of services have in all cases been given the full benefit of the re-organisation.

(6) The members of the Burma Branch of the Association are of unanimous opinion that confidential reports as regards work and character of an officer are unnecessary, and the institution a hateful one, and that it would be far better to make all such charges and reports in the usual official manner so as to give every officer a chance of defending himself publicly.

Difference between Imperial and Provincial.

Engineers and Telegraphs.			Forests.		
Years of Service.	Pay.		Years of Service.	Pay.	
	Imperial.	Provincial.		Imperial.	Provincial.
1	Rs. 380	Rs. 250	1	Rs. 380	Rs. 250
2	420	275	2	420	270
3	460	300	3	460	290
4	500	325	4	500	310
5	540	350	5	540	330
6	580	375	Deputy Conservator of Forests.		
7	620	400	6	580	350
8	660	425	7	620	370
9	700	450	8	660	390
10	750	475	9	700	410
Executive Engineer. (Superintendent of Telegraphs.			10	750	430
11	800	535	11	800	450
12	850	570	12	850	470
13	900	605	13	900	490
14	950	640	14	950	510
15	1,000	675	15	1,000	530
16	1,050	710	16	1,050	550
17	1,100	745	Extra Deputy Conservator of Forests.		
18	1,150	780	17	1,100	375
19	1,200	815	18	1,150	600
20	1,250	850	19	1,200	625
Maximum pay.			20	1,250	650
			Maximum.		
			21 to 23		700
			24 to 26		800
			27		850
			Maximum.		

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MR. R. M. KAVANAGH.

[Continued.]

Comparison table of Pay in the three sister Provincial Services.

Serial No.	P. W. D.		Telegraphs.		Forests.	
	Per mensem.	Per annum.	Per mensem.	Per annum.	Per mensem.	Per annum.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1	250	3,000	250	3,000	250	3,000
2	275	3,300	275	3,300	270	3,240
3	300	3,600	300	3,600	290	3,480
4	325	3,900	325	3,900	310	3,720
5	350	4,200	350	4,200	330	3,960
6	375	4,500	375	4,500	350	4,200
7	400	4,800	400	4,800	370	4,440
8	425	5,100	425	5,100	390	4,680
9	450	5,400	450	5,400	410	4,920
10	475	5,700	590	6,000	430	5,160
11	535	6,420	535	6,420	450	5,400
12	570	6,840	570	6,840	470	5,640
13	605	7,260	605	7,260	490	5,880
14	640	7,680	640	7,680	510	6,120
15	675	8,100	675	8,100	530	6,360
16	710	8,520	710	8,520	550	6,600
17	745	8,940	745	8,940	575	6,900
18	780	9,360	780	9,360	600	7,200
19	815	9,780	815	9,780	625	7,500
20	850	10,200	850	10,200	650	7,800
21		126,800		126,900	700	106,200
22		+20,400		+20,700	700	...
23		Rising to :—Administrative Posts.			700	...
24		1,200		1,200	800	...
25		1,400		1,400	800	...
26		1,600		1,600	800	...
27		2,750		1,800	850	...

In 20 years alone, an officer joining the Provincial Forest Service loses Rs. 20,700 and has none of the higher administrative posts thrown open to him.

MR. R. M. KAVANAGH called and examined.

66313. (Chairman.) Witness held the position of Extra Deputy Conservator of Forests. He had had 22 years' service. He was trained at Dehra Dun.

66314. The training in practical forestry obtainable in India was far better and more useful than any training obtainable by a student in a period of six months spent in Germany, France or America. The length of the Dehra Dun course was two years. Of that period half was spent in practical work in forests.

66315. The theory of forestry which was learnt in Germany or France did not apply to Indian forests as the conditions varied considerably. He did not speak with any personal knowledge of the training in Germany.

66316. He recommended that a third of the vacancies in the Superior Service should be definitely allocated to men recruited in India through the Dehra Dun course. He would allot a certain proportion of that one-third to direct recruits, and the remainder to deserving officers of the Provincial Service.

66317. He would give the boys taken direct from the College a European training, but he would not send the promoted men from the Provincial Service to Europe, as he did not think it would be of any value to a man of 15 years' service.

66318. A proportion of the vacancies in the Provincial Service should be filled by Rangers, and the rest by direct recruitment.

66319. He objected to the present system of recruitment by nomination by Conservators for the Provincial Service. It would be far preferable to have a Selection Committee composed of Forest Officers. After five or six candidates had been provisionally selected there should be a competitive examination, any physical fitness and social standing should be taken into consideration. The result of the present method of selection was that there were men at present in the Service who should never have been admitted.

66320. Owing to the re-organisation scheme, men now went direct into Dehra Dun without spending six months' probationary period in the forest. He did not think that system as satisfactory as the former practice, which gave a boy an idea of the sort of life he would have to lead as a Forest Officer.

66321. After the Dehra Dun course, Provincial Officers should be kept on probation for one year only. Sufficient safeguard was to be found in the bond, which laid it down that a man must remain in the Government Service for three years.

66322. Provincial Officers in the Forest Service should be placed on the same conditions as regards salary as the Officers in the Public Works Department. Both received practically the same technical education.

66323. He would regard it as important that an Officer coming from Europe should be allowed in his salary something in the nature of a Foreign

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[Continued.]

Service allowance. The recommendation that the maximum salary of an Extra Deputy Conservator should be the same as the maximum salary of the Deputy Conservator was based on the supposition that the Imperial Service were going to receive an increase as the result of the Commission's deliberations.

66324. No official reason had been given for denying the Rangoon house allowance to Provincial Forest Officers. Nearly every other Department received it.

66324A. He did not know what his colleagues desired in regard to the establishment of a Family Pension Fund, but personally he thought they should be obliged to subscribe to a fund of this sort.

66325. (Mr. Madge.) He had never found that his training at Dehra Dun was inadequate to any responsibility or duty that had been put upon him.

66326. (Mr. Fisher.) While he advocated the abolition of the distinction between the Imperial and the Provincial Service, on the ground that Officers of both Services were doing exactly the same work, he agreed that that proposition would only apply to a limited number of the Provincial Service Officers in the higher grades, i.e., Extra Deputy Conservators. The Extra Deputies would not be entrusted with minor charges, because that would be directly opposed to the Government of India resolution that all Extra Deputy Conservators must be placed in major control. It was very difficult to say what was a major and minor charge, because what to-day was a major charge, might to-morrow be a minor charge, and vice versa. As far as Burma was concerned, it would not be true to say that Extra Deputies were given less responsible work to do than officers of the Imperial Service. He advocated a system under which there should be a selection bar after a period of 10 years' service. There should be no further selection bar, because if a man, after 10 years' service, and one year's probation, had done excellent work, and was selected for a major charge, there would be no necessity for exercising further selection. He did not think that the effect of this would be to put a premium upon inertia, because if a man got slack, his increments could be stopped.

66327. There was very considerable feeling in favour of the abolition of the word "Extra."

66328. (Mr. Sly.) When an officer got into the Extra Deputy grade he was put on a time scale. There were then three further selections. When he arrived at the Rs. 650 grade he could not expect anything further, unless he was specially selected by the local Government. After he had served that period for another year, he was specially selected again for the Rs. 700, and then when he had done the three years he was once more specially selected for the Rs. 800. Such microscopical examinations of record were not in vogue in any other service, and they should be done away with in the case of the Forest Service.

66329. He could refer to no special order abolishing the rule that a man nominated for Dehra Dun had to undergo a period of practical training in the Forest before he was allowed to enter the col-

lege. He did not know of any Extra Assistant Conservator in Burma who had undergone the six months' course in the forest.

66330. (Sir Valentine Chirol.) The educational advantages to be gained from a course at Dehra Dun in future were considerably greater than those he obtained during his own term of study there. Therefore it could be assumed that men who left Dehra Dun in future would be even more competent from the outset than they were in his day, to do efficient work in the department.

66331. If, after five or eight years' service, men were chosen from the Provincial Service, for the Imperial Branch, and were then sent to Europe for a year's training, it would improve their usefulness in the Imperial Service, and that scheme would not offer the same disadvantages as the other scheme which had been suggested by a previous witness, of sending men to England after 15 years' service, when they were at a less receptive age.

66332. A smart young officer who had had five or eight years actual experience in forestry work would be in a better position to benefit from a European course than a youth who was sent direct to England after a period of training at Dehra Dun without any practical experience of the Service.

66333. (Mr. Modder.) He had had two Imperial officers serving under him, and they had not been able to teach him his work, with all the advantage they possessed of their study in Europe, because they had only just come out to the country. Experience in India went a long way, because after all, forestry was a life study, and not a thing that could be learnt in six months or three years. Men could see in Europe the method by which the forests were worked, but a study of conifers and pines could not help a man to decide what method to adopt for teak.

66334. (Chairman.) His colleagues asked for the period of service for pension to be reduced from 30 to 25 years. There were some officers at present in the Service who were over the age of 50. They were occupying the positions of Extra Deputy Conservators and were discharging exactly the same duties as Deputies.

66335. It did not matter how far a man climbed up the ladder of the Forestry Department, the arduousness of the work was exactly the same. A Conservator's work was just as hard as that of a Divisional Officer. He made the proposal for a reduction to 25 years because he considered the work of forestry was work which became unduly severe after the age of 50. If the term of service was reduced to 25 years on the present basis of recruitment, an officer would retire between the ages of 48 and 50.

66336. One point which he desired to bring before the Commission was the confirmation of the present Extra Assistant Conservators who were on probation in Burma. Many of the men who came out first on the list with honours in forestry, and who were instructors at the local school were still on probation in Burma and had been so for nearly three years, while officers who passed low down on the list had been confirmed in India.

(The witness withdrew.)

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At Calcutta, Tuesday, 20th January, 1914.

PRESENT :

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

SIR VALENTINE CHIROL.

WALTER CULLEY MADGE, Esq., C.I.E.

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

HERBERT ALBERT LAUBENS FISHER, Esq.

And the following Assistant Commissioners:—

J. W. A. GRIEVE, Esq., Deputy Conservator of Forests.

E. A. C. MODDER, Esq., Extra Assistant Conservator of Forests.

R. R. SCOTT, Esq. (Joint Secretary).

T. H. MONTEATH, Esq., Deputy Conservator of Forests, Bihar and Orissa.

Written Statement relating to the Forest Department, being a Memorandum on the Imperial Forest Service by Mr. H. Carter, Conservator of Forests, Bihar and Orissa.*

66337. (I) **Method of Recruitment.** The present system of recruitment under which it is imperative to have a degree in science has not been in force a sufficiently long time to prove or disprove its merits, but it appears to me to have several serious drawbacks. In the first place it forces officers to start their career in India too late in life. Probably they would be at least 22 before they took their degree and with their special training they would be 25 or older before they entered on their duties. I consider that 20 or 21 is more suitable. In the next place a degree in science may or may not be useful. It shows a mental bent in the proper direction, but an officer might specialise and take his degree in some branch which would be of no practical use to him hereafter. Again the present system must prevent many suitable candidates from entering the Service; many men cannot afford to spend the time and money in obtaining a science degree on the chance of their being then selected for the Forest Department, as a failure to get so selected would make them too old and probably unsuitably trained for most other professions.

It would be preferable to revert to a system more nearly resembling that in force formerly. The conditions of service have been improved and probably sufficient candidates would now come forward. I would recommend a system of nomination combined with competitive examination, such examination to be on fairly wide lines and to include all subjects usually taught on the modern side or in the Army class of a public school. I should like the age limit to be 17 to 19 years to be followed by a two or three years' special course; if the cramming system could be avoided by giving nominations to public school boys who had shown a special physical and mental attitude for the Service, so much the better.

66338. (II) **System of Training and Probation.**—The present system of training under which candidates can go to any of three universities, appears to me wrong. Probationers for the Indian Forest Service require training on special lines apart from the training which would suit Foresters in general. Such training can only be given if there are sufficient students, and with the

* Copies of this Memorandum were circulated to all Imperial Forest Service officers in Bihar and Orissa. The Deputy Conservator of Forests, Singhbhum Division, remarked as follows:—"I beg to inform you that I agree with all the views expressed, except that in regard to the pensions I would propose the following:

After 28 years' service	Rs. 650
After 28 years' service, of which at least 3 as Conservator	750
After 3 years' as Chief Conservator of Forests	850
After 3 years as Inspector-General of Forests	1,000."

small number recruited annually for India, it would be almost impossible, unless the students are in the same institution. By adopting the latter course *esprit de corps* would be developed, and this is a great asset in promoting keenness in the work of the Department. As regards the actual training, I consider sufficient attention is not paid to engineering, especially on the practical side; as every Forest Officer has much engineering work to do it would be preferable for him to come to India trained therein in place of having to pick it up after he arrives.

66339. (III) **Conditions of Service.**—These are particularly hard on officers in the Forest Department, as is evidenced by the large percentage of officers who have died on retired or reduced pension. Such hardships cannot be avoided, but they might be mitigated by the transfer of officers from Province to Province as occasion requires. It is hard on an officer who has been appointed to an unhealthy Province, or to one that does not suit his constitution, to be practically obliged to spend all his service there. More frequent transfers would increase his general knowledge and usefulness, and the only real drawback would be the necessity of acquiring a new language.

66340. (IV) **Conditions of Salary.**—No change appears necessary in the salary of officers below the rank of Conservator, but the pay of the latter is insufficient compared with that of a Deputy Conservator of Forests, and there should be a rise of at least Rs. 500 per mensem on attaining to that rank, and a corresponding rise on attaining to the special billets of Chief Conservator of Forests or Inspector-General of Forests. Although the Conservator has great administrative responsibilities, is a selected officer and generally has the greater expense entailed by living at Government Headquarters as the Head of a Department, his pay as Conservator is only Rs. 250 more than that of a Deputy Conservator of Forests, and in Burma, owing to the former getting no local allowance, the difference is only Rs. 150, and from personal experience I know the Conservator is worse off there financially, and cases have occurred in which officers have refused these higher posts, probably because they could not afford to take them. In 1905-06 I believe the Government of India suggested that the rates of pay should be—

Rs. 1,500, 1,750, and 2,000 for Conservators.
Rs. 2,500 for Chief Conservators.
Rs. 3,000 for Inspector-General of Forests.

I consider these rates would be suitable if the Rs. 1,500 grade was abolished.

66341. (V) **Conditions of Leave.**—With the alternations proposed by the Government of India these would appear suitable provided that—

(a) The minimum furlough allowance be £400 or the salary last drawn whichever is least. Under present conditions the present allowance may be too small even for a single man to live on, bene-

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cially, in England, and as the maximum allowable is £800 the minimum should, on the analogy of the Indian Civil Service, be £400.

(b) The option of commuting long leave on half-pay to half the period due on full pay be given to officers. This would have to be subject to certain limitations but would be a change welcomed by most officers.

66342. (VI) **Conditions of Pension.**—The maximum pension at present obtainable appears inadequate: it (Rs. 5,000) was fixed 25 years ago when the rupee was two, when living was cheaper, and when the amount represented half the pay of a senior Deputy Conservator of Forests. The latter has now been increased as has the cost of living while the value of the rupee is less. I consider that the minima should be £350 after 20 years' service, and £500 after 25 years' service.

The principle of an extra pension for specially selected posts such as the Chief Conservator of Forests has been recognised both in the Forest Department and in other Departments, while it might also be desirable to offer inducements to good men to remain in the Service who had not been fortunate enough to get a Conservatorship. On the other hand such inducements might result in ineffective officers, with no great longing for England, to remain on in the Service and draw their pay to the loss of effective administration. I would therefore recommend compulsory retirement of officers of 25 years' service or more who are deemed inefficient or incompetent, and would give the following enhanced pensions:—

After 28 years' service	£600
After 28 years' service of which at least 3 years as Conservator	650
After 3 years' as Chief Conservator of Forests	700
After 3 years' as Inspector-General of Forests	800

The present invalid pension after ten years' service does not represent a living wage. As the officer concerned has lost his health in Government service and is very unlikely to obtain other employment the minimum invalid pension should be £150 per annum, increasing by £20 annually for each years' service up to 20 years.

66343. (VII) **Such limitations as may exist in the employment of non-Europeans, and the working of the existing system of division**

Mr. T. H. MONTEATH called and examined.

66346. (Chairman.) The witness held the position of Deputy Conservator and had 17 years' service. The cadre in Bihar and Orissa was a very small one. There were five officers in the Imperial Service, including one Conservator, and five officers in the Provincial Service in charge of divisions, and two attached.

66347. There was not sufficient provision for leave and training in the cadre.

66348. Ordinarily an Officer in the Forest Department remained in one Province. An Officer could be promoted to any Province as Conservator, but in the ordinary course of events an officer was not promoted to a Conservatorship except in the Province in which he was ordinarily serving.

66349. Certain Provinces habitually obtained the pick of the candidates. Those who passed first on the list generally went to the United Provinces or the Punjab. Such a state of things was not satisfactory. Officers should not be given a choice of provinces; that should be determined by Government. He did not know whether such a system was advisable, but it was the only alternative he could suggest. An Officer who passed out first was not necessarily the best Forest Officer.

66350. With regard to recruitment in England, he suggested recruitment at the school-leaving age by means of nomination followed by competition. He regarded nomination as important. A severe medical and physical test would not be sufficient without selection. He admitted there were

of Services into Imperial and Provincial.—At present there are no limitations to the employment of Indians, in fact they enjoy the privilege of prior marriage which is denied to Europeans. I do not think that any changes under this head are called for, nor do the conditions of forest life or the pay appear to appeal to Indians of the best families in the way other Services do. The working of the present system of division into Imperial and Provincial Services is good and no change is advisable, as the present proportion of highly trained and educated officers in the Imperial Service is necessary to maintain the efficiency of the Department.

66344. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—These are laid down by rule and although the practice varies in different provinces, the system generally is satisfactory in that it recognises the Deputy Commissioner as the head of the district generally while allowing freedom of action in purely professional matters.

66345. (IX) **Other points.**—The question of a family pension fund in addition to or in place of the present provident fund should, I think, be dealt with by an expert and the opinion of the Department generally taken as to the advisability of accepting his proposals.

Other points which, I think, require attention and which affect other Departments as well as the Forest Department are the granting of favourable passage rates on steamers and the increase of allowances on transfer. As regards the former, the present high rates prove a deterrent to many officers whose health demands leave in England, and considering the number of officers who go on leave, the support, and I might say advantages, which the steamship companies derive from Government, the servants of the latter might receive some concession, a concession already enjoyed by persons in some ranks of life.

With reference to increased rates of allowance on transfer, the losses incurred by officers have been represented on previous occasions, and have, I believe, met with sympathetic attention from the Government of India without practical result. I would strongly urge that these allowances be arranged on such a scale that an officer does not suffer pecuniary loss in addition to the discomfort necessarily involved in a transfer.

serious difficulties in practice in the way of selection. For instance, there was the possibility of a good man being rejected, but, on the whole, selection would be an advantage.

66351. He was anxious to see candidates for the Forestry Service trained in the same institution, either Oxford or Cambridge, and he recommended a course of two years' training.

66352. He suggested the abolition of the Honours degree in science first with the object of lowering the age of arrival in India and secondly because a degree was not absolutely necessary. He thought all the subjects in the Honours course were useful to some extent, but it was not absolutely necessary to specialise in science. The chief consideration, however, was to get an Officer out to India younger.

66353. Taking into consideration the arduous nature of the Service, he considered that when a man reached 50 he probably, with the best intentions, was not profitable to the State, so that the reduction of age at entry would have the additional advantage of establishing what he considered to be the economic age for retirement.

66354. He suggested certain improvements in pay, amongst others a rise to Rs. 1,750 and Rs. 2,000 for Conservators. There would be definite advantages, he thought, in having an incremental scale of Rs. 1,750 to Rs. 2,000 for Officers in this grade. He was not in favour of dividing

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[Continued.]

the present time-scale for Assistants and Deputy into compartments.

66355. He could not say whether his colleagues were favourably disposed towards a Family Pension Fund. Personally, he would be more in favour of a Provident Fund.

66355a. Officers at present did not take leave owing partly to the exigencies of the service and partly also to their not being able to afford leave on the present allowances.

66356. With regard to the division of the Service into Imperial and Provincial branches, he considered no change was advisable. It was necessary to have a proportion of highly trained and educated Officers in the Imperial Service to maintain efficiency. Certain charges now held by Provincial Officers were similar both in character and in responsibility to those held by Imperial Officers. He would regard it as important that all charges of a similar character should be in the same Service, and such charges as those he had referred to should not be marked as inferior to those held by Imperial Officers. The distinction between the minor and major charges was a very artificial one, and it would be a good thing if it were abolished. To that extent he would be prepared to modify the present organisation.

66357. With regard to the admission of statutory natives of India to the superior Service, there would be advantage in sending statutory natives to England, and making them undergo a similar course to that taken by European candidates.

66358. (Mr. Madge.) He was of the opinion that an Officer coming out at the age of 22 was sufficiently developed to withstand the rigour of the climate. He was not aware of the fact that it had been proved that the younger a man was when he arrived in India the worse were his prospects of keeping in good health. If that were the case it would affect his opinion about reducing the age at entry. If an officer coming out at 25 years had a very much better chance of keeping his health, it would be a point to be considered.

66359. He did not think desirable men would be excluded if the science degree qualification were abolished.

66360. Under the grade of Conservator the Provincial cadres were kept quite separate. It was an advantage to a man to have as much experience of the different conditions of the country as possible. If the separate lists were retained all Deputy Conservators were shut out from the chance of that wider experience. From that point of view there should be one Imperial list for the whole country.

66361. He did not believe in recruiting for the Imperial Service in India. He did not say that because he believed the training at Dehra Dun was defective, but because the European training must have obvious advantages. The charges under the control of Provincial men were very well worked, and he admitted that it must follow from that that their training in India must have been sufficient to enable them to work in that way, but they laboured under some disadvantage in not having a knowledge of Continental forests. If a Provincial man did the work efficiently, the question was whether an Imperial man would not do it even more efficiently with his wider experience.

66362. He would remove the distinction between major and minor charges, and have uniform charges.

66363. He had had domiciled Europeans and Anglo-Indians working under him, and he had found they had performed their duties exceedingly well.

66364. Conditions of forest life did not appeal to Indians generally. He judged that from the infrequency of their applications to enter the department.

66365. (Mr. Fisher.) At present a young officer coming out from England was attached to a division, and given, as far as possible, general experience and training in that division under the supervision of a divisional officer. He was then given a range charge for six months, in order to

learn the details of the administration work. That was a sufficient period in which to give him a thorough knowledge of the minor details of the work. Then he was given experience of the ordinary work of a division—road making, buildings, sylvicultural work, marking trees, and so on. The present system of training was adequate. Three years ought to elapse before an officer was promoted to a divisional charge, but it often happened that an officer had the entire charge of a division with much less experience.

66366. Half the Rangers in Bihar and Orissa were trained at Dehra Dun and half at Kurseong. He thought the Dehra Dun man was a more highly educated man, but from the practical point of view there was not very much difference between the two colleges.

66367. (Mr. Sly.) One reason for his suggesting that a man should come out earlier was that the sooner he started the better it was in his own interest. He could retire earlier, and if a man of 22 years found he was not suited to the life of a Forest Officer, he would still be fairly young and could take up other appointments. His recommendation was made in the interests of the officers themselves, and not in the interests of Government or the Service. If the age was reduced in the manner suggested, and the officer was brought out young, he would still consider that an officer with a minimum of three years' service would be capable of holding charge of a division. A man became a Deputy at the end of his fifth year. He did not know what the idea of Government was in fixing that rule. He was not aware that the scheme of recruitment to the Service was that a man should rise to a divisional charge in his sixth year.

66368. Assuming that the age for recruitment was reduced, as suggested, and assuming also that improvement was made in the pension, he still considered his Service should press voluntary retirement at the age of 42. Optional retirement at 42 would be a good system from the point of view of Government. Men of ambition, and men whose health had not suffered, would stay on after 42, and even apart from ambition, they would remain on for the sake of the extra pension. His Service would welcome an improvement in the pension scale even on condition that voluntary retirement at 20 years should be abolished.

66369. He did not know the exact principles laid down by Government for determining major and minor charges. The reason why he described the distinction as artificial was because a charge at one time might be a major one, and at another time a minor one. He did not mean in the least to suggest that on the whole the major charges were of no greater importance than the minor charges.

66370. He had no experience of the men who had joined the Provincial Service under the new system in vogue in Dehra Dun.

66371. Promotion from the Ranger class to the Provincial Service should not be entirely discontinued; there should still be openings for men of the Ranger class, of approved ability to become Extra Assistant Conservators. He would not suggest any fixed proportion.

66372. (Sir Valentine Chirol.) It was too soon yet to judge what the product of Dehra Dun under the new system would be, so that all the opinions he had expressed with regard to the capacity of the statutory native of India, and of the position assigned to him in the Forest Department were based only upon his experience of a system which was in process of complete transformation. He would not rule the statutory native of India entirely out of the Imperial Service, but for the present, as their value was not known, he would only provide for one or two specially selected men of approved ability being promoted to the Imperial Service above their fifth year of service. If promoted they should be placed in the same grade of pay as they had been drawing, and should rank according to their seniority.

66373. He admitted that if a European trained man was placed in a responsible charge at about 25 or 26 years of age after three years training, he

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would have under him a number of natives of India who had been trained at Dehra Dun and elsewhere, very considerably his senior in age, but he did not think that would be a disadvantage. The same thing happened under the old scheme. He did not think the Provincial Service would feel that this reflected on them in any way.

66374. (Mr. Modder.) Formerly he had been in

(The witness withdrew.)

R. G. A. HANNAH, Esq., Extra Deputy Conservator of Forests, Bihar and Orissa.

Written Statement relating to the Forest Department, being the corporate Memorandum of the Provincial Forest Service Officers of Bihar and Orissa.*

66375. (I) **Method of Recruitment.**—The standard of educational qualification deemed necessary has been left in the hands of the Local Government (vide Appendix XI. of the Forest Code 7th Edition), and this arrangement is quite satisfactory and desirable.

The selection of probationers for the Provincial Forest Service should be made by the Local Government as laid down in the Appendix to the Forest Department Code above referred to.

As at present constituted the Imperial Forest Service is solely manned by men recruited in England and practically contains no Indians. On the other hand, it contains several members (Europeans and Anglo-Indians) who have gone home, qualified and entered the Service from England. In the past also often members recruited in India through the Provincial Forest Service were admitted to the Imperial Forest Service and served with distinction.

66376. (II) **System of Training and Probation.**—The training at present imparted at the Imperial Forest College at Dehra Dun seems sufficient, and the new rule prescribing a separate course for the Provincial Forest Service is an improvement, bringing it into line with that imparted to Imperial Forest Service Probationers. The preliminary course of practical training or primary test before admission to the College at Dehra Dun should be extended to twelve months. The period of training embracing both the preliminary practical test and the two years spent at the College should be treated as Probationary. This would be in accord with the Probationary Rules for the Imperial Forest Service.

66377. (III) **Conditions of Service.**—Probationers who obtain a Diploma of Forestry at the Forest College, Dehra Dun, and who are pronounced medically fit and free from physical defects and satisfy any other tests as may be prescribed, should be directly appointed to posts of Assistant Conservators of Forests as suggested in paragraph 6 (1).

The whole Gazetted Forest Staff, comprising both the Imperial and Provincial Forest Service in a circle, should be borne on an amalgamated list as is the case in the Public Works Department.

Officers in the Provincial Forest Service labour under the following disadvantages:—

(i) Members of the Provincial Forest Service are termed "Extra Assistant Conservators" or "Extra Deputy Conservators." The prefix "Extra" is unnecessary, as they form an integral part of a permanent service and carry out the same duties as are entrusted to members of the Imperial Forest Service. The prefix is not used in the Public Works Department, for example, and no inconvenience seems ever to have resulted.

(ii) When appointed as Instructors in the Forest College at Dehra Dun Provincial Officers are designated "Assistant Instructors," while Imperial Officers are called "Instructors," although the

* The Memorandum was signed by Messrs. A. H. Mee, J. P. Haslett, and R. G. A. Hannah, Extra Deputy Conservators of Forests.

charge of the Puri Division. At present a Provincial officer was in charge of that division, and had been specially mentioned by the Conservator for good work. He was quite willing to admit that Provincial officers had done some extremely good work. The making of working plans was of great importance, and a fairly well trained man was required for that sort of work.

former perform exactly the same duties. There seems to be no reason for this distinction. No such distinction is observed in the Indian University Colleges between the Provincial and Imperial Professors, who are all designated "Professors" only.

The Provincial Forest Service is manned by a fairly large proportion of European and Anglo-Indian officers, who have been recruited and have had their training in India. In the past some of them have risen to be Conservators and one also to be Chief Conservator, while all such officers formerly entered the Imperial Forest Service or Upper Controlling Staff by promotion. There seems to be no adequate reason why this should not be made possible still. We would propose that deserving and capable officers of the Provincial Forest Service, after entering the class of Deputy Conservator (as proposed in paragraph 6 (1)) should be selected for entry into the Imperial Forest Service on equal terms as to pay, leave, and pension rules, and should be eligible for the same appointments. The posts of Superintending Engineer and Chief Engineer are not closed to Provincial Engineers, and our proposal is the more reasonable in view of the new separate and improved course sanctioned for the training of members of the Provincial Forest Service.

In the matter of confidential reports on officers, when adverse comments are made against any officers, the latter should invariably receive a copy of such comments, and an opportunity should be given him to explain or meet such adverse remarks in his own defence.

Charges of Divisions should ordinarily go by seniority in the proposed amalgamated list of the Imperial and Provincial Forest Officers, unless there be anything against any individual officer.

Every Imperial Forest Service Officer should be required to remain in actual charge of a Range for at least two years, and no officer recruited from England should be placed in charge of a Division before he has completed five years' active forest service in India. The same rule should apply also to the Provincial Forest Service Officers appointed after two years' training in the Forest College at Dehra Dun.

As already suggested, the Imperial and Provincial Service Officers should be placed on one amalgamated list, and the division into Upper and Lower Controlling Staff should be abolished.

66378. (IV) **Conditions of Salary.**—Now that the time scale system of promotion has been introduced, the starting pay of Rs. 250 for members of the Provincial Forest Service is perhaps too low. But several disadvantages remain, as for example:—

(i) The long period of further probation after leaving the College at Dehra Dun deters many suitable candidates from entering the Service, and it therefore seems that the period of probation should be the period before entrance at College and inclusive of the two years' training at Dehra Dun as suggested above.

(ii) In the case of Imperial Service Officers there can be as many Deputy Conservators as there are officers entitled to the pay of that grade under the time scale system of increments, and Assistant Conservators in due course, when they have served

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long enough, become Deputy Conservators. On the other hand, the number of posts of Extra Deputy Conservators which have been allotted in several Provinces for Provincial Forest Service Officers is very limited. Thus, all deserving officers of the Provincial Forest Service cannot be promoted; so that an officer purely for the want of a vacancy may never become an Extra Deputy Conservator.

(iii) The rates of increment provided both for Extra Deputy and Extra Assistant Conservators of Forests compare very unfavourably with those granted to Imperial Forest Service Officers. Members of the Provincial Forest Service are supposed to receive rates of pay equivalent to two-thirds of those fixed for Imperial Service Officers, and the following statement readily shows the heavy loss to Provincial Forest Service Officers on this basis:—

Years of Service.	Rate of pay calculated on a basis of two-thirds of pay granted I. F. S. Officers.	Actual pay permissible to Officers of P. F. Service.	Consequent loss per mensem in each year.
1	Rs. 253	Rs. 250	Rs. 3
2	280	270	10
3	306	290	16
4	333	310	23
5	360	330	30
6	386	350	36
7	413	370	43
8	440	390	50
9	466	410	56
10	500	430	70
11	533	450	83
12	566	470	96
13	600	490	110
14	633	510	123
15	666	530	136
16	700	550	150
17	733	575	158
18	766	600	166
19	800	625	175
20	833	650	183
Remaining ten years' average, omitting pay of Chief C. F. & I. G. F.	1146	790	356

Total loss in whole Service Rs. 63,214, or £4,221.

(iv) The rates of pay provided for Extra Deputy and Extra Assistant Conservators of Forests compare very unfavourably also with those obtaining for Provincial Service Officers in the Public Works Department, although the former have to discharge duties far more arduous than the latter. Provincial Forest Service Officers should therefore be allowed at least the same rates of pay as for Provincial Officers of the Public Works Department, plus an increase to allow for the more strenuous life and hardships encountered by the former throughout their service. The subjoined statement compares the rates of pay for the Provincial Services in the two Departments, and shows the rates of pay we would propose for the Provincial Forest Service compared with the rates of pay of the Imperial Forest Service. (See Statement A, page 61.)

(v) The scale of Travelling Allowance should be the same for members of both branches of the Forest Service as the conditions under which the allowances are granted are identical. Further, a distinction should be recognised between travelling allowance granted for ordinary touring duty and travelling allowance for journeys on transfer. At present the same rules apply in both cases with the result that the allowance permissible on transfer is notoriously inadequate, especially in the case of an officer with a family.

(vi) An Extra Assistant Conservator of Forests temporarily placed in a "Major Charge" is given

an allowance of Rs. 50 per mensem. This allowance seems to be insufficient and should be raised to Rs. 100 per mensem subject to a maximum salary of Rs. 600 per mensem.

(vii) No distinction is made between an Extra Assistant Conservator attached to a Division and an Extra Assistant Conservator in charge of a Division classed as a "Minor Charge." The former has comparatively no responsibilities, while the latter has the same responsibilities as an officer in a "Major Charge" on a smaller scale. In the latter case an Extra Assistant Conservator of Forests should be given an allowance of Rs. 50 per mensem, subject to a maximum salary of Rs. 550 per mensem.

66379. (V) Conditions of Leave.—The present conditions of leave applying to the Provincial Forest Service are inadequate and should follow the tentative redraft of the Rules in Chapter XIV. of the Civil Service Regulations circulated with India Government No. 674-C.S.R. dated 19th October, 1912, to the address of all Local Governments and Administrations.

It is not always possible to get privilege leave when earned and the result is that such over and above an accumulation of three months when earned lapses and thus very little of it is ever taken. If privilege leave, when earned, cannot be given owing to the exigencies of the Service, or if it cannot be taken for any other reason, it should be given at some other time and not allowed to lapse, subject to an accumulation of not more than six months at a time. This is especially desirable as furlough cannot be taken at lesser intervals than ten and eight years, and also as members of the Provincial Forest Service are practically precluded from taking furlough out of India for lack of funds due to their low rates of pay, the cost of living having advanced so enormously.

The rate of furlough allowances should be fixed at half of the pay drawn at the time of taking furlough instead of half of the average monthly pay for the last three years preceding commencement of furlough.

The condition that an officer cannot avail himself of privilege leave within six months after return to duty from privilege leave should be relaxed in accordance with the proposals of the Government of India referred to in paragraph 13 above.

66380. (VI) Conditions of Pension.—These should be such that it should be possible for all officers to earn the maximum pension admissible by the Civil Service regulations after 25 years' active service. The remedy for any possible failure has been mentioned in paragraph 12 (ii) and (iv). Twenty-five years is suggested as a possible date for retirement on full pension since Forest Officers not only have to serve continuously in the most unhealthy localities, but also have to encounter the same hardships and carry out the same strenuous duties throughout their Service. The form of application prescribed for pensions should be the same for all classes of Gazetted Officers.

We would also suggest that an officer retired owing to an untimely break-down of health should be granted an invalid pension on the following scale:—After 10 years' service, one third of salary; and after 20 years' service, one half of salary.

66381. (VII) Limitations in the employment of non-Europeans and the division of the Service into Imperial and Provincial.—There is theoretically no limitation to the employment of non-Europeans in the Forest Service, and in the Provincial branch none in practice.

The division of the Service into Imperial and Provincial may or may not be good in theory, but members of the Provincial Forest Service find themselves shut in, there being no openings for good and meritorious service or for any amount of capability or genius. The remedy is proposed in paragraph 7 above.

66382. (VIII) Relations with the Indian Civil Service and other Services.—The relations of the Provincial Forest Service with other Services are

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generally satisfactory and there is nothing to suggest.

66383. (IX) Any other points within the terms of reference to the Royal Commission not covered by the preceding heads. It is suggested that at Forest Schools and Colleges it is not necessary to employ Imperial Officers as Instructors for Rangers' Classes on the score of economy, and that the change would not in any way detract from efficiency in teaching or training, as officers of the Provincial Forest Service are quite competent to carry on the work under the President or Director of the College or School,

and are usually in a better position to teach and train men of this class.

Members of the Provincial Forest Service when in charge of or attached to Divisions or Ranges should be given the same powers as are allowed to members of the Imperial Forest Service when similarly placed.

Free medical attendance should be extended to the families of members of the Forest Service on the ground that they often have to live far from ordinary means of treatment and very often in very unhealthy places.

STATEMENT A (vide paragraph 66378 iv).

Year of Service.	Provincial P. W. Service.	Provincial Forest Service as at present constituted.	Provincial Forest Service as proposed.	Imperial Forest Service as now existing.	Difference in pay of Imperial and Provincial Foreign Service (proposed).
1	Rs. 250	Rs. 250	Rs. 250	Rs. 380	Rs. 130
2	275	270	275	420	145
3	300	290	300	460	160
4	325	310	325	500	175
5	350	330	350	540	190
6	375	350	375	580	205
7	400	370	400	620	220
8	425	390	425	660	235
9	450	410	450	700	250
10	475	430	475	750	275
11	500	450	500	800	300
12	525	470	525	850	325
13	550	490	550	900	350
14	575	510	575	950	375
15	600	530	600	1,000	400
16	625	550	625	1,050	425
17	650	575	650	1,100	450
18	675	600	675	1,150	475
19	700	625	700	1,200	500
20	725	650	725	1,250	525
21	750	675	750	1,300	550
22	775	700	775	1,350	575
23	800	725	800	1,400	600
24	825	750	825	1,450	625
25	850	775	850	1,500	650
26	875	800	875	1,550	675
27	900	825	900	1,600	700
28		850			
29		875			
30		900			
	An Exec. Engineer can then rise to Supdg. Engineer on Rs. 1,200, 1,400 and 1,600, and to Chief Engineer.		A Deputy Conservator should be eligible at any time for transfer and promotion to the Imperial service rates of pay and promotion thereafter in the usual course to Conservator and Chief Conservator.	A Deputy Conservator of the Imperial Forest Service can then rise to Conservator on Rs. 1,500, 1,700 and 1,900, also to Chief Conservator on Rs. 2,150, and Inspector General on Rs. 2,650.	

Mr. R. G. A. HANNAH called and examined.

66384. (Chairman.) The witness had 20 years' service in the Forest Department and had been trained at Dehra Dun. He had been in charge of a major division for the past eight years.

66385. The Imperial Forest Service (generally) contained several members, Europeans and Anglo-Indians, who had gone to England, and qualified for admission into the Imperial Service. The scheme he suggested was put forward with a view to placing the Provincial Forest Department on the same level as the Provincial Branch of the Public Works Department. Officers should be on the same list for promotion, and uniform rates of pay should be granted in the highest ranks of the Service. There should, however, be different standards of pay in the grade of Assistant and Deputy; though he did not think there was any

strong reason for making any difference in the scale of salaries as between the European from England, and the officer recruited in India. His proposal for a common list was made with the object of getting rid of the dissatisfaction at present felt in the Provincial Service. He was aware that the list at present in vogue in the Public Works Department had not given complete satisfaction to the officers in that Department, but it was a step towards something better. An ideal state of affairs could not be expected to be reached at once.

66386. The regulation of Government was that 40 per cent. of the major charges should be occupied by members of the Provincial Service. It was difficult for him to say whether the major charges contained in the 40 per cent. were of equal importance to the rest of the major charges, because

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he did not know exactly which were the major charges.

66387. In his opinion, the new course at Dehra Dun practically brought the training there into line with that of an Imperial officer. He agreed, however, that the new course had not been long enough in existence to justify any definite pronouncement.

66388. Judging by actual results, he could see no ground for the statement which had been made in evidence to the effect that the training obtainable at Dehra Dun was inferior to the training obtainable in Europe. For his own part, he could see no difference between the two standards. The Provincial officers who had not had an English training held charge of divisions as efficiently as Imperial officers.

66389. As to the limit which should be placed on the promotion of Rangers to the Provincial Service, he was of opinion that the present rules should continue in force.

66390. He proposed that the preliminary course of practical training given to Provincial Service men before being sent to Dehra Dun should last for a year instead of three to five months, as a year would take them through the whole Forest year. He agreed, however, that the object of the present preliminary course was merely to find out whether a candidate had an aptitude for Forest life. From that point of view the present course of three to five months was quite sufficient.

66391. Forest Officers should receive a higher rate of pay than the Provincial Officers in the Public Works Department, on the ground that their responsibilities were equal, and their hardships greater. He would say also that the cost of living of a Forest Officer was higher than that of a Public Works Officer. A Forest Officer was further placed from supplies, had to pay higher wages to his servants, had to keep up a double establishment, and so on. He agreed that the fact that a Public Works Department officer contributed towards the expense of his training should be taken into consideration.

66392. (Sir Valentine Chirol.) He claimed better treatment for officers in the Provincial Forest Service first, because they had already proved their efficiency, and secondly, because, as a result of the new course of training at Dehra Dun, they were likely to prove still more efficient. He held very strongly that there was nothing like the same difference between the work done by Provincial officers holding higher charges and the work done by Imperial Officers as there was between their status and pay under the present organisation.

66393. (Mr. Sly.) If the Provincial Service Officers were given improved prospects as he suggested he did not think it would be necessary to raise the educational qualifications of the men who entered at Dehra Dun. The present system of selection would be quite sufficient. Government would not select a man below a certain minimum standard of education.

66394. Cases had occurred in which working plans of forests had been made by Provincial Forest Officers, for instance in Angul and Sambalpur.

66395. The statement that camp expenses were very heavy applied equally to Indians and to Europeans. He admitted that nothing was paid by a Forest Officer for fuel or grass, but the Forest Officer's own servants had to collect it, and the Forest Officer must always keep a special servant or grass cutter for the purpose, whereas other

officers in more inhabited and civilised districts could usually buy the grass daily. He did not agree that milk was cheaper in the forests than in other parts of the districts, and the prices of fowls and eggs were much the same. The difficulty was to obtain them at all, the villages being so small.

66396. (Mr. Fisher.) A period of 12 months practical training before admission to Dehra Dun would be preferable to the long period of three years which was at present prescribed for a student after passing out of Dehra Dun. He knew the latter system acted as a deterrent to recruitment, at least in one case.

66397. Why he said that an Imperial Forest Service Officer should be required to remain in charge of a range for at least two years was because a range charge gave a very good grounding in Forest work. Two years used to be the rule, but it had been relaxed in recent years. A man was much better for going through that two years training, because he would know exactly how things should be done. A man should not be placed in charge of a division until he had completed five years actual forest service. He regarded that as a minimum.

66398. Better results might have been achieved in the past if that rule had been strictly adhered to. Imperial officers came into responsible Forest charges too soon, and the divisions were suffering in consequence.

66399. (Mr. Madge.) Provincial and Imperial Forest officers held the same kind of charges, and worked equally well.

66400. Personally he held the view that there should be equal pay for equal work, but that was not the view of the majority of his colleagues, who preferred the system set out in the written statement.

66401. (Mr. Grieve.) He knew the present rule with regard to confidential reports was that any bad remarks recorded against an officer were bound to be shown to him, but confidential remarks were put in three classes in the rules, and only certain classes had to be made known to the individual concerned. Personally he had no reason to suppose that reports were not communicated to officers as prescribed by the rules.

66402. (Mr. Modder.) The Bengal Provincial Service officers had been complimented on their good work several times.

66403. He did not think the proposal for amalgamating the Provincial list of Bihar with that of Bengal would be popular with the Service in Bihar. Bihar had much more healthy districts, and more chances of holding charge of divisions.

66404. With regard to the cost of training, at present a student at Dehra Dun whilst undergoing his course was allowed Rs. 50, out of which Rs. 17-8-0 was deducted for house rent and instruments. Forest officers would be quite willing to forego the Rs. 32-8-0 for the sake of being put on the same level as the Public Works Department. The good men Government were looking for would be quite willing to pay their own expenses. The Principal at Dehra Dun had recommended that the stipend of Rs. 50 should be abolished.

66405. With regard to the cost of living, conditions in Bengal were not the same as those prevailing in the Central Provinces. He had always found it necessary to provide his own servants. Provincial officers had to pay the same as other Europeans in the various stations.

(The witness withdrew.)

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Mr. W. F. PERREE.

W. F. PERREE, Esq., Officiating Conservator of Forests, Assam.

Written Statement relating to the Forest Department, being a memorandum of the views of a majority of the Forest Officers serving in Assam, ascertained at a conference held at Shillong on 29th September, 1913, the following officers being present:—Messrs. R. M. Williamson and W. F. Perrée, Officiating Conservators; Messrs. Dowat, Cavendish and Cooper, Deputy Conservators; Messrs. Ouden, Simeon, Meiklejohn, David, Thomas and Mackarness, Assistant Conservators.

66406. (I) **Methods of Recruitment.**—The last regulations for the selection and training of probationers issued by the Secretary of State are contained in Government of India Circular No 21F, dated the 18th October, 1912. The Conference, by a majority of one vote, favoured recruitment between the ages of 18–20, the minority favouring the limits of 19 to 22 at present in force.

The general opinion is in favour of selection, as at present, by a Board appointed by the Secretary of State. A severe medical test to be insisted upon, followed by a competitive examination in the following subjects:—

English composition and dictation; mathematics; the elements of the following sciences:—

Botany, chemistry, physics and geology; free-hand and geometrical drawing; and German. A qualifying minimum to be obtained in English, German, Mathematics and Science as a whole.

Simultaneous examinations in India and in England are unanimously deemed undesirable, it being considered preferable to admit selected men from the Provincial to the Imperial Service. The change in the method of recruitment of Provincial men is, however, of recent introduction, and it is not possible as yet to determine whether the new system will supply a class of officers capable of taking their position on the same footing as the men recruited by the Secretary of State, so that it would be premature at present to make a definite pronouncement. It is held that there should be no absolute bar to the transfer of men of special merit from the Provincial to the Imperial branch, but that such cases must be uncommon or the quality of the Imperial recruits will be seriously affected.

66407. (II) **Systems of Training and Probation.**—The majority of officers at the Conference prefer one central training institution to the present arrangement of distributing the recruits over three universities. Such an institution to be attached to one of the universities, distinct from the colleges, and preferably located at Oxford. The institution to be capable of acting as a training centre for all Indian Services. Considering that the normal annual recruitment for the Imperial Forest Service is ten officers, it is felt that it is not worth while for any single institution to organise and develop the best possible course of training for and develop the best possible course of training for the moiety of recruits that may select any one of the three centres. Uniformity and a healthy spirit of competition are at present lacking, while *esprit de corps* cannot, as things now stand, be engendered. The period of training to be two years at the central institution followed by one year on the Continent. Not more than three months are considered necessary to learn detailed range work in Europe, a wider experience of forestry under varying conditions being of greater importance.

Following upon the practical course in Europe, a year's practical training in a series of the most typical and instructive forests in India is considered essential. Hindustani to be made a compulsory language to be studied during the Indian course of training.

Stipends to be at the rate of £120 per annum during the course of European training, while ordinary pay and service should commence from the date of arrival in India.

From the foregoing it may be assumed that the present methods of recruitment and training are not considered entirely satisfactory.

66408. (III) **Conditions of Service.**—The present arrangement whereby certain provinces repeatedly attract the men at the top of the list is considered defective, the Conference being in favour of abolishing the present system, whereby the choice of province is allowed, and substituting a system by which each province will in turn be given the men who pass out at the top of the list.

Other conditions in which amelioration is claimed are—

(a) free medical attendance for the families of officers;

(b) travelling allowances on steamers and on transfer to be more liberal, so that officers be not out of pocket;

(c) rent-free house accommodation to all Government servants;

(d) the Assam local allowance to be raised to Rs. 100 per month for Deputy Conservators, and Rs. 75 for Assistant Conservators, while Conservators be also made eligible for local allowances at the higher rate.

66409. (IV) **Conditions of Salary.**—In 1890 the pay of the Imperial Forest Service was as follows:—

	1st grade.	2nd grade.	3rd grade.	4th grade.
Conservators	1,500	1,250	1,000	—
Deputy Conservators	900	800	650	550
Assistant Conservators	450	350	250	—

In 1900 the scale of pay had been altered to:—

	1st grade.	2nd grade.	3rd grade.	4th grade.
Conservators	1,600	1,350	1,000	—
Deputy Conservators	900	800	650	550
Assistant Conservators	450	350	—	—

Exclusive of exchange compensation which was given from 1st April, 1893.

The present scale of pay is as follows:—

Year					Rs.
1st	...	...	...	...	380
2nd	...	...	...	...	420
3rd	...	...	...	...	460
4th	...	...	...	...	500
5th	...	...	...	...	540
6th	...	...	...	...	580
7th	...	...	...	...	620
8th	...	...	...	...	660
9th	...	...	...	...	700
10th	...	...	...	...	750
11th	...	...	...	...	800
12th	...	...	...	...	850
13th	...	...	...	...	900
14th	...	...	...	...	950
15th	...	...	...	...	1,000
16th	...	...	...	...	1,050
17th	...	...	...	...	1,100
18th	...	...	...	...	1,150
19th	...	...	...	...	1,200
20th	...	...	...	...	1,250
		1st grade.	2nd grade.	3rd grade.	
Conservators	...	1,900	1,700	1,500	
Chief Conservators	...	—	2,150	—	
Inspector-General	...	—	2,650	—	

The existing scale of pay is considered inadequate in order to attract the class of men required for the Service and to admit of the re-introduction of competition among selected candidates. Further arguments in favour of a higher scale of pay are (1) the universal increase in the cost of living both in India and in England, and that (2) India must offer considerably higher salaries as time goes on to attract a class of men willing to serve under the changing conditions of the country, and capable of coping with those changes.

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The following scale represents the scale urged by Imperial Forest Officers serving in Assam:—

Year.	Rs.	
1st	400	Assistant Conservator*
2nd	450	
3rd	500	
4th	550	
5th	600	
6th	650	
7th	700	
8th	750	
9th	800	
10th	850	
11th	900	Conservator
12th	950	
13th	1,000	
14th	1,050	
15th	1,100	
16th	1,150	
17th	1,200	
18th	1,250	
19th	1,300†	
20th	1,350	
21st	1,400	
22nd	1,450	
23rd	1,500	
Conservator	1,750—2,000	
Chief Conservator	2,500—100—3,000	
Inspector-General of Forests	3,500	

66410. (V) **Conditions of Leave.**—The following are the principal directions in which amendment of the existing leave rules are considered necessary:—

(a) One year's furlough to be admissible after the first four years of service.

(b) Half the amount of furlough earned on full pay to be optional in lieu of the amount earned on half pay.

(c) Privilege leave to be accumulated up to the full amount earned instead of three months, as at present.

(d) A minimum furlough allowance of £500 per annum and the removal of the existing maximum limits in all furlough allowances.

66411. (VI) **Conditions of Pension.**—It is maintained that the existing scale of pensions is inadequate. This scale was fixed at a time when the rupee was worth two shillings. The pensions of Rs. 4,000 and Rs. 5,000 thus represented £400 and £500, respectively. Since then the rise in the cost of the living has risen by 20 per cent. at least, so that it is not unreasonable to claim a pension equivalent in value to the pensions now admissible, namely £500 equivalent to Rs. 4,000 and £600 equivalent to Rs. 5,000.

All pensions for services recruited through the Secretary of State should also be paid in sterling money and be proportionate to the length of service. In fixing the relative pay of officers of the Imperial and Provincial Services, the latter has generally been assessed at two-thirds of the former. Under present conditions a Provincial Service officer can earn a pension of Rs. 5,000 which is equivalent to the ordinary pension of an Imperial officer of the same status. Obviously, therefore, the pension of the Imperial men should be improved to cover not only the difference in the pay but the extra cost involved in living in Europe in a fashion quite unlike that in which Indians live in their own country.

The power of superannuating any officer who has completed 25 years' service is also recommended and it is considered that Local Governments should be given full authority to exercise that power.

The following scale is unanimously recommended:—

* Note.—A qualified Assistant Conservator in charge of a division to draw a charge allowance of the lowest pay of a Deputy Conservator in addition to his substantive pay, provided the total does not exceed Rs. 700.

† Limited to officers suitable for Conservator.

		Invalid Pensions.	
Years.			Rs.
10	...	...	250
11	...	...	275
12	...	...	300
13	...	...	325
14	...	...	350
15	...	...	375
16	...	...	400
17	...	...	425
18	...	...	450
19	...	...	475
		Ordinary Pensions.	
20	...	...	500
21	...	...	520
22	...	...	540
23	...	...	560
24	...	...	580
25	...	...	600
26	...	...	640*
27	...	...	680*
28	...	...	720*
29	...	...	760*
30	...	...	800*

It has been accepted that pensions are deferred pay so that an officer who may be invalidated at an early stage of his service should be granted a pension proportionate to the amount which he has earned. The death rate in the past has been so high among forest officers that many are debarred from entering the Department owing to the risks incurred. The possibility of retirement on an adequate pension is therefore considered an essential to the recruitment of the class of men required. Arguing on the understanding that pension is deferred pay, an officer should be allowed to make use of that deferred pay in order to make a provision for his widow or his family. The Conference, therefore, recommend that officers be allowed to commute a portion of the pension, not exceeding one-third, for a lump sum with which to buy an annuity or make such other provision for their dependents as may be possible. The officers present were however unanimous in urging that this be entirely optional.

66412. (VII) **Such limitations as may exist in the employment of non-Europeans, and the working of the existing system of division of Services into Imperial and Provincial.**—There are no limitations to the entry of non-Europeans into the Imperial Service, provided they are recruited through the Secretary of State and are trained in Europe. The standard of training cannot be lowered below that at present in force, and recourse must continue to be had to European forests for object lessons. The admission of selected men from the Provincial to the Imperial Service as suggested above should act as an incentive to entrants into the Provincial Service to make a supreme effort, and there seems to be no objection to opening to men of special merit a possible means of entry into the Imperial branch. The Imperial and Provincial Services should, however, continue to remain distinct. It is not desirable to improve the status of one branch at the expense of the other. The prefix "extra," as indicative of the Provincial Service, is not without objection and term "Provincial" may be substituted.

66413. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—The existing arrangements work satisfactorily, and are in the best interests of the people, so there is no call for remark.

66414. (IX) **Other points.**—*Provision for leave and training.*—Under existing conditions an officer earns furlough equivalent to one-fourth of his active service (Article 302, Civil Service Regulations). Thus, it would be permissible for 25 per cent. of the staff to be on furlough, and this is the percentage at present admissible as reserve for leave and training. It is urged that this does not make sufficient provision for training, as officers have often to be placed in charge of divisions

* Limited to officers holding the rank of Conservator.

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[Continued.]

before they have had the necessary training, to the detriment of their own and Government interests. Few officers can prepare themselves for independent charge under three years, and this period should be looked upon as the normal length of training. Assuming that the average length of service is 25 years, the leave and training reserve should be $\frac{1}{4} \times \frac{3}{5} = (25 \times 12)$ per cent. = 37 per cent., which urged should be the future allowance for leave and training.

Provident Fund.—Officers of the Department are

unanimous in pressing for a higher rate of interest than that at present admissible on their Provident Fund. Certain banks allow 4 per cent. compound interest on Savings Bank deposits, while the present prohibition from investments in concerns within their province acts as a serious hindrance to the investment of any savings, and Government should therefore compensate officers by raising the interest in their Provident Funds to 6 per cent., which is not unreasonable in view of the dividends paid by business concerns in India.

Mr. W. F. PERREE, called and examined.

66415. (Chairman.) The witness was officiating Conservator of Forests in charge of the Eastern Circle. He had 20 years' service and had served in Bengal, Burma, Assam, and with the Government of India.

66416. In the Assam Service there were 13 Imperial officers, and 12 Provincial Officers. No Provincial Officer was at present in control of a major charge. It was possible for an attached officer to hold a major charge. In an important division there might be a divisional officer with two Imperial Officers, both of whom were considered to be in major control.

66417. There were 11 territorial charges, two of which were held by officers of the Assam Commission. Of the 11 territorial charges only two were minor charges, one of them being occupied by an Imperial Officer temporarily, because of the shortage of Provincial Officers.

66418. There was a very great difference between major charges and minor charges in Assam, but it was not necessarily a permanent difference. The organisation was based on the classification into major and minor charges, and it might be necessary to change a classification even temporarily, from minor to major. Broadly speaking the nomenclature of major and minor charges was dependent largely upon the work which was being, or had to be, carried out within the area of the charge. Those charges which were classed as major charges required the highest trained men.

66419. He thought specially selected men trained at Dehra Dun were capable of assuming control of major charges. His point of view was that the best method of recruitment in India to the Imperial Service would be to select officers from the Provincial Service after some years experience in a minor charge, and to promote them to the Imperial Service. He considered that was a preferable means of recruitment than to appoint officers direct to the Imperial branch from outside the Service.

66420. It was difficult to say how many years a man ought to be in the Service prior to being promoted to a major charge. When a vacancy occurred amongst Extra Deputy Conservators it might be filled from Extra Assistant Conservators of any seniority.

66421. The recent changes had not been long enough in existence to make it possible to judge whether the educational standard of the officer whether entering Dehra Dun was high enough to enable him to be placed on an equality with officers of the Imperial Service. He did not consider that the Dehra Dun training was as good as an English training, but he preferred that the present course should be given a thorough trial before any system was adopted of sending statutory natives to England for training.

66422. He thought the present arrangement of recruitment of Imperial men was very unfavourable to certain of the least popular Provinces. His suggestion was that the top men should be posted to the various Provinces in turn.

66423. His proposal in regard to house rent would practically involve putting up salaries by about $\frac{7}{8}$ per cent., and that would be in addition to the substantial increase of salaries and of pensions proposed in his memorandum. He thought that was reasonable.

66424. He based the proposal for an increase in

the Assam local allowances on his knowledge of the cost of living in Assam. Assam was in every way as expensive in Burma. He had been in Burma. The local allowance in Assam was Rs. 80 a month, and in Burma Rs. 100.

66425. The existing scale of pay was inadequate to attract the class of men required for the Service. He thought the true test of attractiveness was competition, and for a number of years past it had not been possible, presumably, to introduce competition. The regulations said that first of all there should be selection, and if more than a sufficient number of selected men were suitable, there should be a competitive examination. There had been no competition, and the inference was that the number of suitable men who came forward was not more than sufficient to fill existing vacancies. There had not been a competitive examination for the past seven or eight years.

66426. Officers on probation in India should be given a year's practical training all over India. That was preferable to giving an officer regular work in a forest, taking conditions as they were. It was almost impossible to prevent use being made of an officer immediately on his arrival, owing to shorthandedness; that was to say considerations of his utility rather than of his training prevailed. He did not think the year's training would be of a perfunctory and superficial character, as he would be given object lessons to work up to. An officer required to be taught accurate habits of observation.

66427. With regard to leave, he recommended that officers should receive a year's furlough after four years service, and that they should be given a minimum furlough allowance of £500 a year. Under the present scale of salary an officer in his fifth year of service would get a salary equal to £430, whereas under his scheme of salaries an officer would be receiving a salary equivalent to £480 a year, so that he would be actually getting when on leave more than he would if he remained on duty. He was not sure that that was not the case also in the Indian Civil Service.

66428. (Mr. Madge.) If a man came out after the age of 22 he did not settle down so easily to Indian life, and if men were kept too long in the Service after 50 they lost considerably in bodily activity, and in the Forest Department physical activity was essential.

66429. Changes in the categories of major and minor charges were usually determined by the Conservator and the local Government. They were not made arbitrarily, but only when there was a complete reorganisation of the Imperial and Provincial Services in a Province, say once in 10 years. He did not think his suggestion that each Province should have the top men in turn would have any effect on recruitment if men knew they were liable to transfer after eight or 10 years' service from one Province to another.

66430. He objected to recruitment in India for the Imperial Service, although he would not bar Provincial officers from promotion to the Imperial Service on their merits. If they were promoted they would enter the Imperial Service on their existing pay, and thenceforward continue on the scale of pay authorized for Imperial officers.

66431. (Mr. Fisher.) The three principal criteria for distinguishing major from minor charges were (a) the area of the forest (b) the revenue from the

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forest, and (c) the importance of the work actually being discharged, or about to be discharged in the division in question. It was quite possible that there might be a division in which there was actually a very small area of forest, and from which very little revenue was derived, but on which important work of afforestation was about to be carried out. That division would be considered a major charge. It was a fact that in recent re-organisations there had been great trouble over the classification of charges, and proposals had been returned by the Secretary of State for reconsideration on that score. Taking Assam, there was, first of all, a large European community to be considered. The Forest Department had probably closer relations with the tea community than any other department, and it was important, as a rule, to put Europeans in charges where they came into contact with Europeans. Accordingly in a division in which there was a good number of white planters, there would, irrespective of the importance of the forest work, be an Imperial Forest Officer in charge. Such a charge might perhaps also be held by an Extra Deputy Conservator of Forests. He considered it would be more difficult to have three classes—major, intermediate and minor—than the present existing division into two classes.

66432. With regard to the promotion of Provincial officers to the Imperial Service, it would not be

(The witness withdrew.)

RAI BAHADUR UPENDRA NATH KANJILAL, Extra Deputy Conservator of Forests, Assam.

Written Statement relating to the Forest Department, being the views of the Officers of the Provincial Forest Service as recorded in a Conference held at Shillong on the 2nd October, 1913.

66436. (I) **Methods of Recruitment.**—It was unanimously agreed that recruitment for direct appointment should be made by an open competitive examination amongst selected candidates. At the time of selection due consideration should be given to respectability, characters, academic career, physique and such other matters so that the possibility of introducing undesirable sorts will be precluded from the outset. In order to raise the status of the Service the Conference considered it desirable that selection should as a rule be made from amongst University men. New admissions into most other Provincial Services, notably the Provincial Civil Service, are made almost exclusively from among graduates; there is therefore no reason why University education should not be insisted upon in making selections for Forest Service. It was also agreed that under the circumstances at present prevailing in Assam the bar to the selection of non-natives of the Province should not be insisted upon. The candidates should be subjected to severe and searching medical examination before proceeding to Dehra Dun.

After selection the candidates should go through a competitive entrance examination to be held in different centres throughout India under the control of the Principal of the Imperial Forest College, Dehra Dun. The following subjects were recommended for the Entrance examination:—

- (1) *English.*—Conversation and essay.
- (2) *Mathematics.*—Geometry, Mensuration and Trigonometry.
- (3) *Science.*—Elementary Botany or Physics or Chemistry.
- (4) *Drawing.*—Freehand and geometrical.

The age limit at the time of this examination should not exceed 22 years.

The Conference agreed that it was very desirable to recognise the claims and aspirations of the Subordinate Forest Service and suggested that 30 to 40 per cent. of vacancies in the Provincial Service should be filled up by promotion of deserving

sufficient for an Indian recruited officer to go through the Dehra Dun course, and then to be taken to a German or a French forest. Such a course would not advance a man sufficiently in theoretical forestry. The theoretical training at Dehra Dun was not sufficient, even plus the Continental forest. Dehra Dun plus Continental practice would bewilder a man.

66433. (Mr. Sly.) The best method of recruiting Indians into the Imperial Service was undoubtedly to promote men of tried merit from the Provincial Service.

66434. Why he had left out French in his scheme for an examination for appointments in England was because the practical course was invariably spent in Germany. In France a man was always accompanied by a professor, who could explain and translate things. A knowledge of French was not so important as a knowledge of German, although it was an advantage.

66435. (Sir Valentine Chirol.) With regard to the recruitment of Indians into a proportion of the posts of the Imperial Service, he would not agree to a scheme by which, after a short period of service, a Provincial Officer would be sent to England for two years' training preparatory to his final transfer to the Imperial Service. Ignorance of German would probably preclude this. He would still prefer the other alternative of taking selected men from the Provincial Service.

trained Rangers. None should, however, be so promoted before he has put in 5 years' approved service, nor will as a rule any be eligible for promotion after 35 years of age. A Ranger of 35 will have put in about 10 years of service, which period is considered sufficiently long to give evidence of his fitness for promotion.

The Conference was emphatically against shutting the door of the Provincial Service for members of the Subordinate Service, as in its opinion such a course would demoralise a class of officers who are justly considered the backbone of the Department.

66437. (II) **System of Training and Probation.**—The separate course of training recently introduced for Provincial Service men was approved of. It was, however, unanimously agreed that the preliminary training be limited to only six months, and the majority were of opinion that during this period an attempt should be made to teach the candidates as far as possible some of the subjects they will be taught at the Forest College.

In view of the prospect of improvement of the status of the Service the Conference recommended the raising of the standard of the college course and the extension of the period of training from two or three years. The standard should be raised particularly in the following subjects:—

1. Working plans.
2. Botany.
3. Zoology.
4. Engineering and Surveying.
5. Mathematics.
6. Better facilities for laboratory work in connection with the study of 2 and 3 as also of Physics and Chemistry.

The majority were of opinion that the college should be affiliated to a University, like most of the Engineering and Medical Colleges in India, Forestry forming a separate faculty of that University. Their idea was that the best possible course of education could only be evolved by a University. Should, however, this be not found feasible, at least the subjects of Surveying, Engineering and Mathematics should be taught by professional experts.

The Conference was unanimous that the period

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of probationary service be cut down to one year, which ought to be ample to judge the merits of an officer who has successfully gone through all the severe tests that have preceded it.

66438. (III) **Conditions of Service.**—The majority of the Provincial Service Officers were of opinion that the distinction between the Imperial and Provincial Services should be removed, and that all gazetted officers be borne on the same list as in the Public Works Department, Police and Telegraph Departments. The only difference that need be maintained is in the matter of pay which, it was generally recognised, ought to be higher in the case of officers appointed in England. These officers can be shown in the classified lists with a mark or letter to indicate that they were appointed by the Secretary of State.

Whether this can be given effect to or not the officers felt strongly that the prefix "Extra," which was meaningless and misleading, should be dropped, and that all officers performing duties of the same nature should have the same official designation. A Judge, for instance, is known simply as a Judge, and a Magistrate is called a Magistrate, whether appointed in England or in India.

The other points discussed and agreed upon were the following:—

1. That the charge of Divisions should, as far as possible, go by seniority in the general list.
2. That senior officers should not be posted under junior officers of either Service.
3. That officers of both Services must hold *actual* charge of ranges for at least two years to qualify for a Divisional charge.
4. That no officer should be given charge of a Division before completing 5 years of actual service and before passing the Departmental Examinations.
5. That the distinction between "major" and "minor" charges should be removed or at any rate should be clearly defined.
6. That when an adverse confidential report is made against an officer, a copy of it should be given him confidentially to enable him to vindicate himself.
7. That selected India appointed officers be eligible for holding administrative charges.
8. That the relations between India appointed and England appointed officers of the same rank and standing should be improved.

As regards 7, it is to be noted that unlike other Departments there are no "listed" appointments in the Forest Department for officers recruited in India. In many other Departments, officers recruited in India can rise up to the highest appointment in a Province, and in this Department also, India trained officers have risen to be Conservators, and one such officer held the post of a Chief Conservator for years. It cannot be said that the same stamp of men are not to be found from the ranks of men who received similar or perhaps better technical education, simply because they are being shown on a separate list. The Conference felt strongly that no bar should be placed arbitrarily before men of real merit.

As to 8, the officers assembled were of opinion that although they had no complaints to make against the treatment they received from Conservators, they were generally very harshly treated by other Imperial officers even when they were not placed directly under such officers. This was very much to be regretted, but it could not be gainsaid that a mild feeling of antipathy existed which generally resulted in discouragement and discontentedness on the part of the Provincial Service officers.

66439. (IV) **Conditions of Salary.**—The Conference was of opinion that although the starting pay was not low the rate of increment was not adequate as also the present maximum pay, which

they thought ought to be raised to Rs. 1,000. The following scale was considered satisfactory:—

Assistant Conservators.		Rs.
Year.		
1st	...	250
2nd	...	275
3rd	...	300
4th	...	325
5th	...	350
6th	...	375
7th	...	400
8th	...	425
9th	...	450
10th	...	475
11th	...	500
12th	...	525
13th	...	550
14th	...	575

Deputy Conservators.		Rs.
Year.		
15th	...	600
16th	...	650
17th	...	700
18th	...	750
19th	...	800
20th	...	850
21st	...	900
22nd	...	950
23rd	...	1,000
24th	...	1,000
25th	...	1,000

In the event of promotion to administrative appointments being sanctioned, the salary of India trained Conservators should be as follows:—

Grade.	Rs.
3rd	1,300
2nd	1,400
1st	1,500

The Conference suggested that the rules affecting increments should be the same for both Services.

The question of travelling allowance having come up for discussion it was agreed that it should be asked that the general rule for classification of officers given in Article 1002 of the Civil Service Regulations be adhered to, and that officers in charge of Divisions should be allowed to draw daily allowances and mileage at first-class rates irrespective of their salary. The officers also felt that the travelling allowance at present admissible for gazetted officers on transfer was very insufficient, so that a transfer always meant a heavy pecuniary loss.

66440. (V) **Conditions of Leave.**—It was agreed that the following concessions should be asked for:—

1. That privilege leave may be allowed to accumulate up to six months.
2. That the certificate now demanded of an officer applying for privilege leave that no leave will be taken within six months after the expiry of the leave should be abolished, and that leave be admissible at any time after it has become due.
3. That furlough up to three years be counted as service.
4. That furlough allowance should be half of leaving pay and not half the average pay of last three years as now.

66441. (VI) **Conditions of Pension.**—It will be readily admitted that service in the Forest Department is of a very arduous nature and that Forest Officers have to endure hardship and exposure to an extent unknown in most other Departments. In view of this, the Conference urged that the period of service necessary for invalid pension be reduced from 25 to 20 years, and also that for voluntary retirement from 30 to 25 years.

The present maximum pension of Rs. 400 a month or Rs. 5,000 a year was fixed at a time when living was far less expensive, and perhaps the style of living was somewhat lower. In view

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of this the Conference urged that the maximum pension for Forest Officers recruited in India be fixed at Rs. 500 a month.

It was also suggested that a prayer should be made to have the rate of interest for amounts deducted from salary for deposit in the Provident Fund be raised from the present rate of 4 per cent. to something like 6 per cent.

66442. (VII) Limitation in the employment of non-Europeans and the division of Service into Imperial and Provincial.—In Assam there is at present no limitation in respect of employment of

RAI BAHADUR UPENDRA NATH KANJILAL called and examined.

66444. (Chairman.) The witness occupied the position of Extra Deputy Conservator. He had 36 years Government service, and had been in the Forest Department for 28 years. He was the senior Forest Officer in the Assam Provincial Service. There were at present only seven officers in the Provincial Service in Assam.

66445. The majority of the Provincial Service Officers in Assam were of the opinion that the division into Imperial and Provincial branches should be abolished. They desired to see a common list established, as in the Public Works Department. He was not aware that Provincial Officers in the Public Works Department were by no means satisfied with the present arrangements. He was, however, certain that they had a much better status than Provincial Officers of the Forest Department.

66446. There should be no bar to the advancement of Provincial Service officers to the highest rank. It could not be said that the same stamp of men as were got from England were not to be found in the ranks of officers who had received similar, or perhaps better, instruction in India. In certain subjects the training given at Dehra Dun was superior to that given in England, although the general training was somewhat lower. His colleagues had suggested that the curriculum should be raised to bring it on a par with the training given in England, so that no excuse might be left for relegating officers recruited in India to a lower status.

66447. The distinction between major and minor charges should be abolished, or at any rate clearly defined. In his opinion it would be quite possible to administer the Department without any classification of this kind. Assuming that all charges were placed on one list, an officer recruited from Europe should be paid on a different scale from the officer recruited in India, simply because the former came to serve in a foreign country.

66448. He suggested that the rate of interest payable for deposits in the General Provident Fund should be raised from 4 to 6 per cent., because 4 per cent. was too small. A better rate of interest could be obtained from investments.

66449. Provincial Officers in Assam did not take the leave to which they were entitled to any very great extent, because many of them could not afford it on account of the furlough allowance being so low.

66450. (Sir Valentine Chirol.) He had never been in Europe. He had never felt in the course of his career that it would have been a great advantage to him to have had some practical knowledge of European methods of Forestry. He had never found himself handicapped in his practical work by his want of European knowledge.

66451. (Mr. Sly.) Ten or fifteen years ago people in the towns and educated centres had no knowledge of the existence of the Forest Department. It was only recently that they were coming to know of it. From his personal experience he could say that every month he received dozens of letters from friends enquiring about the Forest Department, with a view to entering their sons and their relatives into it. The Service was rising in popularity.

66452. It was right in a modified sense to say that the hard isolated conditions of life in the

non-Europeans in what is now known as the Provincial Service.

The Conference went a little out of its way to suggest that no Colonials be admitted into the Forest Service of India. It has already been said under III. that the Conference voted against the division of the Service into Imperial and Provincial.

66443. (VIII) Relations with the Indian Civil Service and other Services.—Relations of Provincial Forest Officers with members of other services were considered generally satisfactory and no improvement was suggested.

Forest Department did not appeal much to the educated class of Indians in the towns, and that the country Indians who did not mind isolated and hard conditions of life were, as a rule, not sufficiently educated. But nowadays times had changed a good deal. People were taking more interest in athletics, sports, and outdoor life, and they were beginning to look on forest life with much more favour than they did in former days. From the letters he had received it was evident that the young men for whom their fathers were contemplating a career in the Forest Department possessed good educational qualifications, and were not men who had failed to get into other Departments of Government Service.

66453. Admission to Dehra Dun should be limited to graduates. Preferably they should be graduates in science, but he would not confine admission to that one class of graduates.

66454. Twenty years was the earliest age at which a man could graduate in science in the Indian Universities. A man could not matriculate until 16, and he must then take a four years' course in science. If he was in his 21st year, and had to do a practical test in the forest of six months, it was barely possible for him to go up for the examination if the age was limited to 22, but the Service required the best men, and not those who had failed several times. If a man possessed a degree in science he thought three years at Dehra Dun was still necessary. He thought that even with such a high educational qualification and with three years' training at Dehra Dun, a substantial number of candidates in India would be attracted to Service in the Forest Department, although that Service was as yet not very popular. In the Medical Department, for instance, graduates were now entering, and they had to go through a five years' course. It was not the opinion of those Indians who had come to know the Forest Department that the Medical Service was much more attractive than the Forest Service.

66455. (Mr. Fisher.) If the period of preliminary probation in the Forest for Provincial Officers was lengthened to 12 months, he did not think it would have a deterrent effect on recruitment. Twelve months' probation in a forest might be a good thing, but the difficulty would be to make other details fit in without raising the age limit of entering Government Service.

66456. When he suggested improvements in the system of training and probation at Dehra Dun, he had in view the actual course of training at present in force.

66457. (Mr. Madge.) The promotion of Rangers to the Provincial Service would only be very exceptional, i.e., limited to men of very exceptional merit. Such promotions would have no appreciable effect in lowering the standing of the Department.

66458. His desire for the removal of the distinction between the Imperial and Provincial Services was based on the ground that the men in the two branches were doing the same work, were subjected to the same practical tests of working, and also on the ground that the removal of the distinction would improve the status of Provincial Officers.

(The witness withdrew.)

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At Madras, Tuesday, 27th January, 1914.

PRESENT:

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

SIR VALENTINE CHIROL.

WALTER CULLEY MADGE, Esq., C.I.E.

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

HERBERT ALBERT LAURENS FISHER, Esq.

And the following Assistant Commissioners:—

H. B. BRYANT, Esq., Conservator of Forests, Madras.

M. R. V. SUBRAHMANYA AYYAR AVARGAL, Extra Deputy Conservator of Forests, Madras.

R. R. SCOTT, Esq. (Joint Secretary).

F. A. LODGE, Esq., C.I.E., Conservator of Forests, Madras.

Written Statement relating to the Forest Department, being the corporate opinion of the Imperial Forest Service, Madras.

66459. (I) Method of Recruitment.—It is considered that although the present method of recruitment has given fairly satisfactory results so far as experience has gone, it means that recruits arrive in India at too advanced an age and with qualifications in the shape of science degrees which do not sufficiently compensate for their late arrival. It would be preferable to revert to recruitment by means of nomination followed by competitive examination in a wide range of subjects between the ages of 18 and 20, and then to train the men in forestry and other allied sciences for a period of three years. The reason why this system broke down in the past was insufficient inducements in the way of pay and prospects. Now that these conditions have been improved in some respects, it is thought that there would be no difficulty whatever in obtaining candidates. Greater stress than at present should be laid on physical fitness and efficiency.

Medical examination should precede the competitive examination.

Recruits should be under 23 years of age on arriving in India; they acclimatise better than when they arrive older, and can put in 30 to 32 years of useful service.

66460. (II) Systems of Training and Probation.—It is highly desirable that the successful candidates should undergo some training common to them all at some residential institution with an Indian Forest Officer in charge of the students before they proceed to India. They should not be permitted to go to different universities or centres. In the first place, the number annually recruited is too small to make it worth the while of more than one institution to provide a special course of training suitable for Indian conditions; in the second place, it is essential that the details of the technical training of the recruits should be carried out on exactly similar lines. The training should be in England and Europe only; any subsequent training in India which may be necessary should be left to the Local Government of each province to decide as is now done.

A period of practical study of forestry in some of the Continental forests is an essential portion of the necessary training.

In this connection, it is considered that at present sufficient attention is not devoted to practical instruction in the important subject of Forest Engineering.

66461. (III) Conditions of Service.—The conditions are exceptionally arduous and unhealthy. It appears from an article published in the "Indian Forester" for November, 1912, that of the 49 officers recruited for all India between the years 1877

and 1886, five left the Service without pension, five retired on reduced pension with less than 25 years' service, five are drawing the full pension, only 14 are still in the Service, while the remaining 20 are dead. As during the period in question, officers joined the Service at an average age not exceeding 22 years, none of these officers could now be more than 58 to 60 years old, and the average age would be about 53 years.

The Department is so scantily manned that off and on for the past 20 years and at the present time, officers are constantly refused the leave which they have earned, and are only granted leave on medical recommendation. Such a state of affairs tells not only very hardly on the health of officers of the Department, but also on the general efficiency of the administration. On this account we cannot too strongly urge an immediate increase in the strength of the Imperial Forest Service with a view to enable the Government to grant to officers the leave to which they are entitled when they apply for it, without forcing them actually to ill-health before leave is granted to them. The unit of area under each officer is too large to allow of thorough control. The special knowledge of Forest experts is largely wasted owing to the amount of ordinary office work which they have to perform. Such untechnical work might be left to office managers.

So far as length of service goes the present conditions are fair and need no change.

Objection has before now been taken to Forest officers comparing their conditions of service, salary, pension, etc., with those of other Services, but such comparisons must naturally be made not only by officers in service, but by parents who have to select a Department for their sons. The natural questions for a parent to ask are—

(1) How much shall I have to invest?
(2) For how long shall I have to support my son?
(3) Have the Departments which entail most capital expenditure advantages over the other Departments commensurate with the increased cost of putting my son into them?

The following table compares the Forest, Public Works and Police departments:—

Forest.

Two or three years' expensive special training, after obtaining a science degree at a university. Period of training does not count as service for leave or pension.

Service begins from date of reporting for duty in India.

Public Works.

Two years' special training, believed not to be so expensive as Forest training. Period of training does not count as service for leave or pension.

Until 1893 service began from date of appointment in England.

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Police.

No training after leaving school, before joining appointment.

Training given while in Service, drawing pay. Period of training counts as service for leave and pension.

Service begins from date of reporting for duty in India.

Thus it is evident that the cheapest department to enter is the Police, the least technical of the three.

We solicit a comparison between two candidates, one for the Police, the other for the Forests, passing their entrance examination at the same time. Three years after the examination—

The Forest Officer.

has cost his parents nearly £1,000 in training expenses.

has drawn no pay.

has no service to his credit.

is on his way to India to join his first appointment.

is about to draw pay at Rs. 380 a month.

The Police Officer.

has cost his parents nothing.

has drawn pay for three years.

has three years' service to his credit.

is on his way home on his first three months' privilege leave,

is drawing pay and acting allowance at Rs. 500 a month.

It is believed that the Public Works Officer would occupy a position very similar to that shown for the Forest Officer in the above statement. To continue the comparison, the Forest Officer, ten years after passing his entrance examination will be drawing pay at Rs. 620, while the Police officer will be drawing Rs. 800. Later on in service the Forest Officer may overtake the Police Officer in the way of pay, but he never gets ahead of him enough to make up what he has lost at the commencement of his service. Again, the Forest Officer has to spend much of his time in unhealthy localities, but if he has to retire owing to broken health early in service he receives a smaller pension than the Police Officer (vide articles 474 and 476, Civil Service Regulations) under similar circumstances. The provisions of article 408, Civil Service Regulations (leave counting as service), used to apply only to technical departments such as the Public Works and Forests; they now apply equally to all departments.

Consequently, neither in prospects as regards pay, leave, or amount of pension is no compensation given to the members of the technical services for the time and money spent in qualifying for those services, but in some cases they are worse off than the members of the untrained services, and this is naturally felt to be an injustice requiring alteration. The only point on which favourable terms are given to the technical services is the length of service required to earn a retiring pension, but this is discounted by allowing them smaller pensions up to 24 years' service than can be obtained on medical certificate by officers of other services.

It is felt that the Forests and Public Works are sister services, they both require technical training and are services of experts; they both entail more exposure and more residence in unhealthy localities than other services (of the two, Forests

has the lion's share of unhealthy localities), and for many years the recruits for both services were trained side by side at the same college, and the forest training was the more expensive of the two. It is therefore felt that the conditions of service, salary, allowances, leave and pension in "Forests" should be at least as good as those granted to "Public Works" and distinctly better than those of "Police."

The following actual cases of comparative results of entering the "Forests" and the "Police" emphasise what has already been written:—

In 1892 Fischer passed for "Forests"; Sandell appeared for Forests in 1893 and in 1894 failed; in 1895 he passed into "Police"; Fischer and Sandell came out to India in the same steamer, and both began service on the same date. Ten years later Sandell was drawing better pay than Fischer.

In 1898 Richmond passed for "Forests"; at the same examination Stevenson failed; in 1899 Stevenson passed for Police, came straight to India, counts service from 1899; Richmond came out after training in 1901 and counts service from then.

Evidence that the Service is (a) exceptionally arduous and unhealthy.—In the year 1883, owing to the short-handedness of the Forest Department (a chronic condition even unto the present day), two Civilians were appointed District Forest officers; one of them, Mr. Sim, held the post for three years and therefore had personal experience of the life of Forest officers; his opinion is therefore of some value, and it is recorded in 1904 in the following words:—"Considering that forest work, as a whole, is beyond all comparison, more arduous, responsible and unhealthy than any other Service of Government."

The Government of India in a dispatch to the Secretary of State reported that the position and responsibilities of Conservators were in no way inferior to those of Superintending Engineers, while the risks they ran from exposure in unhealthy climates were perhaps greater.

Of 29 officers recruited from 1881 to 1885 inclusive, nine have retired, six are still in service, four resigned and ten are dead. The resignations were due to broken-down health.

The history of services of gazetted officers does not show the amount of ill-health there is in the Department, for numerous furloughs granted on medical recommendation are shown as ordinary furlough.

In other Departments some sedentary posts exist in which men unfit for strenuous field work can continue on duty and recover their health; in the Forest Department (Madras) not one sedentary post exists; men must carry on their arduous and unhealthy work until they can obtain furlough, or until they break down.

Evidence that the Service is (b) scantily manned.—This is due to want of provision for the natural expansion of the work of the Department. Every time that an increase of establishment is asked for, it has to be based on "immediate requirements," no provision being made for future development. It takes three or four years to get the asked for increase, so that when it comes it is insufficient even for immediate requirements. The growth of the Department is illustrated by the following figures:—

Year.	Conservators.	Deputy and Assistant Conservators.	Sub-Assistant Conservators.	Extra Deputy Conservators.	Extra Assistant Conservators.	Revenue.	Expenditure.
1883	2	24	10	—	—	Rs. 9,03,914	Rs. 6,36,558
1891	3	31	—	—	11	17,95,408	12,53,284
1911	4	27	—	8	31	37,71,940	32,18,552
1912	4	27	—	8	31	42,37,795	34,46,441

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Correspondence regarding the reorganisation of 1891 commenced in 1888, and that regarding reorganisation of 1911 in 1907.

The results of the undermanning of the Department are—

(1) The officers are overworked.

(2) Protection and development of the forests is retarded.

(3) Leave has to be refused.

(4) There are no officers to spare for special works.

(5) No officer is allowed to take up foreign service or service under the Government of India.

(6) Consequent on (5) there is a block in promotion to the class of Conservators.

As regards (1).—In an exceptionally unhealthy Department such as Forests, an extra margin of spare officers should be maintained in order to provide for filling leave vacancies.

As regards (2).—The area of Madras forests brought under regular working plans is only 7,884 square miles, leaving 11,545 square miles to be dealt with; even the area which on paper is under working plans is not really so, as large areas included in working plans are shown as "unworkable."

As regards (3).—Details are given below.

As regards (4).—Madras has not had a working plans officer since 1902, though one is required in each circle, and there should be a controller of working plans.

As regards (5).—The following are instances of Madras officers not being allowed to take up foreign service or service under the Government of India; practically every such post means a substantial increase of salary.

(i) In 1912 the Government of India addressed the Government of Madras with a view to obtaining the services of an Imperial officer from Madras as Assistant to the Sylviculturist at Dehra Dun, and Madras replied that no officer could be spared. Mr. Wimbush applied demi-officially for permission to accept the billet, and was refused.

(ii) In 1906 volunteers for service on the Gold Coast were called for; Messrs Fischer and Cox volunteered but Government refused to spare their services.

(iii) In 1909 Mr. Fischer's services were asked for by India for employment at Dehra Dun, but Madras refused to sanction his deputation.

(iv) In 1910 Mr. Fischer applied for permission to take up a vacant post at Dehra, and the Board of Revenue regretted that it was impossible to spare him. He was again refused permission in 1912.

(v) Volunteers (Latham) for service in Siam and Southern Nigeria were not allowed to take up the appointments owing to Madras being so short-handed.

(vi) In 1902 Mr. Cox was strongly recommended for the post of Conservator of the Malay States; the Madras Government could not spare his services. (The appointment would have doubled Mr. Cox's salary.)

(vii) The Government of Ceylon recently applied for the services of Mr. Richmond or other officer as Conservator, and Madras replied that no officer could be spared.

As regards (6).—There are at present 13 officers out of a sanctioned total of 27, drawing the highest pay admissible to Deputy Conservators, while on the Government of India list the numbers are 24 and 163 and on the Bombay list 4 and 24. Men who joined the Service in 1889 under the Government of India are now permanent Conservators, while the junior permanent Conservator in Madras dates his Service from 1886.

Evidence that (c) leave is constantly refused, and granted only on medical recommendation.—This is the natural result of the undermanning of the Department.

The leave taken by the 20 senior Forest Officers in Madras up to the 31st December, 1912, amounts only to 40 years and 27 days, out of a total service of 463 years 8 months and 29 days, or 8·8 per cent. against the 20 per cent. to which they are entitled. This includes all officers of over 16 years' service;

for the Civil Service (over 16 years' service) the percentage is 14·0. For reasons already given [III (a) 5] Forest Officers need leave more than members of the Civil Service.

(i) Mr. Lodge applied for privilege leave when he had earned three months of that leave in 1886, and was refused, owing to shortage of officers.

(ii) Mr. Lodge's application for furlough in 1904 was refused on the same grounds, and he had to take leave on private affairs.

(iii) Mr. Scott applied for one month's privilege leave from 1st October, 1913, and was offered the leave on condition that he carried on his work during his leave.

(iv) Mr. Barry states that he has three times been refused leave, and twice succeeded in getting it by obtaining a medical recommendation.

(v) Mr. Wimbush, after three years and seven months' continuous service, applied for three months' privilege leave from 5th July, 1911; it was refused.

(vi) Mr. Fischer was refused furlough in 1904; granted furlough on medical recommendation in 1905, but for private reasons was unable to take it; was refused furlough in 1907 after twelve years' service without furlough; was refused one month's privilege leave from 1st March, 1912, and again from 7th November, 1912.

(vii) Mr. Cox, after nine years' service and much fever applied for furlough. The Board of Revenue refused to recommend the grant without the production of a medical certificate, but eventually accepted a letter of recommendation from the District Medical Officer, Vizagapatam. Precisely the same thing happened again in 1907 when Mr. Cox was broken down with fever. As Mr. Cox puts it: "I have only twice asked for furlough during 20 years' service, both times on the ground of inability to continue work. Both times I have been informed that I cannot get leave without a medical certificate owing to the Department being very short-handed."

(viii) Mr. Tireman was refused furlough without medical certificate in July, 1903, and again in December of the same year, and the decision of the Board was upheld by Government. He was again refused leave except on medical certificate in 1910.

(ix) Mr. Richmond was refused eight months' combined leave from March, 1913.

(x) Mr. Murray was refused privilege leave without medical certificate in July, 1906; refused two months' privilege leave in June, 1912; refused again in April, 1913, as there was nobody to relieve him.

(xi) Mr. Bennett was refused furlough in 1912 on account of paucity of officers. Mr. Lodge reported to the Board on this subject in 1907 as follows: "The absence of sufficient provision in the existing cadre has rendered it necessary for some years to refuse leave to officers except when the state of their health rendered leave absolutely necessary; a premium has thus been placed on bad health, while the officers who have kept themselves fit for duty have been unable to obtain the periodical rest and change which are necessary for the prolonged maintenance of health in every Department and especially so in one notorious for the unhealthiness of the tracts in which many of its officers have to work."

The following are orders of the Government and of the Board of Revenue restricting the grant of leave to Forest Officers on account of the short-handedness of the Department. G.O. No. 376, Revenue, dated 30th April, 1902; Board's Proceedings, Forest, No. 76, Routine, dated 13th February, 1903; Board's Proceedings, Forest, No. 175, Routine, dated 5th April, 1906, G.O. No. 2315, dated 16th September, 1907, and D.O. No. 2250-E 11-1, dated 11th October, 1911, from the Secretary to Government to the Forest Member of the Board.

Evidence that (d) the unit of area under each officer is too large to allow of thorough control.—In the Presidency there are 32 Forest districts containing 19,439 square miles of reserved forests and reserved lands; this gives an average of over 600 square miles to each District Forest Officer. On this point Mr.

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Beaumont Bryant, late Inspector-General of Forests, remarked: "No officer, however energetic, can work areas like these to the best advantage."

In France, with only 4,609 square miles of State forests, 7,603 square miles of communal forests and 20,209 square miles of private forests, the establishment consists of:—

- 1 Director-General.
- 3 Administrators.
- 32 Conservators.
- 200 District Forest Officers.
- 442 Assistants to District Forest Officers.

The areas of the charges are:—

Madras.	Officer.	France.
4,860 sq. miles.	Conservator.	144 sq. miles.
607 sq. miles.	District Forest Officer.	23 sq. miles.

For comparison with Madras the French Conservator may be considered to hold the place of the Madras District Forest Officer.

66462. (IV) Conditions of Salary.—(1) The conditions of life in India at the present day are much less attractive than they were twenty and thirty years ago, and are daily becoming less attractive.—(i) Englishmen do not like serving under Indian officers.

(ii) There has been an enormous increase in the quantity and quality of work to be done, both in field and in office, by every officer, and to Forest Officers more perhaps than to any other class, office work is uncongenial. The increase in office work may be gauged by the fact that in Anantapur in 1886 the Forest office staff consisted of two clerks whose work was far from heavy, whereas now it takes six clerks to get through the work, and an application has recently been made for an increase of office establishment.

(iii) The Medical Service used to be composed of Europeans, it now contains a large Indian element, and just as Indians object to having European doctors attending the ladies of their families, so do Europeans object to Indian doctors attending their wives and daughters.

(iv) The cost of "home remittances" is 50 per cent. higher than it was with the rupee at two shillings.

(v) The cost of living has increased largely in recent years; servants, labour, transport, horse-food, and every item of household expense has increased in price.

(2) The conditions of salary (combined with present value of the rupee and cost of living) are such that no married man can make sufficient provision for his family out of his savings, or put by enough to enable him to live in comfort after retiring, or afford to take the leave without which he cannot continue at his best.

—(i) There are seven officers in service in Madras who have earned their full pension of Rs. 5,000; not a single officer recruited since 1881 has yet retired on full pension. Of the six trained officers recruited before 1881 four retired on full pension; not one of these officers was able to save enough while in service to make, in addition to his pension, a sufficient income to enable him to spend his old age in comfort.

(ii) Although some salaries were increased by the reorganisation of 1907, the benefits of the increase have been swallowed up by the rise in the cost of living in recent years. The rise in the cost of living is probably permanent but not final, i.e., prices of labour, etc., will not fall, but may and probably will rise, and as the recommendations of the Commission will finally fix the pay of officers for the next 20 years or more, it is felt that the fact that some salaries were raised by the reorganisation of 1907 should not be allowed to prevent a full enquiry into the adequacy or otherwise of salaries under existing conditions and under the conditions which can be foreseen as coming into existence within the next 20 years.

(3) The increase in salary resulting from the reorganisation of 1907 and introduction of the time scale of pay was irregularly distributed and partly discounted by the withdrawal of compensation allowance.—(i) Before the reorganisation the recruit from England drew pay at the rate of Rs. 350 plus Rs. 21-14-0

compensation allowance; after the reorganisation he drew Rs. 380, a trifling increase of Rs. 8-2-0, while the men of from two to eight years' service are frequently worse off under the reorganised scale than under the old scale.

(ii) Under the old system, if a junior officer was placed in charge of a district, it was owing to the absence of men on leave, in consequence of which he received acting allowance, which compensated him to some extent for the extra expense of district charge. Under the new (time scale) system the junior officer receives no acting allowance when placed in charge of a district. The pay of an Imperial Service District Forest Officer should never be less than that allotted to junior Deputy Conservators.

(iii) The Senior Deputy Conservators have benefited most by the introduction of the time scale of pay, which has raised the pay of a second grade Deputy of 19 years' service by Rs. 400 or 47 per cent., of a first grade Deputy by Rs. 293-12-0 or 32-64 per cent., whereas the pay of Conservators was increased as follows:—

Third grade by	Rs. 225	0	0	or 17-64 per cent.
Second grade by	„ 212	8	0	or 14-28 „
First grade by	„ 200	0	0	or 11-76 „

(iv) Under the old system the difference between the highest pay attainable by a district Forest Officer and the lowest pay of a Conservator was Rs. 318-12-0, which was insufficient to cover the extra expenses which an officer in the position of a Conservator has to incur. Under the new system, the above difference has been diminished to Rs. 250, with the result that a senior Deputy Conservator is financially better off than a third or even a second grade Conservator. The difference of pay between the executive and administrative appointments should be not less than Rs. 500.

(v) The pay of first and second grade Conservators is less than the pay recommended by the Government of India in their despatch to the Secretary of State No. 312, dated 1st October, 1890, inasmuch as it is less than the pay of Superintending Engineers of corresponding grades.

(vi) The stoppage of increments from the twentieth year of service is hard on competent officers who would be Conservators were it not for (a) the irregularity with which the Service is recruited, (b) the refusal to allow officers to take foreign employment, (c) the bar existing against any Madras Forest Officer obtaining the post of Inspector-General of Forests, a bar which it is urged should be removed.

It is felt also very strongly that there should be a Chief Conservator in each Province on Rs. 3,000 and the pay of the post of Inspector-General of Forests to the Government of India should be raised to Rs. 3,500 a month and should most certainly be retained. His advice should be made readily available to the Presidency of Madras. It is deemed essential that the increase of pay between executive and administrative rank, between Conservator and Chief Conservator, and between Chief Conservator and Inspector-General of Forests, should not be less than Rs. 500 a month. The present pay of the administrative posts in the Forest Department is insufficient to enable the officers who hold them to maintain their position as heads of departments in the way they should do, either with Local Governments or with the Government of India.

It is further urged that—

(a) Special allowances should be made for special work, such as Working Plans, College, Research work, etc.

(b) Special allowances should be made in special localities, for special unhealthiness, cost of living, etc., and

(c) A special allowance should be made to officers who have their headquarters in a Presidency Town to meet the increased cost of house rent and living, in the same way as is now done to officers of departments other than the Forest Department at the present time.

These items are dealt with in more detail later on.

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(4) The pay of Forest Officers should be at least equal to that of Public Works Officers of corresponding position.—The Government of India have expressed their opinion on this point, stating that the position and responsibilities of Conservators are in no degree inferior to those of Superintending Engineers, while the risks they incur from exposure in unhealthy climates are perhaps greater, and that they ought therefore to receive an equal rate of salary. But if position and responsibilities of two posts are equal and the risks in one post are greater than those in the other, the former should carry better pay than the latter. Actually the contrary is the case. If the comparison is carried above the class of Conservators, the differences become still more marked, for a Chief Conservator of a Province receives only Rs. 2,150, while Chief Engineers receive Rs. 2,500 and Rs. 2,750, and the Inspector-General of Forests for all India receives less pay than a first-class Chief Engineer of a single Province and is placed far below him in the Precedence list.

After considering all the points connected with the conditions of salary, the Madras Forest Officers are of opinion that the following rates of salary would be fair:—

Year of service.	Rate of pay.
1	400
2	450
3	500
4	550
5	600
6	650
7	700
8	750
9	800
10	850
11	900
12	950
13	1,000
14	1,050
15	1,100
16	1,150
17	1,200
18	1,250
19	1,300
20	1,350
21	1,400
22	1,450
23	1,500
Conservators, 2nd Grade	2,000
Conservators, 1st Grade	2,500
Chief Conservators	3,000
Inspector-General	3,500

Special allowances should be made for special work such as Working Plans, College, Research work, etc.—The need for these allowances has been admitted by the Government of India in letter No. 312, dated 1st October, 1890, to the Secretary of State; the allowances are given under the Government of India and should also be given under the Government of Madras.

The Principal of a Forest College has numerous extra expenses; for instance, he has to entertain on a larger scale than any other Forest Officer to support the college games, students' library, etc., and to offer prizes for work or sport. When on tour he has to travel over distances as great or greater than those covered by a Conservator and to keep the camp equipment suitable for heavy camping in the plains and light camping in the hills. As regards local and travelling allowances the Principal of the Madras Forest College should be placed on a level with the Principal of the Dehra Dun Forest College.

The same remarks apply to the allowances of Inspectors.

Officers of other departments called on to serve in the Presidency town are given increased pay or local allowances of house rent, to compensate for the extra cost of living; Forest Officers should be

given similar treatment. The following are some instances of the local allowances granted:—

	Local allowance.	House rent.
	Rs.	Rs.
Under Secretary to Government, Public Works	100	45
Secretary to Government, Public Works	250	—
Joint Secretary to Government, Public Works	250	—
Under Secretary to Government, Irrigation	100	45
Secretary to Government, Railway Branch	250	—
Assistant Secretary to Commissioner of Salt and Abkari	150	60
Director of Land Records	211	—
Director of Agriculture	150	—
Superintendent, Civil Veterinary Department	100	50
Deputy Commissioner of Police	100	—
Assistant Inspector-General of Police	200	—
Chief Presidency Magistrate	Free house	—
Domestic Chaplain to the Bishop	75	—
The Archdeacon	130	—
Sanitary Commissioner	100	—

The list is not exhaustive, but is sufficiently comprehensive to show that unless good reasons to the contrary can be produced, Forest Officers should be given similar allowances.

Special allowances should be made in special localities, to compensate for special unhealthiness, cost of living, etc.—This is admitted in all departments, and it is not just to exclude the Forest Department on the grounds that officers joining it knew what to expect.

The allowances for travelling on tour by road, for journeys exceeding 20 miles are eight annas a mile for first-class officers whether they carry tents or not; the allowances for Assistant Conservators are four annas and for Deputy Conservators six annas a mile unless they carry tents. There is no reason for this distinction and it should be abolished.

The rates of travelling allowance require revision, to bring them into line with the modern cost of camping, and rates must differ according to the cost of travelling in different districts, or even in different localities of the same district. Journeys "by road" include journeys where no roads exist, and all luggage and camp equipment has to be carried by coolies. Such journeys are more common to Forest Officers than to others and their cost is double or treble the amount of the daily allowance.

The rate of cart hire has increased everywhere; in 1885 carts could be hired at Rs. 18 per month; now in Coimbatore the cost is Rs. 30 and in the Wynaad Rs. 50, while in South Canara the carts are so small that double the number of ordinary carts has to be employed.

Forest Officers in Madras have now to pay for occupation of Forest rest-houses, which formerly they occupied free of charge. Breakages of camp furniture, etc., are heavy, especially when camp equipment has to be carried by coolies or elephant or pack bullocks.

In this connection it is urged that the cost of rail fares from one camp to another should be paid by Government. On one occasion Lodge railed his horses from Coimbatore to Tellicherry, and was refused refund of rail charge on the grounds that he might have had the horses walked to Tellicherry. The distance is 158 miles. Hundreds of similar cases could be quoted in Madras, while it is understood that such charges are always passed in Northern India.

The travelling allowance admissible on transfer is limited to double first-class fare which leaves the transferred officer much out of pocket. When two or more transfers follow at short intervals an officer is financially crippled for some time.

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The old days when an officer sold all his furniture and horses to his successor have passed away with the spread of railways, and an officer on transfer now-a-days has to take with him a portion of his furniture, all his personal property, in many cases a family, and in all cases some servants. His expenses are greater than when travelling on tour. As instances:—

(1) Wilson was transferred from Coimbatore to South Malabar in June, 1912, from South Malabar to North Salem in September, 1912, and three weeks later from Salem to North Vellore; he was between Rs. 100 and Rs. 200 out of pocket on the transfers.

(2) Cowley Brown transferred from Salem to Coimbatore in 1912; received double first class fare, Rs. 12-6-0; actual cost of moving himself, servants, horse and camp equipment was Rs. 350.

(3) Latham, transferred from Coimbatore to South Canara in 1899, was about Rs. 140 out of pocket.

(4) Bryant, transferred from Kodaikanal to Madras in July, 1911; retransferred to Kodaikanal in November, 1911; retransferred again to Madras in February, 1913; was Rs. 150 out of pocket on each transfer.

(5) Lodge, transferred from Kurnool to Coimbatore in 1898 was Rs. 600 out of pocket; his pay at the time was Rs. 800.

(6) Fischer transferred from Coimbatore to Kodaikanal in July 1911 and back to Coimbatore four months later was Rs. 500 out of pocket on the double transfer.

Instances could be multiplied.

It is felt that even if an officer is transferred while on furlough, he should be allowed the cost of moving his household goods from his old to his new station, on his return from leave; he would (or should) be allowed this amount if transferred while on duty, and his household goods cannot walk from one station to another while he is on furlough, or during his subsidiary leave after furlough.

Special provision should be made to recoup an officer the expenses he has to incur when, being on transfer, his destination is changed en route.—For instance, an officer transferred from Kurnool to South Arcot may receive orders in Madras to proceed to Nellore instead of South Arcot. He then receives travelling allowance from Kurnool to Madras, and from Madras to Nellore, but his goods and his horses having been booked to South Arcot cannot be stopped at Madras, and the officer has to pay for their carriage all the way to South Arcot and all the way back to Nellore.

66463. (V) Conditions of Leave.—The following improvements to existing leave rules are suggested:—

(1) The minimum allowance for furlough and leave on medical certificate should follow the ratio adopted between Indian Civil Service and other services for the maximum furlough allowance, i.e., to be £400, or the salary last drawn on duty, whichever is less.

(2) Commutation of long leave on half pay into shorter periods on full pay with suitable restrictions.

(3) Accumulation of privilege leave up to six months; it should never be possible for an officer to lose any of the privilege leave he has earned by leave being refused him, and in the event of such refusal, he should undoubtedly be permitted to accumulate his privilege leave up to the time Government can see its way to permitting him to avail himself of it.

Here again it is pointed out how essential it is to increase the cadre of the Imperial Forest Service so as to allow officers to take the leave which they have earned. Leave has been and is constantly refused except on medical recommendation, whereas it ought surely to be encouraged as much as possible in a department such as the Forest Department, the officers of which are apt to suffer severely in health from the very nature of their duties.

No minimum leave allowance for ordinary furlough is fixed for Forest Officers, although the Civil Service enjoy a minimum leave allowance of £500 a year or

full pay, whichever is less. This is apparently a relic of the days when the Forest Department was recruited locally, and is unsuitable for the present conditions of officering the Department. A Forest Officer takes his furlough in England just as a Civil Service Officer does, and should receive such allowances as will enable him to take furlough when necessary and live during his furlough in such a manner that he may return to duty refreshed and invigorated; this is impossible on the furlough allowance admissible to junior officers under existing rules, and still more impossible if an officer is compelled to take leave on medical certificate early in his service; he then has doctor's fees and possibly the cost of an operation and nursing to meet, and the minimum allowance of £200 a year or three-quarters pay, whichever is less, is insufficient. (Compare this treatment with that of the Civil Service minimum, £500 a year or full pay, whichever is less.)

As the maximum leave allowance of Forest Officers is 4-5ths that of Civilians, the same rule should apply to the minimum leave allowance which should therefore be £400 a year or full pay, whichever is less.

The revised leave rules—which, it is understood, have been issued to the heads of various departments for opinion and remarks have not been issued to any Forest Officer. A copy having been supplied in reply to a special request for the same, the following appear to be points requiring alteration:—

(i) Article 301.—It is proposed to credit six months furlough to members of the Civil Service on arrival in India; similar credit should be given to Imperial Forest Officers who have to spend two or more years under training before coming out to India.

(ii) Article 304-b (ii).—It is proposed that if a Service has no special leave reserve, the number of officers absent on leave shall not exceed one-eighth of the strength of the Service. The exceptional unhealthiness of the Forest Service has been shown under "Conditions of Service" and under the same head the difficulty of obtaining leave has been dealt with. The Service has recently lost an officer (Barlow Poole) solely because he was refused leave; he stayed on duty and died. The leave reserve in the Forest Service should be greater than in other services, and should be strong enough to allow of one-fourth of the officers being absent at a time.

(iii) Article 309 (c) makes no provision for minimum furlough allowances of Forest officers.

(iv) Existing article 246 requires modification, so that the privilege leave earned in excess of three months may not be forfeited. Numerous instances could be quoted of Forest officers being refused privilege leave and thereby being deprived of a certain amount of full pay leave which they have worked for.

66464. (VI) Conditions of Pension.—The pensions now granted to officers retiring in England are smaller than they were 35 years ago. In the seventies of last century pensions were granted at the rate of "Rs. 5,000 or £500"; the present pensions are granted at 1s. 9d. per rupee, which gives only £437 10s. for Rs. 5,000. Those officers who earn the extra Rs. 1,000 pension (i.e., Conservators of 28 years' service, etc.) receive £525 or an increase of £25 on the pensions of 35 years ago.

The cost of living in England, rents, rates, taxes, education of children, etc., have increased enormously since the maximum ordinary pension was fixed at Rs. 5,000 or £500.

Pensions being deferred pay, an increase in the scale of pay should be followed by an increase in the scale of pension. It has been stated that this does not follow, but a reference to the rules regarding foreign service in the Civil Service Regulations shows that Government calculate on quarter of an officer's pay being deferred to meet the cost of leave allowances and pension, and one-eighth of an officer's pay being deferred to meet the cost of pension alone [vide article 755 (i) and (ii)]; therefore an increase in pay means an increase in the amount of deferred pay put aside to meet the cost of pensions. Under the old scale of pay one officer drew about

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Rs. 1,47,775 salary in the first 20 years of service; under the new scale an officer draws Rs. 1,90,320 for the same period (whole time calculated as being on full pay); on these figures alone the Rs. 4,000 pension on the old scale of pay should become Rs. 5,150 on the present scale; if pay for the 21st to 30th year of service be added the difference would be still greater, for under the old scale an officer drew Rs. 1,48,800 (average) and under the new scale he will draw Rs. 1,95,600 during those years.

The high death rate in the Forest Department decreases the charge for pensions.

The facts pointed out under "conditions of salary" [2 (1)] show that present pensions are inadequate; of the four officers therein referred to as having retired on full pension, not one is able to live in comfort on his pension.

It is more difficult for Forest Officers than for others to obtain employment after retiring, for the work for which they are qualified entails a strenuous active life, which is beyond the power of most men after 30 years' service in India.

The retiring pension of Imperial Officers (excepting Conservators) is the same as that of Provincial Officers, although the Imperial Officer—

(i) draws more pay than the Provincial Officer, and consequently should be credited with more deferred pay.

(ii) retires in England where the cost of living is much higher than it is in India, where the Provincial Officer retires.

(iii) incurs considerable expense over his training for service, whilst the Provincial Officer is given his training free of cost.

Therefore, if the pension which can be earned by Provincial Officers is fair the pension which can be earned by Imperial Officers is unfair.

Under existing rules an officer obtains nothing in return for his deferred pay for service subsequent to the completion of 25 years.—An officer retiring after 25 years' service is entitled to a certain pension; if he continues in service, the capital which supplies the pension is increased by (1) interest on capital (2) annual deferred pay; the deferred pay of a senior officer represents a larger sum than that of a junior officer, consequently the accumulation of capital is comparatively rapid after the twenty-fifth year of service.

The longer an officer stays in active service, the shorter the time for which he will draw pension; in other words the older a man is on retiring the larger the annuity which a given sum will secure. Therefore pensions should increase annually according to the length of service of an officer.

The deferred pay of an officer on the present scale becoming Conservator only in his 24th year of service and allowing for four years furlough during his service would buy an annuity of Rs. 7,015 if the officer attained 55 after 30 years of service; of Rs. 8,518 if the officer attained 55 after 32 years of service.

Any improvements in pensions which may now be granted should have retrospective effect.—The inadequacy of existing pensions formed the subject of memorials by forest officers to the Secretary of State in the year 1909, which memorials were withheld by the Government of India on the grounds that "the subject of pensions being one of those referred to the Commission, the Government of India are unable to further consider the matter until the report of the Commission is received." Thus the grant of the relief prayed for has been and is being delayed beyond the date on which—but for the appointment of the Commission—it should have been given, and it is felt that it would be unfair to officers retiring between the date of the Government Order above referred to and the date of orders being passed on the recommendations of the Commission, to deprive them of any improvement in the conditions of pension resulting from the report of the Commission. It is therefore strongly urged that all such improvements may be given retrospective effect from the 7th September, 1912.

The invalid pensions obtainable by Forest Officers are inferior to those obtainable by other officers,

although the risk of being compelled to retire on account of broken health is greater in "Forests" than in any other Department. The pensions obtainable are shown in the following comparative table; article 474 applies to all so-called uncovenanted Services except Forests, Public Works and Geological Survey which come under article 476:—

Years of service.	Forest officers' average emoluments.	Annual pension under Civil Service Regulations.	
		Article 474.	Article 476.
	Rs.	Rs.	Rs.
10	703	1,406	1,000
11	730	1,650	1,400
12	800	1,920	1,800
13	850	2,210	2,200
14	900	2,520	2,600
15	950	2,850	3,000
16	1,000	3,200	3,000
17	1,050	3,400	3,000
18	1,100	3,600	3,000
19	1,150	3,800	3,000
20*	1,200	4,000	4,000
21*	1,233	4,200	4,000
22*	1,250	4,400	4,000
23*	1,250	4,600	4,000
24*	†1,333	4,800	4,000
25 and above*	1,417	5,000	5,000
Total	...	53,556	49,000

* Under Article 476 pensions after 20 years' service are retiring pensions.

† This allows for an officer becoming Conservator after completing 23 years' service.

Thus the Forest Officer compelled to retire before completing 20 years' service on account of ill-health is worse off than officers of other Departments, and if compelled to retire between 20 and 25 years' service on account of ill-health, he would not be allowed the pension admissible under article 474 and would therefore again be worse off than officers of other Departments. The only set off to these disadvantages of the article 476 scale is that no medical certificate is required after 20 years' service, a concession of which very few officers can afford to take advantage. After considering the facts dealt with in the preceding paragraphs it is felt that the following is a fair scale of pensions for Forest Officers:—

Years of service completed.	Sterling pension.	
10	250	On medical certificate.
11	275	
12	300	
13	325	
14	350	
15	375	
16	400	
17	425	
18	450	
19	475	
20	500	Without medical certificate.
21	525	
22	550	
23	575	
24	600	
25	625*	
26	650*	
27	675*	
28	700*	
29	725*	
30	750*	

If the above pensions are granted, the Government should have the authority of retiring

* Applicable only to officers who have attained the rank of Conservator; £50 to be added for two years as Chief Conservator and £100 for two years as Inspector-General.

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compulsorily on the pension he has earned any officer of 25 years' service or more who is deemed inefficient and incompetent.

A large majority of officers consider that an officer's Family Pension Fund should be introduced instead of the present Provident Fund to which all officers should be required to contribute and pensions payable to a deceased officer's widow and children at a sliding scale according to length of service completed, say, after 5 years, after 10 years, after 15 years, after 20 years, and contributions should cease on retirement. The details of this suggestion must be worked out by an actuary and the terms laid before officers of the Department before such system is introduced.

Officers will be capable of better work when they know that a pension is assured to their families and do not have to worry over attempting to make adequate provision out of inadequate means.

66465. (VII) Such limitations as may exist in the employment of non-Europeans, and the working of the existing system of division of Services into Imperial and Provincial.—To enter the Imperial Forest Service now, the only limitation that exists is that a candidate must be a natural born British subject, and unmarried, except in the case of Indians; there is no necessity to make any change in this rule at present.

The proportion of Imperial Forest Officers in Madras Presidency should be increased, and as a general rule an Imperial Officer should be in charge of every Major Forest Division. It is inadvisable to place a junior assistant or an Extra Assistant Conservator in independent charge of a division.

There is in this Presidency no educated class of Indians to whom a forest life is congenial. Indians as a rule enter the Department in all grades as a means of earning a livelihood; not because they like the work and life, and this must and does tell considerably against zeal and efficiency. The number of Provincial Officers ought not, however, to be reduced as there is plenty of work for them all, and provided the men appointed are properly selected, each should prove of very valuable assistance to some district or other Forest Officer. At present, such assistance is greatly wanting owing to the numerical weakness of the Imperial staff.

66466. (VIII) Relations of the Service with the Indian Civil Service and other Services.—With the Indian Civil Service, at least in the Madras Presidency, Forest Officers are very intimately connected with regard to Forest administration. An essential addition to the Department of a Professional Head in the appointment of a Chief Conservator of each Province is most strongly urged. One very strong reason for the creation of this post is to ensure improvement in the preparation and control of working-plans, impossible when the sanctioning authority is a layman.

It must of course be definitely understood that selections to Chief Conservator's post as well as to that of a Conservator must be made on meritorious and tried work and ability and not solely by seniority.

The present position of District Forest Officer and Collector in this Presidency.—Although perhaps strictly speaking the following matter is not within the scope of the present enquiry, we desire, however, to take this opportunity of respectfully representing for favourable consideration either by the Royal Services Commission, or at least by the Government of His Excellency the Governor in Council the following:—

The position of a District Forest Officer is altogether anomalous.

He has no direct authority except in trifling matters; experience, good work, admitted ability and long service do not alter his position as defined in the Code one iota, and throughout his service he remains as he began with almost complete responsibility for efficient working but with little or no authority personal to his office. We know of no other service in the world where an officer's authority does not increase *pari passu* with his responsibilities.

The old Code put the District Forest Officer in the position of a Collector's Sheristadar, it made the Collector the executive Forest Officer, and the Conservator an advising authority with no power. The new Code has improved matters very little if indeed at all.

It has done nothing for the District Forest Officer beyond throwing on his shoulders the whole responsibility for execution and efficiency. It has given him no additional authority. The new Code bristles with clauses imposing on the District Forest Officer the various duties he has to perform, and responsibilities which he incurs, while the collector in nine cases out of ten is only mentioned in order to insist that the District Forest Officer is entirely under his orders or to force the former to exert his own authority over the District Forest Officer in all forest matters.

The theory underlying the whole system is that the Forest Officer is not to be trusted and that the relations of the Forest Department with the ryot are so intimate that the Civilian must be the directing authority.

On what this old and deep-rooted distrust is based we have no idea, but so long as it is allowed to continue, so long will the Madras Forest Service suffer in efficiency and self-respect.

The only argument we have ever heard is the personal one of inefficient members of the Service. But there are bad bargains in every service—bad Judges, bad Collectors, bad Engineers, etc., and we are not aware that the Madras Forest Department is any worse off in the way of bad bargains than other Departments.

But the Forest Department has a right to resent the idea that it is out of sympathy with the ryot and we do resent it. Many Forest Officers have a much closer knowledge of the people (especially of the jungle tribes) and a more direct sympathy with them than officers of other services.

It may be said that the present system works well in practice: that the District Forest Officer is permitted by the Collector to run the Department and is seldom interfered with, and that most of the restrictions exist only on paper. That is the case, no doubt, in all heavy districts from sheer inability on the part of the Collector to undertake the complete supervision of detail which the Code demands. It is also due to the loyal and tactful co-operation between Collector and District Forest Officer which has enabled a position which in fairness to both must be admitted is quite untenable and impossible, to have been even made practicable at all. But the fact is rather an argument in favour of abolishing the system than of retaining it, and there is real necessity for defining clearly the duties, responsibilities and authority of each officer.

Admitting that in nine cases out of ten the Collector has little knowledge of the inner working of the Department and no time to acquire it, the absurdity remains that on all forest subjects, technical or otherwise, he alone can address the head of the Forest Department. For instance, the Government require a valuation of a forest or a report on some detail of forest working. The Collector is called upon to report. His report may be a mere copy of the District Forest Officer's Office-note, or a paraphrase of it, or may be entirely his own as he is not bound to consult the District Forest Officer at all nor to follow his advice nor even to state that he does not agree with it. No one knows whether it is the opinion of the Chancellor or the District Forest Officer. The presumption is, that although it bears the name of the former, it is really a production by the latter. The presumption is often entirely wrong, and we have known cases in which the District Forest Officer whose opinion was far more valuable than that of the Collector, disagreed entirely with the opinions expressed.

Forest Officers naturally resent the fact that alone of all quasi-scientific departments, the opinion of officers of the Service on matters to which they devote a great part of their life is usually neither asked for nor indeed often acknowledged.

The want of recognition of the District Forest Officer's real position and the refusal to give him

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publicly the authority which he in reality has to exert in order to carry out his work, cause grave discontent in the Service. It has the further serious drawback that a Forest Officer's work is seldom on public record; that the Civilian head of the Department has little guide to the ability of the officers over whom he rules; that appointments are made which every Forest Officer knows to be wrong and likely to bring discredit on the Service; and finally that a District Forest Officer has no encouragement to exhibit any initiative and can idle away his time with perfect impunity under the Collector's sheltering wing.

The present system has also a serious drawback adverted to above, which we have never heard any one attempt to justify, namely, the want of differentiation between the authority of an experienced and an inexperienced officer. Both are treated precisely the same except that the former's responsibilities are increased by heavier and more difficult work.

Can anything be more absurd than to give to an experienced District Forest Officer of many years' standing in charge of a heavy division no more authority than is given to a totally inexperienced Extra Assistant Conservator placed in temporary charge of a district? We are aware that powers can be delegated by the Conservator, but delegation is made so difficult that it was obviously the intention of Government that it should seldom occur.

The following remedies are suggested:—

(i) Abandon the attempt to force on already over-worked Collectors the technical supervision of the Forest Department in their districts.

(ii) Raise the District Forest Officer's position to that of an officer responsible for the forest management in his own district, armed with sufficient personal authority to carry out his work, and independent of the Collector so far that he shall have the right of access to the head of his own Department and the right of having his own views on forest matters placed on record.

(iii) Differentiate the authority of District Forest Officers according to the responsibilities they have to assume. For instance, officers in charge of major charges should have much greater powers than those in charge of minor charges and than junior officers.

We do not consider that the Collector's administrative powers as head of a district should in any way be reduced. No forest matter should be settled without giving him an opportunity of freely expressing his views.

But we would abandon the hopeless attempt to make the Collector the initial authority for forest matters in his district whilst in practice giving the District Forest Officer the entire responsibility. The system is unfair to the Collector and to the District Forest Officer and especially to the latter, and we believe that all experienced Collectors will agree with our opinion on this subject.

A technical head to the Department, working directly under and in touch with Government is much needed. The present head of the Forest Department is the Board of Revenue and for a large number of years, the Forest Member of the Board knew little or nothing of, and cared little for, the Department; consequently no forward step in forest administration which it was thought would at first be acceptable to Government was ever sent up, and nobody upheld the work or the officers of the Department which would have stagnated had it not been for the keenness of its officers. At one time the ignoring of Forest Officers reached such a stage that in the annual report (prepared by the Forest Member) no Forest Officer was mentioned, the praise for all good work being liberally bestowed on Collectors. It is only in recent years that any real progress has been made in placing forests and the officers who work them in their proper position in the economy of the country, and even now numerous mistakes are made, and delays occur because there is no Forest Officer directly under Government to give information and to take an interest in getting forest papers put up for orders in a complete form without undue delay.

The following are a few instances of the results of there being no Chief Conservator or Forest Secretary to Government, occupying a position similar to that held by certain Public Works Officers:—

(1) All "forest" papers are submitted to Government by the Board of Revenue, which does not always quote the opinions of Conservators; Government are therefore unaware whether the statements and proposals are those of a specially trained officer, or of the member of the Board in charge of forests, a subject about which it is possible for him to know very little.

(2) When the "forest" papers reach Government, they are noted on by various people, and all the drawbacks to the proposals are naturally brought forward; no Forest Officer has an opportunity of defending the proposals, which therefore go up for orders with as last word the uncriticised case against them and consequently frequently are not passed, or are so modified as to defeat their original object.

(3) When it was proposed to provide for "Forest Research" in the Madras Forest College, Government enquired of the Board what "Forest Research" consisted of; the Board referred the question to Conservators. With a Forest Secretary to Government, such references would be unnecessary.

(4) In 1907 it was pointed out to the Board by a Conservator that in order to obtain recruits for the Imperial Service, it was necessary to indent on the Secretary of State fully three years in advance. In consequence of this representation an indent was framed that year, but since then (six years ago) not a single indent to meet future requirements has been made.

Within the next three years five Imperial Officers will have to retire under the 55 years' rule, and no steps have been taken to ensure the requisite supply of recruits. This failure to indent for recruits in good time besides upsetting the supply provided for the rest of India, leads to irregular recruiting with eventual periodical blocks in promotion to the class of Conservators.

(5) The disposal of forest papers is delayed partly because extra references are necessary and partly because there is no officer directly under Government interested in getting papers through promptly.

(i.) In February, 1913, Mr. Deaden Bryant, late Inspector-General of Forests, pointed out the need for a Chief Conservator in Madras; no orders have been issued yet.

(ii.) In March, 1912, the Forest Member applied for an increase of establishment; no orders have been issued yet.

(iii.) Until a few years ago the grant of leave to Forest Officers, their posting after return from leave, etc., were frequently in arrears.

(6) In some cases orders have been passed by Government which would not have been passed if they had first heard a Forest Officer on the subject.

(i.) The order declaring the Madras Forest College to be a "Vacation Department" appears to have been issued on a reference from the Accountant-General, Government being in ignorance of the fact that the vacation is only for the students, not for the staff; but the Government order deprived all the staff of privilege leave.

(ii.) In November, 1908, four officers were posted, to Malabar in fourteen days.

(iii.) Conservators have been censured by Government for not realising as much for their sandalwood as was realised at the Mysore sales, in ignorance of the facts that (a) the Mysore sales began at rates about equal to those realised by the Conservators, and ran up suddenly and unexpectedly towards the end of the sales; the rise was a surprise to Mysore and to the bidders; (b) the sandalwood from South Coimbatore is less rich in oil than the Mysore sandalwood and therefore commands a lower price.

(iv.) Local allowances were refused to Forest

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Officers, and even withdrawn from some officers only to be given back eventually after much correspondence.

(7) Continuity of policy cannot be expected when the head of the Department is a stranger to it, and is constantly changed; when one Forest Member goes on leave or is promoted, another Civilian takes up the post; his views may be unformed, or may be diametrically opposed to those of his predecessor. With a Forest Officer at the head intimate knowledge of the Department would be assured.

(8) As a minor point we would bring to notice that under the present system Forest Officers get no say in matters which intimately concern them; suggestions for modifications of the Civil Service Regulations referred by the Government of India are not referred to Conservators; the proposed revised leave rules which, it is understood, were sent for remarks to heads of Departments in Northern India have not been referred to Conservators in Madras; the reason is that Conservators are not heads of departments.

The proposal to place forests directly under Government was made by the Secretary of State in 1894.

The proposal was strongly opposed by the Board of Revenue, because it entailed a reduction in the number of members of that body.

The late Inspector-General of Forests in February, 1913, strongly urged the advisability of appointing a Chief Conservator of Forests in Madras.

66467. (IX) Any other points within the terms of reference to the Royal Commission not covered by the preceding heads.—The necessity for a "Research Institute" in connection with the Madras Forest College cannot be too strongly urged.

Each Imperial Forest Officer should be permitted to go to a hill station at his own expense for a period of six weeks annually to recruit his health. This privilege is already allowed in some provinces and should be extended to Madras. Any officer availing himself of such privilege would remain on duty and continue to carry out all the duties of his office, the only difference being that he would do so in the cooler climate of a hill station instead of in the burning heat of the plains. Such a privilege

would be certain to conduce to higher efficiency and probably to fewer leave vacancies, and it is strongly urged that the duties expected of a Forest Officer are arduous and trying enough to entitle him to this consideration.

Until a few years ago Forest Officers had prior claim to occupation of Forest rest-houses and paid no rent. The Government has now ruled that Forest Officers in this Presidency shall have no prior claim to occupation of such rest-houses, and that they must pay rent. Officers of the department feel that in this respect they are being treated on a different footing to their confreres in the whole of the rest of India—vide section 16 (II), Government of India Forest Department Code, 6th edition, which allows prior claim and occupation free.

66468. *Imperial Service opinion on Provincial Service.—Conditions of Service.*—Pensionable service should be reduced from 30 to 25 years with two years' furlough. An Indian after 25 years is no longer fit for Forest outdoor work. Many of them struggle on, performing indifferent work and eventually die in harness. A few sedentary posts for Provincial Officers are required for the same reasons as in the case of Imperial Officers. The posts suggested are such as Personal Assistants to District and other Forest Officers.

It is recommended that Provincial Officers may be permitted to go to a hill station on duty for six weeks annually as suggested for officers of the Imperial Forest Service. We desire also to point out that the Provincial Service has mainly to be recruited from the subordinate Forest Service. Such being the case, it is essentially desirable to attract the very best class of recruit obtainable for entry into the latter service. We therefore respectfully request that this service may also undergo re-organisation which it sadly needs. The present pay of the lowest grade of Forest Ranger, viz., Rs. 50, is absurdly inadequate for the position and the responsible duties which a Ranger has to fulfil. We are strongly of opinion that the minimum pay of this class of officer should not be less than Rs. 80 per mensem. We venture therefore to put forward this proposal with the earnest hope that it will meet with the favourable consideration which we are confident it deserves.

MR. F. A. LODGE called and examined.

66469. (Chairman.) The witness held the position of Conservator of Forests. There were four Conservators in the Presidency, each of whom had his own circle. Each revenue district was held either by one, two or three District Forest Officers. The charges were divided into major and minor for purposes of classification. All the eleven minor charges and eight major charges were held by Provincial Officers. Each Conservator had charge of one-fourth of the territory of the Province. Of the eight or nine districts within each circle, some were major and some were minor.

66470. He suggested that recruitment should be by selection combined with competition. He admitted that selection was a difficult task to perform satisfactorily, and that it was not easy to devise any form of machinery for discovering the suitability of a young man at the age of eighteen. Family history, surroundings of his youth, and so on, would help to a certain extent.

66471. He would be in favour of the re-introduction of the physical test. He recommended also that forestry training should be carried out at one residential institution, and suggested Oxford as being the best centre.

66472. Of the three years' training, it would be desirable that one should be spent in France. He thought the training given in France was more useful than that given in Germany. The training in Germany was too theoretical. He himself received his training in France, but in his time there were too many probationers, and the result was that some of the men did not learn enough French to fully appreciate the lectures. That fact,

and the desire to bolster up Cooper's Hill, had led to the abolition of the course in France. It was a very good thing to have a senior officer with recruits on the Continent, as a young Englishman wanted one of his own countrymen to control him.

66473. The witness was the senior man on the all-India list, with the exception of one, for the post of Inspector-General of Forests. He had applied for the post, and had been refused on the ground that his experience was limited to Madras. It was contemplated in the re-organisation of 1911 that the Madras Government should supply two Officers for India List Appointments, but the Officers referred to were primarily those at the Research Institute and College at Dehra Dun.

66474. He agreed with the suggestion that, instead of the present system under which Officers were assigned to separate Provinces, the various Provinces should be grouped into three units, Upper India, Burma, Madras and Bombay, and that each batch of three candidates should be allowed to elect for each unit in order of merit among themselves. That would ensure that Madras did not get so many men from the bottom of the list.

66475. There were many difficulties in the way of a system of interchange of forest officers between the various Provinces. The language, the different conditions, and the people of the various Provinces had all to be taken into consideration, and the language difficulty would be especially acute in the case of Madras. From the point of view of administration he thought there was more to be said against such a scheme than for it.

66476. The strength of the Imperial Forest

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Service in Madras was very inadequate, and required immediate increase. The present leave reserve was supposed to be six Imperial Officers, but there was so much ill-health in Madras that more than six men required leave every year. The Government had practically said that only four men were to be granted ordinary leave in order that a reserve of two might be kept for sick leave vacancies.

66477. In order to emphasise the necessity for an increased cadre, he had cited in his written statement five instances of officers who had applied for Foreign Service and were refused, and he considered that the cadre should be strong enough to enable officers to be spared for such work. Foreign Service was allowed in other parts of India.

66478. He agreed that when the cadre was fixed no account was taken of the possible appointment of an officer to the Gold Coast or Siam or Southern Nigeria, but if the cadre was strong enough to provide for emergencies owing to sick leave, it would also be strong enough for a man to be occasionally spared for a good billet elsewhere.

66479. One of their grievances was the slowness of their promotion compared with what it was in other parts of India. In other provinces senior men frequently obtained outside appointments, and this expedited the promotion of their juniors.

66480. With regard to his comparison of the forest areas in India and France, he did not think that an Indian subordinate Forest Officer could be expected to do better and harder and more thorough work than a subordinate Officer in France. The conditions of Service in India were much more difficult than in France, where they had all the forests beautifully opened out with roads, inspection paths, and forest guard houses. In India there were fever-stricken forests with very few roads through them. Officers had to fight against organised timber thefts, and the result was that the Indian Forest Service required, if anything, a stronger establishment than the French Service. He agreed that it would be many years before the same intensive system of forest management as was in vogue in France could be applied to all the forests in India. If there was a large increase of staff in India, they would be able to bring under forest management a very much larger area than was at present possible, and the result would be a very much larger revenue to Government. His contention was that an immediate increase in the cadre would correspondingly result in an immediate increase in revenue. He would like to see an increase of 50 per cent. in the staff immediately. Of that 50 per cent. three-fourths should be major charges.

66481. With regard to the conditions of salary, he compared the position of the Forest Service with the Public Works Department, and maintained that it should be at least as well paid as the engineers. As to whether the training of the Forest Officer would cost a considerable sum to the State as compared to the cost of the training of an engineer, it all depended on what contribution the State made during training. At present the State was giving probationers £120 a year, but when the witness joined the Service, the whole of the expense of training fell on the parents of the student. If in one Service the State paid for the training, and in another Service it did not, this consideration should undoubtedly be taken into account when fixing rates of salary.

66482. He agreed that objection might be taken to a continuous time scale without any charge bar on the ground that it had rather a deadening effect on an officer.

66483. He proposed that special allowances should be given in exceptional cases. He referred principally to the Forest College. The officer of that College had not a free house as the officer at Dehra Dun had. Since the written statement was sent in, the Government of India had sanctioned an allowance of Rs. 150 a month for the Principal

of the Forest College, but had not sanctioned house rent.

66484. With regard to pensions, not much advantage was taken of optional retirement after twenty years' service. From the point of view of the interests of the State, a scheme for optional retirement after twenty years was open to objection. If improved pensions were granted, his colleagues would be in favour of foregoing optional retirement at twenty years.

66485. He recommended the establishment of a family pension fund in place of the present provident fund. He would accept a fund administered by Government, and supported entirely by officers' contributions.

66486. Provincial Officers holding major charges were engaged on work of the same responsibility as Imperial Officers holding major charges, but the work done was not always of the same value. A major charge might at one time be held by an Imperial Officer, and at another time by a Provincial Officer. It certainly would conduce to the contentment of Provincial Officers if all Officers discharging the same work and responsibility and value were included in the same service, but he did not know that it would add to the contentment of the Imperial Officers.

66487. He thought it would be extremely difficult to find suitable Indian recruits for major charges in the future. Forest life was specially arduous, and it was a life for which very few Indians had any real liking, or were really fit. They were not fond of physical exercise for the sake of physical exercise. Apart from that abstract point of view, he agreed that under the present constitution of the Service there were several charges which were in essence of the same responsibility as the charges held by Imperial Officers, and which were occupied by Indians. The best method of recruitment of Indians was direct appointment to the superior service; the selected candidates to be given exactly the same training as the Europeans.

66488. (Mr. Madge.) A European Forest training had to be supplemented by some kind of special training in India before an officer could become quite efficient. They had to learn to adapt their Continental training to local conditions. At present they allowed a year for training in India.

66489. A training solely in India would be inadequate. There were no highly developed forests in India which could be utilised for the training of officers, and the officer who had not seen a Continental forest did not know what he had to aim at in India.

66490. The forest divisions were not co-terminous with the Public Works Department divisions. They overlapped in certain cases. The Public Works Department had six circles in the Presidency, held by Superintending Engineers, and the Forest Service had four circles, held by Conservators.

66491. He had had some experience of the Anglo-Indian and domiciled community, and he must say that he found that they were affected by the languor of the East, and had not the energy required for the life of a Forest Officer.

66492. By concentrating the forest training at one central college, a great waste of resource would be avoided and *esprit de corps* would be cultivated.

66493. (Mr. Fisher.) In order to enter the French Forest Service a man had to possess high academic qualifications.

66494. (Mr. Sly.) Owing to the fact that the cadre of the Provincial Service was below its full strength, officers of the Imperial Service were holding some of the major charges which, according to the reorganisation scheme, should be held by provincial officers. He did not agree that when the provincial cadre was strengthened there would be no necessity for an increase in the leave reserve. The complaint as to leave had been chronic for the last 30 years. The reason why the provincial cadre was short was because men of the required standard were not available to fill the upper posts. He ad-

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[Continued.]

mitted that, in spite of that fact, the number of charges handed over to the Provincial Service had been increased even recently. He contended that the explanation of the present difficulty with regard to leave reserve was that the work had expanded much faster than the cadre.

66495. An Imperial Assistant, before being put in charge of a division, was under training for one year. In addition to that he was for at least six months on tour, among other things visiting other districts than the one in which he received his training. He considered that an Imperial Forest Officer within one and a half years of his arrival in India was fit to take charge of a minor district, but not of a major district.

66496. In asking for special allowances, he was thinking of out of the way places, where the cost of living was higher than in large centres.

66497. With regard to his statement that selection for the post of Inspector-General was confined to officers with experience of Burma, he referred to a letter in which some years ago the Government of India had proposed to place all the Conservators on one list. In asking the Government of Madras to agree to the proposal the Government of India pointed out that if they did not do so, it would probably debar Conservators in Madras from becoming Inspectors-General, as it was considered essential that an officer holding that post should have had experience in Burma. It was the case that an officer from Bombay had held the post of Inspector-General for a time, and that the present Inspector-General had never been in Burma. It was also the fact that an officer was offered a transfer to a Conservatorship in Burma, and refused to accept the offer, but at the same time the offer was about to be withdrawn. The refusal to accept the offer was due to the fact that at that time it was proposed to abolish the post of Inspector-General; the officer refused to go to Burma if it was to lead to nothing better.

66498. At the last Board of Selection there were 20 or 22 candidates of all classes, who appeared for two vacancies in the Provincial Service. As a rule the domiciled European had poor educational qualifications. The Indian candidate had the necessary education, but had not either the physique or the energy, or a real liking for forest life.

66499. He would be in favour of introducing a system of competitive examination combined with selection as a test for entry to the Provincial Service. He was in favour of the system of filling a certain proportion of vacancies arising in the Provincial Service by promotions from the subordinate Service. At present it was very difficult to get a good class of recruits for the subordinate service, and the fact that some of them might get promoted to the Provincial Service would raise the standard. He thought that just as good a recruit for the Provincial Service would be obtained from the subordinate Service as by direct appointment.

(The witness withdrew.)

M.R. RY. RAO BAHADUR V. ALWAR CHETTY GARU, Extra Deputy Conservator of Forests, Madras.

Written Statement relating to the Provincial Forest Service, Madras.

66508. Preliminary.—The Provincial or Madras Forest Service consists of:—“Extra Assistant Conservators on Rs. 250 rising by annual increments of Rs. 20 to Rs. 550 and Extra Deputy Conservators on Rs. 575 rising by annual increments of Rs. 25 to Rs. 650. After an extra Assistant Conservator has attained to Rs. 550 a month, promotion to the class of Extra Deputy Conservator will depend upon the occurrence of permanent vacancies in that class, always provided that no Extra Assistant Conservator will be eligible for promotion as Extra Deputy Conservator unless he is considered by the Local Government to be fit for a major

66500. (Sir Valentine Chirol.) He considered that at present a provincial officer in charge of a major district could never be as efficiently equipped for the duties of that charge as were officers of the Imperial Service, owing to lack of experience of forestry in its highest form. That defect could, he thought, be remedied by recruiting a certain number of officers, direct, and sending them to Europe to be trained for the Imperial Service.

66501. He did not think that the Forest Service was one in which a man's ability could be sufficiently tested by mere examinations before entrance. According to his idea, a competent Board of Selection would include a medical officer, one or two officers with experience of India, a forest officer and a revenue officer.

66502. (Mr. Bryant.) He did not think that the language difficulty would constitute any great objection to the interchange of officers in the administrative grades from one province to another.

66503. The Imperial Forest Service was at present open to Indians in the same way as it was open to Europeans.

66504. The Imperial cadre was too small, and consequently the leave reserve also was too small. If there was a larger Imperial cadre, the present percentage might suffice.

66505. He did not consider that the Indian officers of the Department had made sufficient progress to entitle them to claim equality of treatment with Imperial Service officers. There might be exceptional cases.

66506. (Mr. Subrahmanya Ayyar.) He agreed that English was a foreign language to Indians, but he did not admit that it was just as difficult for a native to learn it as German or French, because Indians were taught English from their childhood. It was, of course, not impossible for an Indian to learn German or French.

66507. There was no educated class of Indians to whom a Forest life was congenial. That was not due to the fact that prior to 1911 prospects in the Department were not so good as they were in other Services. Improvement in pay and prospects would not make the work any more congenial. The best students did not enter other Services solely because of the better prospects which those Services held out, but because they offered more congenial conditions. If it were possible to establish Dehra Dun as a central institution for the training of Indian recruits, and it were also possible to collect there a teaching staff of the very highest quality and if the pupils from Dehra Dun could be sent for a year to the continent together with the English probationers, that would be a satisfactory system, but it would be very difficult to send an Indian student with no knowledge of European life straight off with a lot of English students on a foreign tour. If those difficulties could be overcome, the training might be effective.

charge. An Extra Assistant Conservator who has served for not less than three years on Rs. 550 a month, and who is considered by the Local Government to be fit to hold a major charge, but for whom no vacancy exists in the Upper Controlling staff, may, however, be given a personal allowance of Rs. 50 a month, and in the case of officers whom the Local Government considers fit for further increase of pay, this allowance may be augmented to Rs. 100 a month on the expiry of a further period of four years and to Rs. 150 a month on the expiry of a second period of four years. The Local Government may, by special order, in each case promote an Extra Deputy Conservator after one year's service on Rs. 650 a month to Rs. 700 a month for a period of three years and again to Rs. 800 a

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[Continued.]

month for a further period of three years and may then promote him to Rs. 850 a month until the close of his service; but promotion to Rs. 700, Rs. 800 and Rs. 850 a month should only be made when the Local Government is satisfied at each step that the individual is thoroughly deserving of such promotion.

The recruitment to the Imperial Forest Service is made by the Secretary of State in England. The process is essentially of selection with the aid of a board of advisers, combined under certain circumstances, with a competitive examination.

The Provincial or Madras Forest Service is recruited either by direct appointment of outsiders or by the promotion of officers in the Department. The minimum general educational qualification of the nominees to the former, is fixed at a standard not lower than that of the matriculation examination.

At the outset we must state that this division of the service into Imperial Forest Service and Provincial or Madras Forest Service is impolitic. Officers who discharge the same duties under similar conditions with identical responsibilities should in the public interest be treated alike. To treat one section of this service as inferior all along the line must inevitably tend to demoralisation. The present system deliberately excludes a whole class of officers from rising to the highest posts in the Department and it is not too much to say that such a method is sure to depress and deteriorate the submerged lot, and it is most undesirable that this state of affairs should be prolonged a moment longer and be allowed to create a natural feeling of intense discontent among the officers. In the course of transfers of officers from one place to another a charge held to-day by an Imperial Forest Service Officer comes under the control of a Provincial or Madras Forest Service Officer. The inferior status of the latter is not lost sight of by not only the members of the other services in the locality but also by the men in the subordinate Forest Service. In actual practical working this difference in status is a handicap for the Provincial or Madras Forest Service Office. But we prefer to rest our position on the higher ground of common fairness and justice that men who discharge the same duties should, as far as possible, be put on the same level.

Our submission is that the division of the Service into Imperial Forest Service and Provincial or Madras Forest Service should be done away with, and with it the nomenclature “upper controlling staff” and “lower controlling staff,” and the prefix “extra” attached to Provincial or Madras Forest Service men should also go. That the dual cadre should be abolished and members of the Imperial Forest Service and the Provincial or Madras Forest Service should be borne on a combined list, as has recently been decided in the Public Works Department.

The distinction between Imperial Forest Service and Provincial or Madras Forest Service being done away with, there will be one cadre comprising all the officers that now fall under the two heads Imperial Forest Service and Provincial or Madras Forest Service.

66509. (I) Methods of Recruitment.—To maintain the present proportion of officers recruited in England and also not to weaken the British tone and character imparted by them to the Service, we propose that not more than a third of the number of men required for any year may continue to be recruited in England as heretofore, Indians also being eligible to be selected and admitted. Of the remaining two-thirds not more than a half will be recruited by promotion of officers serving in the Department, and the remainder being not less than a third of the whole number required should be recruited by direct appointment of candidates outside the Department. At present the general educational qualification of the last class of men is the Matriculation examination. The Matriculation examination offers hardly the necessary general educational equipment for an officer who even under the present conditions, will hold a district charge. With

the advance of education in the country in general and of the distinct rise in the educational qualifications of officers in the other Government Departments, it is needless to labour the point that the Matriculation standard is undoubtedly low. The standard of general education must not be lower than that required of candidates recruited in England. A graduate's Diploma in some branch of Natural Science of an Indian University, or probably in some exceptional cases and with regard to certain communities such as Muhammadans and domiciled Europeans, the F.A. or Intermediate standard should be the minimum required of a candidate.

Physical fitness must necessarily form an important element in the selection of men to serve in this Department. After the candidate has satisfied the two requirements of physical fitness and general education, and if the number seeking admission in any one year is more than the number of vacancies to be filled, selection may be made by a special committee appointed by the Local Government. The candidate thus selected should not be more than 23 years old, and will be sent to the Dehra Dun College as at present.

66510. (II) Systems of Training and Probation.—The present system provides adequate training for men recruited by direct appointment in India, but it is desirable to modify it to make it quite on a line with the training received by the men recruited in England. Instruction in riding may be added. The present period of three years' probation after the College course is too long. It works a great hardship. During these three years the full pay is not allowed. For testing the actual fitness of a man for the Service and for discovering the latent qualities of a young man, it is submitted three years is a very long time. A year's probation after the completion of the college course is quite sufficient. The probationary period may be extended in particular cases for special reasons. It must be noted that the Imperial Forest Service men have no probation after they have finished the special training in England. A young man in India of the requisite physique would be 20 or 21 years when he takes a graduate's diploma in a University, and by the time he finishes the Dehra Dun College course he would be 23 or 24 years, and a year's probation would take him to his 24th or 25th year. While we welcome any change in the training in the Dehra Dun College tending to make it more efficient, we consider that the three years' probation is needlessly long.

66511. (III) Conditions of Service.—At present the post of Conservator is barred against the Provincial or Madras Forest Service men. An Extra Assistant Conservator has to serve (exclusive of three years of probation) sixteen years before he can attain the rank of Extra Deputy Conservator, and even then, only if there is a permanent vacancy in that class, whereas, an Assistant Conservator after five years can become a Deputy Conservator. There is a rule that after four years' service an Extra Deputy Conservator's work has to be reported upon specially for further promotion at each step, whereas, a Deputy Conservator rises to the maximum without any impediment. The rates of travelling allowance allowed to the Provincial or Madras Forest Service men are lower than those allowed to the Imperial Forest Service men. These rules cannot be held to be reasonable ones. There are other distinctions which may be termed invidious. Under the method of recruitment proposed above, it would be seen that the men recruited by direct appointment in India, are bound to be of high mental calibre and education and may fairly be presumed to do justice to their positions. It is always within the discretion of Government to keep back a man for bad or unsatisfactory work. The men recruited by promotion from the department generally not being young men, in their case the present conditions work a greater hardship. The cadre should be one for the two sets of men—those recruited in England and those recruited in India, and opportunities should be the same. The department affords a peculiar field for bringing

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into play an intimate knowledge of the wants and habits and the needs and requirements of the people, who are not of towns, but of the villages and outlying parts of the country far from the influences of English education. In dealing with such people and trying to meet their needs and requirements, it may safely be said that men born and bred in the country possess an advantage over those of other lands and climes. No less an authority on Indian Forest matters than the late Sir Dietrich Brandis, says in his book on "Indian Forestry," published so far back as 1897, "the larger the number of the natives employed in responsible positions the more forestry will cease to have the character of an exotic plant, or a foreign artificially fostered institution." He further observes in the same book, "the aim should be, gradually, in a few carefully selected districts, say, in Berar, or the Central Provinces to fill all appointments with pure natives of India, and when this has proved a success, to proceed further. It will be a great point gained, when the first native is appointed to the post of the Conservator of Forests in Berar or in one of the forest circles of the Central Provinces." Although it was 16 years ago that one of the most eminent of European Foresters that India ever had as the head of her forests gave expression to the above views, yet not a single Indian has ever been given a chance of being at the head of a forest circle. That Indians have not proved unequal to the duties of such responsible posts may, we venture to hope, be inferred from instances afforded by the neighbouring native States of Mysore, Cochin and Travancore. The Department, therefore, is one in which indigenous talent should be pressed more largely into the service of controlling positions. Our plea for the larger employment in controlling positions of men of Indian birth or domicile is not thus without the support of good administrative reasons. The outlook of the men in the Service must be widened not only to get the best out of the existing men but also to attract to it as good a material as is drawn to the other departments of Government service. The men, after receiving considerable general education, undergo a course of severe training in the Forest College at Dehra Dun. Work in the Department is strenuous. The men's lot is cast in unhealthy localities and just now a number of us are down with malarial and other fevers, the prevailing disease, we may say, amongst us. A considerable amount of tact is required of us in dealing with matters of forest administration, the points arising, as is well known, giving room for soreness and irritation among the people. These are some of the special features of service in the Department. The cadre should therefore be one, promotion being earned by good and approved work. All alike should have equal chances and equal opportunities to rise in the Service.

66512. (IV) **Conditions of Salary.**—The scale of salaries laid down in Sections 20 and 21 of the Madras Forest Code has been quoted above. The conditions are stringent and the chances of a man rising to a higher salary than Rs. 550 are impeded by restrictions unfamiliar in other branches of the Government service. As compared with the men recruited in England, the conditions are palpably harsh. It takes 27 years (exclusive of probation) for an officer recruited in India to become eligible to draw the maximum pay of an Extra Deputy Conservator. And although a salary of Rs. 850 is held out as the ultimate goal of the Provincial or Madras Forest Service men, the road being barred at several stages, it is well nigh hopeless for many a man in the Service to reach it.

We think it should be open to a man recruited in India to reach the maximum pay at the 20th year of service. The whole cadre should carry a uniform pay in each grade for the reason stated in paragraph 66508 supra—"that officers who discharge the same duties under similar conditions with identical responsibilities should in the public interest be treated alike." If any difference is made in the rate of pay between the men recruited in England and those recruited in India, it will

perpetuate the present attitude of superiority of the former towards the latter. If, however, it is considered that men recruited in England should be paid more than those recruited in India, the excess should be in the form of personal allowance. Our submission is that the pay of the whole cadre should be fixed at Rs. 300 rising to Rs. 1,000 in the 20th year of service, the men recruited in England being granted a personal allowance of 25 per cent. so that the latter may continue to draw their present salary of Rs. 300 plus 75 (the existing starting salary is Rs. 380) rising to Rs. 1,000 plus 250. An officer recruited in India when appointed Conservator, should, however, get the present full sanctioned pay of the appointment.

66513. (V) **Conditions of Leave.**—The present rules regarding leave of the Provincial or Madras Forest Service officers do not meet the special difficulties under which they labour. It is beyond dispute that Forest Officers have to work in very unhealthy tracts of the country and the unhealthiness of the work is therefore greater than in other Departments. If an officer takes leave he comes back after the expiration of the leave in improved health and his outturn of work must be better. Not only in the interests of the officers but also in the interests of the Department, the leave rules should be so framed as to let an officer go on leave when he feels run down in health. We therefore propose that after eight years' service an officer should be eligible to take one year's furlough. Subsequently every five years he would be eligible for a year's furlough, the intervals between two furloughs being reduced to four years. The allowances to an officer on furlough should be half the salary he was drawing just before the commencement of the leave. Many a man in the higher grades hesitates to take leave because the leave allowances are comparatively small and puts off taking leave in order to earn a higher average. This, while injurious to the health of the officer himself, is not advantageous to the Department. There need be no apprehension that more favourable leave rules would bring in a crowd of applicants for leave. The exigencies of the Department and the judgment of the controlling authority will always check applications on unsubstantial grounds.

66514. (VI) **Conditions of Pension.**—At present a Provincial or Madras Forest Officer can retire, voluntarily, after 30 years' service, and after 25 years if invalidated, on full pension. The 30 years' rule is unsuitable to this Department. A man would be past 50 after 30 years' service. The work of an officer of the Department is not at his desk nor does it lie on even ground which he could traverse in a car. His work is literally uphill and a man past 50, however strongly he may be impelled by a sense of duty, cannot really do justice to his work. Here again it is in the interests of the State to let a man voluntarily retire when he thinks that he is not equal to the arduous duties of the Department. But it is too much to expect of a man to invalidate himself and leave the Service at considerable loss because he believes in his conscience that he cannot discharge his duties as efficiently as he did five or six years earlier. There need be no apprehension that the more favourable pension rules would induce any large numbers of men to retire on half pay. From the knowledge and experience of Government in the various departments retirements generally are not quite voluntary. Applications for extensions of service are numerous enough. We therefore propose that after 25 years' service including three years of leave with allowances, an officer should be permitted to retire on full pension, i.e., half his salary and that after 20 years' service he should be permitted to retire if he is invalidated. A distinction must be drawn in the pension rules between officers whose work is more at the desk and those whose duties require in addition to vigour of mind capacity to stand a considerable amount of physical endurance and hardship such as Forest Officers are called upon in their usual work to bear.

66515. (VII) **Limitations in the employment of non-Europeans, and division of Service into Imperial and Provincial.**—Under the heads Pre-

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[Continued.]

liminary and Conditions of service and salary the limitations in the employment of non-European officers and their disabilities have been set forth and commented upon. It has also been submitted that the terms Imperial and Provincial should be abolished.

66516. (VIII) **Relations with Indian Civil Service and other Services.**—The District Forest Officer is in many matters subordinate to the Collector. So far as administrative matters go the dependence of the Forest Department on the executive head of the District has worked for good. Apart from the purely technical side of the Forest Officers' work the co-operation and advice and guidance of the executive head of the District makes for smooth working. The one influences the other, and the result is so far satisfactory. If this dependence were removed and the Forest Department thoroughly dissociated from the Revenue the com-

plaints and cavil against the Forest Department would increase in volume and vigour. In purely technical matters we do not think officers of the Indian Civil Service have interfered. The Police and Magistracy being under the control of the Collector and District Magistrate their co-operation is also secured to the Department by the present conditions.

In this Province the Conservators are subordinate to the Board of Revenue, one member of which holds the portfolio of forests. The members of the Board of Revenue are Indian Civil Service Officers who had distinguished themselves in District administration as Collectors. The head of the forest administration in this Province therefore possesses in addition to a wide knowledge of the wants and conditions of the people a high degree of administrative ability. This arrangement should in our opinion be continued.

RAO BAHADUR V. ALWAR CHETTY called and examined.

66517. (Chairman.) The witness at present held the position of Extra Deputy Conservator of Forests. He was in charge of one of the eight major charges. Any major charge could be given to a provincial officer. His own predecessor was an Imperial officer. Senior Imperial officers were also in charge of minor charges. He had been in the Service 27 years.

66518. He recommended the abolition of the division into Imperial and Provincial branches. He would recruit for the combined superior posts, one-third in England, and the remaining two-thirds in India.

66519. In his opinion the eleven minor charges were posts of as great responsibility as the eight major district charges. The only difference between the major and minor charges was a difference of size.

66520. Of the two-thirds recruited in India, one-third should be drawn from the ranger class, and one-third recruited direct. The qualification he suggested for admission to the superior Service in India would be a degree in Natural Science, and he would also put candidates through an examination after nomination if the number of candidates coming forward was more than the number of vacancies.

66521. He was not in a position to say whether the proposal he made for a very considerable increase in recruitment in India, and therefore a corresponding diminution of the European element, would have any effect on recruitment in England. The general educational standard of the ranger was not sufficiently high to warrant his being given one-third of the posts in the senior Service, but his experience would make up for any lack of educational attainments. A ranger should not be put in command of a major charge; he should only be given a minor charge.

66522. Provincial officers did not receive the leave to which they were entitled. For instance, he himself had served for 27 years, and had been refused furlough. He attributed that to the scarcity of officers. He did not consider that the provincial cadre was inadequate, but there were many vacancies which were not filled up. Out of the eight sanctioned appointments, only six were filled up and of the six officers only four were on active duty.

66523. Very few provincial officers lived long enough to enjoy their pension. Twenty-five years was quite a long enough term to have to serve in order to qualify for pension.

(The witness withdrew.)

66524. (Mr. Sly.) He was recruited to the Forest Department by selection. He was appointed as Probationary Sub-Assistant Conservator on a salary of Rs. 75. He had never served as a ranger.

66525. (Mr. Fisher.) He approved of the dependence of the Forest Department on the executive head of the Department. His reasons for this view were set out in the written statement. The strict enforcement of the forest laws was unpopular with the people, and the function of the Collector was to look after the interests of the peasantry. Orders which received the sanction of the Collector received better attention from the people than orders which did not.

66526. (Mr. Madge.) Possibly one reason why Imperial officers had been put into minor charges was because they were rather old, and at an advanced age a man could not do such hill-climbing as a younger man. Provincial officers had been entrusted with major charges and had done well. He contended therefore that whatever the theoretical advantage might be of an English training, Indian forest training sufficed for the charge of Indian forests.

66527. (Mr. Bryant.) He considered that Indian district forest officers generally carried out their duties as efficiently as Imperial forest officers. He did not agree there was a tendency on the part of an Indian to fill every subordinate post within his gift with his own relations, or at any rate, with those of his own caste. In his view provincial officers had up to the present shown the same initiative and organising powers as the Imperial officer and this justified their claiming equality with Imperial officers.

66528. He admitted that the Provincial Service as at present constituted was a well paid one for Indians, but it was not as well paid as it ought to be, considering the nature of the Service.

66529. (Mr. Subrahmanya Ayyar.) He had entered the Department because he had a liking for forest life. At the time he joined he had received from a Collector the offer of an appointment carrying higher pay, so it was not merely a question of salary which decided him in joining the Forest Department.

66530. Until 1899 Indians were not allowed to compete in England for the Forest Service. Since that date he could quote ten instances of Indians who had gone to England and had received a forestry training there.

66531. A knowledge of the very best managed model forests on the continent was helpful for the successful management of Indian forests.

At Bombay, Wednesday, 11th February, 1914.

PRESENT:

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

SIR VALENTINE CHITROL,
WALTER CULLEY MADGE, Esq., C.I.E.

FRANK GEORGE SLY, Esq., C.S.I.
HERRBERT ALBERT LAURENS FISHER, Esq.

And the following Assistant Commissioners:—

G. E. MARJORIBANKS, Esq., Deputy Conservator
of Forests, Bombay.

V. D. P. REBEIRZ, Esq., Extra Deputy Conser-
vator of Forests, Bombay.

R. R. SCOTT, Esq. (*Joint Secretary*).

G. P. MILLETT, Esq., Conservator of Forests, Bombay.

Written Statement relating to the Forest Department.

(I) IMPERIAL FOREST SERVICE.

66532. (I) **Methods of Recruitment.**—I do not consider that the present method of recruitment is the best. It is an arrangement which was rendered necessary by the failure of candidates to present themselves at the competitive examinations after the system of training at Cooper's Hill had been abolished, and that of training at Oxford University had been introduced. The expenses of the latter method of training prevented the parents from attempting to put their sons into the Forest Service.

Under the present method of recruitment, candidates are selected by the Secretary of State for India acting with the advice of a Selection Committee, after applications for appointments have been made by them. In order to be eligible the candidates must be not less than 19 but under 23 years of age, and they must have obtained a degree with Honours in some branch of Natural Science in a University of England, Wales, or Ireland, or have passed the Final Bachelor of Science examination in pure science in one of the Universities of Scotland, and they must have a fair knowledge of either French or German.

The above is according to the latest regulations which have been published, and the choice of candidates is limited practically to men who have already undergone a University training. The selected candidates have then to undergo a period of probation of two years at one of the Universities, Oxford, Cambridge, and Edinburgh; and for this they are to receive payments at the rate of £120 a year, or £240 in all.

Under the above regulations the average age of the successful candidates can hardly be less than 22 years, and by the time they have finished their training and are ready to proceed to India, the average age will be between 24 and 25 years. It is not advisable that officers should commence their work in India at an age of nearly 25, and I give the following three main reasons for holding this opinion:—

(1) At 25 men are less able to adapt themselves readily to the peculiar conditions of work in the Indian Forests—the solitary life and absence of comfortable surroundings to which they have become accustomed by long residence at a University are apt to be irksome.

(2) An officer who commences his service at the age of 25 has only 30 years to put in before reaching the age of 55, at which he is bound to retire. Under the present regulations he has small chance of earning his highest pension, since to attain this 28 years' effective service in India is required. This only permits him two years' furlough for the whole of his service, which is manifestly too little.

(3) At 25 men are already thinking of settling in life; some come to India already engaged to be married, and numbers of them marry before they have been five years in the country. Early

marriage detracts from the efficiency of Forest Officers since they are unable to tour so freely as when single; also they are unable to save money from their pay, and ill health in their families or themselves frequently leads to debt.

In my opinion previous University training and the holding of Science degrees are not of advantage for Indian Forest Officers; what we want are good practical men, of good social standing, fond of sports and of an out-door life. Only a few specialists in Science are required, and these will always be forthcoming in the future as in the past if encouragement for further study is afforded to these men who possess a liking or a genius for the subject. I advocate therefore a reversion to a lower age for recruitment, and for selection by means of competitive examination combined with nomination as was formerly the case. This system has provided an excellent type of officer in the past, and though it failed after Cooper's Hill College had been abolished, for reasons that I have stated, it will now, I am confident, be successful if the period of training at a University after selection is placed at about two years and the present system of payments amounting to £240 in all is maintained, or preferable increased to £300. The limits of age should be not less than 18 nor more than 20, and the subsequent training may be as at present arranged at a University. If the limits of age be fixed as above we shall obtain young men who have just completed their education at a public school, or some of whom have had further tuition at a University or other institution, but who are still young enough to be shaped for an Indian career. Also—which is a powerful consideration—parents will be more ready than at present to bring their sons forward for entrance into the Forest Service if they can do so at an age which will still permit of the boys turning their attention to other professions in the event of failure at the Forest examination. At present many parents whose boys desire to enter the Forest Service are unwilling to take the risk of sending them to a University on the chance that they will obtain an honours degree and be selected subsequently for the service.

In selecting by the competitive examination marks should also be given to candidates who have been in the Officers Training Corps, according to their length of service in it. This training is not only of value to the boy, but the willingness to undergo it affords proof of the boy's liking for out-door work.

66533. (II) **System of Training and Probation.**—It is a great pity that the Cooper's Hill College was abolished. The training for a Forest career in India that was afforded at that institution was in my opinion superior to that which can be obtained now at a University. The work was centralised and the probationers were collected in one institution; they worked together and developed *esprit de corps*; they had not the temptations to neglect work that exist at a University; and they had not the opportunity which they have at a University to contract habits of ease and

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comfort and to develop into young men of the world. They had already been selected for the Indian Forest Service and knew what was in store for them.

At present candidates for appointments to the Forest Service are apt to apply for them as an afterthought. This of course will not be the case, even if the present system of training at an University is continued, if the candidates are selected at the earlier ages of between 18 and 20 which I have suggested. They will then be at the commencement of a University career and not at the end of it as at present. In the absence of a special college the present system of training probationers at an University must be continued, but I am against the system of having several centres of instruction. For the development of a proper spirit and an intelligent interest in the work they are to do in India, which has been an invaluable agency for good practical work and administration in the past, the selected candidates should know each other and work together during their period of probation. Let Government select one University—Oxford, Cambridge, or Edinburgh—for the training of their Forest probationers. The number of the latter selected annually will rarely exceed 12, and it is bad policy to have the probationers scattered at different Universities, even if the course of study at each is arranged on similar lines.

Owing to the absence in Great Britain of large forests to which the principles of forestry have been applied for a series of years it is essential that the probationers should undergo as at present a course of practical training in the forests of Germany and France. The period of instruction must be of sufficient length to permit of this being carried out. The training at the University should extend over two years, and it should be followed by a practical training of at least six months in Germany or France. The total length of the period of training will thus be about two and a half years. The selection of the candidates should be made in January and not in July or August as at present. The probationers could thus complete their course of training and be ready to proceed to India, after a short stay at their homes, at the beginning of November in the third year following their selection.

66534. (III) **Conditions of Service.**—Service in the Forest Department is more arduous than in other branches of the administration. Long periods have to be spent in remote parts, for the forests are generally situated in the regions of hills and valleys at a distance from the more civilised and valleys at a distance from the more civilised portion of the district. Forest Officers are more exposed to malaria and the influences of bad climate, bad water, and often poor food. The mortality amongst forest officers in India has been very great, though Bombay has been less unfortunate in this respect than most of the other Provinces. Married men also have much sickness in their families, and have to leave the latter at headquarters, when visiting unhealthy regions where their work lies—or to send them to England—all of which add to the expense and discomfort of his life. In spite of these drawbacks the Service is liked by the men in it, but they work under the sense that they do not receive adequate compensation in the matter of pay, leave, and pension. Each of these conditions will be dealt with under its head later. But some ways in which the amenities of Service might be improved are the following:—

When unhealthy districts have, in addition, an unhealthy place as the headquarters where officers stay during the rainy season, June to October, it should be permissible for an officer to move himself and his establishment temporarily to some more healthy station where, whilst performing his routine work, he can also recuperate his health, which has generally suffered during the working season from November to May.

Owing to the long distances over which transfers have occasionally to be made in the Bombay Presidency, a transfer of an officer is often equivalent to a heavy fine. This, of course, applies also to officers of other departments. The allowances for

the transport of house and camp furniture, family and servants, and horses, etc., should be on a more liberal scale than at present.

In some Headquarter stations the bungalows which have been constructed for Forest Officers have entailed very heavy expenditure, the interest on which implies the fixation of a high rent, and the officer occupying the bungalow may be called upon to pay the maximum which can be taken from him as rent, namely, 10 per cent. of his pay. This is a fair arrangement during the recess season when he is in residence, but is not fair in the touring season, when the officer is away from his Headquarters and incurring other expenses whilst having still to pay the rent of the bungalow. It would be a fair arrangement if only half the ordinary rent due from him should be paid during the touring season, or during the time he may be absent on privilege leave and the bungalow not occupied by another officer.

At present there is no appointment of Chief Conservator in Bombay though it is hoped that the Government of Bombay may shortly apply for and obtain the constitution of that appointment. Bombay Forest Officers feel that under their present conditions of service their chances of obtaining a high paid appointment are not equal to those of their brother officers who serve directly under the Government of India, since not only can they not obtain a Chief Conservatorship, but their appointment to the highest post of Inspector-General of Forests is in fact barred, though not in theory.

Also they consider it hard that the Sind Circle should be constituted a Deputy Conservator's charge instead of a Conservator's charge as was formerly the case. Although not so important as the other Forest Circles, the Sind Circle is still one that requires capable officers. At present it is made the harbour of refuge of an officer who is not deemed worthy of promotion to a Conservatorship. This is bad for the officer and bad for the Service, and there is every reason for restoring a Conservator to Sind and so giving the Bombay Officers a fourth Conservatorship.

66535. (IV) **Conditions of Salary.**—These have been much improved since the pay of Conservators was raised in 1906 and Time scale pay for Deputy and Assistant Conservators was introduced in 1907. The fixing of the pay of Conservators at Rs. 1,500, Rs. 1,700 and Rs. 1,900 instead of at Rs. 1,500, Rs. 1,750 and Rs. 2,000 which are the rates granted to Superintending Engineers in the Public Works Department who correspond in rank with Conservators of Forest has always been a source of dissatisfaction to Forest Officers. Also Rs. 1,500, the pay of the third grade Conservator, is considered as too little for an officer holding such a responsible position, in view of the expenses which he has to incur and the increase in the cost of servants' wages and of living in India generally.

The pay of the third grade Conservator should be raised to Rs. 1,750, and the other two grades should carry pay of Rs. 2,000 and Rs. 2,250 per mensem respectively. The pay of the Chief Conservator should be Rs. 2,500 with annual increments of Rs. 100 up to a maximum of Rs. 3,000.

The incremental pay of Deputy and Assistant Conservators has been fixed at Rs. 380 per mensem on first appointment as Assistant Conservator, with increments of Rs. 40 per mensem for the first eight years when a pay of Rs. 700 is reached, and thereafter Rs. 50 until a maximum of Rs. 1,250 per mensem is attained in the 20th year of service. A Deputy Conservator drawing Rs. 1,250 per mensem can get no further addition to his pay unless and until he is promoted to a Conservatorship. Whilst appreciating the benefits of the Time Scale pay, Junior officers of the Forest Department find that in the first eight years of their service they are generally losers in the amount of pay they draw, compared with the time when, commencing on Rs. 350 as second grade Assistant Conservator, they ordinarily received promotion to first grade Assistant Conservator on Rs. 450 after being about a year in that grade, and thereafter were eligible for acting allowances when officers above them

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were absent on leave. The Junior Officers contend that their initial pay should in fairness be Rs. 400 and that their incremental pay should be Rs. 50 per mensem annually thereafter; their maximum pay would then be attained in the 18th year of service, which is the time when promotion to the rank of Conservator should ordinarily be nearing attainment. The promotion to Conservator's rank depends however upon the occurrence of vacancies, and officers who are fully qualified to perform the duties of a Conservator often find their promotion blocked, and that they have to remain for several years longer on the maximum pay—Rs. 1,250—of a Deputy Conservator. After 18 years' service it is possible to judge whether a Deputy Conservator is fit for promotion to a Conservatorship or not. If not fit, then his pay need not be further increased; but if he is deemed worthy of promotion to Conservator on the occurrence of a vacancy then his pay should continue to rise by increments of Rs. 50 to a maximum of Rs. 1,500 in the 23rd year of service unless promoted to a Conservatorship before that date.

66536. (V) **Conditions of Leave.**—The Government of India about a year ago circulated proposals for revising the present leave rules in the Civil Service Regulations. If the new rules suggested are brought into effect, the conditions of leave will be much more favourable than at present and will leave little to be desired. The disabilities which are felt at present in the matter of leave are that though an officer may earn one year's furlough for each four years of service, he may not take any furlough except on medical certificate until he has been eight years in India after first arrival. Also an officer may not take a fresh period of furlough until he has put in three years' service since his last furlough; and if he takes more than six weeks' privilege leave combined with other leave he may not take such combined leave or furlough again until he has put in 18 months' service after his return from the former leave. If the new rules are sanctioned an officer will be permitted to take leave, when such is due to him, at any time when his services can be spared; and this is what officers now desire.

The minimum leave allowance for an officer on furlough is not now sufficient. It was fixed at a time when the expenses of living were much lower at £200 a year. We consider that this should now be raised to £400 a year as this amount is not more than sufficient to permit of an officer living in England when on leave, in such decent amount of comfort as will enable him to recover his health and fit himself for further service in India.

66537. (VI) **Conditions of Pension.**—There is a great deal of dissatisfaction with the present rates of pension. Whilst the pay of officers has been increased, the pensions which can be earned have remained practically at the same amount as they were when the Forest Service was first constituted 50 years ago. Many memorials have been made by Forest Officers, but little redress has been obtained. Originally the highest pension attainable was Rs. 5,000 equivalent to £500. When the exchange value of the rupee declined to about half its former value, the Secretary of State recognised that some redress was called for, and he then fixed the rate of exchange at 1s. 9d. in the case of Indian pensions drawn in England. The value of the Rs. 5,000 pension thus became £437 10s. which was still considerably short of its former equivalent of £500. Later, an additional pension of Rs. 1,000 a year was granted to Forest Officers who had served as Conservators for not less than three years and who had 28 years of effective service to their credit. This raised the highest attainable pension to £525. A Forest Officer is also allowed to retire voluntarily after 20 years' service of which 18 must be effective on a reduced pension of Rs. 4,000 a year or £350.

With the great rise that has taken place in the cost of living in England and the consequent reduced purchasing power of the sovereign the above pensions have become quite inadequate to afford Forest Officers on retirement the comfortable subsistence in England which was intended when the

amounts were fixed. The ordinary Forest Officer can save little from his pay during his career in India. The Provident Fund which has been established now for 17 years provides for some compulsory saving and the amount thus put by during his service, when taken out on retirement and invested will give him some enhancement of his yearly income. But the Provident Fund serves the purpose more of furnishing some provision for the officer's widow in the event of his predeceasing his wife, than of reinforcing the amount of his pension. The purchasing power of the sovereign having decreased by about 25 per cent. it is fair to conclude that pensions of officers should be increased by a corresponding amount, and Forest Officers consider that they have an equitable claim now to pensions on the following scale:—

After 20 years' service	...	...	£ 500 a year
After 25 years' service (provided the officer has attained the rank of Conservator)	...	...	600 "
After 28 "	...	...	700 "
After 30 "	...	...	750 "

It is further considered that in the case of officers who have to retire between the above periods on account of ill health the pension granted should be increased proportionately to the length of their service. This would imply an increase of £25 a year for each year of service, so that an officer retiring on account of ill health after 21 years would receive £525 a year and so on.

Finally we consider that the amount of the invalid pensions which are granted to Forest Officers who are compelled to retire before they have rendered 18 years of effective service, are insufficient. The cases of Forest Officers who have been forced to retire on account of ill health before they have completed the 20 years' service which qualifies them for their first pension have not been numerous in the past, and it need not be expected that they will be numerous in future. There is all the more reason therefore that the allowances in the way of pension should be liberal. A Forest Officer compelled to retire prematurely on account of ill health has very little chance of obtaining employment in England. The present maximum scale of pensions which can be given to an officer drawing his pension in England is as follows:—

Years of completed service.	£ s.
10	87 10
11	122 10
12	158 0
13	193 0
14	228 0
15 to 19	262 10

We submit that an officer who has lost his health under the conditions of his service in India should not be reduced to poverty in England when compelled to retire prematurely. His pension should be on a scale that, with the aid of his savings or any other money he may possess he may be able to subsist with some degree of comfort; and we consider that this cannot be managed unless a minimum pension of £250 be granted to him after 10 years' service, with an increase of £25 for each further year of service up to 20 years, at which period he becomes eligible for his first pension on voluntary retirement. It is not to the advantage of Government that an officer should struggle on in active service when on account of his health having broken down, he is incapable of performing his duties in an efficient manner. But an officer in ill health is at present compelled to do this since the pension he can obtain if he is allowed to retire on medical certificate is totally inadequate for his needs.

66538. (VII) **Such limitations as may exist in the employment of non-Europeans, and the working of the existing system of division of Services into Imperial and Provincial.**—The only limitations which exist to the employment of non-Europeans in the Imperial Forest Service consist in the fact that they must make themselves eligible for appointment by taking

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an Honours degree at a University in Great Britain. When we consider the number of Indians who proceed annually to England for purposes of study and who distinguish themselves there at the Universities, we can only conclude from the very small number of them who seek to enter the Forest Service that that Service does not attract them. Non-Europeans have an equal chance with Europeans of selection by the Secretary of State for India and his Selection Board, but they do not appear to present themselves for selection, since only one Indian has joined the Imperial Forest Service under the present regulations, whilst a large number have joined the Indian Civil Service and the Indian Medical Service by means of competitive examinations. Indians of means and social position who proceed to England to study do so with the aim of either joining one of the above Services, or of qualifying themselves for a profession. The nature of the work of the Forest Officer in India, or the prospects of the Forest Service, do not seem to attract them, and it is doubtful if Indians of the above class would be attracted to the Service even if entry to it were made possible in India. In any case it is in my opinion not an experiment which should be tried. Technical training in Europe is essential for the production of an efficient Forest Officer, and a lowering in the present standard of recruiting would result in a serious set-back to Forestry in India accompanied by a permanent loss of revenue. On the other hand the class of men, both of European and Non-European extraction who seek to enter the Forest Department in India find ample scope for their aspirations in the Provincial Forest Service which now offers to them an excellent career.

The scales of salary, leave and pensions fixed for the Imperial Forest Officers are rendered necessary in order to attract to India Europeans of good education and social standing, capable of making good administrators. There would be no justification to pay such salaries, etc., to men who were serving in their native country, under conditions to which they were accustomed, and who had no need to lay by their money out of their pay to meet the expenses of their own occasional furlough to England, or of sending their families there, or of educating their children in England. If the present division of the Service into Imperial and Provincial were abolished and the two services merged into one the scale of salaries would in fairness to the people of India who are taxed to pay them, require to be fixed on the basis of living in India. In that case the Europeans appointed as at present by the Secretary of State would require to be given personal allowances and would require to be given pension which would place them on the same footing in regard to emoluments, leave and pension, as they are at present or as advocated. If the Indians considered that invidious distinctions were caused by higher rates of emoluments being shown in the Civil Lists for Europeans as compared with Indians, such personal allowances would be omitted and record kept of them only in such manner as Government would arrange—the monthly pay to be drawn by each officer being regulated by pay slips from the Audit Department as at present. But I consider that the present system of dividing the Service into two Branches, viz., an Imperial and a Provincial Service, is satisfactory, and I deprecate any change being made in it. The Provincial Service is recruited mainly from Non-Europeans. The type of recruit which is being obtained for that service is improving, and the rules now in force for the selection and training of the recruits for the Provincial Forest Service will provide for the admission of better officers than has been the case hitherto. The Forest Service is a small Service compared with most of the other Indian Services, but it comes largely into contact with the agricultural population and has to deal with a great amount of valuable property. It makes, therefore, great demands upon its officers for strict probity in their dealings. Careful selection and training of the men required for the Service is essential. Indians are generally found wanting in the capacity to initiate new undertakings for the development of the forests, in the

willing acceptance of responsibility and the power of performing their duties in the face of opposition and pressure brought to bear against them. But they have proved capable of doing good work under the guidance of European Officers. The Protective Establishments—Rangers, Foresters and Guards, who number many thousands, prefer to have European Officers at the head of affairs in their districts, and it is only thus that the full value of their services is obtained. Officers in the Provincial Service will doubtless develop greater capability and reliability for the due performance of Forestry work in the future, and the present conditions of the Service offer scope for such improvement; and it would be inadvisable to attempt to accelerate it by special measures taken with a view to extending the employment of Non-Europeans in the highest offices of control. The course of training which is given to Probationers for the Provincial Forest Service at Dehra Dun is excellent for the purpose for which it has been instituted, but it could never be made to take the place of a European training.

66539. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—The only other Service besides the Indian Civil Service with which the Forest Department ordinarily has dealings with is the Public Works Department, and the relations of the Forest Service with all other Services are good. In former times there had been a tendency for friction since the Forest Service was young compared with the others, and it took time for the other Services to understand and appreciate the great value of the Forests to the Country and the need for their maintenance and development. The Forest Settlement, which fixed the lands, out of those which had been provisionally gazetted, which were to be retained as Reserved Forest, and which was made by members of the Indian Civil Service, had been followed by the introduction of Working Plans for the forests drawn up by the Forest Officers. The needs of the agricultural population in regard to forests have been borne in mind in carrying out both the above operations, and former conflicting interests between Forest and Revenue Officers in the matter of the public welfare have been eliminated.

A tendency to antagonism between the Forest Department and the Public Works Department, more especially in Sind, where the construction of canals and the regulation of the water supply from the river Indus for irrigating agricultural lands interfered with the conservation of the forests by cutting off their water supply, has given place to one of agreement and a policy of mutual give and take which leaves nothing to be desired.

66540. (IX) **Any other points within the terms of reference to the Royal Commission not covered by the preceding heads.**—It is not to the interests of efficient administration that officers who have been passed over as unfit for promotion should be permitted to continue in service until obliged to retire under the age rule at 55 years of age. Government should have the power of retiring such officers compulsorily when they have earned the pension for which they are eligible after 25 years' service, i.e., provided their effective service amounts to 22 years. On the other hand, the voluntary retirement of capable officers after 20 years' service when they are generally at the maximum of their utility to the State is much to the disadvantage of the State. Yet such voluntary retirements must be expected to take place if officers at that stage find their promotion blocked.

The Government of India refused to take any steps on the Memorials submitted by a large number of Forest Officers in 1909 on the subject of the inadequacy of their pensions, because the matter would be considered by the Public Services Commission. The benefit of any enhanced pensions which may be sanctioned as the result of the Public Services Commission should in fairness be given retrospectively to all Forest Officers who have retired between the date on which the above order of the Government of India was passed and the date from which the enhanced pensions were granted.

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The introduction in 1896 of the General Provident Fund for Forest Officers has enabled them to make some provision for their wives and children in the event of their decease in active service. But this is not sufficient, and at present a Forest Officer who dies during his service gets no benefit at all from any pension which he may have earned. We advocate the establishment of a Widows' and Orphans' Pension Fund on similar to those already established for the officers of the Indian Civil Service and Indian Medical Service.

The present system of dividing Forest charges into Major and Minor Divisions, of which a proportion of the former and all the latter are to be held by officers of the Provincial Forest Service, is not satisfactory. Even a seemingly unimportant Forest Division requires at times the services of an able officer; and if Minor Divisions are to be held always by the less capable officers there will be an absence of development of their forest resources. The posting of officers should be entrusted to the head of the Department acting in his capacity of advisor to the Local Government, and there should be no arbitrary limitation to the exercise of his powers in the appointment of officers such as now exists by the classification of Divisions into Major and Minor. The fitness of an Extra Assistant Conservator for promotion to the rank of Extra Deputy Conservator may be determined upon other grounds than his fitness to hold charge of a Major Division, which is the rule at present.

(II) PROVINCIAL FOREST SERVICE.

66541. (I) **Methods of Recruitment.**—The present Rules for appointment to the Bombay Provincial Forest Service have been printed as Appendix XII. on page 75 of the Memorandum of the Government of Bombay on the Forest Department in the Bombay Presidency. These provide for the recruitment of the Service—(a) by the promotion of trained Rangers after not less than five years' satisfactory service as such, and (b) by the direct appointment of candidates who have completed the two years' Provincial Service course at the Forest Research Institute and College, Dehra Dun.

We have not yet had any experience of the (b) method of recruitment since it has been started only in the last two years and no appointments have yet been made. A candidate has just been selected and will enter the College for training in July, 1914.

The present method of recruitment is the most satisfactory that can be recommended, though I think efforts should be made to keep the Rangers as a separate branch from which promotions should only be made to the Provincial Service as a reward for exceptionally good Service and merit. It is only in this way that the status of the Provincial Service will be raised and that well educated Indians of good local position will be led to come forward to enter the service. At present there is very little difference in class between the candidates who seek to join the Ranger grade and who seek to enter the Provincial Service direct, and a continuous flow upwards to the Provincial Service of the best men from the Ranger grade after about five years' service as Rangers causes a starving of the Ranger branch. It is impossible to provide any immediate remedy for this state of affairs, as the claims of Rangers already in the Service have to be considered. But as the class of candidate for direct appointment improves more dependence should be placed on this method of recruitment. The prospect of promotion after five years' service now held out to Rangers should be withdrawn, and in its place it might be enacted, e.g., that the fifth of each sequence of five vacancies in the Provincial Service shall be filled by the promotion of a Ranger of approved merit and ability. To compensate Rangers for this lowering of their prospects, the pay of the higher grades should gradually be increased to the extent that there should be grade promotion of Rs. 25 per month from the present highest pay of Rs. 150 up to Rs. 250 per month.

66542. (II) **System of Training and Probation.**—The course of training which extends

over two years, now provided at Dehra Dun for Probationers for the Provincial Forest Service is very thorough. I consider it to be satisfactory, and I can offer no suggestions for its improvement. The recruits which the College turns out at the end of the course may be expected to be well grounded in the theory, and to a less degree in the practice of Indian Forestry; and subsequent experience should develop them into good practical Foresters. The training also pays attention to their physique and encourages habits of activity which, it is hoped, will be maintained after the recruits take up the appointment for which they have qualified; since it is only thus that the tendency noticeable in the past and to some degree in the present of the Indian officer to become fatter and heavier as his pay becomes greater can be checked.

A period of probation of one year as Probationary Extra Assistant Conservators which may be extended to three years or more at the discretion of Government is enforced in the case of recruits to the Bombay Provincial Forest Service. I consider this to be a very useful provision, as the recruit is made to feel from the beginning that his advancement in the Service will depend upon the amount of interest and ability he displays in his work, and habits of application to duty are inculcated from the first. This probationary period is distasteful to many of the officers since owing to the absence of vacancies in the cadre of the Service, the period of probationership may sometimes be prolonged beyond the time when the probationer may have merited a permanent appointment. This cannot be avoided except by under recruiting, and it is provided for in the Rules which permit of increased pay being granted after three years of probation have been spent. If the promotion of Rangers to the Provincial Service is made of rarer occurrence as I have suggested should be done, this tendency to prolongation of the periods of probation will be lessened, since there will be less chance of over recruiting taking place.

66543. (III) **Conditions of Service.**—The conditions of Service of the Provincial Officer, being as he is in almost all cases, a native of India, are very different from those of the European officer in the Imperial Service. The Provincial Officer, whether European or non-European, is domiciled in the country. He has not to meet the expenses of voyages to and from Europe, for himself, and if married and a family man—for his wife and family. His children are brought up in India where education is cheap, and on retirement he makes his home in the country amongst friends and in surroundings to which he has been accustomed. There is therefore no need for the payment of salaries to officers of the Provincial Forest Service at the rates which are granted to officers of the Imperial Forest Service. The Provincial Service Officer is in fact in the position of the European who takes service in the Civil Service of his own country, and the pay and prospects of higher pay and future pension of a Provincial Officer in India compare very favourably with those of the European situated in similar circumstances in his own country. The European element is as fully necessary in the Forest Service in India as in any of the other Government Services, and more necessary than in most. If the European element however were eliminated the Imperial Forest Service could go also; the present conditions of service of the Provincial Service would be sufficiently favourable for officers who would then compose the Government Forest Department, allowance being made for appointments of Extra Conservators, which do not exist in the Service as at present constituted.

66544. (IV) **Conditions of Salary.**—Probationary Extra Assistant Conservators receive Rs. 150 per mensem for the three years of probation and thereafter Rs. 200 per mensem.

Extra Assistant Conservators receive on first appointment Rs. 250 per mensem and thereafter annual increments of Rs. 20 up to a maximum of Rs. 550 attained in the 16th year of service. An officer's increments may be stopped by Government if his work has been unsatisfactory.

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After not less than three years at the maximum pay an Extra Assistant Conservator who is to be considered fit for a major charge but who cannot be promoted to Extra Deputy Conservator in the absence of a vacancy may be given a personal allowance of Rs. 50 per mensem which may be increased to Rs. 100 on the expiry of four years and to Rs. 150 on the expiry of another four years.

The appointments of Extra Deputy Conservators are limited to the number in the cadre and are made by selection. On first appointment as Extra Deputy Conservator the officer gets Rs. 575 per mensem, rising by annual increments of Rs. 25 to Rs. 650. After one year on this pay he may be promoted to Rs. 700 and after three years on this pay he may be promoted to Rs. 800 per mensem. After a further period of three years on Rs. 800 he may be promoted to Rs. 850 per mensem, which is the highest pay provided for an Extra Deputy Conservator.

These conditions of salary are a very great advance upon what were formerly obtainable, and are practically equal to those offered to Imperial Officers of the Assistant and Deputy Conservators' grades between the years 1870 and 1907. They afford the means of a comfortable career and are in my opinion sufficiently liberal.

66545. (V) **Conditions of Leave.**—Privilege leave, which is the same for officers of the Provincial Forest Service as for officers of the Imperial Forest Service, is taken freely and to its full extent by officers of the Provincial Service; leave on medical certificate is taken when necessary, but ordinary furlough is little required by them. The conditions of leave are therefore in a general sense sufficient, but they may be made somewhat more liberal, except in the matter of privilege leave, to meet exceptional cases without causing any appreciable additional charges to Government. The officers of the Service being generally natives of India do not require to take lengthy periods of leave. Instead of one year's leave being allowed after 10 years' service six months might be allowed after five years' service, and one year after ten years' service if the previous leave had not been taken; and thereafter six

months' further leave might be allowed after every four years' service instead of one year after each eight years. The total amount of leave which may be taken in the service of 25 years when an invalid pension can be earned is two years. Also after 30 years' service when voluntary retirement is possible, only two years' service may be counted. The amount of furlough permissible might be raised to three years in the 30 years of service without fear of causing large additional cost to Government, since that amount of furlough would only be taken rarely by officers of the Provincial Forest Service, but it might be necessary to a few officers from bad health.

66546. (VI) **Conditions of Pension.**—The increase in the salary of Provincial Service Officers has been accompanied by a considerable rise in the pensions which they can earn. All officers may expect to attain the full pay of the Extra Assistant Conservator at least. After three years of service on that pay they would be entitled to pensions of Rs. 3,300 a year. If promoted to the rank of Extra Deputy Conservator an officer would be eligible for a pension ranging from Rs. 3,450 to Rs. 5,000, the latter being at present the maximum pension which can be earned by an officer of the Imperial Forest Service unless he is able to qualify for the additional pension of Rs. 1,000 which is granted to Conservators after serving three years in that grade. As the above pensions can be earned at the age of 55 by men serving all the time in their native land they compare quite favourably with the pensions granted to their Civil Servants by European countries which can be earned only at the age of 60 or more.

66547. (VII) **Such limitations as may exist in the employment of non-Europeans, and the working of the existing system of division of Services into Imperial and Provincial.** I have dealt with this in my remarks on the Imperial Forest Service (paragraph 66538).

66548. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—The remarks I have made under the heading on the Imperial Service (paragraph 66539) apply with equal force to the Provincial Service.

MR. G. P. MILLETT called and examined.

66549. (Chairman). The witness occupied the position of senior Conservator of Forests. He was in his 30th year of service, and had spent the whole of his career in the Bombay Presidency.

66550. He would not go so far as to say that the candidates obtained under the present system of recruitment were not up to the standard of the men who came from Coopers Hill, but they were a little too old when they first came to the country, and did not really settle down to forest life. They had to be shaped very carefully. He would like to see men come out younger. He did not consider that science degrees were either necessary or useful for forest officers. Some of the work they had to do in order to get a science degree was really of no use to them in their profession, and was apt to make them too theoretical: at least, that was so in the case of an Honours degree in science.

66551. He would like to see the physical test reintroduced. If it were, he would not regard nomination as important.

66552. The training of recruits for the service would be best carried out at one centre, either Oxford, Cambridge, or Edinburgh. He had not compared the syllabuses of these three institutions, but he believed they were framed as far as possible on uniform lines.

66553. He considered the existing system of the division of the Service into Imperial and Provincial was satisfactory, and he would deprecate any alteration.

66554. The course of training given to candidates for the Provincial Forest Service fell short of that required of men to fill posts in the Imperial Ser-

vice. He regarded the Dehra Dun course as distinctly inferior to the training given in England.

66555. He would not be in favour of the proposal that a certain number of Indians should be recruited direct to the Service, subject to the condition of their going through exactly the same course of training as European officers. If Government, however, really desired to get non-Europeans into the Imperial Service, then decidedly such a system would be better than promotion to the Imperial branch on the strength of a training at Dehra Dun, followed by a certain number of years' service in the Provincial Service.

66556. The Dehra Dun course was inferior, both on the theoretical side and on the practical side, and he did not think it was capable of much improvement.

66557. There was no lack of *esprit de corps* as between the Provincial and Imperial branches of the Service in Bombay. In Bombay, Provincial officers were not doing the same work as Imperial officers. It was true they were in charge of certain specified divisions, but it would be quite out of the question to put Provincial officers in charge of other and more important divisions. If an Indian could obtain the very best training, equal to that given to the European, he might become in future fully qualified to hold the more important major charges, provided he developed the necessary qualifications in the course of his service.

66558. He would not say that the Forest officer was worse off in regard to serving in unhealthy districts than officers in certain other services, but a forest officer's work in the rains was largely office duty, and his going away to healthier places would not affect his work. There had been cases of

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officers in the Bombay Forest Service who had fallen ill on account of having to stay in unhealthy districts during the rainy season.

66559. The Forest Service was not worse off in regard to transfer allowances than other services.

66560. He recommended that the present maximum of Rs. 1,250 should be retained for Deputy Conservators, but he would allow any Deputy Conservator who was qualified for promotion to Conservator to advance by annual increments of Rs. 50 up to a special maximum of Rs. 1,500. He did not think that was too long a run; it was to meet the case of a qualified officer whose promotion to a Conservatorship was blocked. Some men obtained promotion to a Conservatorship after 18 or 19 years' service, whereas other men equally fit might be kept back until their 22nd or 23rd year of service.

66561. His reason for recommending the appointment of a Chief Conservator in Bombay was that there was no official head to the Department at present. The Bombay Government made their senior Conservator do the work of a Chief Conservator. He found that the work which he had to do of the senior Conservator interfered with the discharge of his duties as Conservator, and moreover he had not the powers of administration which he ought to have. For instance, if it came to his knowledge that an officer who had lately been appointed Conservator was following a course which did not seem quite advisable, the witness could do nothing. There would be a full day's work for a Chief Conservator in the Bombay Presidency.

66562. If a fourth Conservatorship was created for the Sind circle, it would be only restoring to the Service what it had before. The post had been abolished in the time of Lord Reay in 1890. The officer who then held the post was a Staff Corps Colonel. That gentleman was asked to report about the work in Sind, and he said he could manage all the divisions in Sind with Indian officers and two Imperial officers. Government agreed, and when the Colonel retired, they decided that a circle which required only two Imperial officers did not require a Conservator in charge, and that a Deputy Conservator would be sufficient.

66563. The staff of the Sind circle consisted of the Deputy Conservator in charge, two Imperial officers, and five Provincial officers. The central circle consisted of seven divisions, five of which had a Provincial officer in addition to the Imperial officer. The southern circle had seven divisions with Imperial officers, and the northern circle was about the same size. The revenue of the Sind circle was slowly increasing, but it was smaller than that of the other circles.

66564. Three officers had taken advantage of the rule which enabled them to retire after 20 years' service. He himself considered that a forest officer was at the height of efficiency after he had completed 20 years' service.

66565. Officers would welcome the establishment of a widows' and orphans' fund, which would be managed but not supported by Government.

66566. He desired that there should be fewer promotions from the Ranger class. Rangers did not make the best Provincial officers. If it was desired to improve the Provincial Service, it should be filled by direct recruitment as much as possible. The Ranger class was certainly being starved by the promotion of so many of its men to the Provincial Service. He would improve the prospects of the Ranger class as a compensation for non-promotion. He would have grade promotion up to Rs. 150 a month as at present, and beyond that it should be in the power of Government to give further promotion to selected men up to Rs. 250 a month. He thought that would satisfy the Ranger class.

66567. He would make a definite distinction between the qualifications of candidates for the Provincial Branch and the qualifications of candidates for the Ranger class, and he would put the Provincial recruit through a different course at Dehra Dun from that which the Rangers had to go through.

66568. (Sir Valentine Chirol.) None of the Indians in the Bombay Provincial Service had been through

the new course at Dehra Dun, so that his views as to the capacity of the Indians in the Provincial Service was based upon past experience. In his opinion, however, the new course at Dehra Dun would only slightly raise the standard, as the teachers were practically the same as before, and the revised course of study was only a little more advanced.

66569. With regard to invalid pension, on the Bombay side there was hardly a single instance of an officer having to retire before he had earned his first pension, i.e., after 20 years' service.

66570. (Mr. Judge.) The Bombay Government would, he considered, profit more by having a Chief Conservator than by having an increased cadre.

66571. Judging by his experience of 30 years in the Service, he did not consider there was any need for promotion from the Provincial Service to the Imperial. The Provincial Service as at present constituted was a first-rate Service for the native of India. The officers began on a salary which was double what was paid to a German or a French Forest Officer. A Conservator of Forests in France or Germany received £350, whereas a native of India in the Forest Service could rise to £500 a year.

66572. There might be exceptional cases where an Officer might be promoted from the Provincial to the Imperial Service, but as long as the door was left open, so long would every man in the lower service consider he had a claim for promotion.

66573. In India the Provincial Service did not attract a good class of Europeans, although the pay and prospects were quite good enough. Hardly a single application to enter the Service had been received from a domiciled European.

66574. (Mr. Fisher.) The travelling allowance of Rs. 100 a month for the Provincial Service was quite sufficient.

66575. He did not desire to abolish the present rule under which a certain number of charges were held by Provincial Officers, but he wanted power himself to say whether a charge should be a minor or a major charge, i.e., power to appoint an Imperial Officer to a minor charge if considered desirable in the interests of the charge.

66576. He had not had much experience of the University candidates who now came to India, but he considered that they arrived in India much too old.

66577. (Mr. Sly.) He considered that the examination, which was held at the time he himself was admitted to the Service in 1882, and which demanded a knowledge of the elements of Botany, Geology, Mineralogy and cognate subjects, was a model examination.

66578. The rule which obtained in some Provinces, that Forest Officers should be permitted to spend two months at a hill station if they could do their work conveniently there, would not meet the case of Officers in Bombay.

66579. It was a fact that a Bombay Officer had actually held the appointment of Inspector-General, but the witness knew a great deal about that case which was not on record. The Officer in question, Mr. Wroughton, was put in to act while Mr. Hill, the Inspector-General, was on leave. Mr. Hill died, and it was the first intention of the Government of India to pass over Mr. Wroughton. The witness complained that the Government did not even consider Bombay Officers for the post.

66580. He had had no experience of the selection of recruits for the Provincial Service before sending them to Dehra Dun, but he could say that the class from which candidates were selected was just the same as that which came forward for the Ranger class in the ordinary way.

66581. He would not agree with the opinion that the improvement in the time-scale for Senior Deputy Conservators, was a matter of considerably less importance than an improvement in the pay of the administrative grades.

66582. (Mr. Ribeiro.) He was not aware of the fact that the Government of India had stated that the training obtained at Dehra Dun was practi-

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cally as good as could be obtained in some of the European institutions, but even if that were the case, it was not his own opinion.

66583. He agreed there was some ground for the complaint with regard to the length of the period of probation to the Provincial Service, but it was always within the power of the local Government to remedy that; it was not a question for the Commission. It was not considered desirable that a Provincial Service man should hold the post of Conservator. The Conservatorship was a high administrative appointment which required to be filled by an Imperial Officer. It was not a question of training; it was a question of the quality of the officer in the first place.

66584. He would not favour Provincial Officers being deputed for study leave abroad for a period of six months in order to qualify for promotion to the Imperial Service. He did not wish to see

(The witness withdrew.)

N. D. SATARAVALA, Esq., Extra Deputy Conservator of Forests, Bombay.

Written Statement relating to the Forest Department, being the corporate views of officers of the Provincial Forest Service, Bombay.

66589. (I) Methods of Recruitment.—(a) The revised rules for appointment to the Provincial Forest Service (Government Resolution No. 10618, dated 19th November, 1912) are acceptable to most officers, with the proviso that two candidates for direct appointment should be selected for training at Dehra Dun for every one selected for appointment from amongst the trained Rangers. Also that a physical test should be imposed before a candidate is finally selected.

(b) One of the present systems of recruitment to the Provincial Forest Service, viz., by direct nomination of selected candidates of high qualifications for special training at the Imperial Forest College at Dehra Dun, has a great deal to recommend itself, and should in course of time be the only source of recruitment if Government is to derive full benefit of the money it spends on this branch of the Service. As it is, this course of recruitment is sadly neglected, for up to this time there have been only two direct nominees, of whom only one remains, the other having resigned and subsequently died. Applications were called for from candidates in one instance, but no one was nominated; hence up to this time we have only one* direct nominee in the Provincial Forest Service of this Presidency since the introduction of the above rule, which could hardly be considered satisfactory if the Service has to be strengthened by fresh and vigorous men of high ideals and good qualifications.

(c) No doubt Government has to look to the claims of old Rangers trained at Poona and at Dehra Dun, and really good men from these should also be taken up as Extra Assistant Conservators; but the men so selected should be really deserving men capable of doing honour to the Service they want to enter. At present every Ranger coming into the first or second grade wants to become an Extra Assistant, and succeeds somehow in getting into the Provincial Forest Service; but he is incapable of doing justice to the work entrusted to him and the whole Service comes into bad odour.

(d) During recent years frequent changes have been made in the mode of recruitment of the Provincial Forest Service, which, judged by results, has proved very detrimental to the well-being of the Service on the whole.

(e) As long as highly educated University graduates with a degree in Engineering were selected for these posts, they were well able to hold their own and give satisfaction to their superior officers, but

* One more Probationer has been selected since writing the above.

Provincial Officers recruited into the Imperial Service at all.

66585. He would not recommend that Imperial recruits should be trained for six months at Dehra Dun; neither did he think that such a system of training would encourage mutual understanding between the two branches of the Service.

66586. Prior to the formation of the Commission, he had never heard any complaint on the Bombay side as to the division into Provincial and Imperial branches.

66587. The best men in the Provincial Service still fell short of the standard for admission to the Imperial Service, but he would have no objection to the promotion of any Provincial Officer who was duly qualified.

66588. He was in favour of the proposal that Provincial men should retire after 25 years' Service.

when the selection of those graduates was discontinued in favour of the Poona Forest Class men and others with distinctly inferior education, the Service began to lose ground and it has come into such ill odour of late.

(f) The constant change of rules had also another bad effect, viz., all sorts of men began to think that they were fairly entitled to posts in the Provincial Service under one set of rules or other, and, as it was often laid down that vacancies should be filled up by turns, the result was that many men of better parts had to give way before some others coming forward on the ground of "it being their turn" then.

(g) Thus the Service has suffered greatly, and will continue to suffer as long as this mode of selection is not done away with. Their can and should be only one mode of selection, and that of "fitness" alone. Unless fitness is made the *sine qua non* of selection, no better results can be expected.

(h) Fortunately, the system of Direct Nomination has been introduced of late, and these nominees, if properly selected, are expected to prove a source of strength and usefulness to the Service. The nominations, however, should be more frequent, and full 75 to 80 per cent. of the vacancies should be filled up by these men and the remaining vacancies only by a careful selection of men from the Protective Establishment.

(i) As long as this is not done the Provincial Service can hardly hope to acquire the respect or esteem of its brothers in the Imperial Branch, nor can Government be expected to derive full benefit of the money it spends on this Service.

66590. (II) System of Training and Probation.—(a) As a special and separate course of training at Dehra Dun has been fixed for the Direct Nominees for the Provincial Forest Service, and since they no longer go through the same course as the Ranger Class men, as they did during the first two years of their training in times past, there does not seem anything special to be said on the subject; for these men will have now to undergo a higher course of training than what the Ranger Class men will have to do, which seems very desirable. The training they receive at Dehra Dun is very good, and will, in course of time, compare most favourably with the training given in Continental Institutions.

(b) Three years' probations after first appointment as Probationary Extra Assistant Conservator is altogether too long for the type of men that would be selected for the Provincial Forest Service; one year's probation is quite sufficient for them to grasp the routine of Range Office work and all other details of Forest life. Probationary Extra Assistant Conservators should then be put on special duty to learn any special works going on in

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their own or in other Circles, or put in charge of Sub-divisions. To keep them longer in charge of Ranges is to frustrate the object with which direct nominations are made.

(c) Again, the period of probation is not fixed. The present rules require that a Probationer must undergo a probation of at least one year, but which may extend to three years, and he may not be made permanent even after three years' probation if a vacancy does not occur. This is all very vague and indefinite. It may deter suitable candidates from coming forward to join the Service. Moreover, it inflicts unnecessary hardship on a young man without any fault of his if he has to wait until a vacancy occurs. Take, for instance, the case of two men, the first becoming permanent after one year's probation and the next having to wait for three years or more for a vacancy. The latter will suffer a pecuniary loss all throughout his service, and even in his pension, so it will be better if the period of probation is fixed once for all, and the probationers are made supernumerary Extra Assistant Conservators after the period of probation is over until a vacancy actually occurs, when they may be absorbed in the regular cadre.

66591. (III) **Conditions of Service.**—(a) The conditions of service of a Forest Officer in India are very arduous and trying, and there is a general feeling amongst the Provincial Forest Service men that they are not dealt with as liberally as other Provincial Services are in point of pay and prospects. Highest administrative posts are open to other Provincial Services, while they are altogether debarred from them, hence they ought to be put in a line with the other Provincial Services by giving them similar openings. While in the matter of pay, it was expected that they would get two-thirds of the pay drawn by officers of the same length of service in the Imperial Branch, but in practice it was found that the pay drawn by Provincial men was actually much less, which should be rectified by so arranging the scale of pay that it should always be at least two-thirds of the pay drawn by officers of the Imperial Branch of the same length of service. As arranged at present, the maximum pay is out of the reach of over 90 per cent. of the men now in service. Some officers even advocate that the pay of Provincial Service men should be three-fourths or four-fifths of the pay drawn by Imperial men as times and circumstances have so changed since Government had fixed the ratio of two-thirds to one for the two services, but it is for the Commission to determine what should be the proper ratio.

(b) Similar amelioration of conditions in the matter of Furlough, Furlough pay and Pension is called for and it will suffice if the amelioration is carried out on the same lines as for the Imperial Officers.

(c) Compared with the figures in other Provinces the number of Extra Deputies in this Presidency is very small. There are only five Extra Deputies in this Presidency, and lately Government was obliged to have recourse to giving personal allowances to satisfy the claims of a senior man who had had to wait long for want of vacancies. If the number were increased to seven or eight or if the Local Government were, in special cases, empowered to create Extra Deputy Conservators in excess of the sanctioned cadre as supernumerary appointments, this difficulty could be got over and no hardships would be caused in future as was the case in the past, when another Senior Extra Assistant had to wait 10 years before he could be made Extra Deputy, and so was neither able to attain maximum pay nor will he get full pension.

(d) It is considered that the distinctions of Major and Minor Divisions should be abolished, since it causes annoyance and creates a grievance.

66592. (IV) **Conditions of Salary.**—The recent reorganisation of the Provincial Forest Service and the introduction of the Time-scale pay has greatly improved the prospects of the Service, but the improvement is not such as to bring the Service on an equal footing with other Provincial Services, and it is still unattractive to induce men of good training and high qualifications to join it; more so, as it is notorious that the men in this Department

have a very bad time of it on the whole. An initial pay of Rs. 300 per month is advocated, with an annual increment of Rs. 30 or at least Rs. 25 per month.

It is therefore necessary to bring this service also in a line with the other Provincial Services, not only in pay but in prospects also. Highest administrative posts in the Service are open to men in other Provincial Services while the Provincial Forest Service is fully debarred from it.

The present arrangement of the scheme is such, that hardly any officer at present in this Service will be able to obtain the maximum pay to be able to earn his full pension. A man having exceptional opportunities may attain the maximum pay, but such instances will be rare. Hence unless the yearly increment is raised from 20 to 25 rupees in the case of Extra Assistant Conservators, and to Rs. 35 or so for Extra Deputies, the scheme won't give much satisfaction. If the Rs. 25 increment were granted to Extra Assistant Conservators, and if the scheme were readjusted so as to bring the maximum of pay within the reach of all men the scheme would become more popular.

As said above, the pay given to the Provincial Forest Service is much behind the other Provincial Services. So all these services should be put on an equal footing and the salary given to Provincial men should in no case be less than two-thirds the pay of Imperial Officers of the same length of service.

The minimum and maximum pay as well as the increment of pay per annum should always be at least two-thirds of that fixed for Imperial men of corresponding length of service; Government reserving to itself the right to stop the promotion of such men as may not be considered deserving. Unless the rate of increments also be kept up in the above ratio, there is hardly any chance for men now in service to be ever able to secure the maximum pay.

66593. (V) **Conditions of Leave.**—Leave Rules and leave allowances should be modified on the same lines as those for the Imperial Branch of the Service. At present, officers of the Indian Services cannot have Furlough except at intervals of eight years (Article 338, C. S. R.) but this interval is too long, so if it was reduced to three years after the first Furlough as in the case of the European Services (Article 308, C. S. R.) it would prove of material benefit both to the Officers and the State itself.

Some officers make the following suggestions:—

(a) Men in the Forest Department have to undergo great hardships and their work is very trying. They break down in health so often that they require many more facilities for the enjoyment of their leave than are wanted by men in other Departments. Under the circumstances some officers consider that it would not be out of place if they were allowed to accumulate their Privilege leave to six months instead of three as at present, and if they were allowed 30 days of casual leave in a year in periods not exceeding 10 to 15 days at a time.

(b) Privilege leave in excess of three months at a time to be granted in cases of illness or when an officer wants to proceed to Western Countries for purposes of study or general culture.

(c) Furlough may be granted for four years in all. All the four years' furlough may be taken in India and should qualify as service for pension. Except for the above remarks the leave rules will be considered satisfactory if the tentative redraft of rules which accompanies Government Resolution No. 3752, dated 18th December, 1912, is sanctioned.

66594. (VI) **Conditions of Pension.**—For reasons given above a man in the Forest Department should be allowed to retire early. He has to work in most unhealthy places, and his work is so hard and exacting that his health breaks down at an early age, and he becomes unfit for hard work long before his compeers in other Departments.

Very often he does not live long enough to receive his hard-earned Pension so it is quite necessary that the present limits of 25 and 30 years for invalid and optional retirements should be reduced

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to 20 and 25 years respectively; for the hard Forest life, involving the ascent of steep hill-sides falls very heavily on a person of advanced age.

If the period of effective service be reduced there need be no apprehension that all officers will take advantage of it and retire early. On account of several causes the tendency is, and will be to go on serving to the end. The concession will be taken advantage of only by those who will be continuing service with shattered health.

It will therefore be a great boon if after 20 years' service invalid pensions are granted at full rates; the amount of invalidating pensions for services under 20 years being calculated at one fortieth of the number of years of active service, as follows:—

Nineteen-fortieths for 19 years' service; eighteen-fortieths for 18 years' service, and so on.

66595. (VII) **Working of the existing System of Imperial and Provincial Services.**—Though some officers advocate it, it is hardly possible at this stage to do away with the Division of Services into Imperial and Provincial, but it would tend greatly to the raising of the status of the Provincial Service if there were only one list as in the Public Works Department. Men in the Provincial Service being shown with an asterisk or some other mark indicating that they were appointed in India, and their pay being calculated at two-thirds of the pay of Imperial Officers.

66596. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—Very few Officers have made any observations under this head, but some have remarked that it would be just and reasonable if Provincial Services of all Departments were put on an equal footing, and that ordinarily an Officer of one Department with certain service at his back were to receive the same remuneration as one in another Department with like service. This would do away with a

great deal of petty bickerings and all would work more contentedly.

66597. (IX) **Other points.**—(a) The fitness of an Extra Assistant Conservator for promotion to the rank of Extra Deputy Conservator should be based upon grounds other than fitness to hold charge of a Major Division only. That may form one of the considerations, but his previous work, uprightness and antecedents should be the main or sole considerations. It would be no loss to Government if the distinction of Major and Minor charges were done away with altogether.

(b) It is generally considered very desirable by all Provincial Forest Service men that the keeping of only one list will tend greatly to bring the two branches of the Forest Service closer together, and will thereby tend to elevate the tone and status of the Provincial Branch. There is only one list in the Public Works Department, and there should be only one in the Forest Department also.

(c) There is a universal feeling amongst Divisional Forest Officers of the Provincial Branch that the Travelling Allowance they now get, viz., Rs. 100 a month, is not adequate to meet the expenditure that they incur, and that they should be given the same Travelling Allowance as is given to Officers of the Imperial Branch (viz., Rs. 150), both having to do the same amount of travelling. In no other Department less travelling allowance is paid to the Provincial Officers holding similar office as the Imperial Service Officers. This difference exists in the Forest Department only, and may be removed.

(d) The minimum and maximum pay, daily or monthly Travelling Allowance status and the Leave and Pension Rules for the Provincial Service of all Technical Departments, such as the Public Works, Forest, and Survey should be the same.

MR. N. D. SATARAVALA called and examined.

66598. (Chairman.) The witness occupied the position of Extra Deputy Conservator. He had 27 years' service. He had been directly recruited to the Provincial Service.

66599. He suggested that in course of time all officers to the Provincial Service should be recruited direct. Promotion from the Ranger class should be gradually done away with. At present the Provincial Service was almost entirely recruited from the Ranger class. Two-thirds of the present Provincial Service were Rangers, and one-third had been recruited direct. A Ranger had not a sufficient training to make a good Provincial Officer. Exceptionally good men of the Ranger class might be recruited to the Provincial Service. In saying this he was referring to the Poona Forest-class-men only. Dehra Rangers got better training and would eventually do better, both as Rangers and as Provincial Officers.

66600. The period of probation did not depend upon the efficiency of the probationer, but upon vacancies. Although a probationer might be found suitable at the end of his first year, if there was not a vacancy he would have to continue as probationer up to three years, and perhaps more, during which period he would be losing his increments of pay and incurring a possible loss of pension at least. The period of probation should arbitrarily be reduced to one year. If all the Services were placed on one list he would be prepared to give the officer recruited from Europe a higher rate of salary than the Officer recruited in India. To some extent the cost of living of the officer from Europe was higher than the cost of living of the Officer recruited and domiciled in India.

66601. Certain openings should be provided for the promotion of Provincial Officers to administrative posts. It was not the fact that it was already in the discretion of Government to promote officers. The present rules did not permit of it.

66602. The number of appointments of Extra Deputy Conservators should be increased. The

present proportion was too small altogether as compared with the proportion in other Presidencies.

66603. He recommended that the initial rate of pay of Provincial Officers should be two-thirds of that paid to Imperial Officers.

66604. He suggested that privilege leave in excess of three months should be granted for the purpose of study leave. If men went to Europe and studied the conditions of Forestry there, they would become better qualified.

66605. Under present conditions a Provincial Officer could not draw full pension until he had done 25 years' service. He could draw pension equal to one-sixth of salary after 10 years, to one-fourth of salary after 15 years' service, and to one-third of salary after 20 years' service. He proposed that a full invalid pension should be given after 20 years' service, and that a man should be able to retire voluntarily after 25 years' service.

66606. He did not know whether his colleagues would be in favour of a Family Pension Fund, but personally he would be.

66607. Five Bombay Provincial Service Officers were holding major charges.

66608. (Mr. Sly.) He had served first in the Public Works Department, and within four months Government transferred him to the Forest Service as a gazetted officer of the Sub-Assistant Conservator class.

66609. At one time in Bombay there was a system for recruiting graduates to the Forest Department. He did not know why that system had been abolished. In his opinion the graduates had proved themselves the better class of officers; they stood out as markedly better than the other men.

66610. All the five Extra Deputy Conservatorships in Bombay were filled at the present time.

66611. (Mr. Fisher.) In his opinion an engineering degree was far better than any other degree for members of the Provincial Forest Service. He considered that the training for the engineering

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degree at Bombay was better than the training for the Forestry Department given by the new course at Dehra Dun.

66612. He desired that the distinction of major and minor charges should be abolished, as it caused annoyance and created a grievance, because very often there was no difference between the work of the two charges, except that one might be bringing in more revenue than another, or one might be producing better products than another.

66613. (Mr. Marjoribanks.) He admitted that Indians did not actually incur the same amount of expense when travelling as European Officers, as they could not afford to do so, since they got

(The witness withdrew.)

D. O. WITT, Esq., Deputy Conservator of Forests, Central Provinces.

Written Statement relating to the Forest Department.

66616. **INTRODUCTION.**—In placing before the Public Services Commission a memorandum relating to the Imperial Forest Service, Central Provinces, as requested in the Joint Secretary's letter, dated the 1st August, 1913, to the Chief Secretary to the Chief Commissioner, Central Provinces, I desire as the chosen representative of the Department in these Provinces to bring to the notice of the Commission that the orders appointing me representative and requesting the submission of a memorandum, were received by me on the 29th September, 1913, that I have been requested to submit the memorandum by 15th

ment of India possess in their State-managed forests. The process is a slow one but none the less sure. Trees do not grow in a season like crops so that the progress is not always easy to detect, but it is there nevertheless.

Knowing this we are confident that any improvements whether in pay or pension which may be recommended by the Commission will at no very distant date be more than compensated for by a corresponding rise in the revenue derived from the State forests. The following statistics relating to the Forest Department in British India bear out the above remarks and may be of interest to the Commission:—

Period.	Area under the Forest Department.	Area under Working Plans.	Revenue.	Expenditure.	Surplus.
	Sq. miles.	Sq. miles.	Rs.	Rs.	Rs.
1885-86 to 1889-90 ...	94,437 }	Not available	1,26,90,828	76,24,157	50,66,671
1890-91 to 1894-95 ...	113,947 }		1,62,46,077	88,75,505	73,70,572
1895-96 to 1899-1900 ...	133,171 }		1,81,59,902	1,01,26,418	80,23,484
1900-01 to 1904-05 ...	221,600 }		2,06,62,489	1,16,71,964	89,90,525
1905-06 to 1909-10 ...	239,784 }		2,61,02,330	1,44,96,388	1,16,05,962
1910-11 ...	243,478 }	50,183	2,74,05,454	1,52,44,023	1,21,61,431

October, 1913. I have therefore been given a period of 15 days within which to communicate with my brother officers and submit a memorandum, embodying their unanimous views and opinions. It is obviously practically impossible to do so within the limited time given me. I have, however, done my best in the circumstances stated. I desire, however, to reserve to myself the right to modify or add to the opinions expressed in the attached memorandum, in the light of any fresh views or information received from my brother officers between the date of the submission of this memorandum and the date of giving evidence before the Commission.

In the introduction to the memorandum already submitted by Mr. Hill, Chief Conservator of Forests, Central Provinces, attention has been drawn to the main grievances of the Department to which we have little further to add. We would, however, emphasise and particularly draw the attention of the Commission to the arduous and unhealthy conditions of service to which officers of the Forest Department are exposed, which should go a long way to justify the claims we are submitting for consideration. Secondly, we would draw attention to the continually increasing importance to the State of the forests managed by the Forest Department. Only those who have worked for years in these forests and can see the slow but sure improvement that is going on in them can fully realise what a valuable asset the Govern-

66617. **(I) Methods of Recruitment.**—Although the present method of recruitment has given fairly satisfactory results, some improvements are needed. Recruits now arrive in India at too advanced an age. At the time Coopers Hill was closed the average age at which the recruit reached India was approximately 22 years. For the last three years 1910-11-12 the average age was 24 years, while for 1912 it was 24 years 3 months.

One recruit has joined at the age of 25 years, 11 months. Under existing pension conditions it is possible that he may be retired under the 55 years' rule before he has served the 28 years necessary for full pension.

This advanced age is brought about mainly by the stress laid on recruits obtaining science degrees which are not necessarily of use to them in their future career.

It would be preferable to revert to recruitment, if necessary by nomination, between the ages of 18 to 20, followed by competitive examinations, and then to train the men in forestry and allied sciences for a period of 3 years. Much greater stress should be laid on physical fitness than is done at present, and all tests imposed as well as medical examination should precede the competitive examination.

66618. **(II) System of Training and Probation.**—It is highly desirable that recruits trained in England should receive their instruction at one residential institution. In the first place,

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the number annually recruited is too small to make it worth the while of more than one institution to provide a special course of training suitable for Indian conditions. In the second place, it is essential that the details of the technical training of the recruits should be carried out on exactly similar lines. It was the advantage to be obtained from this system that led to the training of all recruits at Coopers Hill, and this was one of the reasons why the abolition of Coopers Hill was so strenuously opposed by the Government of India. The further concentration of all recruits at one College at the chosen training institution is also desirable. The training of the recruits should be in the hands of, or at any rate, supported by, a lecturer or reader with Indian Service experience.

As regards practical training we agree with what Mr. Hill, Chief Conservator of Forests, has already said in his memorandum.

The period of probation in England should be allowed to count as service, as in the case of the Police. It appears to be an anomaly and is a source of great discontent, especially to those Forest Officers who passed the examination for the Forest Department and Police, and elected for the former, that the Police Officer (who like the Forest Officer is appointed as a probationer) draws pay and counts service to pension, while the Forest Officer is undergoing an expensive training largely at his own cost, and in the case of those who joined the Service up to about 1907, wholly at their own cost. It seems very unreasonable, because the Forest Officer spends his probationary period in Europe while the Police Officer spends his in India, that the former is not permitted to count his period of probation as service towards pension, whereas the latter counts the whole of his probationary period and draws pay at the same time.

66619. **(III) Conditions of Service.**—We entirely endorse the remarks made by Mr. Hill in his memorandum under this head. We cannot too strongly draw the attention of the Commission to the unhealthy conditions to which the Forest Officer is exposed.

In consequence it stands to reason that the cadre should be of such a strength that there should be no difficulty in replacing casualties and permitting officers to take leave whenever it is due to them and they require it. Such however is not the case. The Service has been persistently undermanned with the result that officers are constantly refused the leave which they have earned and are only granted leave on medical recommendation. Such a state of affairs tells not only very hardly on the health of officers but also on the general efficiency of the Administration.

A further effect of the deficiency in the cadre is that many officers have to hold charge of a Division and draw up a working plan at the same time, a task which not only tends to a breakdown in health but is generally unsatisfactory. Nobody would ever dream of expecting a Deputy Commissioner of a district to carry out a settlement of his district at the same time, though with the number of assistants a Deputy Commissioner always has it would be more reasonable than a Forest Divisional Officer drawing up a working plan for his own Division.

On this account we would strongly urge an increase in the strength of the Imperial Forest Service quite apart from the general increase which must come with increased development and more intensive working of the existing forest area.

In many parts of India Forest Officers are badly housed or not housed at all. Bearing in mind the long periods spent in camp under trying conditions it is very necessary that special attention should be paid to the housing of Forest Officers in headquarters and if necessary a Government bungalow should be provided.

66620. **(IV) Conditions of Salary.**—Before definitely stating what we consider to be fair and adequate rates of salary it is as well to place before the Commission in a concise form the grounds on

which our opinions are based. They are as follows:—

(1) The continually increasing importance of the Forest Department as a revenue-producing Department as explained in some detail in the introduction to this memorandum.

(2) The exceptionally arduous and unhealthy conditions to which Forest Officers are exposed (see paragraph (i) under (III) "Conditions of Service") call for particularly generous treatment as compared with other Services.

(3) That the pay of the Forest Department should in view of the grounds stated in (2) compare favourably with the pay of such sister services as (a) the Public Works Department (b) the Indian Police.

In comparing the pay of the Forest Department with the Indian Police the fact that the Police Officer is drawing pay and counting service towards pension, while the Forest Officer is paying for his training must be carefully kept in view, also that Indian Police still draw exchange compensation allowance whereas the Forest Department do not.

(4) The present pay of Assistant and Deputy Conservators at the existing rate of exchange is less than it was under the old rates of pay when the rupee stood at two although the cost of living as is well known has more than doubled since that time.

(5) There has been a great advance not only in the quantity but also in the quality of work required of a Forest Officer, and the latter will continue to advance as the forests improve and require more intensive working.

(6) The existing rates of pay, especially amongst officers of Administrative rank compare most unfavourably with those of the Indian Civil Service in corresponding posts.

The following facts illustrate some of the points mentioned above:—

(a) The scale of pay for Assistant and Deputy Conservators before the incremental scale was introduced commenced at Rs. 350 and went up to Rs. 900 per mensem. At the time this scale was introduced these sums represented £420 and £1,080 per annum. The pay of the newly appointed Assistant Conservator is now Rs. 380 rising to Rs. 1,250 corresponding at the present rate of exchange to £304 and £1,000 per annum. But from these sums there are deductions on account of income tax which were not imposed until about 1885. The pay now after deduction amounts to £296 and £974 respectively.

Thus the pay now given when measured in English money is actually less than was considered fair about 40 years ago.

(b) During the first 10 years of a Forest Officer's service his pay compares most unfavourably with that of other Departments. Very considerable discontent is felt by the junior members of the Service on this account, and not without reason. For instance, Mr. J. A. Baker, of the Public Works Department, who left Coopers Hill at the same time (1904) as Mr. P. S. Corbould, was officiating Executive Engineer on Rs. 700 in March, 1908, whereas Mr. P. S. Corbould was only drawing Rs. 500 and had been in charge of a Division for some time.

The explanation is that no officiating or charge allowance is given to Assistant or Deputy Conservators. Public Works Department men on an average officiate as Executive Engineers with four to five years' service; Indian Police officiate as District Superintendents of Police not uncommonly with two to three years' service. The latter at once draw, if first class Assistant, Rs. 700, and if second class Assistant Rs. 600 per mensem.

An Assistant Conservator may be put in charge of a Division after two to three years' service, sometimes even less. He gets no officiating allowance and cannot draw pay at Rs. 700 per mensem until the ninth year of his service.

(c) The present pay of the Administrative posts in the Forest Department is insufficient to enable the officers who hold them to maintain in the way they should their position as Heads of Departments either with Local Governments or with the Government of India.

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Conservators are Heads of Departments. Their position corresponds closely to that of Commissioner of a Division. A Chief Conservator's position is presumably higher.

Yet at the present moment the writer of this note is serving in a district where the Deputy Commissioner (let alone the Commissioner of the Division) draws higher pay, not only than a first grade Conservator, but even than the Chief Conservator of the Province.

In view of the above we are of opinion that:—

(1) The average pay of all grades should be raised and brought closer to that received by members of the Indian Civil Service.

(2) To alleviate the very real grievance of junior members of the Department officiating allowances should be given to all Assistant Conservators in charge of Divisions.

(3) That by reason of the conditions of their service and the liberality of their education, Forest Officers should receive even more generous treatment than that afforded to the Public Works Department and Indian Police.

(4) That in the event of an incremental time scale of pay being introduced for Executive Officers of the Civil Service the pay of Executive Officers of the Forest Service should be fixed at not less than three-quarters of that scale.

The actual scale of pay based on existing conditions, now proposed by us, is as follows:—

(1) Assistant Conservators should begin on Rs. 400 per mensem rising by annual increments of Rs. 50 to Rs. 1,500 in the 23rd year, with the exception of officers not considered suitable for Conservators. These latter should not rise above Rs. 1,350 which would be reached in the 20th year of service.

(2) A qualified Assistant Conservator in charge of a Division should draw a charge allowance of one-fifth of the lowest pay of a Deputy Conservator in addition to his substantive pay provided the total does not exceed Rs. 700.

(3) There should be two grades of Conservators only, Rs. 1,750 and Rs. 2,000.

Chief Conservators should receive Rs. 2,500 rising by annual increments of Rs. 100 to Rs. 3,000.

The pay of the Inspector-General of Forests should be Rs. 3,000 rising by annual increments of Rs. 100 to Rs. 3,500.

66621. (V) **Conditions of Leave.**—Here again the peculiar conditions of service should be recognised, viz., that from the very nature of their duties officers of the Forest Department are apt to suffer more severely in health than those of other Departments, and treated accordingly.

The following improvements in the existing leave rules are urgently called for:—

(i) The minimum allowance for furlough and leave on medical certificate should follow the ratio adopted between Indian Civil Service and other Services for the maximum furlough allowance, i.e., it should be £400 or the salary last drawn on duty whichever is less. The present allowance of £200 is quite inadequate and results in officers not taking leave when it would be better for them, as well as for Government, to do so. Similarly on furlough other than ordinary the minimum should be raised from £100 to £200.

(ii) There should be no limit to the accumulation of privilege leave. It should never be possible for an officer to lose any of the privilege leave he has earned by leave being refused to him, and in the event of such refusal he should undoubtedly be permitted to accumulate his privilege leave up to the time Government can see its way to permitting him to avail himself of it.

(iii) The restriction which lays down that an officer must have rendered eight years' active service before he can be granted furlough appears to serve no useful purpose. It would be greatly in the interests of the Service to permit officers to take furlough after four years' active service.

(iv) It should be permissible to commute long leave on half pay into shorter periods on full pay, with suitable restrictions.

(v) The rule that furlough cannot be taken until an interval of not less than 18 months has elapsed

since last return from privilege leave of over six weeks' duration should be relaxed.

66622. (VI) **Conditions of Pension.**—It is strongly felt that the present pensions are totally inadequate, and require revision in the light of existing conditions. This matter has been for some time a very great grievance with Forest Officers. Numerous memorials have been submitted on the subject, the last of which have been withheld on the grounds that the matter would be taken up and considered by the Public Services Commission. We beg to represent that the Forest Department has very special claims to generous pensions on the following grounds:—

(1) The arduous and unhealthy conditions of service to which attention has already been drawn in paragraph 66619 (Conditions of Service). It was calculated about three years ago that the average length of service in the Forest Department (based on actuals of trained men, subjected to specially strict medical examination before admission) is only 22 years, and of these 30 per cent. died on active service.

(2) More than 40 years ago it was laid down that the ordinary limit of an uncovenanted pension was £500 or Rs. 5,000 at the then current rate of exchange. Since then the cost of living has increased enormously both in India and England. Yet the normal pension after 25 years' service is now calculated in English money, only £437 10s. or £62 10s. less than was considered reasonable 40 years ago.

(3) That on the present pensions it is impossible to live in comfort and to educate our children in a fitting manner. Forest Officers having no private means have a very hard task before them to make both ends meet on retirement.

(4) Under existing rules an officer of the Provincial Service, who serves for two years in the highest grade of Extra Deputy Conservator of Forests, can earn a pension of Rs. 5,000 per annum, that is to say, exactly the same pension as an Imperial Service Officer, other than the Inspector-General of Forests, Chief Conservator and Conservator who has put in 28 years' service. This is obviously not just.

(5) The relatively large number of retirements at an early age through ill health call for very generous invalid pensions under 20 years' service.

(6) It is not fair there should be one rate of pension for service from 15 to 19 years, another rate from 20 to 24 years, and a third rate for 25 years and above. For instance, a Forest Officer with 19 years' service gets a pension of Rs. 3,000, whereas officers of other Departments drawing pension under Article 474, Civil Service Regulations, get Rs. 3,800. There should be a graduated scale of pension for each year of service.

We therefore recommend a re-adjustment of the existing pension rules with a scale of pensions as under:—

(i) Pensions for the Imperial Service to be in sterling and not in rupees. This is absolutely essential.

(ii) Pensions to be on a graduated scale for each year of service.

(iii) The invidious distinction drawn against the Forest Department in paragraph 475, Civil Service Regulations, by which a Forest Officer must have completed 28 years' service if below the 1st grade of Conservators to qualify for an additional pension should be withdrawn.

Proposed scale of pension.			
Years.	Invalid Pension.	Years.	Ordinary Pension.
10 ...	£250	20 ...	£500
11 ...	275	21 ...	520
12 ...	300	22 ...	540
13 ...	325	23 ...	560
14 ...	350	24 ...	580
15 ...	375	25 ...	600
16 ...	400	26 ...	620
17 ...	425	27 ...	640
18 ...	450	28 ...	660
19 ...	475	29 ...	680
30 (or three years as Conservator) ... 700			

Chief Conservators and President, Research Institute, £800, Inspector General of Forests £900.

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The pension of officers not considered fit for Conservators not to exceed £600.

As the Government of India had decided that no orders upon memorials submitted by Forest Officers could be passed until the Public Services Commission had completed their enquiries and submitted their report, it is urged that in the case of all officers who retire subsequently to the date of the issue of the orders referred to and before the orders of Government on these recommendations are issued, retrospective effect should be given whereby such officers may receive the benefit of any enhanced pensions which may be granted.

66623. (VII) **Employment of non-Europeans and working of existing system of division of Services into Imperial and Provincial.**—We have nothing to add under this head to the remarks already made by Mr. Hill, Chief Conservator of Forests, in his Memorandum.

(Mr. Hill's remarks under this head were as follows:—

Entry to the Imperial Service is open to Indians under exactly the same conditions as to Europeans except with reference to marriage. No alterations appear to be necessary or advisable.

The existing system of dividing the service into Imperial and Provincial branches works satisfactorily and no alteration is required. On the whole, the members of the Provincial Service do the work given to them fairly satisfactorily; but any increase in the numbers of Provincial as compared with Imperial Officers must mean a loss of efficiency, since the course of training undergone by Imperial Officers in Europe is of a much higher standard than anything possible in India in the present state of scientific Forestry in the latter country.)

66624. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—We are in accord with the remarks made in Mr. Hill's Memorandum, but we would like to add that in our opinion a mistake was made when it was determined to call the District Forest Officer the "Assistant to the Deputy Commissioner." It would have been quite sufficient to state that in certain matters the Divisional Forest Officer shall not act without consulting or without the assent of the District Officer.

It results sometimes in the anomalous position of an experienced Forest Officer of some 15 to 20 years' service finding himself as an Assistant to a very junior and inexperienced District Officer.

66625. (IX) **Other points.**—(1) The question of travelling allowance is a permanent source of grievance with Forest Officers. The rates fixed many years ago are no longer adequate. It must be remembered that the Forest Officer spends more time in camp (never less than six months of the year) and frequently longer than any other touring officer. That his work takes him to those parts of a district where the common amenities of life are the most difficult to procure, and that he frequently has to be out at the most trying and unseasonable times of the year. That whereas Public Works Department or Police Officer can often make a tour passing from one bungalow to another along a main road, a Forest Officer has practically always to take his tents, furniture, crockery, etc., along with him involving him in much greater expense. Taking into account the present cost of cart and camel transport, coolies, etc., we consider that the existing daily rate of Rs. 5 should be raised to Rs. 7, so as not to involve an officer in actual loss on his touring expenses. The existing rates for Administrative Officers should be raised in the same proportion. Assistant Conservators should be given the same rate as officers in charge of Divisions. At present Assistant Conservators draw Rs. 4 per day, while Assistant Commissioners draw Rs. 5, a distinction which is hardly fair.

The question of travelling allowance on transfer has frequently been brought up. It affects the officers of all Departments equally. It will hardly be necessary to go into details, but it should be

recognised that officers should not be put to pecuniary loss when transferred in the interest of the Public Service.

(2) Free medical attendance should be provided for the wives and families of officers, as in the case of Military Officers.

(3) The creation of a Family Pension Fund on the principle of the scheme appertaining to the Indian Civil Service would be a source of great satisfaction to the Department. The existing Forest Officers' Provident Fund is not altogether suitable for family provision.

(4) The possibility of arranging for favourable passage rates to assist officers and their families when proceeding home on leave.

(5) It should be recognised that certain Forest Divisions are much more unhealthy than others and local allowances should be attached to them.

Supplementary Written Statement.

66626. In placing before the Public Services Commission this Supplementary Memorandum, I beg to refer the Commission to the introductory remarks made in my memorandum submitted on 15th October last, in which I pointed out that, owing to the hurried manner in which I had been called on to submit a memorandum, I had been unable to consult my brother officers and obtain their views and opinions.

I, therefore, desired to reserve to myself the right to modify or add to the opinions expressed in that memorandum after discussing matters with my brother officers. In accordance with the above, I now beg to place before the Commission the following amendments to the memorandum already submitted.

66627. (I) **Methods of Recruitment.**—The general consensus of opinion is that recruitment should be by open competition without nomination.

66628. (IV) **Conditions of Salary.**—The statement "The Indian Police still draw exchange compensation allowance, whereas the Forest Department do not" should read "that those members of the Indian Police who were appointed before 6th June, 1907, still draw exchange compensation allowance, whereas no members of the Forest Department do."

Junior members of the Service desire that special attention should be drawn to the insufficient pay which they receive during the first ten years of their service. Some instances have already been given. The grant of officiating allowances to all Assistant Conservators in charge of Divisions has been suggested. The opinion that "the average pay of all grades should be raised" should be amended to read:—"(1) The average pay of all grades, but more especially that of the lower grades, should be raised." The proposal that the salary of officers unfit for Conservators should not rise above Rs. 1,350 per mensem should be cancelled, no officers in these Provinces being in favour of this restriction.

66629. (VI) **Conditions of Pension.**—The scale of pensions proposed from the 20th year of service onwards has not been favourably received by the majority of officers, who consider them inadequate. The general consensus of opinion is that ordinary pensions should not continue to increase after 25 years' service, thus bringing it into line with the regulations applicable to the Indian Civil Service. In consequence the following revised scale of ordinary pensions should be substituted for those already proposed:—

Years.	Pension.
20 ...	£500
21 ...	530
22 ...	560
23 ...	590
24 ...	620
25 ...	650

£100 extra for three years' service as Conservator of Forests irrespective of total length of service.

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£800 for three years as Chief Conservator of Forests and President, Research Institute. £900 for Inspector-General.

The restriction that the pension of officers not considered fit for Conservators should not exceed £600 should be omitted.

66630. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—In connection with the remarks already made under this head the Forest Officers of the Central Provinces wish particularly to point out that, whereas they are aware that in other Provinces their brother officers frequently suffer considerably through the subordination of their authority to that of the District Officer, the same cannot be said to be the case in the Central Provinces, where the relations between the Forest Department and the Civil Service are most cordial. Personally, in 17 years' service I have never experienced anything but the greatest

consideration in official dealings with the District Officer.

66631. (IX) **Other points.**—With regard to travelling allowance, the opinion is generally held that from the nature of a Forest Officer's duties he should be given a higher rate of travelling allowance than that granted to other Services.

That Assistant Conservators should only be given the same rate of travelling allowance as Deputy Conservators when in charge of a Division, but that in the event of higher rates of travelling allowance not being granted to the Department, an Assistant Conservator should not draw less travelling allowance than an Assistant Commissioner.

That provided improved pay and pension schemes are sanctioned, officers do not lay much stress on (1) Free medical attendance; (2) The grant of favourable passage rates.

Mr. D. O. WITT called and examined.

66632. (Chairman.) The witness was a Deputy Conservator in the 18th year of his service. There were three Conservators and one Chief Conservator in the Central Provinces. Each circle in the Central Provinces was divided into seven or eight divisions.

66633. He recommended for recruitment to the Imperial Service a system of nomination, followed by competitive examination, at the school-leaving age. If a careful physical test was imposed along with the medical examination, he would then favour open competition.

66634. He had a preference for Oxford if it was decided that recruits should be trained at one residential University, as the arrangements there seemed to be better than elsewhere.

66635. The advantage of giving a recruit on first coming out to India a tour in the different Provinces was that he was liable later on in his service to be removed to other parts of India.

66636. He suggested that part of the period of probation should be allowed to count as service. It did count as service in other Departments. Of two men passing the same examination, one entering the Police Service and the other the Forestry Service, the former at once came to India and started earning salary, whereas the latter had to remain in training in England and spend nearly £800, and he received nothing in return. Any increase in the number of Provincial Service Officers as compared with Imperial Officers would mean a loss of efficiency in the Service. That assumption was based not only on the belief that the academic training in England was much superior to the training in India, but on considerations of character. It would be many years before the training in India could be raised to the level of the training in England.

66637. If it were desired to recruit Indians to the higher branches of the Service, he would be in favour of promotion from the Provincial Service. No definite proportion of vacancies to be filled by promotion should be laid down; it should be left to the discretion of Government to choose suitable men. He would not give any assurance to Indians that they would have an opportunity of getting into the Imperial Service. The conditions of Service in the Provincial Branch were extremely good. For instance, a senior Indian officer obtained more pension than an Imperial Officer. If a Provincial man was on Rs. 850 in the last years of his service, he could obtain Rs. 5,100 pension, whereas the pension of an Imperial Officer after 25 years' service was Rs. 5,000.

66638. As far as recruitment was concerned, whilst he was strong in his belief that Dehra Dun gave a very inferior training as compared with the University training in England, he would prefer to have in the Service a Dehra Dun trained Indian rather than an Indian trained in England, because an officer during his service in the Provincial Branch would be able to bring himself up to the standard of qualification for admission to the Imperial Ser-

vice. The experience such a man would get in the Provincial Service would make up for any deficiency in his training.

66639. The discontent among the junior officers in regard to their pay chiefly arose from the fact that when they were given officiating appointments they were not given an acting allowance.

66640. He suggested an increase of cadre because officers at present found difficulty in obtaining leave on account of shortage of staff. There was room for a large expansion of the Forest Department in the Central Provinces. In certain cases the divisions were too large, and they would gradually have to be split up into smaller divisions. The revenue from forests in the Central Provinces had been on the increase during the last few years. The more the scientific branches of forestry were developed, the larger would be the revenue obtained from minor products.

66641. An officer should not be placed in charge of a division until he had been in the Service for at least two years. There were instances, however, where officers of under two years' service had been put in charge for short periods. That was very detrimental to efficiency.

66642. Very few officers in the Service exercised their option to retire at 20 years, but a large number had been obliged to retire on account of ill-health. Assuming that there was proper provision for invalid pensions, he would admit that 20 years was a short period. He thought his colleagues would be prepared to forego that privilege if satisfactory invalid pensions were granted. Of the 132 officers who were recruited between 1866 and 1896, 26 per cent. died on active service, 36 per cent. retired, 7 per cent. had resigned, and 30 per cent. were still in the Service.

66643. He advocated the institution of a Family Pension Fund, which should be managed by Government in the same way as the Indian Civil Service Fund was managed.

66644. He laid stress upon the importance of increasing travelling allowances. A Forest Officer had to spend at least six months on tour, he was always in unhealthy parts far removed from towns and villages where the necessities of life were easily obtained, and on the present rates of allowances he was distinctly out of pocket.

66645. He desired to amend the statement that the General Provident Fund was not altogether suitable for family provision. Since the written statement had been sent in he had found that Provident Fund contributions might be applied to the payment of insurance premiums.

66646. (Mr. Sly.) With the reduction of the age limits and admission by competition, he considered the period of probation should be three years. A certain amount of weight should be attached to a science degree.

66647. He agreed that the proposal to give Imperial Officers officiating allowances would practically mean that every Forest Officer after three years' service would get a charge allowance in

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[Continued.]

addition to his pay under the time scale. In the Central Provinces there had been many instances of quite junior men being put in charge of districts in the Public Works Department and Police Department. What junior Forest Officers in the Central Provinces asked for was a higher rate of pay, or for an allowance if they were put in charge of divisions.

66648. It was the case that a Forest Officer received an extra allowance when he constructed a working plan, but if a man was put on special duty to do working plans he did not receive an allowance. It was giving an officer too much work to do to ask him to run his division, and to make a working plan of the division at the same time. He did not think that was in the best interests of the State. It would be better to have more men in the Service, so as to be able to release officers for special duty on working plans.

66649. All the posts of Extra Deputy were not at present filled, but that was not the explanation of the complaint about the shortage of officers for leave. There were 14 major charges. On the 1st October, 1913, there were only 13 Imperial Officers qualified for holding those 14 posts.

66650. Only one of the present officers in the Provincial Service was fit for promotion into the Imperial Service.

66651. (Mr. Fisher.) His proposal as to unlimited accumulation of privilege leave might tend to make officers defer taking their leave unduly.

(The witness withdrew.)

RAI BAHADUR SRINIVASALU NAIDU, Extra Deputy Conservator of Forests, Central Provinces.

Written Statement relating to the Forest Department.

A.—IMPERIAL FOREST SERVICE.

66656. (I) **Methods of Recruitment.**—The rules at present in force for the appointment of probationers for the Indian Forest Service practically exclude His Majesty's Indian subjects from that Service.

Rule 5 of the rules published in Government of India Circular, No. 21-F-280-2, dated the 18th October, 1912, states that the candidates must have obtained a degree with Honours in some branch of Natural Science or an examination of similar standard in any University of Great Britain.

Indian parents cannot, as a rule, afford to send their sons to England before their education in India is so far advanced as to admit of their being taken into the English Universities as Senior Students. As a graduate of an Indian University is given such admission, an Indian degree obtained in any of the Natural Sciences should be recognised as sufficient qualification for appointment to a probationership, provided the successful candidate obtains the Honours degree in some branch of Natural Science in the university of which he becomes a member in accordance with Rule 8 within two years, the period allowed him for obtaining a diplomacy in Forestry.

This rule was in force in 1911 and a graduate of the Bombay University (Mr. F. R. Madan) got the chance of entering the Imperial Service in the autumn of that year.

As the Honours degree in an English university is taken before the candidates come out to India, there can be no objection to this concession being made in favour of Indians.

Again, Rule 6 makes the holding of a competitive examination conditional on the number of applications received exceeding the number of appointments to be made. This uncertainty should be removed. The probationers should, as heretofore, be appointed by nominations in which the recommendations of the Local Government in India should receive adequate consideration, or invariably by means of competitive examination held simultaneously in India and England in good time before the terms begin.

The age limit should continue to be, as hereto-

66652. Personally he had found the Provident Fund was adequate to his needs, but he did not think the Provident Fund was really more suitable to the conditions of his service than a Family Pension Fund.

66653. It was the general opinion of his colleagues that they should not receive less remuneration than three-quarters of what the Civil Service received, but he himself thought that this was putting their demands a little too high.

66654. (Sir Valentine Chirol.) He suggested that a newly arrived recruit should have a tour of inspection of three months, in order that he should gain at once some idea of the great variety of conditions existing in India. It might be better to let a man take the tour after he had got familiar with the conditions in his own Province, but he himself did not think the matter was a very important one.

66655. If in the course of his work as a Forest Officer questions arose upon which he desired to have the assistance and advice of the Scientific Department, the channel through which he communicated was the Conservator of Forests, who communicated with the President of the Research Institute at Dehra Dun. If any particular line of investigation was started, orders were generally issued that the Research Officer at Dehra Dun should communicate direct with the officer in whose division the work was going on. This arrangement had worked very well.

B.—PROVINCIAL FOREST SERVICE.

66657. (I) **Method of Recruitment.**—The method of nomination for direct appointment is suitable for some time to come, as aptitude for forest work has to be carefully estimated in the candidates, but the minimum standard of educational qualifications should be raised to the obtaining of a certificate of having passed the F.A. or the Intermediate examination of any Indian university. In the case of Rangers specially recommended for direct appointment, whose number, however, should not exceed 25 per cent. of the yearly vacancies, their having obtained the Ranger's certificate in any of the Forest Colleges in India or Burma may be accepted as sufficient.

The examination prescribed in Rule 7 of the rules published in Central Provinces, Secretariat No. 98—XIV-1-4, dated the 25th January, 1913, is by itself insufficient, and without some years of training in an Arts College a student will be unable to follow the advanced course of study in Forestry which will henceforth be taught in the Provincial Service Class.

66658. (II) **System of Training and Probation.**—During the preliminary course of training a probationer is introduced into Forestry and cognate sciences, and his aptitude for forest work is tested. It is important that this test should be thorough before Government is put to the expense of training him. One year's practical course should, therefore, be prescribed, while he should not undergo any further probation when he has obtained the diploma in Forestry at the Dehra Dun College. The Principal of the College is the best judge of the competency of a candidate in every respect. He has not only the opportunity of watching his career for two years but also has the advan-

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tage of comparing his progress with that of several others. In the absence of vacancies a successful probationer could be appointed a supernumerary Extra-Assistant Conservator. This places the newly trained Provincial Service Officer on the same footing as the newly trained Imperial Service Officer. In the case of both the practice of not giving them independent charges till they have become acquainted with local conditions should be followed.

66659. (IV) Conditions of Salary.—The minimum and maximum pay fixed by Government for the Provincial Forest Service is in conformity with those sanctioned for the sister services of Provincial Engineering, Provincial Executive and Judicial branches, etc., etc., for the regulation of promotion is not sufficiently liberal and presents striking disparities.

Firstly, the number of appointments (Extra-Deputy Conservatorships), the pay of which is fixed at Rs. 575 to Rs. 850, being limited, an officer could only get the highest rate of pay on the eve of his retirement on rendering 29 years' service, including the two years' probation. The Provincial Service Forest Officer is no less exposed to privation and causes that shorten life than the Imperial Service Forest Officer or even the Provincial Service Engineer, and it is not unreasonable, therefore, that once the Provincial Service cadre is fixed, the promotion should be regulated on the lines sanctioned for them. In the enclosed statement the present position as to promotion is compared with that now prayed for.

Secondly, an officer permanently appointed has now to be specially nervous of his fate four times during his service—once when he reaches a pay of Rs. 550 and has to ascend to Extra-Deputy Conservatorship; a second time when he reaches a pay of Rs. 650; a third time when he reaches a pay of Rs. 700, and the fourth time when he reaches the Rs. 800 stage, in addition to his being solicitous of rendering satisfaction at each annual step. These painful restrictions cannot but have a discouraging or even demoralising effect upon the members of the service. They should, therefore, be removed. They are entirely redundant as Government is always at liberty to stop promotion to any officer at any stage.

Lastly, the members of the Provincial Forest Service are now entirely ruled out of administrative rank while there can be no objection to officers of conspicuous ability being admitted to it like the Provincial Service Engineers and officers of similar other services.

The Provincial Service Officers that have hitherto been deputed to Foreign Service and have had the opportunity of serving in administrative rank have vindicated their intrinsic worth and the valuable training they have received in British service which benefitted them for such employment.

Excluding the special appointments, such as the Inspector-General of Forests, the Chief Conservator of Forests and the President of the Research Institute, there are 21 Circle charges in the whole of India and Burma. Five appointments out of these should be set apart for the promotion of selected Provincial Service Officers, the gift being left in the hands of the Government of India based on the yearly recommendations made by the various local Governments. The salaries would be the same as those given to Superintending Engineers promoted from the Provincial Service, viz., Rs. 1,200, Rs. 1,400 and Rs. 1,600 respectively, for the three grades of Conservatorships.

This would amount to only one officer out of about 45 in the whole of India getting a chance of special promotion, but it would be a practical token of the liberal and generous policy of Government.

Travelling allowance is granted to facilitate the discharge of duties entrusted to officers, and so long as those duties are identical there should be no differentiation in the rates of travelling allowance whatever service the officer may belong to. The present rate of travelling allowance

granted to the Provincial Service Officer is inadequate and it should be the same as that granted to the Imperial Service Officers.

66660. (V) Conditions of Leave.—The present long leave rules relating to Indian Services are not of much benefit to the Provincial Service Officers.

The initial waiting for 10 years or 16 years if leave on urgent private affairs happens to be taken, combined with the fear that a subsequent period of eight years must elapse before applying for any more furlough makes officers, as a rule, postpone taking furlough till very hard pressed by circumstances and even do without any furlough throughout the service. The object of Government, which is to maintain the efficiency of the Services by allowing their officers reasonable facilities to enjoy periods of relaxation from duty, is not hitherto adequately fulfilled.

The simplification of these rules is under the consideration of Government and it is hoped that for all Services these restrictions will be done away with and that leave to the extent of one-sixth of one's active service will be given at any time, subject of course to the exigencies of service and to certain necessary limitations as to periods of leave to be given each time and collectively during the whole of one's service.

66661. (VI) Conditions of Pension.—The limit of 30 years' service for retirement fixed more than half a century ago is proving too long for any branch of the Indian Services. It operates particularly hardly on the Forest Service, the members of which, owing to exposure to malaria and adverse climatic conditions, become shortlived. It is, therefore, urged that the age limit for retirement should be reduced to 25 years.

If the comparative longevity of Europeans and Indians is given due consideration Provincial Service Officers richly deserve being treated exactly on the same lines as Imperial Service Officers, the amount of pension at each step being reckoned at two-thirds of that sanctioned for the Imperial Service Officers. Officers who have shown special energy and efficiency during an effective service of three years as Extra Deputy Conservators or Conservators should be entitled to an additional pension of two-thirds of Rs. 1,000 per annum as in the case of Imperial Service Officers, at the discretion of the Government of India.

66662. (VII) Such limitation as may exist in the employment of non-Europeans, and the working of the existing system of division of Services into Imperial and Provincial.—There are no limitations levied in the employment of non-Europeans but the disabilities represented above will have the effect of practically keeping out Indians from the Imperial Service and administrative rank which is probably not the intention of Government.

Owing to the difference in the initial training and the scope of pay and promotion the division of the Service into Imperial and Provincial branches is probably a necessary measure, but the division is too rigid and the Provincial Service is stamped with the ban of inferiority to an undue extent and treated altogether like a disjointed member instead of its being allowed to exist like the branch of a great tree.

Forestry is essentially a science which is mastered in the field for which one's initial training is but an introduction. With the careful training received at the hands of experts, specially chosen for their ability in the Dehra Dun College, and of equally skilful Conservators thereafter, a considerable number of Provincial Service Officers become so proficient and useful to Government that they cannot be said to be much behind their senior brothers in the Imperial Service. If, therefore, a few of the deserving Provincial Service Officers are raised to the administrative rank they form the tissues which fuse the branch into the main stem and the Service would at once rise, not unjustly, in public estimation.

There is yet another measure commended for consideration. It is the abolition of the unsavoury

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prefix "Extra" in the nomenclature adopted for the members of the Provincial Service. It proclaims the ban even to people who want to know nothing about it, while the distinction could be of interest only to the account department.

66663. (VIII) Relations of the Services with the

Indian Civil Service and other Services.—The ill-effects of the rigidity of the division of the Forest Services into Imperial and Provincial described above, are naturally accentuated in the treatment received from services outside the Forest Department.

Statement comparing the present and proposed position of promotion to Provincial Service Forest Officers (vide paragraph 66659).

Year.	Existing position.	Proposed position.	Year.	Existing position.	Proposed position.
	Rs.	Rs.		Rs.	Rs.
Period of probation ...	Two years after passing ...	Nil.	15th ...	Extra Assistant Conservator ...	Deputy Conservator ...
1st ...	Extra Assistant Conservator ...	Assistant Conservator ...	16th ...	Do. ...	Do. ...
2nd ...	Do. ...	Do. ...	17th ...	Extra Deputy Conservator ...	Do. ...
3rd ...	Do. ...	Do. ...	18th ...	Do. ...	Do. ...
4th ...	Do. ...	Do. ...	19th ...	Do. ...	Do. ...
5th ...	Do. ...	Do. ...	20th ...	Do. ...	Do. ...
6th ...	Do. ...	Do. ...	21st ...	Do. ...	Promotion to administrative rank only to officers of exceptional merit
7th ...	Do. ...	Do. ...	22nd ...	Do. ...	Retirement.
8th ...	Do. ...	Do. ...	23rd ...	Do. ...	
9th ...	Do. ...	Do. ...	24th ...	Do. ...	
10th ...	Do. ...	Do. ...	25th ...	Do. ...	
11th ...	Do. ...	Deputy Conservator ...	26th ...	Do. ...	
12th ...	Do. ...	Do. ...	27th ...	Do. ...	
13th ...	Do. ...	Do. ...	28th ...	Do. ...	
14th ...	Do. ...	Do. ...	29th ...	Do. ...	
			30th ...	Retirement.	

RAI BAHADUR SRINIVASALU NAIDU called and examined.

66664. (Chairman.) The witness was an Extra Deputy Conservator with 23 years' service. He had been recruited direct to the Provincial Service from Dehra Dun.

66665. He recommended that Indians should be eligible for the Imperial Service on the strength of having obtained an Indian degree in Natural Science. In addition to that he would suggest a physical test. The reason he put forward the first suggestion was that the rules now required that candidates should be graduates of an English University. That rule completely shut out Indians.

66666. All Indian candidates who had taken their degree in Natural Science in India should be sent to England, and should undergo the same course of training as the European probationers.

66667. He would also promote men from the Provincial Service.

66668. Not more than 25 per cent. of the posts in the Provincial Service should be given to Rangers, because the course now instituted at Dehra Dun for a Provincial recruit was of a very much higher standard than the course taken by Rangers. He would improve the prospects of the Ranger class as compensation for non-promotion to the Provincial Service.

66669. Six months was a sufficient period in which to find out whether a young officer was suitable for the Service. He had recommended a period of one year as a substitute for the six months now spent before going to Dehra and the three years after the completion of the Dehra Dun course. He considered that no probation was necessary after passing out from Dehra Dun. If the period after a man was trained was the time for testing whether he was going to be an efficient officer or not, it should be limited to one year. Three years' probation was too long, and he would himself prefer that the whole period of probation after passing out of a college should be abolished.

66670. Officers of the Provincial Service were entirely ruled out of administrative rank. It was not the fact that Government had any discretion in the matter. Five out of the 21 circle charges in the whole of India and Burma should be reserved for selected Provincial Officers. He agreed that at present most of the officers in the Provincial Service were those who started as Rangers, but there were others who started as gazetted officers, and

who had rendered excellent service. There as at present a sufficient number of Provincial Officers to fill five circle appointments.

66671. Owing to differences in training, and also in conditions of pay and promotion, the division between the two branches of the Service must remain, but it need only do so in a modified form. The present division engendered silent antipathy. Both branches rendered the same services to Government, and there ought therefore to be one common list. He did not think that if there was one list his colleagues would in a very short time be making the same complaints as officers in the Public Works Department, as the conditions of the two Services were slightly different.

66672. If invidious distinctions were removed, and an extra allowance were given to the European in virtue of his serving away from his own country, he thought his colleagues would be satisfied.

66673. Twenty-five years was a sufficiently long period for an Indian to serve in the Forest Department, in view of the arduous nature of the Service. He knew of a few instances where officers were suffering from physical afflictions on account of the hard work.

66674. (Sir Valentine Chirol.) When he put in the claim on behalf of the candidate with an Indian Natural Science degree, it was not because he attached very much value to the usefulness of that degree for the work to be done in the Forest Department, but simply in order to place the Indian and European on an equal footing.

66675. (Mr. Madge.) There was a good deal in the ordinary Arts course which was very useful for forestry work.

66676. He desired to press the claim that the best Provincial men should be promoted to the administrative ranks.

66677. (Mr. Sly.) He had been to Europe on study leave, and he had found it a valuable training. He would like a system of study leave for all the Provincial Officers. He would also submit that in view of the small pay given to the Provincial Service, liberal consideration should be given them in the matter of allowances when on study leave.

66678. For both Indians and Europeans he considered a system of nomination in India necessary, provided the candidates had the required University qualification.

(The witness withdrew.)

4 May 1914.]

At the India Office, London, Monday, 4th May, 1914.

PRESENT :

THE RIGHT HON. THE LORD ISLINGTON, G.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.

SIR VALENTINE CHIROL.

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

ABDUR RAHIM, Esq.

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

JAMES RAMSAY MACDONALD, Esq., M.P.

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

F. C. DRAKE, Esq., Secretary, Revenue and Statistics Department, India Office.

*Written Statements relating to the Indian Forest Service.**(1) Extract from a Memorandum on appointments made by the Secretary of State for India in Council.*

66679. The Selection Committee has since 1910 consisted of (i) a representative of the Secretary of State; (ii) the Director of Indian Forest Studies; (iii) a person appointed by the Secretary of State who is not connected with the India Office; (iv) a person nominated by the Government of India. The Committee has been composed as follows :—

1911 and 1912.

- (i) Sir James La Touche, K.C.S.I., Member of the Council of India.
- (ii) Mr. A. M. Caccia, M.V.O.
- (iii) Sir E. Stafford Howard, K.C.B., Commissioner of Woods and Forests.
- (iv) Sir S. H. Eardley Wilmot, K.C.I.E., late Inspector-General of Forests in India.

1913.

- (i) Sir James La Touche, K.C.S.I.
- (ii) Mr. A. M. Caccia, M.V.O.
- (iii) Mr. T. H. Middleton, C.B., Assistant Secretary, Board of Agriculture and Fisheries.
- (iv) Mr. F. Beadon Bryant, C.S.I., late Inspector-General of Forests in India.

Only holders of a University degree with Honours in Natural Science, or equivalent degree, are admitted as candidates to appear before the Selection Committee. The regulations provide that "should there be more candidates considered to be qualified in every respect than vacancies to be filled, the Secretary of State reserves the right to require them to pass a competitive examination conducted by the Civil Service Commissioners, on the results of which their final selection would depend." Up to the present no competitive examination has been held.

(2) Supplementary Note by Mr. Drake on selection of probationers for the Indian Forest Service.

66680. A.—*Method of Selection.*—(1) Between the years 1867 and 1904 forest probationers were selected by a competitive examination. Up to 1890 the examination was held in science subjects, the age limits being 17 to 21 years. In 1891, the examination was reorganised so as to correspond generally with the Indian Police and the Sandhurst examinations (with which at a later period it was amalgamated), and so ceased to be exclusively a science examination; the maximum age was reduced to 20 years. Up to 1884 the probationers went to the Continent for a 2½ years' training*; from 1885 to 1890 they had rather over two years' training at Coopers Hill College and on the Continent; after 1891 the training at Coopers Hill and abroad was extended to nearly three years.

* The examinations were at that time usually held in November or January.

66681. The year 1891 therefore marks an important change, namely, the abandonment of the idea of recruiting (at about the school age) candidates with training in the elements of science. The occasion of the change was a dearth of candidates during the years 1887, 1888, and 1889, in each of which it was found impossible to secure ten or twelve candidates, all of whom could pass the—not very exacting—standard of qualification in the examination. The chief reason for this difficulty was no doubt the insufficient pay of the Service—which was accordingly improved—but other reasons may have existed, and the change was made with the view of widening the field of selection by taking in other than science students, with the necessary corollary of an extended period of probationary training.

(2) The Secretary of State for India in Council decided in 1905, on the closing of Coopers Hill College, that as an experimental measure, subject to reconsideration after three years, the forest probationers should be obtained by open competition among candidates between the ages of 18 and 21 who had passed Responsions at Oxford, or an equivalent examination elsewhere, the subjects of the competitive examination being mechanics and physics, chemistry, zoology, and botany; and that they should be trained at Oxford and on the Continent, the length of the course being three years as before. Oxford was selected as the place of training in the United Kingdom on the recommendation of Dr. Schlich, the Professor of Forestry at Coopers Hill.

(3) The Regulations for the recruitment of 1905, as first issued, were based on the above scheme. Certain modifications were subsequently introduced, namely, candidates who had not yet passed Responsions, or an equivalent, were to be admitted to the competition on giving an undertaking that they would do so by October, 1905; and zoology was made an optional subject. Further, the date for receipt of applications was postponed for one month. There were 13 vacancies; only four candidates applied; and of these only two passed the examination. There remained 11 vacancies, which it was decided to fill by means of selection. This was done, 28 candidates being obtained by sending circulars to the Universities of the United Kingdom.

66682. The Regulations for 1906 were practically the same as the revised Regulations of 1905, with the omission of zoology from the list of subjects for the competitive examination. Nineteen vacancies were advertised and the regulations were widely distributed, but only two candidates offered themselves, of whom one passed the examination. As in 1905, a Selection Committee was appointed to fill the 18 remaining vacancies, together with five vacant posts in the Colonies, 23 in all. An advertisement was issued, applications were received from 40 candidates, and 13 vacancies were with difficulty filled. Shortly after this, the University of Oxford waived the requirement of passing Responsions in the case of candidates for the

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Oxford Diploma in Forestry who had been appointed probationers for the Indian Forest Service, provided that such candidates had received a good general education; and in response to a second advertisement issued on these lines 19 candidates offered themselves, and from this and the former list the remaining 10 vacancies were filled.

66683. For the Regulations of 1907 and 1908 the following changes were introduced, as a temporary measure, pending the reconsideration of the whole matter which had been promised by the Secretary of State:—the attempt to obtain candidates for a competitive examination was dropped, selection by a Committee being substituted; the maximum age limit was raised from 21 to 22, and the necessary qualifications were stated as "a good general education, and, if possible, a knowledge of chemistry and of mechanics and physics." As the result of these changes, 63 candidates offered themselves in 1907 for 22 vacancies in response to advertisement; and 21 vacancies were filled, but with some difficulty, as many of the candidates were entirely unsuitable, or withdrew. In 1908, 76 applications were received, for 19 vacancies, and 19 appointments were made.

66684. (4) To sum up, before 1908 four periods may be distinguished—

(a) 1867 to 1890.—Competitive examination in science subjects. Training, from 1885 onwards, at Coopers Hill.

(b) 1891 to 1904.—Competitive examination. Subjects, those commonly taught in public schools and secondary schools throughout the country. Specialisation after selection, the candidates selected being men with a satisfactory general education. Training at Coopers Hill, at a cost to the candidates of about £550 for the three years. The number of candidates was usually double the number of appointments.

(c) 1905–6.—Abolition of Coopers Hill. Opportunity is taken to substitute a highly specialised examination in order to get recruits already trained to some extent. The experiment was made. Result :—

1905, 13 vacancies, 4 candidates, 2 appointed.
1906, 24 vacancies, 2 candidates, 1 appointed.

(d) 1905–8.—In 1905 and 1906, selection necessary to make up deficiencies of competition. In 1907 and 1908, selection adopted as temporary system. Result :—

1905, 11 vacancies, 28 candidates, 11 appointed.
1906, 23 vacancies, 59 candidates, 23 appointed.
1907, 22 vacancies, 63 candidates, 21 appointed.
1908, 19 vacancies, 76 candidates, 19 appointed.

66685. (5) In 1908 the systems of selecting and of training probationers were reconsidered, in accordance with the undertaking referred to in paragraph 1 above, by a committee under the chairmanship of Mr. (now Sir R.) Munro Ferguson. The Committee recommended that candidates should appear before a Board of Inquiry, with a view to the elimination of those falling below the standard in respect of physique or character; that preference should be given to candidates possessing a degree or diploma in forestry or a degree in science; and that if the number of candidates satisfying the Board of Inquiry exceeded the number of vacancies, a competitive examination should be held among the approved candidates to determine the selection of probationers.

66686. (6) The Regulations for 1909 and later years were based generally on these proposals, and contained provisions to the following effect :—

(i) Two classes of candidates were provided for, viz., if those with an Honours degree in Natural Science (it was decided not for the present to accept a Forestry diploma as a special qualification), and those without a degree but possessing "good general education." The former were given preference, but it was not until 1911 that they applied in sufficient numbers to fill the vacancies and to render unnecessary the appointment of candidates with the lower qualifications. In the Regulations for 1912 the distinction was abolished, all candidates being required to have an Honours degree, or equivalent degree, in Natural Science.

(ii) A Selection Committee examines the applications, and the Secretary of State reserves the right to require candidates to sit for a competitive examination if the number of candidates considered by the Committee to be qualified in every respect exceeds the number of vacancies. Arrangements for holding such examination, if required, have been made with the Civil Service Commissioners, but no examination has up to now been held.

66687. (?) I submit the following conclusions :—

(a) Competitive examination of candidates at the school-leaving age, in the subjects of general education, worked fairly satisfactorily as a means of recruiting probationers to be trained at Coopers Hill; when, after the closing of Coopers Hill, the examination was confined to science subjects in 1905 and 1906 it failed altogether to secure candidates. This may have been partly due to the fact that the Oxford authorities at that time insisted on the requirement that probationers should have passed Responsions, or an equivalent, involving a knowledge of Greek.

(b) On the question whether probationers should be recruited at the school-leaving age or the University leaving age, there are the following considerations :—

(i) Schoolboys would need a three years' probation in forestry, unless the standard of training hitherto accepted were lowered.

(ii) There would be more risk of getting unsatisfactory men if the probationers were selected at the less mature age, and the need for supervision of their studies would be such as to necessitate their being trained together at one centre.

(iii) The three years' course would entail larger expenditure in probationers' allowances from Indian revenues.

(iv) The only argument in favour of the school-leaving age is that it might enable the probationers to go to India a year earlier. This is examined in the next paragraph.

(c) The present maximum age limit—22 on the 1st January (i.e., about 22½ at the time of selection)—is designed to catch men just three years after their leaving school, this being the time required for taking their degree. An increasing number of the candidates who come up have already taken a forestry degree or diploma besides the Honours Science degree. For such probationers one year of probation should be ample, to enable them to comply with purely Indian requirements. Therefore, by selecting candidates at the school-leaving age* and putting them through a three years' course, only one year could ordinarily be gained in their age on arrival in India; and this only if none but candidates who have just left school were accepted, with a maximum age limit of 19 on the 1st January in the year of competition.

66688. In the case of the probationers who have gone out in the last three years (excluding six men who for exceptional reasons had been kept in this country for an extra year) the mean of the ages on arrival in India was 24 years, the oldest being 25 years and 10 months (after 3 years' probation) and the youngest 21½ years. All these had at least two years' probation after their selection. As has been remarked there is reason for holding that in future one year of probation will be sufficient, in respect of the increasing number of candidates who have already taken a degree or diploma in Forestry.

66689. Of the 18 candidates who presented themselves in 1913 (all with Honours degrees in Science) the ages ranged from 21 to 22½ years on the 1st July in that year. In eight cases, including three of the men appointed, the age did not exceed 22 years. Under present regulations, therefore, if the probation can be reduced to one year, the men can

* N.B.—By "school-leaving age" I mean the age at which boys in the highest forms, who stay on to work for scholarships, leave school. Since it is our object to get the best material, it cannot be desirable to take boys who either are not of this class or who have, in order to get an appointment, sacrificed the last and most valuable year of their school career.

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[Continued.]

arrive in India at an average age not exceeding 23 years.

66690. *B.—Training.*—(1) On the details of the training of probationers I do not offer remarks, as these are matters for the Director of Indian Forest Studies. It may, however, be convenient to summarise the facts as to the action of the India Office regarding the centres at which the training is conducted.

On the closing of Coopers Hill in 1905, Oxford was selected as the place of training in the United Kingdom, on the recommendation of Sir William Schlich, and the Regulations, up to and including those for 1911, provided that probationers would be required to obtain the Oxford Diploma in Forestry. This provision was from the first stated to be subject to reconsideration, and in 1911 orders were passed allowing probationers to be trained at any University possessing a Forestry School approved for that purpose by the Secretary of State in Council. As a result of this it was decided that the payments made to Oxford University in respect of the Forestry School, that had been made since 1905, amounting to £395 a year, should be discontinued after the year 1913.

Cambridge and Edinburgh were invited to furnish evidence that their course was a suitable one; and Cambridge made arrangements that met with approval. Edinburgh, where the course for the Forestry degree takes three years, has for that reason not been able to comply with the requirements in the same way, and there is no question of sending probationers, having no forestry training, to spend their probationary period at Edinburgh; but the Secretary of State has made arrangements that will admit of the selection of Edinburgh Forestry graduates, who have also

taken part of the final examination for the degree in Pure Science.

66691. (2) Of the probationers selected in the last three years (five in each year) two went to Cambridge for their probationary period in 1911, three in 1912, and one in 1913. The rest went to Oxford.

Of the 18 qualified candidates who came forward in 1913, 11 had taken their degree at Oxford, three at Cambridge, one at Bangor, one at Bristol, one at Edinburgh, and one at University College, Dublin. It seems probable that, under the arrangement just noted, the number of candidates from Edinburgh will be higher in future.

66692. (3) The Secretary of State has thus advanced some way in the direction of availing himself of all the high grade forestry teaching that has been established in this country in recent years. Ultimately it may perhaps be possible to appoint Forest Officers, as the result of a competitive examination in Forestry, with a short probationary course following selection. It would seem a retrograde step to revert to the Coopers Hill plan of a State subsidised school for the training of Indian forest probationers, whether at Oxford or elsewhere; except in the event of the establishment in this country of a Central Forestry School that would take the place of the Universities in this respect. But there is, I understand, not the slightest prospect at present of such a school being established. The only thing that is being done is to develop the School in the Forest of Dean, which has hitherto trained woodmen only, so that it may supply part of the practical training of high class foresters, in place of part of their practical training in Germany. There is no idea of turning it into a school that would offer the teaching now obtainable at the Universities.

Mr. F. C. DRAKE, called and examined.

66693. (*Chairman.*) The witness was secretary in the Revenue and Statistics Department of the India Office. In that capacity he was a member of the Committee of Selection for many Services, and was also concerned with the selection of candidates for other Services for which no formal Selection Committee had been constituted. In filling vacancies in the Factory and Mines Department, the India Office had usually endeavoured to obtain men from the Home Office inspection staff, as it was considered that the Government of India wanted men who had had experience of inspection in this country, and selections were usually made with the advice of an officer on leave from India. It was very important in making selections to have the advice of someone with Indian experience.

66694. The witness put in a return relating to the Agricultural, Veterinary, and Geological Services,* showing the number of appointments made to those Services and the proportion of European to non-European candidates. Only three or four appointments had been made to the Mines Department and to the Factory Department. No Indian had been appointed to the Veterinary Department, and so far as he knew, no Indian had ever applied for appointment.

66695. In the selection of candidates for the Geological Department, as for other Departments, an attempt was always made to obtain the advice of an expert who was not connected with India as well as of one connected with India.

66696. Candidates for the Veterinary Department were interviewed by Colonel Queripel. The number of vacancies was very limited, and Colonel Queripel's practice was to keep in touch with Sir John McFadyean, the Principal of the Royal College of Veterinary Surgeons in London, who knew all the good men likely to come forward. Colonel Queripel had a knowledge of India, as he was Inspector-General of the Department a good many years ago, but he had no recent experience of Indian conditions.

* This return will be found in the Notes at the end of the Minutes of Evidence relating to the Agricultural, Veterinary and Geological Services (Volumes XV and XVI(1)).

66697. The witness had no suggestions to make for the improvement of the machinery of selection. He had been trying to improve the system during the last year or two, and he thought it had become more systematised. They required on the one hand an independent expert, with an intimate knowledge of the conditions governing the supply of candidates in Great Britain, and on the other, a man who had actual experience of the Department in India. It was of value to have up-to-date experience, and that experience was not at present available in connection with the Veterinary Department.

66698. There was no Selection Committee for the Agricultural Department, but of recent years Mr. Middleton, of the Board of Agriculture, had been asked to go through the applications, and when possible an officer of the Agricultural Service on leave was called in to advise. Last year Mr. Coventry, the Agricultural Adviser to the Government of India, assisted in the selection of candidates. There were two agricultural posts to be filled in the course of a month or two, and it would be necessary then to ascertain whether there was a member of the Agricultural Department in England; if not, no doubt Sir Edward Maclagan, who had been Secretary of the Revenue Department, would help.

66699. There were two chains of communication between the India Office and the various institutions from which candidates were obtained for the Agricultural Department. In the first place, advertisements were put in all papers that were thought of value for the purpose, but that resulted in obtaining very few good candidates. In the second place, a notice was sent round to the heads of colleges and institutions asking them to bring the matter to the notice of their men, and if they knew of any good men to send up their names. Even that was very disappointing, as professors seemed to pay little attention to the notice. As a rule application was made to the Professor of Agriculture or the Professor of Botany as well as to the head of the college. The letter sent out was always couched in more or less conversational

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[Continued.]

form; it was not a printed circular, but a letter explaining that a vacancy was available, and asking them to be good enough to assist the Secretary of State if they knew of any candidates. The letter practically constituted the professors and principals agents of the Department. It might be that there were no candidates forthcoming, but he could not help feeling that more might be done. A list was kept of applicants and their qualifications, so that when a request was received from the Government of India for a specialist in any branch of agriculture the list could be immediately referred to, but the appointment would not be made without advertising afresh.

66700. With regard to the Forest Service, an increasing number of candidates now had a diploma in Forestry. At Oxford, where the diploma involved a considerable amount of practical work, the men who came up with a view to becoming probationers would not actually have taken the diploma, but would have only taken the two years theoretical work. They missed the practical work necessary for the diploma, thinking that as they would have to do the practical work in their probation it was not worth while doing it at their own expense, at a cost of something like £70. At Edinburgh the students were given a good deal of time on the Continent, but much of that time was spent in attending lectures given by a German forest officer, who lectured in English. The same remark would apply more or less to Cambridge. The course for the diploma lasted three years at Edinburgh and two years at Oxford and Cambridge.

66701. With regard to the age of candidates, he had worked out the figures for the men who had gone out to India during the last three years—a great number of whom had undergone a three-years' probationership after taking their degree—and he found that the average age was almost exactly 24. In any case, two years was the maximum now for men with a science degree, so that it might be reckoned that the average age in future would be 23½, and if men could be obtained with one year's probation it certainly ought not to exceed 23.

66702. The reason for insisting on a science degree was that it was desired to cut down the period of probation. Formerly, and as would be the case again if selection were made at the schoolboy age, it was necessary to give probationers a three-years' training. Sir William Schlich had said that if a man came up with a pretty good knowledge of botany, chemistry, or some other science, he could do the work in two years. The present regulations certainly resulted in getting very good men, who had come out well at the university, and who were old enough to know their own minds and competent to select their career. If a man in his three years at the university had taken not only his degree but also his forestry diploma, as would be the case in a great many instances, it was all to the good, as he could be sent out to India at the age of 23.

66703. (*Sir Murray Hammick.*) The field open to a man who had studied forestry was not a very large one outside India, and yet a considerable number of men went up to Oxford, and most of them obtained forestry appointments elsewhere. The number of candidates undergoing a forestry course at Oxford last year was something like 40, out of which not more than 10 were destined for India.

66704. The selection of candidates was not restricted to men who had taken the diploma in forestry: it was only restricted to men who had taken an honours degree in some subject of natural science. He would not himself suggest any restriction to men who had taken a diploma, but he would give them preference. His real objection to a schoolboy examination was the expense of training the candidate. Also, if schoolboys were selected they would have to be sent to a place where they would be under proper supervision, and that would involve the establishment of one central school. It would be necessary to establish and endow a school somewhere or other, possibly at Oxford. It would be no doubt within the realms of possibility

to have a schoolboy examination with a condition that the boys should take their diploma at one of the three universities, under the direction of the Director of Forest Studies, but the supervision would be inadequate, and it could confidently be anticipated that there would be a number of failures.

66705. A large number of people now took their diploma without the prospect of going out to India. At Edinburgh a good number of men took up forestry with a view to obtaining employment on estates in Scotland.

66706. (*Sir Valentine Chirol.*) He did not wish to make a definite complaint that it was difficult to interest people connected with universities or agricultural institutions in Great Britain in the selection of candidates, as he believed it was simply an oversight on their part. He felt quite sure that some of the people circularised had a knowledge of the extremely interesting work done by the Agricultural Service in India. For instance, the Professor of Agriculture at Edinburgh, Professor Wallace, was intimately acquainted with the conditions of Indian agriculture. The real reason why candidates were not available might be that Professors and Principals did not keep very closely in touch with a great many of their men after they had left the colleges.

66707. (*Mr. Abdur Rahim.*) When Indian candidates applied they were always considered with the other candidates, but no special steps were taken to secure Indian candidates for any of the Services. No advertisement was issued specially with a view to obtaining Indian candidates, and no request for Indian candidates was made to the heads of the universities and colleges. Indian students coming to England generally applied to the secretary of the Indian Students Department, and from him would obtain full information as to the various Services open to them. So far as he was concerned, no advice was given to any Indian students to study for particular Services. Indians had every facility for studying forestry in England, either at Oxford or Cambridge or Edinburgh, and could obtain facilities for practical work.

66708. He could not remember any Indian candidates who had come up for the Veterinary Department, and did not believe that Indians came to any of the veterinary colleges in Great Britain. As regards the Agricultural Department, one Indian had been appointed last year, and a few applications from Indians had come in. There were two applicants last year, and for two vacancies which would soon occur one of last year's men had applied again. There were very few Indian applicants for the Forest Service, but one Indian Forest Officer was appointed about two years ago.

66709. (*Mr. Macdonald.*) The witness said he was not a member of the Selection Committee for the Forest Department.

66710. (*Mr. Sly.*) He could not say why the physical test which used to be in force for candidates for the Forest Department was abolished, but it was a test of absolutely no value; it depended more on whether a man had a good pair of boots than anything else. Candidates were taken out for a 20 miles run in one day, and if a man happened to be off colour on that day he came in late. He could only explain the evidence in India in favour of the test by saying that as people grew old they always looked back with favour upon the things of their youth, but it did not seem to him a reasonable and sensible way of finding out a man's physical condition. It was much better to see if he had been in the Rugby team of his school or prominent in the school sports.

66711. He thought that a probationer for the Forest Department who had obtained a science degree at a university and a diploma in forestry, and had subsequently undergone one year's probation, could get out to India about the age of 23½. The usual course now was for men to take the degree and the diploma in three years after leaving school, and the ordinary age of leaving school was between 18 and 19. Taking the average age of entrance to the university as nearly 19, and adding three years, with a further year for probation,

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[Continued.]

made the age 23. The men who went up to Oxford went up in October, and as they went out to India in November they would go out just about the age of 23. It might be true that the statistics for Oxford showed that only two out of six students taking the diploma of forestry last year were 22 years of age or less, and that the year before only three out of 12 were 22 years of age or less, but one or two candidates were obtained last year under the new arrangement with Edinburgh, and he quite anticipated there would be several men this year with the Edinburgh forestry degree. He did not think the scheme suggested by him would restrict recruitment to Edinburgh men.

66712. A man could take the theoretical course at Oxford and postpone his practical course. The practical course at present consisted of about six months altogether, spent in Germany; two months in the first long vacation, a month at Christmas, a month at Easter, and two months in the last vacation. He thought they would usually take it with Mr. Caccia, the Director of Indian Forest Studies.

66713. If a man had a full theoretical training he could certainly take his practical training in one year. The full theoretical training for the diploma of forestry at Oxford was adequate for the Indian Forest Service, and was the qualification actually taken. In addition, one or two Indian subjects were required, but those could be taken up in the probationary year.

66714. With regard to his objection to recruitment at the school-leaving age on the ground of increase of cost, the probationer's allowance at present was £120 a year. He was not aware that there was a monetary advantage in getting candidates out to India at an earlier age.

66715. With regard to the Agricultural Service, Mr. Middleton was not nominated by the Board of Agriculture, but was personally asked to advise. He did not think that the Agricultural Service occasionally missed very good men who had applied for service in India but who had been unable to obtain an appointment on account of there being no vacancy. The vacancies occurred fairly regularly once or twice a year. It was conceivable that a good botanist who might be willing to go out to India could not do so owing to no post being available for some years, but his experience did not confirm that. Irregularity of recruitment was, however, a distinct factor in decreasing the number of candidates. When the Department became larger, as it would no doubt do in course of time, and the number of vacancies was sufficient to justify a regular rate of recruitment, it would undoubtedly be easier to obtain candidates. He did not think any proposal had ever been made for a regular rate of recruitment to the Agricultural Service up to the present.

66716. The only case in which a gentleman employed to assist in the selection of candidates was paid a fee was the case of Colonel Queripel, who, under an old standing arrangement, received a fee in respect of each candidate selected.

(The witness withdrew.)

66717. (Mr. Chaulat.) The change made in the standard of the competitive examination for the Forest Department, owing to the dearth of candidates, was not a change from a higher standard to a lower; it was a change from an examination in science to an examination in general education. The standard of education in science required for the examination did not give a sufficient number of candidates, and therefore a standard of general education was introduced.

66718. The technical scientific knowledge required for the purposes of the Indian Forest Service no doubt could be as easily acquired in India as in England, but there were no facilities for teaching the higher branches of forestry in India. Possibly, forestry might be introduced as a subject of study in some of the existing institutions in India, but he could not say that practical experience in India was more valuable for an officer who was going to serve in India than practical experience in Europe. The opinion of Forest Officers who had spoken to him on the subject was that practical experience in Germany was essential for a high-class Forest Officer. The matter had been discussed at very great length during the last few years, and it was said that the Indian forests had not been attended to for a sufficient length of time to make it possible to obtain the education from them that could be obtained from German forests, which had been under management for hundreds of years. It was, however, a point on which he hardly felt competent to give an opinion. He did not think it was possible to obtain men trained in India who would turn out quite as capable officers as the officers turned out under the present system. In the first place, there was no staff available competent to teach forestry in India; the only possible staff were the Dehra Dun professors, who were expert laboratory officers, advisors to the Government, and it had been established in the course of discussions that those officers could not duplicate the work of training Forest Officers *ab initio* and, at the same time, carry on their advisory work.

66719. (Sir Theodore Morison.) He did not wish to put forward the present system of selection as perfect, but it was as perfect as they had at present been able to devise. The India Office would welcome any suggestions that would give them a selective system above suspicion, but he thought that requirements in this respect were already met by the arrangements in force for the publication of vacancies. The vacancies were usually advertised in about three issues of several daily papers, and, if time permitted, in three issues of several of the more important technical journals, though he did not think advertisement was of very much use in obtaining the kind of men usually required for expert Departments. The appointments made were always published, but he did not think it possible to publish the names of all the candidates, as very often men came up who were employed by firms and did not want their names made public. The only possible form of publicity was to announce in the papers that so-and-so had been appointed to examine candidates and to advise the Secretary of State in the selection.

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At the India Office, London, Tuesday, 5th May, 1914.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.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.

SIR VALENTINE CHIROL.

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

ABDUR RAHIM, Esq.

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

HERBERT ALBERT LAURENS FISHER, Esq.

JAMES RAMSAY MACDONALD, Esq., M.P.

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

SIR WILLIAM SCHLICH,* K.C.I.E., Professor of Forestry, University of Oxford, called and examined.

66720. (Chairman.) The witness said he had been Professor of Forestry at the University of Oxford since 1905, and before that was Inspector-General of the Indian Forest Department. For many years prior to going to Oxford he was a professor at Cooper's Hill. During those years a great number of candidates for the Forest Department had passed through his hands, and he thought he was approximately correct in saying that out of the 220 officers of the Imperial Forest Staff about 212 had been his pupils.

66721. With regard to the comparative merits of the present method of recruitment and recruitment at the school-leaving age, he impressed upon the Commission that it was a mistake to send men out too young. It should be remembered that the Indian forest officer, besides being an expert in his own line, was also to a very considerable extent an administrative official. The Indian Forest Department managed 240,000 square miles of forest—i.e., one-quarter of the total area of India—and many places in that area were rarely or never visited by a superior officer of the ordinary administrative establishment. Under those circumstances he considered that forest officers should be men and not boys when they arrived in India, as the contentment and happiness of millions of people depended upon the Forest Officer being a man of considerable tact. Accordingly it was of the greatest importance that men on their arrival in India should be fairly well-developed. The age at which they went out ought to be sufficient to allow of a thorough education and to a considerable extent the formation of character, and he put that age at from 23 to 24; in fact, they should be about the same age as civilians. It was true they were not in the same position as the civilians, but they had many duties to perform which were really similar to those performed by the Civil Service. On the forest officer reaching India, after having gone through a complete course of training in England, he had not more than one year's probation, and was then posted to some isolated subdivision.

66722. He laid great stress on a university education for forest officers. Although he considered it desirable, on account of the development of character which was always involved in the process of a man taking an honours degree at a university, there was no absolute necessity to insist upon a science degree, provided that young men chosen at the school-leaving age were sent to a university and went through a course of not less than three years. If a complete university career was prescribed there was practically nothing to choose between the present method of recruitment and recruiting at the school-leaving age with a career at the university. If recruitment at the school-leaving age meant that no university course was to be taken, he should prefer the present system of an honours course at a uni-

versity. Men should go out at about 23, or better still 24. The present staff in India had been all recruited under the school-leaving age system, and might therefore be possibly in favour of the younger age. Those who had gone out since 1908 had not enough experience probably to be called to give evidence on the subject.

66723. He had always held the opinion that it was a disastrous mistake to scatter a handful of men over a number of universities. He warned the Committee that sat at the India Office three or four years ago that men should be sent to Oxford or Cambridge, or to Edinburgh, he did not care where, but that it was of the utmost importance to keep them together, because whatever universities might say at the present moment, it could not be expected that satisfactory arrangements would be made at a number of universities for one or two probationers a year. Up to the present only a few men had gone to Cambridge and none to Edinburgh. He had no positive information, but from what he heard he believed that up to the present time only Oxford had a School of Forestry up to the required standard, but on that point the Commission might usefully examine the Director of Indian Forest Studies. Under any circumstances, he would have all the candidates at one university. Some of the universities had said that they would make all the necessary arrangements, but the question was how far that had been done. By keeping the men together it would be possible to make sure that proper arrangements were made for a good standard of education.

66724. If men were recruited at the school-leaving age there was not much on which they could be judged, but when men had spent two or three years at the university there was something to go upon in seeing whether the men who applied for appointments were the kind of men required. He had always advocated a preliminary nomination by interviewing all the applicants, and if there were more candidates than the number of appointments a competitive examination might be held of those who were considered in other respects qualified. He was inclined to make the very bold statement that if Great Britain was to keep India she would have to send out men of a certain class, and if she did not do that the greater danger of her not keeping India for ever. It was a mistake to send out any men except those who were thoroughly qualified for the duties they had to undertake. In the Forest Department he would rather develop what was now called the Provincial Service than send out men who were not of the very highest calibre. There would have to be a great extension of the Provincial Service because the area was far too large to be managed by the Imperial staff now in India. The revenue was rising, the management becoming more minute, and the demands on the staff were becoming greater and greater. Therefore he advocated that for a number of years to

* This witness did not submit a written statement, but see Appendix XI.

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come the Imperial Forest Service might be kept at its present strength, and additions, as far as possible, made by the development of the Provincial Service.

66725. With regard to the school-leaving examination, he had always advised parents who came to him to let their boys have a classical education up to the standard of Responsions at Oxford or the previous examination at Cambridge. Anyhow, he would insist on one of the old languages, especially Latin. There was a good deal of talk about the abolition of Greek, but a man who was going in for science, although he did not want an intimate knowledge of Greek, would find it a great help to know something of both Latin and Greek, as it would enable him to understand scientific expressions. Therefore, the education of candidates up to the time of leaving school should be a classical education and under any circumstances should include Latin. In the competitive examination a certain knowledge of chemistry and physics might be added. He would not ask students to spend their school time on botany or zoology, but to concentrate on their classical education so as to be as well prepared as possible for the specific course of instruction in their university training.

66726. With reference to the allocation of time to practical and theoretical work in the university course, the course had been two years theoretical and one year practical, but owing to the pressure brought to bear by the Committee of the India Office three or four years ago the practical course had now been reduced to six months. A certain amount of practical work was done during the time set apart for theoretical instruction. The practical part should under no circumstances be less than six months, and it might usefully be more. When he first started the course it was nine. Although there might possibly be room for some small improvements the practical course abroad was on the whole thoroughly satisfactory. The men were stationed with Continental forest officers. They had to keep a diary, which was submitted every Saturday to the forest officer, who discussed it with them, and at the end of each month the diaries were sent to him at Oxford and he went over them and wrote to the forest officer if there was anything he was not satisfied with. That was done throughout the whole of the practical course. Until he met with an accident which interfered somewhat with his walking powers he invariably at the end of the course spent the last six weeks with the students, taking them to different districts to study certain conditions under his direct control. He did not see how a better control than that could be established unless a special officer was appointed to be with them throughout the whole year. During the last few years he had visited them every year, generally twice, in the Easter holidays and in the summer, and had made enquiries on the spot into the general condition of things and given them advice on their work. It was very important whilst the students were in the German forests that there should be at headquarters an officer who was thoroughly conversant with the language.

66727. With reference to the possibility of a change to the school-leaving age affecting recruitment, the witness stated that in the first two or three years after the change in 1905 was made there were very few applicants. In the first year after the change there were four candidates, two of whom qualified; in the second year there were two, of whom one qualified. Therefore a system of selection had to be devised, and he canvassed the university and obtained in that way the number of men required. During the last six years, when things had settled down, there had been more candidates than were required for the appointments, and there were a considerable number of others who had not taken a degree. For some 10 appointments there were 50 or 60 applicants every year, so that at present the field was quite wide enough.

66728. He considered the allowances which were given to candidates during their probationary period at present to be adequate. It was

calculated at the rate of £150 a year, which included about £30 for fees to the instructors while on practical work. That sum, he thought, would attract quite a sufficient number of applicants, because after all parents were expected to do something towards the education of their children.

66729. Assuming that the candidates were brought together in one university, and a course was arranged with regard to the requirements of India, it would naturally be expected that the Government should make some contribution. He could only speak of Oxford, and he thought he was justified in saying that Oxford would be quite ready to fall in with such an arrangement, and would be willing that the men selected as professors should be selected by a joint committee of the University and the India Office. If the India Office would find the salary of one officer he believed the university would find the remainder, but the matter would have to go before Convocation. When the Oxford University was given its *congé* by the Secretary of State in 1911 there were 26 forest students who were not probationers for India, and the university then had to make some arrangement for them.

66730. Two natives of India had passed through the course at Oxford and gone out to India as members of the Imperial Forest Service, one having been appointed to Madras and the other to Bombay. Seven others had been sent to Oxford from native States, and several had taken the diploma and a degree and joined the Forest Service of the native States. At the present moment there were four natives of India under instruction, two having been sent by native States and two coming of their own accord. One was 35 years of age. Some of these had done very well indeed.

66731. (Sir Murray Hammick.) With regard to men of the Provincial Service being allowed study leave for the purpose of attending a course of instruction in Europe, the witness said that out of the seven men who had gone back to India five were men who had been at Dehra Dun. They had been for some years in the service of native States and then had come to Oxford and taken the diploma, including the theoretical and the practical work. On the whole it was very useful for Indians to come to England, but a great deal depended upon how the forest teaching at Dehra Dun developed. Indians coming to Europe should do one of two things; they should either come to Oxford, or some other University, and go through the regular course, or be placed for six or nine months under a Continental forest officer who knew English. During the last ten years he had trained by the latter method upwards of 30 officers, quite apart from his Oxford work, for Colonial appointments. They went for three months to Kew to pick up the special botany of the country they came from, and then were placed under a German forest officer for a six months' course. In Ceylon and the Malay States the conditions of the Imperial staff had been improved and officers who were already in the Service were given the option of going through the course if they wished to be promoted to higher appointments. As things were at present arranged, ignorance of the French or German language by Provincial officers would not be an obstacle to their training to Europe for a six to nine months' training on the Continent.

66732. (Sir Valentine Chirol.) It is very difficult to say whether the two years' course at Oxford or the six or nine months' course on the Continent or an extended course at Dehra Dun should be made an essential condition for promotion from the Provincial Service to the Superior Service. If the Imperial Service of 220 members trained in Europe was kept up to the proper standard it would be better to extend and improve the school at Dehra Dun. On the whole he would rather improve the Dehra Dun course for the Provincial Service so long as the Imperial forest staff was kept up to the proper standard. The present Imperial staff recruited from Europe might be kept as at present, and if any additions were made there was no reason why they should not be made from men who had received an extended training at

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Dehra Dun, and who had proved by meritorious work afterwards that they deserved such promotion. It was not essential that a man belonging to the Provincial Service in India and promoted into the Superior Service should have practical training on the continent of Europe, as the 220 Imperial Service men recruited in England would furnish the European experience and provide the necessary teachers at Dehra Dun or other Indian schools. Such teachers should, however, be selected from the best men in the Service. If recruitment in Europe was cut off a very serious mistake would be made.

66733. (Mr. Abdur Rahim.) Most of the Indians who had been trained at Oxford did very well in their studies, and they also showed appreciation of the practical work they had to do, although they were not so good in practical work as they were in theoretical work. They generally did better in the theoretical examinations. He had had cases where a native of India had stood at or near the top in the theoretical work, but had not come out on top in the practical work, while others had done very well in practical work. He would not exclude Indians from the Imperial Service, but would make sure that they were fully qualified to enter it.

66734. He always took care to make it known to Indian students as well as European students that the Forest Service was open to them and was a profitable Service to study for. One reason why perhaps Indians did not go in so much for the Forest Service was that it was far more difficult to take the diploma in forestry than any other diploma at Oxford. There was a saying in Oxford that forest students had more work to do than any others. Many of the Indians who came to the university preferred something which was a little easier.

66735. (Mr. Macdonald.) It was absolutely necessary that forest students should go to the Continent for their practical work at present, as the development of forestry in Great Britain was not sufficiently far advanced to give the required training.

66736. He laid great emphasis upon a classical foundation for a forest officer's training. A student need not be a scholar in Latin, but he certainly should know a certain amount. Having regard to the fact that most of the public schools now had fairly well-equipped laboratories, it might be possible to include a certain quantity of chemistry and physics, and in any examination at the school-leaving age he should restrict the science part to those two subjects, especially chemistry. His long experience had shown him that the knowledge boys had on leaving school of botany, geology, and zoology did not help them very much. They had to go over the same ground again in a more satisfactory manner.

66737. (Mr. Fisher.) If boys were chosen at the school-leaving age and had to pass through a three-years' course in a forest school at one university he should give to those who had fulfilled the other conditions the chance of taking a science degree with their diploma. They would not all do it, but there would be probably men who had been already a year at the university and who had taken up chemistry and physics, and they ought to be given a chance of obtaining a degree, which they could do in three years. At Oxford there was an arrangement whereby a student taking the diploma was excused all preliminary examinations; in fact, if he took only Part I. of the diploma examination he was excused all the preliminary examinations for the science degree, and had only afterwards to take one subject for his final. For an intelligent boy it would not be an extra strain to take a degree in science as well as the diploma, but of course a three-years' residence would be required. Moreover, a student who had taken the diploma in forestry was excused two groups out of three for a pass degree.

66738. With regard to engineering training for forest officers, if an endeavour was made to make an engineer of a student he would probably turn out an indifferent forest officer. The course at present was pretty full, and even a boy who came at the

school-leaving age for three years had as much as he could do. Perhaps a little engineering might be added in connection with the construction of bridges, culverts, etc. That added to the course of instruction would increase the expense by about £20. If additional knowledge was required in road-making there would be an extra charge of about £50 or £60, because the instructors would have to be specially paid. In the early years, when forest officers did more engineering, he had received a complaint from the Head Conservator of Madras that the men who were being sent out were far more engineers than foresters.

66739. (Mr. Sly.) With regard to the comparative merits of training at Cooper's Hill and at Oxford, the witness on the whole was in favour of a university education, as it broadened men's minds. Cooper's Hill trained for three different branches of the Service, and in that way the men were brought into contact with each other. Training at a university developed men much better in the long run. At Oxford the students were first of all given a thorough grounding in the first year in botany, spending nine hours every week on that subject alone, also in geology, which was preceded by a certain amount of instruction in chemistry and physics for those who had not come with any knowledge of those subjects. In the second year they had another six hours a week in forest botany and nine hours a week in zoology, including forest entomology, etc. They were also given a certain amount of instruction in geometric drawing, engineering, and surveying, and those subjects were taught very well indeed. The course of instruction in forestry at Oxford was as high as ever it was at Cooper's Hill, and probably higher. Many of the men who were not probationers for India took, during the first two years, the diploma in forestry because that exempted them from a preliminary examination, and then in the third year they prepared for an honours degree in science. Out of the 33 who were not probationers for India and had taken the diploma, 13 had taken the science degree as well. Out of the 84 probationers for India, 51 had taken both the diploma and science degree, and 33 had taken only the diploma. If they had a chance they liked to go in for the science degree as well, especially natives of India.

66740. In the Oxford diploma course every facility was given for practical work. There were small excursions during term time and generally one excursion during the first year to French forests. That excursion usually lasted three weeks, and just gave them an idea in the middle of their course of the systematic management of forests. Then they had a minimum of six months on the Continent, generally in Germany, and sometimes in Switzerland. During that six months the professor of forestry had them under his supervision whether they were Indian or European students.

66741. Until within the last year or two probationers for India had done no extra work at all, but now that the Director of Indian Forest Studies had undertaken to supervise the practical course himself he was very likely to extend it, if he had not done so already. At Oxford they had some work in Indian botany and Indian geology and forest law in the ordinary forest course; for the probationers for India it was obligatory. If any additional course was necessary for students who had passed the ordinary Oxford school he would not have a general additional course all round, but would select men who showed a special tendency in a certain direction and give them some extra instruction in that line. To make men spend a great portion of their time on engineering when they might not have any engineering work to do throughout their lives would be a great waste, but those who took the extra course might be specially employed in forest engineering. The alternative to splitting them up in that manner would be to let them come home after some years service for the extra study.

66742. When the whole Department was transferred from Cooper's Hill to Oxford the India

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Office paid £397 a year for expenses, plus the salary of the professor and assistant professor, but now they paid nothing. When the Government withdrew their support there were 26 forest students at Oxford who had to be provided for in the middle of their course, and, as there was no endowment for a professorship, rather than see the whole thing broken up he offered to go on for a little while until arrangements could be made, even if no salary was paid to him at all. The University did not accept that and found £300 from what was called the Common University Fund, and appointed him as reader with the status of a professor. Then the Council sent a round-robin to the colleges, and a number of the colleges provided another £300 a year. When Mr. Caccia ceased to help in the instruction the Committee of the Chancellor's Fund provided another £250 for an assistant for three years. In order to put the thing on a more permanent basis he himself started an endowment fund for a professorship and up to date had received £4,000. At present the Oxford Forest School was on a temporary foundation, as the £4,000 was not sufficient to establish it permanently.

66743. It was essential in training officers for the Indian Forest Department at one university to have professors with Indian experience.

66744. Any control which might be exercised by

(The witness withdrew.)

A. M. CACCIA, Esq., M.V.O., Director of Indian Forest Studies.

Written Statement relating to the recruitment and training of probationers for the Indian Forest Service.

66748. (I) **RECRUITMENT.**—Experience has shown that there are two practicable methods of recruitment:—

(1) By competitive examination at school-leaving age from candidates with a good school education (in force from 1891-1904), and

(2) By selection at university-leaving age from candidates who have obtained a university degree in some branch of science.

66749. Under the latter method of recruitment, which is at present in force, candidates are obtained who have already received a good grounding in science, and who have received some training in scientific methods. Such candidates have already passed certain prescribed university examinations in science subjects. It is therefore possible to determine with greater certainty the qualifications of the candidates appearing for probationerships.

66750. As a result of the university training, the candidates so obtained are better able to assimilate and to follow the specialised forestry courses. On taking up their probationerships, such candidates have already reached a more responsible age. They are generally more anxious to learn, and almost without exception take a personal interest in their training. It is therefore possible to deal with the requirements of each probationer separately, without that constant personal control which is so necessary in the case of youths first joining a university with an assured appointment. The qualifications of such probationers at the time of their appointment, as regards a knowledge of forestry, are, however, very unequal. Thus, while some probationers have no knowledge of forestry, others may have more or less completed the course of theoretical instruction required for the forestry diploma at Oxford or Cambridge, or for the forestry degree at Edinburgh, etc. The probationers consequently require differential treatment both as regards their theoretical and practical forestry course. This greatly increases the difficulty of arranging for satisfactory probationary training, though the difficulty is by no means insurmountable.

The one objection which appears to have been almost unanimously raised against the present

the India Office would depend on the arrangements made by the Secretary of State with the university. His own idea was that there should be an arrangement between the university and the Secretary of State to determine who was to be the professor, and that professor should be certainly a man with an Indian experience.

66745. (Mr. Chauhal.) Out of the three years' probation he would not advise that any period should be spent in India. He would rather not send men out at all than send them out without proper training. After the probationary course in England they would go straight into the Service, the first year being spent in becoming acquainted with local conditions and local matters, as in all the other Services.

66746. He had spent 20 years in India and Burma, and had an extensive knowledge of the duties of Forest Officers in that country.

66747. (Lord Ronaldshay.) He was not against a competitive examination, but it should be combined with a preliminary nomination. Men should be interviewed, and only those allowed to go on to the examination who were considered in other respects suitable for the Service. A system of nomination had been actually in force for about ten years now, and if there was an examination he should like the same system of preliminary nomination to continue.

method of recruiting from university graduates is the question of age. Probationers recruited at a university-leaving age are, at the time of their proceeding to India, somewhat older than when recruited at a school-leaving age, and though the difference is not very great, yet this occurs at a period in the officer's life when every additional year probably tells very seriously on his capability to adapt himself readily to the somewhat trying conditions of life in the Indian Forest Department. Moreover, late recruitment is more likely to lead to discontent later on, owing to the impossibility of reaching the Conservator grade. The remedy for this evil would appear, however, to be promotion to the administrative grades by "selection" instead of purely by "seniority," as at present.

66751. Recruitment from candidates at a university-leaving age would, in all cases, have to be followed by one or two years' additional special forestry training. Probationers so obtained would, therefore, have to undergo, firstly, a three or four-years' university training in order to obtain a science degree, followed by one or two years' special forestry training, as compared with three years' forestry training to be prescribed in the case of recruitment at school-leaving age. In both cases, the age at which candidates would, in the first instance, proceed to the university would be about the same.

66752. **Conclusion.**—The question of recruitment cannot be dissociated from the question of training. Considered independently, both methods of recruitment (whether at a university- or school-leaving age) possess certain important advantages, and both methods can be made, under certain conditions, to work satisfactorily. It is obvious, however, that youths recruited at a school-leaving age require constant personal supervision during the whole period of their training, and such supervision could only become possible when the probationers are all trained together at one centre under the direct control of a staff appointed for the purpose by the India Office.

66753. On the other hand, with recruitment at a university-leaving age, the candidates have already reached a more responsible age, and they may already have qualified in a number of the subjects prescribed in the forestry degree or diploma courses. Consequently, each candidate must be

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dealt with separately, and the necessity for bringing all the probationers together at one centre is not so insistent.

66754. (II) **TRAINING OF PROBATIONERS.**—To arrive at a correct conclusion on the subject of the training of probationers for the Indian Forest Service, due consideration should be given to the following points:—

(1) There is, at present, no thoroughly equipped School of Forestry in the British Isles where a satisfactory high-class training in Forestry, such as is required by the Indian probationers, can be given. The demand, in so far as home forestry is concerned, is, and for many years to come will continue to be, chiefly for elementary instruction suitable for agricultural students and others desiring appointments as land-agents, etc.

(2) Sufficient money is not at present available for the adequate organisation of the Forestry Schools at Oxford and Cambridge (which have been approved by the India Office), and, even granting that these schools will develop in the future, their development will proceed on the lines best suited to meet the requirements of home forestry, and not of Indian probationers.

(3) The theoretical instruction now given at Oxford and Cambridge is very unequal, and the Director of Indian Forest Studies has at present no power in any way to supervise or control these courses, although they constitute the essential basis for the practical training for which he is responsible. Inspection of a printed syllabus, moreover, obviously affords no criterion of the suitability or otherwise of a course of instruction.

(4) Apart from the fact that a generally higher standard of instruction is required, certain subjects which are not considered to be of importance to students of home forestry are considered to be necessary for Indian forest probationers. Such are Indian forest engineering, Indian geology and soils, systematic botany with special reference to the Indian forest flora, Indian forest working plans, forest law, silviculture of Indian trees, book-keeping.

(5) The Schools of Forestry at Oxford and Cambridge possess no provisions for giving instruction in practical forestry. Apart from this, however, work in and visits to selected continental forests under proper supervision are essential in the case of the Indian probationer. This practical training requires the closest personal supervision, and the University Readers in Forestry have no means of personally supervising the practical training of the probationers, even if they possess sufficient knowledge regarding suitable continental practical training grounds.

66755. It follows from the above that the instruction given at the universities will always have to be supplemented by special theoretical and practical instruction for which the India Office must make itself responsible. The exact manner in which this additional instruction should be given must, however, depend very largely on the method of recruitment, e.g., whether the probationers are recruited (i) at a university-leaving age or (ii) at a school-leaving age, and on the amount of special Indian theoretical courses which it may be considered necessary to prescribe for the Indian forest probationers, vide (4) above.

66756. (i) **Recruitment at university-leaving age.**—In this case the present arrangement of appointing a Director of Indian Forest Studies, who is responsible for the practical training of the Indian Forest Service probationers will continue to work satisfactorily, provided the Director is a good linguist and has been given an opportunity to acquire a thorough knowledge of suitable continental training grounds. Provided also that he has opportunities of keeping constantly in touch with the work going on abroad.

In addition to this, however, it is essential that the India Office should make suitable grants of money to the approved universities, contingent on the fulfilment of certain definite conditions to be laid down by the India Office. The vital points to be insisted on should be: (a) a voice in the selection of the University Forestry Instructor,

and (b) a right to inspect the schools and to insist on the special subjects required by the Indian forest probationers being taught in a satisfactory manner.

The annual grant to be made by the India Office would depend to a great extent on the special requirements of the India Office, and in some cases (e.g., instruction in Indian forest botany) a portion of the assistance to be rendered to the universities may take the form of a temporary instructor paid for and appointed by the India Office.

In this connection it may be mentioned that the necessity for prescribing a large number of special Indian subjects would appear to be open to question. It is suggested that many of these subjects (especially systematic botany of Indian trees, Indian geology, Indian forest working plans), could be far better dealt with by prescribing a departmental examination to be passed by recruits within a certain period of time after joining the Service in India. The recruits would, as a result of their training in England, be quite capable of carrying out these simple studies independently, in conjunction with any other work that might be given to them during their first year of service. On the other hand, provisions could easily be made, provided funds are supplied to the universities, to extend the course of studies in forest engineering, and in other selected subjects.

66757. (ii) **Recruitment at a school-leaving age.**—Under this method of recruitment, all the probationers without exception would, at the commencement of their probationary period, be on the same footing, and they would all be required to follow the same prescribed course of studies (e.g., as regards an approved curriculum). But, owing to the youth of the probationers, they would be required to be kept under proper control and supervision during the whole of their probationary period. This could only be done satisfactorily by establishing approved Indian Schools of Forestry at one or more centres. The exact constitution of a University Indian School of Forestry, as above contemplated, need not be entered into here; but in view of the fact that the University Professor of Forestry will always be required to devote himself more especially to home forestry and to the training (it may be of a very large number) of other than Indian forest probationers, and bearing in mind the necessity for the India Office to maintain some control over the management of such a school, the following scheme is suggested, namely:—

(i) The Director of Indian Forest Studies should be made responsible for the training, theoretical and practical, of the Indian Forest Service probationers. With this object in view, he should be attached to such university as may be prepared to agree to the establishment of an Indian School of Forestry, and to give the Director of Indian Forest Studies an official position in the university by recognising him as the University Professor for Indian Forestry.

(ii) The Indian Forest probationers, whilst under training, should then be placed under the orders of the Director of Indian Forest Studies who, in consultation with the university authorities, would prescribe the course of study in each subject to be followed by the Indian Forest probationers. Advantage would be taken as far as possible of the existing university lecture courses. But the Director of Indian Forest Studies himself would be required to give lectures in Indian forestry and to arrange for special lectures in other subjects as required.

(iii) The Director of Indian Forest Studies would be responsible for the practical training of the Indian forest probationers.

(iv) The Director of Indian Forest Studies should only be permitted to lecture to Indian Forest Service probationers, to Indian students, and to such other students from India as may be deputed by the Government of India. He should not be permitted to take part in the training of other university students.

(v) The above arrangement would necessarily entail the training of all the Indian Forest Service

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probationers at one and the same university, unless a Director or Assistant Director of Indian Forest Studies is appointed at each of the selected universities. In view of the small number of probationers annually appointed, it appears difficult to justify the latter procedure.

(vi) The period of training, including the practical training, should be three years.

66758. *Conclusion.*—It would appear that two methods of recruitment and training of probationers for the Indian Forest Service are possible, viz. :—

(i) Recruitment by competitive examination at school-leaving age from candidates with a good (modern side) school education, followed by a three years' course of training at an approved Indian School of Forestry to be established at one (or more) university centres, under the direct control of the India Office. The three-years' course of training to include the necessary (Continental) practical training under the closest personal supervision. In view of the small number of probationers annually recruited, the establishment and endowment by the India Office of more than one Indian School of Forestry could not be justified. It is essential for the success of this method of training that the probationers should, during the whole of their probationary period, be kept under careful control.

(ii) Recruitment by selection at university-leaving age from candidates who have passed some recognised university science examination. Candidates so recruited will require individual attention, both as regards their further theoretical and practical training. This can be given by an officer specially appointed for the purpose by the India Office (e.g., a Director of Indian Forest Studies), who would be responsible for the practical training of the probationers, and also for arranging the course of studies to be followed by the probationers at the approved centres. Further, in order that the theoretical training of the probationers at the selected centres may be satisfactorily given, it is essential that certain grants be made to the approved universities, contingent on the fulfilment of certain definite conditions to be laid down by the India Office.

66759. Though both methods are practicable, I am personally, on the whole, in favour of recruitment at a school-leaving age, followed by a regular prescribed three-years' course of studies at one centre for the reason (i) that recruits will proceed to India at an earlier age, (ii) that much of the best material for the Forest Department which was obtained under the older regulations will no longer be excluded owing to the fact that many parents cannot afford the expense of a university education with no certainty of an appointment at its close, and (iii) that it would be possible then to arrange for an approved university course of study, applicable to all probationers alike, and confined merely to those subjects which bear immediate application to a forestry training.

It must be clearly understood, however, that in my opinion the balance turns in favour of

this scheme only on the distinct understanding (a) that a satisfactory Indian School of Forestry can be established at one university centre on a sound, permanent footing, a controlling voice in the management of the same being retained by the India Office; (b) that suitable provisions can be made for the supervision of the probationers during their course of training; and (c) that satisfactory arrangements are made for the carrying out of the practical training under the closest personal supervision.

Otherwise, if these vital conditions cannot be fulfilled, recruitment from university graduates, with its undoubted inconveniences, should be continued, for the reason that better material is obtained, and the graduate has sufficient experience to enable him to profit from a further university training without constant personal supervision, except as regards the practical course.

66760. (III) *APPOINTMENT OF PROBATIONERS.*—(i) *Recruitment at school-leaving age.*—Recruitment should be by competitive examination, so arranged as to cover all those subjects which a boy who has received a good *modern-side* education may be expected to know. Experience has shown that no useful purpose is served by introducing a large number of science subjects in an entrance examination designed for candidates recruited at school-leaving age.

(ii) *Recruitment at university-leaving age.*—Recruitment should be by selection from candidates who have passed some recognised university science examination. At the present moment this is confined to candidates (i) who have obtained a degree in natural science in a university of Great Britain or Ireland, and (ii) to graduates in forestry at the University of Edinburgh. It is possible that the field of recruitment may in the future be advantageously extended to candidates who have obtained university degrees in the applied sciences.

66761. Regulations or suggestions as to the manner in which selection should be exercised would appear to be called for. At the present moment, the greatest stress appears to be laid on academic, scientific attainments, physical qualifications being only given secondary consideration, and a desire generally appears to exist to apportion the appointments as far as possible to various university centres.

I would suggest that in making selections from university graduates for probationers in the Indian Forest Service attention should be paid, first and foremost, to the candidates "*personality*," and, secondly, to *academic qualifications*. Under the first head (personality) I would include:—

- (a) Experience in dealing with fellow students (e.g., captains and secretaries of athletic and social clubs, etc.);
- (b) Physique (e.g., share taken in games, athletics, etc.);
- (c) Possession of a sense of discipline (e.g., membership of the O.T.C. or School Cadet Corps, etc.);
- (d) Indian connections.

Mr. A. M. CACCIA, called and examined.

66762. (*Chairman.*) The witness occupied the position of Director of Indian Forest Studies, which he had held for two and a-half years. It was a five years' appointment. Previously he had spent 23 years in India in the Indian Forest Service. For three years he had been at Dehra Dun as instructor, four years at the Research Institute, and for nine months was President of the Research Institute and College at Dehra. Altogether he had spent seven years at the Research Institute and 16 years in divisional work as an ordinary Forest Officer. His main duty now was to carry out the practical course of training, to consult with the students about their theoretical training, and to supplement the training which they received at the universities. At the present moment there were men at Cambridge and at Oxford, but none

had yet been allowed to go to Edinburgh after being selected as probationers, as Edinburgh insisted on a three years' course and the Department wished to have a two years' course. Men could be taken from Edinburgh when they came up with their Forestry degree for appointment as probationers, but none had yet been selected. He understood that in the present year there would be three or four candidates from Edinburgh. He had not visited the Edinburgh School lately, but he understood it was not sufficiently equipped to meet the requirements of the Department, and the training there would have to be supplemented by practical training on the Continent.

66763. The average age at which men went to India now was 24, but in future it would vary between 23 and 24. The particular course they

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now underwent would enable men to go out at 23½. Under the present regulations when a man had already done part of his forestry course his subsequent course on appointment as probationer could be cut down to one year instead of two.

66764. At present there were two men at Cambridge and two more Cambridge men were undergoing practical training. The syllabus at Oxford and that at Cambridge was exactly the same, but the question was how far the syllabus was followed. Cambridge was now in a transition stage; certain new regulations were before the Senate to establish the school on a proper basis. The great trouble at all the universities was the question of funds.

66765. Apart from the supervision that he had over the probationers in the different institutions, he had also to accompany them on their tours abroad. At present the practical course consisted of two parts. In the first part they had to learn the conditions of one particular forest division, and for that purpose they stayed about three or four months in one place and were directly under the orders of the Forest Officer, he himself visiting them and staying with them for a certain time, but not the whole time. In the second part, when the students visited particular places, he went with them if it could possibly be managed. It was always necessary to have someone looking after the students and supervising their work in the forests in Germany, as otherwise they were liable to waste their time. Now that a Director of Indian Forest Studies had been appointed there would be always someone to assist them in their work. He did not think that the continuous presence of the Director was so necessary during the first part of the practical training provided that the men the students were sent to were carefully selected. The selection of the men under whom the students were placed was made by himself, and he was in touch with many of the leading Forest Officers in Germany.

66766. The total time occupied in the tours varied between seven and eight months. For about three or four months they were allowed to remain in one place and for three or four months they were visiting different places. They were not abroad continuously, because the practical training in most cases was now done in the vacations. In the summer vacation the students could be abroad for two and a half months, but at Christmas and Easter only for five weeks. He thought the period was quite adequate. In details it was always possible to go on making improvements, particularly in the selection of new training grounds, but generally the practical course was as good as it could be made.

66767. On the whole, balancing the two forms of recruitment, he favoured that at the school-leaving age provided an Indian School of Forestry was provided. That would mean a change in the present system which had been in force for about two years. Every change naturally dislocated recruitment for a certain time. Whether more recruits would be obtained at the school-leaving age depended altogether on what the cost would be after recruitment. If recruitment was made at the school-leaving age a number of candidates would be obtained who would otherwise not have been able to go up to a university on the chance of obtaining an appointment, whereas in recruiting graduates there would be a number who had taken a science degree and made up their minds to go in for the Forest Department. If the training expenses were covered probably more candidates would be obtained at the school-leaving age. His only reason for advocating a change was that it might be possible to obtain a proper school of forestry, such as was required by the Indian probationers, which he saw grave doubts of obtaining under the present conditions. Under the system now in force, if the candidates were graduates, the instruction given at the universities could be supplemented, but he believed there would never be a proper school of forestry within reasonable time unless the India Office assisted in establishing one. He laid very great stress on a school of forestry

for India definitely controlled and subsidised by the India Office, and if such a school was established it would be absolutely necessary to go back to the school-leaving age, as if recruitment was made from graduates men would be obtained who had already done forestry courses elsewhere. A man who had taken a forestry degree at Edinburgh could not be asked to proceed to Oxford or Cambridge and go through a two or three years' course at that university. Young men taken at the school-leaving age had done no forestry and therefore could be sent to an approved school. He had no objection to the India Office establishing three or four forestry schools, but it was a question of whether it was worth while to run three good schools for twelve men. He did not think one school would limit the area of selection if the recruitment was at the school-leaving age.

66768. With regard to allowances during the probationary period, if the candidates were recruited at the school-leaving age £100 a year might be sufficient, but that would probably limit the number of recruits. He calculated that the expenses of training in forestry at the university could not possibly be less than £175 to £200 a year, including the continental practical course. Therefore to cover the whole of the expenses the allowance would have to be £200, but the recruits might well be expected to pay half of that themselves.

66769. With reference to the cost of a school of Indian Forestry at Oxford, two professors were formerly paid for by the India Office, including their travelling allowance, which was a very important point, and in addition there was a grant of about £500. At that time the grant was not nearly enough, although it might be sufficient now, as the university required to have a School of Forestry apart from the India Office. The actual cost of establishing an Indian Forest School could only be settled by going into details, but roughly it might be said to correspond with the pay of two professors, with an additional £500 a year.

66770. There were certain things that might be better learned in India than in England, as, for example, forest engineering in certain practical directions, and that was becoming an essential element in forest work, especially in connection with roads. He had made inquiries at Oxford and Cambridge, and he thought that for an additional £100 or £150 a year it would be possible to obtain all the forest engineering required.

66771. The remark in his written statement that the Director of Indian Forest Studies should be made responsible for the training, theoretical and practical, of the Indian Forest Service probationers was not intended to mean that he must himself give the instruction, but that he must supervise. His position would be rather like that of a tutor at a university, and he would see that the students did what they ought to do.

66772. It was of great importance that there should be officers of Indian experience in the forest school.

66773. (*Lord Ronaldshay.*) In recruiting at the school-leaving age it was difficult to have any form of selection. Under the present system the candidates had been to the university for three years more or less on their own responsibility, and had passed recognised public examinations, and therefore there was a good deal to go on as to their suitability, whereas if candidates were recruited from public schools it would be more difficult to apply the method of nomination. With an open competitive examination, and no previous nomination, there was a possibility of a certain number of candidates being successful who would not be considered suitable in other respects. That was what happened during the whole time of recruitment at Cooper's Hill. He was certainly in favour of selection if any suitable scheme could be worked out, but he saw difficulties in devising a feasible scheme at the school-leaving age. He would reject a candidate subsequent to the examination if he did not follow the course prescribed for him. He laid much stress on selection when dealing with recruitment at the university-

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leaving age, because at that time it was possible to judge, but for school boys he did not see how it was to be managed.

66774. (*Sir Theodore Morison.*) There were several arguments against probation at Dehra Dun if boys were chosen at the school-leaving age. In India the forests were being developed from their abnormal condition into a more normal condition and the transformation would occupy a very large number of years and there was no place in India where it was now possible to see the objects and results of a fully-developed system of forest management. There was also the objection that it would not be good to take schoolboys and send them out to India for training.

66775. A forest officer should have a sound scientific training, which could be better acquired at the universities. Summing up briefly, the forests in India were not suitable for demonstration purposes, scientific training in Dehra Dun could not be made equal to that of the training of the universities, and it was undesirable that boys should go out to India for their preliminary training. No doubt professors could be sent out to Dehra Dun, but even then there would not be the scientific atmosphere which was to be found in the universities in England.

66776. (*Mr. Sly.*) He had heard the opinion expressed by Sir William Schlich that the scientific course of forestry for the Oxford diploma at present was a higher standard than that which used to be given at Cooper's Hill. The forestry course as established at Oxford by the India Office on the abolition of Cooper's Hill was a forestry course such as he himself contemplated for an Indian School of Forestry. The kind of course that Sir William Schlich spoke about was the course that had been arranged by the India Office, i.e., a school equipped and financed and controlled by the India Office, as Oxford was up to a few months ago. Owing to the generosity and public spirit of Sir William Schlich, who was willing to continue that course at Oxford without payment, the School of Forestry at Oxford was in existence at present, but should Sir William Schlich disappear the school would in all probability disappear also. That was what he meant when he said that no thoroughly equipped School of Forestry existed at the present moment.

66777. The ordinary diploma course followed by the various students, irrespective of Indian requirements, did not include Indian subjects, which were optional. The witness put in the syllabuses of Edinburgh, Oxford and Cambridge, which he said were all practically alike.* In the case of Cambridge and Oxford, all the Indian subjects were optional. They were taught in a way, though he did not think the word "taught" could at the present moment in all cases be used in its literal meaning except in connection with Oxford.

66778. The practical course of training followed by students of the Oxford school on the Continent was not satisfactory on account of lack of supervision. Sir William Schlich had an enormous knowledge of forests in Germany and a great acquaintance with German forest officers, and therefore could arrange a quite satisfactory course, but in the hands of any other Professor the whole thing would most probably collapse. If supervision was required on the part of the university Professor of Forestry it would be necessary to pay his travelling expenses, and there was no money at the university to do that. Then again, he thought it would be found that the university Professor of Forestry would not always be prepared to give up the whole of his vacations to go abroad in order to superintend the studies of probationers unless he was paid for doing so.

66779. With regard to the suggestion that the Indian Forest Service should be recruited from candidates who had qualified in forestry by taking a diploma at a recognised school, very few persons would be found to go to a university and study forestry, because there was no employment for them at the present moment. The number of pri-

vate students taking the diploma in forestry was exceedingly small. There was an arrangement at Oxford whereby the science subjects of the forestry diploma course could be taken as a preliminary for a science degree, and consequently any man who had a liking for forestry or a desire to enter the Forest Service might take the preliminary course for his science subjects in forestry, and that tended to swell the number taking the forestry course, but the students did not go on to the diploma unless they were appointed probationers, except in the case of one or two Rhodes scholars.

66780. The probation necessary to qualify men who were recruited at the university age and had taken the diploma in forestry would be one year, which would be sufficient to give the additional theoretical instruction required in Indian subjects plus the additional practical instruction required on the Continent.

66781. His scheme contemplated that one of the professors at the university would be appointed and paid for by the India Office. There was a parallel for such a proceeding, as a certain number of professors at universities were appointed and paid for by outside bodies. There were several cases in which the university accepted subventions from bodies subject to certain conditions. Up to a few months ago there were two Professors of Forestry appointed and paid for by the India Office, and he thought the university would agree to a scheme of that kind. The supervisor would not be able to dictate to the universities, but would be there more or less as a tutor, and if any special lectures were required he could arrange for them, the India Office paying. The cost to the India Office would not be very much greater than it was at present, because they already employed a Director of Forest Studies. It was a great pity that the whole scheme should be spoilt for a few pounds. Large sums of money were spent on training for the Provincial Service, and he did not see why something should not be done for the training of Imperial officers.

66782. Amongst the conditions of service that specially influenced the decision of candidates for the Forestry Department, he should think the chief consideration was initial salary. Men required enough to live on when they went out to India, and that was the first thing they looked at. Also they would like to come home fairly early for their first leave, the present limit of eight years' service being rather too long. There was also an impression that the present rates of pension were not sufficient. In some cases the fact that they could take a pension at 20 years' service was looked upon very favourably, as most men thought it very nice to be able to retire after 20 years' service, although very few of them were able to do it when the time came. The abolition of the 20 years' rule would not affect recruitment substantially, but the rule was a very cheap inducement as very few could afford to retire on £300 a year.

66783. (*Mr. Fisher.*) On the balance of considerations, he was in favour of recruitment at the age of 19; assuming that an Indian School of Forestry was established. Considering recruitment simply, he thought better men were obtained as graduates, and there was more certainty in the officers thus obtained. Assuming that recruitment was at 19, if an exceptionally good man was obtained it would be better for him to take an honours school as well, but he did not think all men could do it. If they could, he would be in favour of it. In view of the fact that a large part of the forestry course really coincided with scientific studies taught in the universities, it would be an economy for the forest school to make as much use as possible of the course. To obtain an honours degree at Oxford it was necessary to specialise during the last year in one subject, and it required a very good man to be able to specialise in that subject in addition to such other subjects as might be included in the forestry course. He had a probationer now, who, in addition to the forestry course, had taken up the botany school and had

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Mr. A. M. CACCIA.

[Continued.]

obtained a first-class certificate, and that was a thing he would encourage.

66784. A probationer recruited at the school-leaving age would require a great deal more supervision than was required under the present regulations. Most undergraduates when they came up to the universities, especially if they had an appointment in their pockets, were apt to sow their wild oats during the first year or two, and they might come a crash in their examination. The temptations would be greater than they would be at such a place as Cooper's Hill.

66785. He was decidedly in favour of direct appointments of Indians to the Imperial Service rather than by promotion from the Provincial Service. To begin with, he did not think the Provincial Service in the past had been getting quite the right stamp of man required for Imperial appointments. If men were promoted from the Provincial Service the question would arise as to how long a man would have to wait before being sent to England for his training. A man who had been a long time in the Provincial Department could not be expected to make a good Imperial officer, although there might be some exceptions. Selection was always a matter of difficulty, but if a system of proper selection could be devised he would be in favour of bringing some Provincial men to England and putting them through a practical training, which was very necessary before they entered the Imperial Service. That practical training would have to be on the Continent. He had not had much experience of Indians recruited to the Imperial Service. One man was recruited last year and had gone out in the present year, but had somewhat broken down in health during his course of training.

66786. (*Chairman.*) There was no supervision by the Director of Indian Forest Studies of the men sent over from the native States.

66787. (*Mr. Macdonald.*) He could not speak with any decided authority as to what was being done at Edinburgh at the present time, as the course there had been rearranged. It was a three-years' course, and the last five months of it was carried out on the Continent. It was only in the sense that no Forestry School in Great Britain was as yet complete on its practical side that he said Edinburgh was not fully equipped, although he could not speak with authority regarding the theoretical training at Edinburgh.

66788. In Germany every stage of education was controlled by Government, so that a boy was obliged to go through certain definite stages, the standard of which was set by Government. A man going in for the Forest Service in Germany would have to reach a stage corresponding to the university stage. In Bavaria students had to go to a forestry school at a university. In Prussia there were special forestry schools not connected with the university. There was a great controversy at the present moment in Germany as to whether the forestry school should be at a university or at a separate centre. In Saxony the school was separate. The courses lasted about four years, and the students had also to go to a university for lectures on law and subjects connected with jurisprudence. In Germany also the students were permitted to change about from one school to another. Very many of them took two years at one forestry school and another year at another school. The course was a lengthy one, and all the recruits had to reach the same standard of qualification.

66789. (*Mr. Abdur Rahim.*) There were no fully developed forests in India for the purpose of demonstration, but there was no reason why a student should not obtain a very good theoretical training in India. He believed the theoretical training at Dehra Dun was quite good enough for the Provincial Service, though not good enough for the Imperial Service. It was defective, for instance, in the study of management, valuation, finance, and similar subjects, which were very important points from the fully trained forest officer's point

(The witness withdrew.)

of view. Then again, a large number of different methods of management had been worked out in various parts of Europe, and they had to be observed in connection with the lectures. It was of little value lecturing to beginners on forestry subjects unless examples could be shown. The theoretical and practical training might be separated to some extent, but not altogether. Taking as an example the group system of re-generating forests, it was quite possible to lecture on the subject, but if proper examples could not be shown the lecture was largely wasted. At the present moment, in the case of the Universities, in one term lectures were given on certain cultural systems, and when the students next went abroad they went into the forests and were shown examples, and had to write reports. That would not be a practicable system in India, and consequently the only course at present for Indian students would be to come to Europe. He did not think a system of scholarships would bring about a very large increase in the number of Indian forestry students, as forest life did not on the whole appeal to them, and probably the pay of the Service was not as good as they could get elsewhere.

66790. He believed Indian students were quite well aware that a career was open to them in the Forest Service.

66791. (*Sir Valentine Chirol.*) It might be that in thinking of the Provincial Service he was thinking of it rather as it had been in the past than as it had been since the course at Dehra Dun had been reorganised, and to that extent the answers he had given had to be modified.

66792. When acting as Director in India he insisted very strongly on having direct appointments to the Provincial Service, as it was impossible to get good men by promoting rangers who had reached an advanced age, as was then the normal practice.

66793. He did not think that for years past the various Governments of Germany had devoted an enormous amount of thought and study to the promotion of forestry education; the greatest advancement had been brought about by forestry experts themselves, people like Hartig and Heyer, who had done a tremendous work in establishing the training on a proper basis. Undoubtedly forestry training had been recognised and encouraged by the State, as all education in Germany was encouraged.

66794. (*Sir Murray Hammick.*) The final position of probationers was not entirely governed by the marks obtained in the final examination. Fifty per cent. was given for practical work and 50 per cent. for the final written and oral examination. The marks for the practical course were largely based upon reports of work the men had done abroad. For instance, the students had to make a working plan and received marks for that, and they had to write reports on specific subjects they had studied. They received no marks for class work, which was somewhat of a drawback under the present system, but as long as there were men at Cambridge and men at Oxford it was impossible to place a proper value on any marks, even if the universities would give marks. At the end of the course a special examination was held by an Examining Board consisting of two forest officers on leave and the witness himself, and the candidates had to pass that examination in addition to the university examinations.

66795. (*Chairman.*) The Director, proposed in his scheme ought to be made a professor of the university, as that would give him more power of supervision. At the present moment, according to his orders, he was not supposed to supervise or control the courses of studies at the Universities. It would be necessary for the Director to have up-to-date experience. He did not think there would be any difficulty whatever in having an official with this status at the university. Already professors of Indian law were there, and there was someone, he believed, looking after the Indian civilians.

* Not printed.

5 May 1914.]

At the India Office, London, Wednesday, 6th May, 1914.

PRESENT :

THE RIGHT HON. THE LORD ISLINGTON, G.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.
 SIR VALENTINE CHIROL.
 MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.

ABDUR RAHIM, Esq.
 FRANK GEORGE SLY, Esq., C.S.I.
 HERBERT ALBERT LAURENS FISHER, Esq.
 JAMES RAMSAY MACDONALD, Esq., M.P.

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

Sir J. D. LATOUCHE,* K.C.S.I., Member of the India Council, called and examined.

66796. (*Chairman*.) The witness said he had been Chairman of the Selection Committee for the Forest Department for the last three or four years.

66797. He thought the present system of recruitment was working very well, the chief difficulty being that men went out to India too old. Men recruited at the age of 25 or later did not adapt themselves readily to Indian conditions, and did not easily accept the position of a subordinate. For all the Services he thought it would be a good thing if men came out not later than 23, but he could not say that it would be a good thing to take boys from school and send them out to India at a very early age. Under the present arrangements men were obtained who had been up to the University. It was suggested at one time that more value might be given to a diploma in forestry, and if that was done he did not think it was necessary to keep the men on probation so long. If it could be arranged to reduce the probation in England on account of the fact that the men had been doing in the universities the kind of work they would do on probation, then he thought they could be sent out to India earlier, or at the same time they might take a higher course of education in the universities before they came up for selection or examination. It was necessary to have a certain amount of practical experience on the Continent, but he believed a year would be enough.

66798. All the Committees with which he had had to deal had included a retired Forest Officer, and they had been generally up-to-date in their knowledge of India. In choosing candidates an endeavour was made to obtain men who were suited both by physique and character for the particular Service and men who would take kindly to the hardships of a lonely forest life. The Committee had nothing to do with their intellectual qualities. The Committee examined the certificates which were given to the candidates before seeing them, and when the candidates came up inquired into their record in the way of games, and noticed whether they were manly in appearance and likely to do well. Men who were accustomed to judge of men could make up their minds on questions of that kind very quickly. The candidates were classified in three grades, A, B, and C, and when all the candidates had been seen the Committee compared their notes and generally found no difficulty in discovering the best men of the lot. The medical test came afterwards, but the Committee had nothing

(The witness withdrew.)

* This witness did not submit a written statement.

17 June 1914.]

At the India Office, London, Wednesday, 17th June, 1914.

PRESENT :—

THE RIGHT HON. THE LORD ISLINGTON, G.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.
 SIR VALENTINE CHIROL.
 MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.

ABDUR RAHIM, Esq.
 GOPAL KRISHNA GOKHALE, Esq., C.I.E.
 WALTER CULLY MADGE, Esq., C.I.E.
 FRANK GEORGE SLY, Esq., M.P.
 JAMES RAMSAY MACDONALD, Esq., M.P.

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

WILLIAM DAWSON, Esq., University Reader in Forestry, University of Cambridge.

Written Statement relating to forestry teaching at Cambridge University, and also to the selection and training of probationers for the Indian Forest Service.*

66806. *Description of Course of Study, etc.*—The course for the Diploma in Forestry extends over two years. It has recently been re-organised, and considerably extended, and is now conducted on the modern line of training adopted at the old established Forest Schools and University Departments in Germany. The examinations for the Diploma are held in two parts. For Part I the subjects are:—

- (a) Principles of Forestry.
- (b) Forest Botany, Part I.
- (c) Silviculture.
- (d) Forest Entomology, Part I.
- (e) Forest Engineering and Surveying, and
- (f) Geology.

In Part II the subjects are:—

- (a) Forest Management.
- (b) Forest Botany.
- (c) Forest Utilisation.
- (d) Forest Protection, and
- (e) Forest Entomology.

Candidates must also have devoted a minimum period of six months to Practical Forestry in a forest. Arrangements have been made for part of this practical work taking place on an estate in England, where it will be carried out under the direction of the school. Part of the time may also be spent on the continent, where specified work will be done under approved direction. The whole course is designed to give a thorough training in the theory and practice of forestry, on which there may be superimposed the special technical knowledge demanded by the practice of forestry under any conditions.

66807. The School of Forestry at Cambridge occupies buildings which have been erected by the University at a cost of £7,500. They contain lecture rooms, laboratories, research rooms, an Indian Forestry room, a library, a workshop, and private rooms for lecturers. The building is well adapted for the work and is now in process of being equipped.

The school has the advantage of the uses of the University Botanic Gardens, which are excellently equipped with specimens of all the common trees, native and exotic, and also with many of the rarer species. Arrangements have been made for the starting of a small forest nursery adjoining the Gardens in the coming season. In the neighbourhood of Cambridge there is a variety of woodlands, partly in the hands of some of the Cambridge colleges, and partly privately owned, which are used for excursions with the students throughout the course.

The school is already actively engaged in research work in various branches of forestry. Several bulletins have been published within the

last year, and others are in preparation. Investigations on a number of subjects are now in progress, but they have not yet been long enough on hand for definite conclusions to be formed.

66808. The staff of the school consists of:—

Reader in Forestry (Silviculture, Forest Management, Forest Botany, etc.).—W. Dawson, M.A.
 Lecturer in Forest Utilisation, and Director of Timber Research.—E. R. Burdon, M.A.
 Lecturer in Botany.—F. T. Brooks, M.A.
 Lecturer in Entomology.—C. Warburton, M.A.
 Lecturer in Engineering.—R. H. Adie, M.A.
 Lecturer in Indian Forestry.—H. Jackson.
 Lecturer in Indian Geology.—T. D. la Touche.
 Assistant Investigator in Timber.—A. P. Long, B.A.

Adviser in Forestry.—Charles Hankins.

66809. *Special Provisions for Indian Forestry.*—The University of Cambridge has conformed with the regulations issued by the India Office on 2nd February, 1911, which took effect as regards probationers selected in or after 1912.

A Lecturer on Indian Forestry was appointed on 14th May, 1912, to give lectures on Indian Silviculture, Indian Trees, and Indian Forest Law. Mr. H. Jackson, ex-Conservator of Forests in India, was appointed to the position. He has recently completed 25 years' service in different parts of India, and was engaged for three years at the College at Dehra Dun as Deputy-Director, and principal instructor in Forestry. The University has recently raised the status of the post to that of University Teacher. Mr. T. D. la Touche, an ex-member of the Indian Geological Survey, gives special courses of lectures on Indian Geology for Indian Forest students.

Special collections of materials for the teaching of Indian Forestry have been formed, or are in course of formation. There is an exceptionally good series of Indian timbers in four-foot planks, and the herbarium will be completed before long. A room in the new Forestry School is set aside for the Indian Forestry work, and will be used for the special teaching needed for this branch. These arrangements have been made, and the collections formed, by the University out of the general funds of the Forestry School, since the present regulations issued by the India Office took effect three years ago. The Forestry Committee of the University further contemplate extension of the general teaching in directions which will have a direct bearing on Indian Forestry. This applies specially to the course in Forest Engineering.

66810. *Selection of Probationers.*—The best type of forestry student is found to be the man who has already received a broad education, and who has studied a variety of subjects, preferably not science subjects. His mind is trained, and he approaches the subject from the proper point of view, and learns quickly.

For the Forest Service, either in India or at home, the best type of man can be got from those who have had a chance of proving themselves at

* See also Appendix XI.

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Mr. WILLIAM DAWSON.

[Continued.]

general work, and then by inclination have taken up the study of forestry. Under a system by which the probationers were selected, on leaving school, candidates would come forward not so much on their own choice, as on the recommendations of their teachers. The candidate at the early age would not be qualified to exert his own judgment, and might start a course of training for specialised work, which he would afterwards find he was not suited for, and might even cordially dislike, and the fact of his having taken a specialised training, before he has completed a broad general education, would place him at a grave disadvantage in other work. Thus there is the chance of harm, both to the Service, and to the individual. Candidates who have already received a wide general University education are likely to benefit more by the specialised training in forestry, and also, from the greater breadth of education, to make better officials.

66811. The system of selecting from men who have so far proved themselves during their University course gives a much bigger selection, and the field might with advantage be still farther opened by accepting as a qualification a degree in branches other than natural sciences. Many men who are eminently suited to forestry work start their University careers in subjects other than natural sciences, and before they can fulfil the present conditions have passed the age limit.

The objection is often raised to the present system of selection and training that the men are too old before reaching India. This seems to be based on the fact, not that it makes for inefficiency in the Service, but that under the present pensions scheme individuals often have difficulty in putting in the period of service which entitles them to the full pension before they arrive at the age at which they are compulsorily superannuated.

66812. As far as the centre at which the special forestry training is given is concerned the matter is not of importance, provided the school at which the training is given is efficient. The advantage of accepting existing centres is that the training can be got from the organisation which the Universities are providing. The courses of instruction for any diploma or certificate in Forestry ought to aim at the inculcation of the general principles

of the science of forestry and not merely at the teaching of rules and precepts which will suit any particular set of circumstances. The latter is apt to happen at any institution set up for a special purpose, and all the more so when the students in attendance are young. The existence of more than one possible centre of training also makes for increased efficiency in the individual institutions, and affords an enormous convenience to the probationers, many of whom have associations with one or other of the many British universities.

66813. From the point of view of a School of Forestry the reduction in the number of students resulting on their withdrawal from the school would be comparatively insignificant, but the fact remains that the schools are now in existence, and are firmly established, and are becoming steadily more efficient and thorough. They thus provide a means by which the men for any special Service can receive their general training, and, in addition, Cambridge University, out of its own funds, has made special provision for the complete training of the probationers for the Indian Service. If it were decided that probationers were not to receive their training in the University, the school would thus be left with special teachers and special equipment which are not required in the general work of the school.

Already six probationers have received their training at Cambridge.

66814. Under the present system:—

(i) A large selection of suitable candidates is available.

(ii) The men receive a broad education and are likely to make good officials.

(iii) The probationers have the advantage of the teaching in complete Forestry Schools established and being developed by the Universities, besides of the special teaching which these institutions have provided voluntarily to meet their special needs.

(iv) The objection to the comparatively late age at which probationers proceed to India, not being founded on any suggestion that this is detrimental to the Service, but on the ground that the men themselves suffer some disadvantage as regards pensions, can be met by altering the present pensions scheme.

Mr. WILLIAM DAWSON, called and examined.

66815. (Chairman.) The witness was University Reader in Forestry at Cambridge University, to which post he was appointed in May last year. He was in charge of the school, which was founded seven years ago, but which had been completely re-organised within the last 12 months, new courses and a new diploma having been instituted. A sum of £7,500 had been spent by the University on buildings and equipment within the last year.

66816. The number of students had never been large. From the books he found that the average number was about 10 or 11; at the present time there were 10 students, but he knew of a large number who were coming up next year, and the prospect was hopeful.

66817. Since the present regulations for recruitment to the Indian Forest Service came into force six probationers had gone to Cambridge for their training, i.e., an average of two per annum.

66818. Mr. Jackson, an ex-Conservator of Forestry in India, had been recently appointed as Lecturer on Indian Silviculture. Mr. Jackson left the Service about three years ago. The witness had general charge of the students preparing for the Indian Service, Mr. Jackson merely giving the special lectures instituted for Indian probationers.

66819. Formerly the men took their practical work mostly abroad, and the school did not undertake the actual direction of the work, but he was now instituting a system by which, on an estate of which he had charge, the men could be kept under his own eye for their practical training, at any rate for a considerable part of the six months, and the rest of the time they might spend abroad for further experience. The experience gained by a student

in the forests of Great Britain would not be of equal value to that which could be obtained abroad as far as finished forestry was concerned, but the principles of forestry could be taught in an incomplete forest in Great Britain. From the students' point of view there was perhaps as much to learn in an English forest for a certain part of the time as in a forest abroad.

66820. The main reason why an English course was instituted was that it made it possible to have someone in direct control of the students. Students going abroad were not accompanied by a member of the teaching staff; the Indian forest probationers were under the direction of the Director of Indian Forest Studies, but it was hoped to institute a system by which it would be possible for the University to look after them abroad as well as at home.

66821. When students were in Germany they were put under the charge of a German forest officer, who would see that they carried out certain works and performed certain exercises; generally the German forest officer would act under the direction of the school, and that would be sufficient.

66822. With regard to the relative values of German and English training, he himself had had five years' experience of German training and was prepared to say that a student could be taught in an English forest, in the earlier part of his career at any rate. There were now certain estates in England where good principles of forestry were to be seen. The place he had in mind was in the county of Sussex, and there was also an estate in Aberdeenshire. Those estates would serve well

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Mr. WILLIAM DAWSON.

[Continued.]

from a training point of view, but would not do for a training in finished forestry.

66823. Unless the number of students for the Indian Forest Service were large it would hardly be possible for Cambridge to make arrangements by which students going abroad would be under the control of an English officer, as it would be a serious expense on the school to send someone with the students. The school had already incurred considerable expense in connection with the teaching of Indian Forest students, and unless the Government guaranteed the expense it would be impossible for the school to send a man abroad with a small number of students. It might be possible to place the men under the charge of the Director of Indian Studies, as at present. Mr. Caccia now took the students both from Oxford and Cambridge during the time they were abroad, and he understood, though he did not know, that Mr. Caccia was with them during the whole time. There would be no difficulty in making an arrangement whereby students from two or three schools, Oxford, Cambridge and Edinburgh, could all go simultaneously to the same forest, and in that case the number would be sufficient to justify placing a British officer over them.

66824. The Cambridge course was a two years' course, but those two years were actually employed in applied forestry work. The Edinburgh course was three years, including preliminary scientific subjects. The Cambridge course was really a five years' course as compared with Edinburgh, because the Cambridge man had already studied three years for the Natural Science Tripos before taking up the study of forestry, and the two years for the diploma of forestry was spent exclusively in forestry work. The Oxford school would be the same as Cambridge as regards time.

66825. The question whether a diploma in forestry would be a sufficient qualification for the Service depended upon the preliminary qualifications demanded. Cambridge had now brought out new regulations in which considerable qualifications in pure science were demanded before men were admitted to the diploma, and in that case he thought the qualification would be sufficient.

66826. The number of students he believed would increase very largely in the near future. It was proposed that a special examination should be instituted at Cambridge for a B.A. degree in forestry, and that would be certain to attract large numbers of men. This would be separate from the diploma course which was at present in force.

66827. (Lord Ronaldshay.) He did not attach much importance to a man having taken a science degree before he went to the School of Forestry, and he would throw the school open to candidates who had taken any degree. Very good students were often obtained who had specialised in classics to begin with. Such students would have to go through the scientific work afterwards, but they would do that work much more quickly. If men came to the school who had only taken a classical degree, or some other than a scientific degree, they would have to prepare themselves for the preliminary work for the diploma. According to the new regulations the men must have passed the preliminary examination in science, or the first M.B. examination, or a certain number of parallel examinations with a basis of scientific subjects.

66828. On the subject of the age limit, he thought the present limit of 22 excluded a number of excellent men, especially those who came to the University and started a course of study without knowing specially what to go in for, and then, too late in the day, desired to prepare for the Forest Service. He had met several such men within the last year who would have been very suitable. The old limit of 23 years would cover such cases.

66829. (Chairman.) The present regulation, 19 to 22, was not by any means unsatisfactory, but it would open the field a little more, and might get one or two good men, if the limit was raised to 23. He would not, however, suggest that that should be done.

66830. (Sir Theodore Morison.) If men entered at the maximum age with the two years period of probation, they would be 24 before they had finished their education in forestry in England. The majority of men entered Cambridge at about 19, and a good many at 18, and they generally took the Natural Science Tripos examinations in two years and had the third year free in which to start forestry work; so that a man entering at 19 could finish both branches by the age of 23 and might finish by the age of 22 if he started with the idea of going into the Forest Service. If those limits of age were specified in the regulations one or two men might qualify, but the numbers would not be large unless the men were selected, to begin with, with the definite idea of entering the Forest Service; they would have to be earmarked and put through the course. With schoolboy or pre-university selection it would not be possible to obtain a large field of candidates who had got their degree and diploma at the age of 22.

66831. Under the present regulations the practical training abroad was given by the Director of Forest Studies and was the same for probationers coming from all the Universities. He thought there would be no difficulty in one man managing the students coming from different Universities. The regulations he proposed would apply to all students, not merely to those coming under the regulations for Indian forestry work. The training of the Indian probationers was as complete as it could be made in a student's course, and compared favourably with the training which was given in any of the German schools to the officers of the German Service. German students had greater facilities for practical training than could be found in England, but in the University of Munich, where the Bavarian officers were trained, the training was entirely theoretical and in no way directly associated with woodlands. The men received their academic training and then put in a period of six months practical work in a forest, not necessarily continuous work. Under the new regulations at Cambridge the Indian forestry probationer would have to put in six months practical work, as that was insisted upon for the Cambridge diploma. The Indian forest probationer had to take the Cambridge diploma within two years of being adopted as a probationer.

66832. With regard to the staff of the Cambridge Forestry School, the whole-time men were the Reader in Forestry, himself; the Lecturer in Forest Utilisation and Director of Timber Research, Mr. Burdon; the Lecturer in Indian Forestry, Mr. Jackson; the Assistant Investigator in Timber, Mr. Long; and the Adviser in Forestry, Mr. Hankins. The Lecturer in Botany, Mr. Brooks, was Lecturer on Plant Pathology in the School of Botany in Cambridge. The Lecturer in Entomology, Mr. Warburton, was Lecturer on Entomology in the School of Agriculture. The Lecturer in Engineering, Mr. Adie, was Lecturer in Engineering in the School of Agriculture, and Mr. la Touche, the Lecturer in Indian Geology, was attached to the School of Geology. They were part-time officers employed to give special courses.

66833. (Mr. Chaulat.) The School of Forestry in Cambridge was founded seven years ago, and the school at Oxford a little before. After the schools were founded a special course for Indian forestry was added. The schools were started as university departments for general forestry, and special provision was made for the teaching of foresters for India. No contribution was received from the State towards the expenses of training Indian probationers.

66834. (Mr. Sly.) The normal course of students taking the diploma of forestry was three years in the science course plus two years in actual diploma work, or five years at the University at the present time, but a man could arrange to do it in less time. The witness promised to send in statistics showing the number of students who had taken the diploma and the age at which they had taken it, in order to show how many men with diplomas were available for selection for the Indian Service.

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66835. With regard to the whole-time or part-time teachers in the school of forestry, the Adviser in Forestry had no teaching to do in the school. The others were all engaged in teaching and gave their whole time to the forestry school. The primary duty of the Assistant Inspector in Timber was investigation, but he also took part in the teaching. Each member of the staff was engaged in research work for a certain part of the time, but their services were available for teaching, and especially for tutorial work. The Investigator in Timber was an official of the school, not of the Government. A grant was given by Government, but the teachers were appointed by the school and were under the direction of the school. The responsibility for the work was on the school, which had to devise schemes and carry them out. The only two members of the staff having experience of India were Mr. Jackson, who had had experience of Indian forestry, and Mr. la Touche, who had had experience of Indian geology.

66836. According to the regulations the practical course hitherto had consisted of ten weeks abroad and ten weeks in England, but under the new regulations passed by the Senate in the previous week the men would now have to spend a full period of six months in forests approved by the Committee, either abroad or at home. The Continental training might be substantially less than six months. A student might spend the whole of his six months on the Continent or might receive permission to spend them at home. There was no hard and fast rule as to the period which must be spent at home and abroad.

66837. For the proposed B.A. degree in forestry there would be two special examinations. The examination would correspond to part I of the diploma of forestry and was especially intended for young landowners and would not affect Indian forestry. It was designed to give an elementary knowledge of forestry to landowners and not to turn out a trained forester, so that the B.A. course would be of no use for Indian purposes. The question of starting a regular course in higher forestry *ab initio* from the time of entrance to the University had been considered during the last year, but the general University regulations would hardly admit of a special degree being provided. However, in order to meet the case the scope of the teaching for the diploma had been considerably increased within the last year.

66838. At present the regulations provided for five years at the University. A man could concentrate it into four without any difficulty, provided he made up his mind in time, but to do the work thoroughly the period could not be less than four years. It would not be necessary to extend it to five in order to include special Indian instruction as the whole of it could be done without difficulty in the four years.

66839. (Mr. Macdonald.) With regard to the reason for the change in the regulations as to the redistribution of time between Germany and England, the witness explained that the long vacation was the one period when there was no actual work going on in a forest, so that a man might spend his period of practical work in a British forest without seeing any work performed. Also it was compulsory upon students to reside for a period of ten weeks in France or Germany, which it was highly desirable they should do, but for a British diploma in forestry it seemed a little out of place to insist on men being taken by Continental foresters. The school had no jurisdiction over the forests, and if anything arose which caused France or Germany to say they would not take the men no one would be able to obtain the diploma. Students ought to see as much of Continental forestry as possible, but the principles of forestry could be learned in a British forest, as the British forests were now being put under decent management and brought into order. While it might not be absolutely essential that the men should go either to France or Germany to complete their

training, they would gain valuable experience by doing so.

The case was comparable with what was done in the medical profession. Men from the medical schools frequently went to Vienna although the schools in England were efficient. Whilst it might be advisable for a man to go to France or Germany or India or Timbuctoo in order to widen his experience it was not essential for him to do so before he obtained his diploma. The regulations had been changed partly because it was the opinion of the Cambridge school that the facilities for practical training at home were increasing and would ultimately be sufficient, and partly because the regulations formerly in force were extremely complicated. Under the new regulations the curriculum had been much simplified and the scope of the teaching had been considerably extended. A series of new classes had been started.

66840. Forest work was seasonable, and in order to see it a student had to be in the forest in the particular seasons when work was going on. There was no difficulty in placing students in forests in France or Germany at a time when the maximum profit might be gained, the authorities being willing to take students at the time which was considered best for their training.

66841. With regard to the steps that had been taken by Cambridge University to make the teaching in Indian forestry efficient, since the school became a recognised centre for the teaching of Indian forestry in 1912 it had voluntarily got together material which would make the teaching efficient, the work having been done under no promise from the India Office or the Government, and with no encouragement that amounted to a pledge. It was a purely voluntary development on the part of the school itself.

66842. (Mr. Mudge.) It was quite possible for a student to obtain a complete training in forestry in Great Britain. The principles of forestry had been known in Great Britain for many years, but they had not been applied. Now, however, on a large number of estates the correct principles of forestry were being applied, and the more or less natural woods were being brought into order. That had been going on for a period of twenty years or more, especially on certain Highland estates in Scotland where there were records of actual work on the forests for over twenty years. There was one estate in Scotland, N—, which was better than most English estates in that there was a variety of woodlands and a variety of soil, and this afforded an excellent training ground for general forestry.

66843. An imperfectly managed forest which had been brought into order was as useful a training ground as an immaculate forest which had been kept in order for a very long time.

66844. On the estate now under his management a good training could be obtained, quite as good as could be obtained anywhere. If there was the same teaching organisation in India the training could be obtained there, and he had mentioned in his memorandum a particular locality in which the teaching was given.

66845. With regard to the age at which a man should go to India, a man of mature years was more satisfactory than an extreme youth.

66846. He was rather in favour of having several forest schools as centres of training than one at either Oxford or Cambridge, and would not give preferential treatment to any.

66847. (Mr. Abdur Rahim.) At present in the Cambridge school there were two English students who had been accepted for the Forest Service. There was only one Indian student. He had just taken his diploma and was not a probationer. The Indian Forest Service was extremely popular amongst English students.

66848. There was no regular State Forest Service in England, but the Board of Agriculture took a man now and again. Practically all the forests in Great Britain were private estates, not more than 2 per cent. of the forest area being in the hands of the State.

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66849. The course of teaching at Cambridge was mainly intended to benefit the land-owning class, the proposed special examination in forestry was intended to give that class a slight training in the economics of forestry. The two years' course was a complete training for a forester, and there was also a shorter course. There was not much demand for a completely trained forester except for foreign service.

66850. (Sir Valentine Chirol.) In the School of Forestry at Cambridge the students had to pass the ordinary diploma examinations throughout the course, and at the end had a final examination on the results of which they were placed in classes. The final examination was partly oral, partly practical, and partly in written papers. At present 200 marks were given to the paper examination and 100 to the oral. There were two papers each of which was given 100 marks. At the end of the course the student could not possibly be a complete forester; however good his college course might have been he had only learned the rudiments of the industry. A student needed a great deal more than the six months practical training demanded in order to give him all the experience he required of practical forestry. The course was merely intended to put him on the right lines.

66851. He was satisfied with the relative importance given to theoretical knowledge and practical knowledge, because the theoretical knowledge was largely based upon practical experience. The questions asked were based on the knowledge acquired by the students in practice, or at all events, dealt with things they had seen in practice. For testing a knowledge of forestry a competitive examination might be satisfactory, but it would not determine whether a man would be a good officer or not. Personality was very important, and it was difficult to test that by examination.

66852. (Chairman.) He had no Indian forest experience himself, his career having been confined to Europe.

66853. The fees of students attending the Cambridge School of Forestry would amount to a little over £20 a year, over and above the cost of living at the University.

66854. (Sir Theodore Morison.) The Forestry Committee of the University had put forward suggestions to the Senate that a degree should be instituted and that degree would be an ordinary degree with forestry as a special subject.

66855. (Mr. Sly.) The Cambridge Forest School was designed to meet the requirements of English landowners, which were entirely different from the requirements of the large State forests of India.

(The witness withdrew.)

E. P. STEBBING, Esq., Head of the Department of Forestry, University of Edinburgh.

Written Statement* relating to Forestry Education in the University of Edinburgh.

66858. The last few years have witnessed a great development in forestry in this country. With the generous aid accorded by the Agricultural Departments and the Development Commissioners this great advance has, it is thought, proceeded upon sound lines. It was clearly recognised that the first essential was to place forestry education throughout the British Isles upon a firm basis.

The University of Edinburgh began to teach forestry in 1888, Dr. Somerville being appointed Lecturer in Forestry in that year. Some two years later he was succeeded by the late Colonel F. Bailey. The latter resigned in 1910, the writer being appointed to the post. A course of lectures was delivered annually during the Winter Session up to Colonel Bailey's retirement. The course was chiefly taken by students proceeding to the Degree of Agriculture within the University.

* See also Appendix XI.

From his experience of Continental forests and British forestry, and his knowledge of the needs of a student in forestry, he believed that a man could obtain the instruction he required in an imperfectly managed British forest and could derive as much benefit from it as he would from staying in a highly developed German forest. The Continental training simply widened the students' experience. As he had said, the forest student was in much the same position as the medical man who after receiving his training in England was none the worse for having a Continental experience. Just as a medical man could be made an efficient doctor by his English training so an efficient forester could be made out of his training in British forests. English forests were continually improving. It was true that they would take another century before they would be in the same condition as the German forests, but that was a matter only affecting financial results. A man could be taught upon an unfinished subject quite as well as upon the finished, and could see enough of the best models and practical results of the principles to suit his case. He could mention four estates in England and Scotland where a complete training in forestry could be given suitable for the great State forests in India. Those estates were being raised to the highest standard of forest management.

66856. (Mr. Macdonald.) If he had been giving evidence to the Commission ten years ago it would certainly not have been as strong as it was at present in favour of a British training, and he believed that if he had to give evidence ten years hence it would be much more strongly in favour of the British forests than the evidence he was giving to-day. The advance in British forestry during the last five to ten years had been very marked, and consequently a man who had been out in India during that time would not be in touch with British development. At the time he took his own training he had to go abroad for his practical work.

66857. (Chairman.) A forest in its complete form simply gave better financial results; as a medium of teaching it was of value at any period of its development, once the right system was started. A forest could be moulded into a good training ground in a comparatively few years. The American schools within the last few years had become extremely efficient institutions, yet less than ten years ago the men had to be sent to Europe for training. He did not wish to say that a man ought to dispense with a Continental training, but he maintained that he could receive his actual training in British forests. He did not regard a Continental training as indispensable.

During the above period up to 1906 the only courses in advanced forestry in all its branches delivered in this country were given by Sir William Schlich, K.C.I.E., and the late Prof. W. R. Fisher at the Royal Indian Engineering College, Cooper's Hill.

From 1906 onwards the position of affairs materially changed.

66859. The Ordinance for the Degree of B.Sc. in Forestry at Edinburgh.—So impressed were the University of Edinburgh authorities with the importance of providing forestry students with a full curriculum of study based on a scientific foundation, together with the necessary practical training, that they prepared an ordinance which prescribed regulations for a course of study extending over three years and with two series of examinations, which, on being passed successfully, would empower the University to confer the Degree of Bachelor of Science in Forestry. The ordinance was approved by His Majesty in Council

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in 1906, and the University authorities thereupon made provision for the requisite courses of study and examinations. Special lecturers in Forest Botany and Forest Entomology were appointed in 1908, and other special courses were arranged for in Forest Engineering and Forest Chemistry.

66860. *The Curriculum for the Degree.*—As regards the curriculum for the Degree of Forestry at least one year of study of pure science subjects (Botany, Zoology, Chemistry, and Natural Philosophy) is required before candidates can complete the first examination; and not less than two additional years are required to enable candidates to complete their study of the applied science subjects (Forest Botany, Forest Mycology, Forest Zoology, Forest Engineering, Surveying, Forest Chemistry, and Geology*), including forestry, elementary and advanced, in all its branches, theoretical and practical; these subjects are taken at the second or final examination. The courses in practical forestry are extensive. The first courses, which are taken in Scotland, are designed to ensure that each student should thoroughly learn the manual part of forestry labour, such as work in the nursery, planting, felling, thinning, etc. Several weeks are spent by the students in performing these operations with their own hands under suitable guidance. The advanced practical courses are taken partly in Scotland and partly in Germany. These practical courses cover a period of six to seven months in all.

66861. *Graduates in Forestry.*—As at least three years had to elapse before the education for the degree in forestry could be completed no degrees were conferred until 1911, when three candidates received it, and up to the present 12 degrees have been granted. It is expected that five to seven more will be given in July next. The forestry graduates have mostly received appointments in the Colonial Forest Services, or at home, or in commercial companies in the East. One is in the Indian Forest Service.

66862. *Students in the Department.*—The number of students entered in the University registers as aspirants for the forestry degree according to the latest return is as follows: In the first year, 21; in the second year, 13; and in the final year, 16; altogether 50 students. Three of the final year have graduated since the return was made up. Several of these students are working with the

* Geology is a pure Science Subject.

Mr. E. P. STEBBING called and examined.

66866. (Chairman.) The witness was the head of the Department of Forestry in the University of Edinburgh, having been appointed to that post on the 1st May, 1910. He was a member of the Indian Forest Service, and was due to retire on pension in July next. He was placed by the Department on foreign service at Edinburgh.

66867. In recent years a considerable sum of money had been spent on the Forestry School at Edinburgh, money which had been drawn from the Agricultural Department, the Development Commissioners, and the University itself. There were at the present time 50 students on the books. Two of those students were presenting themselves this year for the Indian Forest Service, and there were two or three prospective candidates in their second year. He could not say how many first year men would present themselves as they were still engaged in doing their first science course.

66868. The Edinburgh course occupied three years. The first year was devoted to pure science and the other two years to forestry and applied sciences. As a matter of fact very few students took the course in three years as the first science course nearly always occupied a year and a half, so that it was nearer four than three. The men entered the University at any time after 17 years of age, the average age being probably 18 to 18½, though some came as late as 19. The men who

object of qualifying themselves for selection as probationers in the Indian Forest Service, Edinburgh having received from the Secretary of State the distinction of being approved as a training school for probationers in that Service.

66863. *Indian Students from Native States.*—Other students (there are some ten in the three years) are Indian students from Native States in India. They have come to Edinburgh with the sole object of obtaining the degree in forestry, and so qualifying for employment in the Forest Departments of their own States. These students and others are attracted to Edinburgh owing to its cheapness, both as regards University fees and living expenses.

66864. *Equipment and Staff.*—The University authorities, impressed with the importance of improving the building accommodation and equipment and of enlarging the staff of the department, applied through the Treasury to the Development Commissioners for a grant of money to enable improvements to be effected. £4,500 was voted for a new building with lecture rooms, museums, laboratories, and rooms for research, on condition that the University provided at least an equal sum. The building is now completed. £2,000 was also voted for furnishings and equipment, which have now been placed in their appropriate rooms. The building is now in occupation, and the museums are now being fitted up. £500 a year for five years was promised for the payment of additional teachers, and a lecturer-assistant and demonstrator-assistant have been appointed. £2,000 was also voted for a forest garden, a site for which is now being acquired.

66865. *Training of Indian Forest Probationers.*—Graduates in forestry of Edinburgh, who have at the same time passed a public examination of the University of an honours standard in some branch of natural science, are qualified, being of suitable age, to present themselves as candidates for probationership in the Indian Forest Service.

At the desire of the Secretary of State arrangements have been made to deliver within the University to accepted Indian Forest probationers (holding the degree of B.Sc. in Forestry of this University) courses in the systematic botany of Indian Trees, Forest Law, Geology of India, Indian Forest Working Plans and German, *vide* letter of 22nd October, 1913, from the Vice-Chancellor and Principal, University of Edinburgh, to the India Office.

came at 18 in the ordinary course would be trained and ready to go to India between the ages of 21½ and 22. If men entered at 17 and got their first science in a year they would be able to leave at 20½ years with their degree.

66869. With regard to the facilities offered by the school for students who anticipated entering the Indian Service, the Secretary of State had asked whether the University would be willing to give courses to probationers, to men who had already taken their forestry degree, and arrangements had been made to deliver the courses which the India Office desired, *i.e.*, in Forest Botany, Indian Geology, Indian Forest Law, and Indian working plans. There was a very complete course of Forest Engineering, and as an Indian Forest officer he could not say that any addition would be required to the present course in Forest Engineering, which was laid down by the present Dean of the Faculty of Science, Professor Hudson Beare. None of the subjects were taught by men with Indian experience except Indian Forest Law, for which he believed arrangements had been made with a retired Indian civilian, and Indian working plans. Indian Forest Geology would be taught in the Geological Branch by Professor Geike or one of his assistants, and Indian Forest Botany would be given probably by the present lecturer in Forest Botany in the Botanical Department at the Royal Botanic Gardens. There would probably be no

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difficulty in arranging with Prof. Bayley Balfour to have a course of Indian Botany given by one of his assistants who had Indian experience.

66870. Six to seven months were allotted to practical work, part of which was done in Scottish forests and part in Continental forests. For the practical work throughout the theoretical curriculum there was no doubt that some of the Scottish areas around Perth were extremely good for the training of a forester. He did not think they could be better for that part of the course because it was necessary to give students elementary work, nursery work, planting, sowing, felling, and so on; and he considered it was possible to give them a better course in that part of the training in this country than they could obtain abroad, owing to the fact that the German forest officer to whom they went had not time to devote to the work. For parts of the higher training the German training was very good. At Edinburgh the men, after they had had their advanced theoretical forestry course and before they graduated, went abroad. That was indispensable at present. One great value of foreign experience was the training it provided in forest engineering. In Great Britain it was impossible to see any large export works, large timber slides, water slides, works that had been put up in the mountains to prevent erosion and avalanches, and so on, but these could be seen on the Continent and they were indispensable to the Indian Forest Service probationer. So that on that score alone it would be necessary for the Indian forest probationer to go abroad.

66871. In the course of University training only a certain number of weeks could be devoted to practical work as a man had to be at the University during the session. At Edinburgh a minimum of ten weeks' practical work abroad was fixed for a degree, and the student had to spend those ten weeks in Germany or in France, doing the rest of his practical work at home. Up to now Germany had been always selected. At present there were eight men from Edinburgh in German forests under his supervision. Between April and July he would spend a considerable part of the summer vacation in Germany or France inspecting the men. He did not leave one of his assistants with the men when he himself was not there. It was questionable whether it was necessary to have an assistant constantly there, because the men were sent to a German forest officer with whom arrangements had been made, and it was rather difficult, even unnecessary, for another person on the spot to interfere. He quite agreed that a periodical inspection should be made, but while the inspector was there the students were probably doing what might be called show work. Provided the students were brought into touch with a German forest officer and placed on the right lines it was not necessary to have a man always there supervising them. For a man to be constantly there and do any good he would want to take charge of the area himself. This used to be the case in India in the old days when the head of the forest school was also conservator of the circle.

66872. The forests in India had not undergone a sufficient amount of treatment to make them suitable for a complete training, and he did not think they would reach that position for another 50 years. Throughout the greater part of India, when the forests were taken over by the Department, large portions of forest were more or less in a ruined condition. After the Mutiny, when railways were started, throughout the Central Provinces and Central India, the forests were simply cut to pieces for sleepers. The contractors went into the woods with bags of rupees and the native tribes hacked down the trees by the thousand and large numbers were never taken out. There was a tremendous boom and the amount of timber which was cut could not be used in the time. In many parts of the country the forests were ruined in that way, and a ruined forest required considerably more than 50 years to get into good condition again. Scientific conservation in the forests was not

started when they were taken over, as years were spent in demarcation work; so that it was only within comparatively recent times that the real principles of forestry had been put into force. The forests were being gradually brought back into fair condition, but they were forests which even before being hacked about were only primeval forests. There had been similar conditions in America. It was true that a certain amount of training was being given in the American forests, but he believed it would be found that a good many of the best American foresters also came to Europe; at any rate, they were thoroughly acquainted with the European forests and made extensive tours through them. It would be rather putting the cart before the horse if an Indian forest probationer were entirely trained in India and did not see a properly managed European forest until he came home on his first furlough. At such a time he could not assimilate what he could assimilate as a student.

66873. All the elementary part of the training and parts of the more scientific training could be given in forests in Scotland, although the forests there were not absolutely under scientific treatment. The elementary part of forestry, nursery work, planting, methods of cutting down trees, etc., was done as well in Scotland as anywhere else in the world. The Scotch forester was a very good man indeed; it was only in the scientific branches of knowledge that he was backward, and portions of these scientific branches could be studied better in Germany than in Scotland. Then there was also the method of managing well-ordered forests by means of working plans, which was almost unknown in Great Britain.

66874. At Edinburgh the whole of the University fees for a forestry degree were calculated by the University head clerk to amount to £65, from beginning to end. That was the cost of being at the University and taking the course in the forest school and obtaining a forestry degree, covering a period of three years. It was possible for a very careful man to take his degree at Edinburgh for £300, including living expenses and everything, and he certainly could do it for £350. The £65 was the sum the University obtained from any man who desired to take a forestry degree, from the moment he matriculated until he took his degree.

66875. (Sir Valentine Chirol.) The course at Edinburgh did not conclude with a competitive examination. There was a system of class examinations which came before the examination for the degree. The class examinations were competitive. A medal was given and also certificates for honours or pass according to the position of the men in the class, so that at the end of any particular course the men were placed in order on the results of the special class examinations. Practical work formed a considerable part of the examinations, the practical course gaining half again as many marks as the theoretical; if the marks for the theoretical were 100 the marks for the practical course would be 150. There were two practical courses, the first elementary and the second advanced, and a medal was given for each. He attached very great importance to practical work, and it was stated almost at the beginning of the course and went right through. The whole of the practical work in Scotland was done under the supervision of the forestry staff. A competitive examination on those lines might test the relative value of candidates for the Forestry Service, especially if it included practical work. He did not think a competitive examination consisting of only two or three papers in forestry would be of any value from the Indian Forest Service point of view, but he saw no difficulty in adding examinations in which practical work could be thoroughly tested. Such an examination might form only one of the tests required, as it would not discover the personal qualifications of the men for the Service. No mere examination test could do this. When he himself went up for the Forest Service he had to appear first at the India Office to be inspected and then to go for a 25 mile walk. That eliminated one or two of the

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candidates, and the medical examination which followed eliminated more. After that there was a fortnight's competitive examination.

66876. (Mr. Abdur Rahim.) If those tests were held to begin with and a competitive examination followed a good class of men might be secured.

66877. In the last three years there had been ten Indian students from Native States and one from British India, a Mr. Masters of Bombay, who hoped to present himself as a candidate for the Indian Forest Service when he was qualified. There was also Mr. Das from the Punjab and Mr. Chandu from Madras. Mr. Das had not quite made up his mind whether he would try for the Agricultural Department or Forestry and Mr. Chandu was going to try next year for the Indian Forest Department. The greater number of the Indian students came from Travancore. His explanation of the fact that a comparatively large number of students came from Native States was that the Native States during the last few years had been turning their attention to obtaining better trained men than they had had in the past, and they had discovered that by sending men home they could get a good article which was worth the money. Probably half of the men came with scholarships, the other half paying their own expenses.

66878. The work on the Continent came at the end of the course. The men now in Germany would graduate on the 10th July if they did well. The Continental work was part of the work for the forestry degree. The heavy expense of the practical courses was an important factor. He proposed next year to take men in their second year, who could afford the expense, abroad in the summer vacation. At present, in their second year they did six weeks' practical work in the summer vacation, and that might be done in Scotland or abroad. He proposed spending a fortnight of it abroad.

66879. There were undoubtedly some good examples of forestry at Dehra Dun and throughout the United Provinces. The forest conservancy there was probably on the whole more advanced than it was in many other parts. There was a denser population and a smaller area of woods.

66880. With reference to the statement that American forestry schools were now independent of European experience, America might go ahead but could not force Nature to make the trees grow quickly. It was impossible to get a forest into order even in America in a short time. It was well known that American forests had been lumbered and cut to pieces, and they could not be got into order in ten years.

66881. For some time the Forest Department in India was engaged in demarcation work before taking up real forestry work, which was taken up the moment the demarcation was finished. He could not say the exact date at which forestry work commenced in India, but it would be probably 35 or more years ago.

66882. (Mr. Madge.) The training in Scotland was as good as could be obtained anywhere else. A man to become a competent forester required to have the elementary parts of the course, including the elementary practical work, rubbed into him thoroughly, and unless a man did that part of the work as a junior student he would never do it afterward. Therefore, the Scottish student had an advantage over the student whose practical training was entirely in Germany. A man might be sent out to India with a first-class knowledge of scientific forestry, but if he had not learned all the elementary practical and theoretical work thoroughly he was not as good a man when he came to instruct his own subordinates.

66883. Afforestation in India on scientific lines varied in the different provinces. The United Provinces would probably show as good a collection of forests as could be found in the whole of India, but that might be a matter of dispute as other conservators would no doubt declare they could show something quite as good. It might be something like another half-century before there would be perfect forests in India, but it was rather difficult

to speak on the subject. There had been steady advance towards the goal.

66884. (Mr. Macdonald.) The Forest School at Edinburgh kept in touch with the forests in Scotland and knew what forests were being worked scientifically. In Edinburgh they more or less kept to that side of Scotland because there was a Forestry School at Glasgow Agricultural College, and also one at Aberdeen. That, however, did not prevent students being taken anywhere in Scotland. There were a fair number of forests in Scotland now working on scientific plans properly plotted out for periodicity, and some of those forests were now approaching the completion of their periodicity, and in some cases had been cutting and planting scientifically. He had been to Novar and a good many other places, but he could hardly say that they were up to the Continental standard yet, although they were on the road to it. As a professional forester he could not subscribe to the opinion that Novar was as good as the forests of Germany for higher scientific training purposes. Another drawback was that the areas in the Scotch forests were very small compared with the areas in Germany. Also on the Continent one could study the different silvicultural systems over thousands of acres, showing the growth of different species on a very large scale. Experience of large forests like that was very desirable for an Indian forest probationer. When students were sent to Germany very definite instructions were given as to the things they must do and see, and amongst those things were always included the preparation of a working plan, proper systems of road making, the export of timber in difficult country, the method of running tramways and sledges, and so on. The drawback to a practical course entirely in Germany, apart from its being now-a-days unnecessary, was that the men were not allowed to do the work with their own hands; the German forest officer would not undertake the risk and the German Government would hardly want to have 16 or 20 students working in their woods. An English student simply saw what was being done and had no chance of doing any work with his own hands. If a student wanted to specialise in forest engineering he would do so after he had taken his degree, and if the Government wanted a specialist in forest engineering, or in any other branch, they could train him quite easily at Edinburgh.

66885. (Mr. Sly.) A candidate for admission to the Indian Forest Service had to have a degree in forestry and, in addition, to take honours in one branch of natural science. The pure science degree in Edinburgh consisted of honours in three branches, but forestry students had to take honours only in one. To take honours in one branch of natural science meant a year's work. If a man were smart enough he might take his forestry course in three years, but ordinarily speaking it would take four, including the one year's extra pure science. Consequently, in order to be qualified to become a candidate for the Indian Forest Service a man had to serve anywhere between three and a half and four years at the Edinburgh University.

66886. The witness promised to put in some statistics showing the number of students who had taken the forestry degree and the ages at which they graduated during the last three years.*

66887. Edinburgh was recognised as a place where an Indian forest probationer might undergo his probationary course. In 1913 the University was recognised as a suitable training place for probationers, but, as a matter of fact, there had been no probationers at Edinburgh yet. The probationary course had not been quite fixed. If a man had a forestry degree already and was only required to take an extra Indian course the chances were that it might only occupy a year, but that matter rested with the Secretary of State.

66888. Assuming that entry to the Indian Forest Service was made at the school-leaving age, as was the case in the days of Cooper's Hill, the selection might be restricted to students who had passed

* See Appendix XI.

17 June 1914.]

Mr. E. P. STEBBING.

[Continued.]

through the modern side of school education, as that would be best from the forest point of view, but he fully recognised the value to the forester, or to any scientific man, of Latin and Greek. His own recommendations would be that the boys should be taken from the modern side of a public school with some knowledge of Latin.

66889. The opinions he had given regarding training on the Continent related solely to the course gone through by Edinburgh student for the degree of B.Sc. in forestry and had nothing to do with the probationary course for the Indian Forest Service. The practical courses obtained by present day students were more than he had himself. As things advanced practical training was increased, but there must be a limit to the amount of practical training that could be given.

66890. With regard to the future training of the forest probationer, his belief was that when a man had been accepted as a probationer with a forestry degree the best training that could possibly be given would be in India, at Dehra Dun. A man would do more in a year in India than he could do in Europe, and it seemed difficult to see how it could be otherwise because the subjects to be taught were Indian subjects. It was surely preferable that a man studying Indian forest botany should go out into the Dehra Dun jungles and into the Himalaya close by to do his practical work than go to Kew. At the same time they had the equipment and were prepared to give the training at Edinburgh, if required.

66891. Personally he considered the Continental training of ten weeks which the Edinburgh students obtained, added to the 4½ months practical training they had in Scotland, was sufficient for the Indian Forest Service. It was a continuous period of ten weeks, during which the men lived at one centre and paid visits to desirable types of woods. At present the whole of the training was in Germany, none of the men having yet visited French forests.

66892. (Mr. Chaubal.) It was possible to teach Indian students at Dehra Dun the elementary portion of the work done by students at Edinburgh, i.e., the ordinary nursery work, the use of tools, and so on. Two or three years ago Dehra Dun was ahead of Edinburgh, but during the last two and a half years Edinburgh had received considerable sums of money and had now got together a very complete equipment, and also a new and commodious forestry building. He would not go so far as to say that all the training and instruction which Edinburgh students received before going to Germany could be given at Dehra Dun or at any other place in India. He did not think it was a hopeless dream to think of giving the same instruction to Indian boys in India as was now given in Edinburgh. From his knowledge of India as it was when he left four years ago he did not think it could have been done then at Dehra Dun, but it was only a matter of years before India would have a well ordered forest conservancy which would be as good as could be found in any other part of the world. In some directions it might be possible now to do as well at Dehra Dun, but in others not so well. Assuming that Dehra Dun was placed on a proper footing and young men were trained there up to the required standard (which would be possible when the forests had been brought into well-ordered management), and then brought over to Europe to see the Continental forests, he saw no reason why such a course should not be quite as efficient as was provided by institutions in England and Scotland.

66893. (Sir Theodore Morison.) Probationers for the Indian Forest Service from Edinburgh would have had ten weeks practical work on the Continent under his supervision, and on becoming probationers would, under existing arrangements, have a

further period under the direction of Mr. Caccia. The only advantage he could see in the further period was that the student would have a more extended knowledge of Germany; it would be difficult for a student to learn more in the extra ten weeks, as he had reached a stage where it was necessary that he should go into the forest as an assistant to a divisional officer. The State might pay for the luxury of giving him another 10 or 15 weeks, but it was not required, and, he thought, was a waste of money. The forestry centres had laid down a course which if worth anything should be good enough to produce forest probationers ready-made. That was what was aimed at in Edinburgh, and that was, he believed, what was being done. Men had been already taken from Edinburgh by the Colonial Office and sent out to join their appointments straight away, two men having gone in the last few months. In other words, in his opinion, the Indian forest probationer could now be obtained by the Government of India free of cost in the open market ready-made. The forestry centres did not now depend for their existence, as formerly, on supplying forest probationers to India. Other demands had sprung up and the number of probationers required annually for the Indian Service was too small to affect the well-being of the larger training centres one way or the other. Edinburgh, whilst keenly desirous to assist the Government of India in this matter, looked to a wider field.

66894. The number of men studying forestry in the Edinburgh University had increased very much during the last two or three years. The total number of men in the final year at Edinburgh was now about 13 each year. Probably the number of graduates (including diplomas) from all the forestry schools each year would be about 30.

66895. The witness said he had received applications from men in the Provincial Forest Service in India who wished to go to Edinburgh to take part of the forestry degree in order to improve their position, and it seemed to him that that was a point of some importance.

66896—68043. (Chairman.) During the last year he had received at least five applications, and he had recommended the University to accept the men. Some of them were endeavouring to get grants and others were coming on study leave. It was a matter well worth considering, because it would considerably improve the value of the men to the Department. Three of the men he had known in Dehra Dun when he was there, and he supposed their ages would be 27 or 28, and they would be men with about five years' service, perhaps more. It struck him as being a very good thing indeed, to encourage smart men, and it would be very valuable for them to see well-ordered Continental forests. It was true that in a two years' course they would be repeating a great deal of the work they had presumably done in India, but on a more advanced standard, and also true that the arrangements at Dehra Dun for teaching were approximating to the British standard, and it might be that one year's course would be sufficient, but if a man were willing to take a year's furlough and was allowed another year the Service would not lose, as the man's value to the Service would be much increased if he took the full course for the degree. The Provincial Service now was very different from what it was when he joined the Forest Department. Men in the Provincial Service now had charge of divisions, and the course suggested would qualify an Indian to attain to a position in the superior Service, and he saw no reason why a Provincial man who had taken a forestry degree course should not be able to occupy a position in the Imperial Service, as he would have had a training in Europe.

(The witness withdrew.)

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APPENDIX I.

APPENDIX I.

Letter from the Chief Secretary to the Government of the Punjab and its Dependencies, No. 477 (Forests), dated Lahore, the 29th October, 1913.

SIR,—In continuation of my letter^{*} No. 422 (Forests), dated 11th October, 1913, I am directed to forward herewith 20 copies of a letter No. 3249 (B. O. 151—11) of the same date, from the Conservator of Forests, Punjab, and of its enclosures, giving the further information required by the Royal Commission about the organisation, etc., of the Forest Department in the Punjab.

Letter from W. Mayes, Esquire, Imperial Forest Service, officiating Conservator of Forests, Punjab, to the Chief Secretary to Government, Punjab, No. 3249 (B.O. 151—11), dated Lahore, 11th October, 1913.

I have the honour to reply to your endorsement No. 2216 S., Home, dated the 23rd August, 1913, forwarding a copy of a letter dated the 1st August, 1913, from the Joint Secretary to the Royal Commission on the Public Services in India, to your address, regarding further information required by the Commission about the organisation, etc., of the Forest Department in the Punjab. I give below the information required as far as possible under the heads enumerated in the Joint Secretary's letter.

2. *Head (i).*—The officers of the Imperial Forest Service are recruited in England under covenant

with the Secretary of State, according to regulations issued yearly by the India Office. With regard to the general suitability of the regulations, I would refer the Commission to paragraphs 1—6 of the memorandum submitted with my letter No. 274, dated the 14th April, 1913, to the Revenue Secretary to Government, Punjab. The Provincial Service is recruited from two sources—(a) from candidates selected for direct appointment, and (b) from amongst members of the Subordinate Service (Forest Rangers), who are considered specially suitable in accordance with Article 15 (ii) of the Forest Department Code, 7th edition. The regulations for direct appointment are contained in Forest Department Code, 7th edition. The regulation the 30th April, 1908, a copy of which is attached (*vide Annexure*). Since this notification was issued the course of training for direct appointment nominees at the Imperial Forest College has been reduced from three years to two. At present the Service is recruited by direct appointment nominees and promoted Forest Rangers in equal proportions. The existing system of recruitment is on the whole satisfactory.

3. *Head (ii).*—The following statement compares the rates of pay for the Imperial Forest Service in force in the years 1890, 1900, and 1913:—

Grade of Officers.	Pay in rupees per mensem.		
	In 1890.	In 1900.	In 1913.
Conservator—Grade I.	1,500	1,600	1,900
Do. do. II.	1,250	1,350	1,700
Do. do. III.	1,000	1,100	1,500
Deputy Conservator of Forests—Grade I.	900	900	From Rs. 580 to Rs. 1,250, rising by an annual increment of Rs. 40 per mensem up to Rs. 700, and thereafter by an annual increment of Rs. 50 per mensem.
Do. do. do. II.	800	800	
Do. do. do. III.	650	650	
Do. do. do. IV.	550	550	
Assistant Conservator of Forests—Grade I.	450	450	Rs. 380 to Rs. 540 by annual increment of Rs. 40 per mensem.
Do. do. do. II.	350	350	
Do. do. do. III.	250	Grade abolished	

NOTE.—In 1907 grade pay among Deputy Conservators of Forests and Assistant Conservators of Forests was abolished in favour of a system of annual increments.

A similar comparison of the pay of the Provincial Forest Service is as follows:—

Grade of Officers.	Pay in rupees per mensem.		
	In 1890.	In 1900.	In 1913.
Extra Deputy Conservator of Forests—Grade I.	The service was not in existence.	Rs. 600	From Rs. 575 to Rs. 850, subject to the conditions laid down in Government of India resolution No. 17 F.—77-33, dated 23rd June, 1911, paragraph 2.
Do. do. do. II.		550	
Do. do. do. III.		500	
Do. do. do. IV.		450	
Extra Assistant Conservator of Forests—Grade I.	The service was not in existence.	350	From Rs. 250 to Rs. 550, by an annual increment of Rs. 20 per mensem.
Do. do. do. II.		300	
Do. do. do. III.		250	
Do. do. do. IV.		200	
Probationary Extra Assistant Conservator of Forests (<i>vide</i> paragraph 2 of Punjab Government notification No. 241, dated 30th April, 1908 annexed to this Appendix).			150

Note (i).—An Extra Assistant Conservator of Forests placed in a "major" charge is entitled to an allowance of Rs. 50 per mensem.

Note (ii).—Attention is specially invited to paragraph 2 (i) (c) of Government of India resolution No. 17 F.—77-33, dated the 23rd June, 1911, on the subject of personal allowances to deserving Extra Assistant Conservators of Forests whose promotion is blocked.

* Not reprinted. The letter referred to forwarded the Written Statement by Officers of the Provincial Forest Service in the Punjab, which has been reproduced as Mr. Gokal Das's written statement.—*Vide* paragraphs 66, 187-95.

APPENDIX I. (continued).

As regards the adequacy of the existing scales of pay in the two Services, attention is invited to paragraph 8 of the memorandum submitted to Punjab Government with my No. 274, dated the 14th April, 1913, and to my criticism of the memorandum of the Provincial Forest Service submitted to Punjab Government with my letter No. 3050, dated the 20th September, 1913. There are two additions which I wish to make to the proposals regarding the pay of the Imperial Forest Service. The pay of Deputy Conservator of Forests should rise from Rs. 1,250 in the 18th year of service to

Imperial Forest Service in the Punjab is necessary. Officers with European training are essential for the charge of the important hill divisions; in addition the extension of irrigated plantations in the plains will involve an increase in the number of charges for which Provincial Forest Service officers are suitable. I consider that the cadre for the Punjab, exclusive of the Conservator, should consist of 15 Imperial Forest Service officers and 17 Provincial Forest Service officers; and I give below a statement showing how these figures are arrived at:—

MAJOR CHARGES.			MINOR CHARGES.		
Divisions.	Divisional Forest Officers.	Assistants.	Divisions.	Divisional Forest Officers.	Assistants.
Hazara (North-West Frontier Province)	1	2	Jhelum	1	...
Rawalpindi	1	1	Baluchistan	1	...
Chenab-Shahpur	1	†1	Punjab Forest School	1	...
Chamba State	1	...			
Kangra	1	1			
Kulu	1	*1			
Bashahr	1	1			
Simla	1	...			
Lahore	1	†1			
Montgomery-Multan-Pir Mahal	1	†2			
Direction	1	...			
Working Plans	1	...			
Total	12	10		3	...

* For Mandi State.

† For new irrigated plantations.

Rs. 1,500 in the 23rd year. I make this proposal because it appears probable that in the future an officer will not rise to the rank of Conservator before his 23rd year of service; and I think it undesirable that he should remain on Rs. 1,250 per mensem for a period of five years. Secondly, an Assistant Conservator of Forests holding a "major" charge should receive an allowance of Rs. 100 per mensem, subject to the proviso that his salary (including the allowance) does not exceed Rs. 650 per mensem. I have nothing to add regarding the pay of the Provincial Forest Service.

4. (*Head iii*).—The present cadre of the Imperial and Provincial Forest Service in the Punjab is as follows:—

Conservator	1	Total Imperial Forest Service	11
Officers of the Imperial Forest Service below the rank of Conservator and exclusive of one post which still remains for transfer to the Provincial Forest Service	11		
Extra Deputy Conservators of Forests	2		
Extra Assistant Conservators of Forests	7	Total Provincial Forest Service	9
	21		21

There is a provision of 14 per cent. for leave and training in the Imperial Forest Service cadre, but no provision in the Provincial Forest Service.

5. *Head (iv).*—The following statement shows the officers holding appointments outside the authorised cadre of the Punjab:—

Imperial Forest Service.	
Dr. A. D. Blascheck, Oec. D. (Munich), Deputy Conservator of Forests.	On deputation to the Imperial Forest College.
Mr. R. N. Parker, Deputy Conservator of Forests.	
Mr. C. F. C. Beesen, Assistant Conservator of Forests	

6. *Head (v).*—I have already stated in paragraph 7 of the memorandum submitted to Punjab Government with my letter No. 274, dated the 14th April, 1913, that an early increase in the cadre of the

ABSTRACT.

Imperial Forest Service.

80 per cent. of 12 major charges...	10
Officer for Government of India...	1
Officer for research work	1
25 per cent. for leave and training	3
Total	15

Provincial Forest Service.

20 per cent. of 12 major charges	2
All minor charges	3
Assistants in major charges	10
14 per cent. for leave and training	2
Total	17

ANNEXURE TO ABOVE.

FOREST DEPARTMENT.

The 30th April, 1908.

No. 241.—*Notification.*—The following rules for the appointment, training, and promotion of candidates for direct employment in the Punjab Provincial Forest Service are published for information:—

RULES.

1. For the present five posts in the Punjab Provincial Forest Service will be filled by direct appointment. Candidates for these appointments will be sent to the Imperial Forest College at Dehra Dun, United Provinces, to follow the ordinary curriculum for a period of two years, during which they will receive a stipend of Rs. 50 a month. If, at the end of this period, they have obtained the Higher Standard certificate of the College, they will follow the third years' course at the College, receiving a stipend during that year of Rs. 100 a month.

2. On the expiry of the third year's course, provided the Principal of the College gives them a certificate that they have satisfactorily completed their training, they will enter the Punjab Forest Department as probationary Extra Assistant Conservators of Forests on Rs. 150 a month. After three years' approved service on probation they will be appointed permanently to the Punjab Provincial

APPENDICES I. (continued) AND II.

Forest Service on the occurrence of a vacancy in one of the posts reserved for them. These posts carry pay varying from Rs. 200 a month to Rs. 550 a month, promotions from grade to grade being regulated by seniority combined with practical efficiency. Proposals for the improvement of the pay of the Provincial Forest Service are now under consideration.

3. Applications must be forwarded to the Conservator of Forests, Punjab, through the Deputy Commissioner, or the Divisional Forest Officer, of the district in which the candidate resides. They must reach the Conservator of Forests, Punjab, not later than the 1st July each year.

4. Nominations will be given by the Lieutenant-Governor on the recommendation of the Conservator of Forests, Punjab.

5. Candidates for direct appointments must possess the following educational qualifications. They must have passed either:—

(i) the B.A., F.A., B.Sc., or Licentiate of Agriculture Examination; or

(ii) the matriculation examination, where no school final examination exists; or

(iii) the school final examination, provided the candidate can show that he has qualified in English and Mathematics up to the matriculation standard, or, for European candidates, a certificate of having passed the High School Examination with a similar proviso.

They must also satisfy the Conservator of Forests, Punjab, by means of an interview, that they have sufficient command of the English language to be able to understand the Dehra Dun College lectures.

6. They must also have the following qualifications:—

(a) A candidate must be a native of India, as defined in statute 33 Vic., chapter 3, section 6, or a subject of a Native State in India; he must be domiciled in the Punjab or a Native State under the political control of the Punjab Government, and must have recently resided for not less than three years in the Punjab or such Native State; or he may be a European British subject who has resided for not less than three years in the Punjab.

(b) He must not be less than 18 years of age, nor, except in special cases, more than 25 years of age* [on the date on which he actually enters the College].

(c) He must have a health certificate in the form prescribed by article 49 of the Civil Service Regulations, 4th edition, signed by the Civil Surgeon of the district through whose Deputy-Commissioner or Divisional Forest Officer the application of the candidate is forwarded, and testifying to the candi-

date's sound constitution, good vision, and hearing, as well as to his general physical fitness for a rough outdoor life in the Forest Department, and to the fact that he bears on his body marks of successful vaccination or of small-pox.

(d) He must give satisfactory evidence of (i) good moral character; (ii) good physique; (iii) habits of personal activity; and (iv) gentlemanly bearing.

(e) If Urdu is not his vernacular, he must have passed the examination in that language by the Lower Standard, as laid down in the Army Regulations, India. If it is his vernacular, he must give satisfactory evidence that he can read Urdu fluently and write the Persian character with facility.

7. In addition to the qualifications mentioned in Rule 6, the applicant must possess at least one of the following further qualifications—that is to say, he must either—

(a) a member of a family of tried loyalty and distinguished service; or

(b) a person of good social status and influence in the country; or

(c) a member of a class whose introduction into the public service the Government desires specially to encourage.

*Explanation.—Clause (a).—*The mere fact that a man's father or other relation has served with credit as an official does not give a claim under this clause. Such claim arises only by reason of really distinguished services, or some conspicuous act of loyalty performed by the father or grandfather or other very near relative.

*Clause (b).—*A claim under this clause does not arise from mere respectability of status, or influence, such as that which a member of a municipal committee may have in his town, but from high social status, such as that of a member of a family having an unofficial seat in Darbar or territorial influence due to great wealth.

8. Should it happen that there are not sufficient vacancies at the college for all the students nominated for the third year's course immediately they have completed the first two years' course:—

(a) they will be allowed to take the third year's course immediately vacancies occur; and

(b) while they are waiting for such vacancies they will be appointed as Forest Rangers on the Punjab Establishment on the pay of Rs. 80 (rupees eighty) a month, for the first year they may be kept waiting, and thereafter they will receive pay at the rate of one hundred rupees a month until they are sent to the college for the third year's course.

9. With five direct appointments one may be expected to fall vacant every four years; should the number be extended, vacancies will of course occur with greater frequency.

W. M. HAILEY,

Secretary to Government, Punjab.

APPENDIX II.

Memorandum prepared by the Government of the United Provinces of Agra and Oudh relating to the Forest Department.

A.—IMPERIAL FOREST OFFICERS.

I.—METHODS OF RECRUITMENT TO SERVICE, AND II.—SYSTEM OF TRAINING AND PROBATION.—The Lieutenant Governor agrees with the proposal made by the majority of the members of the Imperial Service to alter the present method of recruitment. In view of the smallness of the number of candidates and the probationers in each year His Honour agrees that it would be better that the training should be carried out at one residential institution; preferably the Oxford University.

IV.—CONDITIONS OF SALARY.—His Honour is of opinion that the scale of pay for assistant and deputy conservators should be the same as that of the assistant and executive engineers in the Public Works Department (Imperial branch), and that there should be three grades of Conservators on Rs. 1,800, Rs. 1,800, and Rs. 2,000. The Chief Conservator should draw Rs. 2,500 and the Inspector-General Rs. 3,000.

V.—CONDITIONS OF LEAVE.—No need for a change has been disclosed.

VI.—CONDITIONS OF PENSION.—His Honour cannot agree to support any increase in pension charges.

VII.—LIMITATIONS IN THE EMPLOYMENT OF NON-EUROPEANS, AND THE WORKING OF THE EXISTING SYSTEM OF DIVISION OF SERVICE INTO IMPERIAL AND PROVINCIAL.—This matter has been dealt with in regard to the Provincial Service. There seems no case for altering existing arrangements.

VIII.—RELATION OF THE SERVICE WITH THE INDIAN CIVIL SERVICE AND OTHER SERVICES.—This subject does not call for any remarks.

IX.—ANY OTHER POINTS WITHIN THE TERMS OF REFERENCE TO THE COMMISSION.—The only proposal which His Honour proposed to support is for the creation of a family pension fund, provided this can be established on

APPENDICES II. (continued) AND III.

a sound actuarial basis, and without extra cost to the State.

B.—PROVINCIAL FOREST OFFICERS.

I.—METHODS OF RECRUITMENT.—His Honour considers that nomination by the Conservator and final selection by Government is the soundest principle. He is not prepared to agree to the suggestions in the Memorandum. As regards the proposal that 20 per cent. should be fixed as the maximum of vacancies in the Provincial Service to be filled by promoting rangers of tried ability and probity, His Honour is of opinion that no change is required. This opinion covers the suggestion made in the revised joint Memorandum as to the promotion of rangers. As regards the promotion of foresters who hold the certificate of the old vernacular course, Dehra Dun (D. D. Fs.), His Honour considers that the existing system should be maintained.

II.—SYSTEM OF TRAINING AND PROBATION.—The period of practical training before admission to the Forest College at Dehra Dun should be at least six months. There does not appear to be any sufficient reason for altering the present period of three years' probation after the completion of training at the College.

It must obviously be a matter of time to raise the training in India to the level of that of the officers of the Imperial Service.

III.—CONDITIONS OF SERVICE.—The present division into Imperial and Provincial Service should be maintained. The time is not yet ripe for any alteration. The Provincial Service has recently been reorganised and the pay now is good, but the duties and responsibilities of officers of Provincial and Imperial Services are not the same, and in the opinion of His Honour, Provincial Service men cannot be found at present fit to rank with the Imperial Service Officers.

The charges of divisions must necessarily go by efficiency. Seniority even in the Imperial Service is not recognised as a claim to any particular division. There is no objection to the proposal that both Imperial and Provincial Forest Officers should remain in actual charge of a range for at least one year so far as this can be arranged with a due regard to the administrative necessities. As regards the suggestion in the revised Memorandum

that the distinction between major and minor divisions should be abolished and that the more important divisions should be allotted only to senior men, whether in the Imperial or Provincial Service, His Honour is of opinion that the distinction should be maintained. He considers that there is a marked difference between the qualifications and class of the Imperial and Provincial Forest Officers—that the Imperial Officers should hold charge of the more important divisions. In practice no officer is placed in independent charge until he has passed his examinations.

Confidential reports.—His Honour has accepted the principle that adverse comments likely to affect promotion should be communicated to the officers concerned.

IV.—CONDITIONS OF SALARY.—The present scale of pay was fixed only in 1911. There is no reason for a revision at present. Further, His Honour is unable to agree to any scale which would give automatic promotion all the time.

V.—CONDITIONS OF LEAVE.—The proposal as to privilege leave has been dealt with generally for all Services.

VI.—CONDITIONS OF PENSION.—The present rules seem sufficiently liberal. His Honour cannot agree to any increase of non-effective charges.

VII.—LIMITATION IN THE EMPLOYMENT OF NON-EUROPEANS AND THE DIVISION OF SERVICE INTO IMPERIAL AND PROVINCIAL.

—The present principle, whereby charges are divided into major and minor and one-fifth of the former and the whole of the latter are reserved for the members of the Provincial Service, satisfies all present requirements. There is no evidence at present to show that it will be possible to obtain suitable Indians for higher administrative ranks in the Forest Department. The proposal made in paragraph 16 of the revised Memorandum to throw open one of the three circle charges of the Province to the Provincial Forest Service is premature.

IX.—ANY OTHER POINTS WITHIN THE TERMS OF REFERENCE TO THE ROYAL COMMISSION NOT COVERED BY THE PRECEDING HEADS.—The proposal as to travelling allowance cannot be supported. This allowance is meant only to cover the extra cost of touring, and it is not a matter of prestige.

APPENDIX III.

Memorandum prepared by the Government of Bengal relating to the Forest Department.

(I) THE IMPERIAL FOREST SERVICE.

1. The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.—The officers of the Imperial Forest Service are appointed under covenant with the Secretary of State either under the regulations laid down from time to time by the Secretary of State or in such other manner as may be approved by him. Candidates must not be less than 19 and more than 23 years of age. Every candidate must be a natural born subject of His Majesty. He must be prepared to give an undertaking, if selected, that he will not marry before he reaches India. A native of India, however, is not barred by early marriage in accordance with the customs of his race. Candidates for appointment in the Imperial Forest Service must have obtained a degree with honours in some branch of natural science in a University of England, Wales or Ireland, or have passed the final Bachelor of Science examination in pure science in one of the Universities of Scotland. A degree in applied science is not considered as fulfilling these conditions. Candidates are also required to produce evidence that they have a fair knowledge of either German or French.

The Secretary of State for India in Council appoints probationers for the Indian Forest Service in accordance with the advice of a selection committee. Any University in the

United Kingdom which possesses a Forest school approved by the Secretary of State, is permitted to train Forest probationers, and for this purpose he has approved of the Forest schools existing at the Universities of Oxford, Cambridge and Edinburgh. The ordinary period of probation is two years; during that time probationers are required to pass through the Forestry course at one of the Universities named above, becoming members of that University, if not so already, to obtain the degree or diploma in Forestry which it grants and to satisfy such other tests of proficiency as may be deemed necessary.

The only objection which has been raised to the present system of recruitment is that it results in men coming out to India at too late an age. The Governor in Council has considerable sympathy with this point of view, which he has recently supported in connection with the Indian Civil Service. There can be no doubt that, as a rule, men of 25 are less pliable and find greater difficulty in settling down to their work in India than officers who come out four or five years earlier. At the same time the possession of a science degree is of great advantage to most Forest Officers, now that forest work in India is expanding and developing on scientific lines, and if a University training in natural science is considered essential it will be impossible to select candidates at a much earlier age than at present.

APPENDIX III. (continued).

It is understood, however, that certain Universities, such as Oxford and Edinburgh, offer facilities to candidates for undergoing the theoretical portion of the course for the diploma in forestry in conjunction with the course for the science degree, and the Government of Bengal would be glad to see this arrangement developed, if possible, so as to enable the period of probation after selection to be reduced ordinarily to one year. It has also been suggested that the physical test now imposed on candidates is not sufficiently stringent, and that the old test of a lengthy cross-country run, which was abandoned some years ago, should be reinstituted. In view of the life of exposure and hardship which Forest Officers have to undergo during their service, particularly in a Province with climatic conditions like those of Bengal, the Government of Bengal consider this suggestion worthy of consideration.

2. The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.—The rates of pay in 1890 and 1900 were as follows:—

Follows:—		Appointment, 1890.	Salary, 1900.
		Rs.	Rs.
Assistant Conservator of Forests—			
3rd grade	... ..	250	Abolished.
2nd „	... ..	350	350
1st „	... ..	450	450
Deputy Conservator of Forests—			
4th grade	... ..	550	550
3rd „	... ..	650	650
2nd „	... ..	800	800
1st „	... ..	900	900
Conservator—			
3rd grade	... ..	1,000	1,100
2nd „	... ..	1,250	1,350
1st „	... ..	1,500	1,600

At present, on appointment to the Indian Forest Service, an officer is styled "Assistant Conservator" and draws pay at Rs. 380 a month, rising by annual increments of Rs. 40 to Rs. 700 a month, and thereafter by annual increments of Rs. 50 up to a maximum of Rs. 1,250 a month, which is reached in the twentieth year of service. Until he has passed the examination prescribed in the Forest Department Code an Assistant Conservator is not entitled to draw pay at a higher rate than Rs. 460 a month. On passing the examination he is entitled to resume drawing pay under the time scale at the rate to which his length of service entitles him. Whilst drawing pay up to and including Rs. 540 a month an officer is styled "Assistant Conservator," and when drawing pay at Rs. 580 to Rs. 1,250 a month he ranks as "Deputy Conservator."

Promotions to the rank of Conservator are made by the Government of India on the recommendation of the Local Government. There are three grades of Conservators carrying salaries of Rs. 1,900, Rs. 1,700 and Rs. 1,500, respectively.

Forest Officers are admissible to certain special allowances which are governed by article 39 of the Forest Code, 7th edition.

The Government of Bengal consider that the pay of Conservators is inadequate in view of the responsibilities of their work and position as advisers to the Local Government in Forest matters, and administrators of the Local Forest Department. An increase of Rs. 250 a month is not sufficient recognition of the greater responsibilities and expenses which fall upon a Deputy Conservator who is promoted to be Conservator, and it is accordingly suggested that the pay of the lowest grade of Conservators should be raised to Rs. 1,750 and of the other two grades to Rs. 2,000 and Rs. 2,250 respectively.

3. The number of posts in each grade and the provision, if any, made in the cadre for leave and training.—The existing cadre of the Imperial Forest Service in Bengal consist of one post of Conser-

vator and 11 posts of Deputy and Assistant Conservators (the latter including one India list appointment). Two posts have been provided in the cadre for leave and training.

4. What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services.—Mr. F. Trafford, Deputy Conservator of Forests, is acting as Conservator of Forests in the Central Provinces.

Mr. E. P. Stebbing, Deputy Conservator of Forests, is on deputation to the Edinburgh University pending retirement.

5. Whether any addition is required to the present cadre.—The present cadre of the Imperial Service in Bengal is sufficient, provided 20 per cent. of the major charges are held by Provincial officers as required by the existing orders on the subject. But the conditions of the Bengal forests are such that great difficulty is experienced in finding suitable Provincial officers to hold charge of the major forest divisions, and consequently the Imperial staff is barely sufficient for present actual requirements. An addition to the staff will probably be required shortly to cope with developments which are taking place in regard to the commercial working of the Bengal forests.

(II) THE PROVINCIAL FOREST SERVICE.

1. The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.—The Provincial Forest Service consists of—

Extra Deputy Conservators and Extra Assistant Conservators.

Appointments to the Provincial Forest Service are made—

(a) By the promotion of Forest Rangers of long service and tried probity, irrespective of the educational qualifications they may hold;

(b) By the selection for direct appointment of candidates who must successfully pass through the Provincial Forest Service course at the Forest Research Institute, Dehra Dun, and thereafter render not less than three years' satisfactory service as probationary Extra Assistant Conservator of Forests before being confirmed.

Candidates for nomination to the Provincial Service course at the Forest Research Institute must possess the following minimum educational qualifications:—

(a) A certificate of having passed the I.Sc., I.E. or I.A. examination of an Indian University in a group of subjects, including mathematics, or

(b) The Licentiate of Agriculture degree of a Government Agricultural College, or

(c) If a European, the Junior School certificate awarded in connection with the Cambridge Local examination in a group of subjects including algebra, geometry and trigonometry;

Provided that in the case of candidates who were above the age of 16 years on the 31st December, 1910, other certificates may be accepted if they show the candidates to possess knowledge of English sufficient to follow the course and also knowledge of arithmetic, algebra—up to and including quadratic equations and simple problems, geometry—the first three books of Euclid and the elements of trigonometry, including the solution of triangles and the use of logarithms.

On the nomination of candidates they are required—

(a) To sign an agreement binding themselves to work diligently while at the institute and to serve Government for not less than five years after passing out of the institute;

(b) To find two sureties to execute a bond in the prescribed form guaranteeing that, under special circumstances therein detailed, they will refund all money expended by Government on the nominee's behalf, etc.

These regulations were only brought into force in March last. They were devised after very careful consideration, but it is too early to come to any definite conclusion as to their working.

APPENDICES III. (continued) AND IV.

2. The rates of pay in the Provincial Forest Service in 1890 and 1900 are noted below:—

Appointment.		Salary.	
		1890.	1900.
		Rs.	Rs.
Sub-Assistant Conservator of Forests—			
4th grade	...	No post	200
3rd "	...	150	250
2nd "	...	200	300
1st "	...	250	350
Extra Deputy Conservator of Forests—			
4th grade	...	No post	450
3rd "	...	Extra Deputy	500
2nd "	...	Conservator	550
1st "	...	of Forests.	600

The existing rates of pay are as follows:—

On appointment an officer is styled Extra Assistant Conservator of Forests, and draws pay at the rate of Rs. 250 a month, rising by annual increments of Rs. 20 to Rs. 550 a month in the sixteenth year of service.

On reaching a salary of Rs. 550 a month an officer may be promoted to the rank of Extra Deputy Conservator, provided he is considered fit to hold a major charge. An Extra Deputy Conservator draws pay at the rate of Rs. 575 a month, rising by annual increments of Rs. 25 to Rs. 650 a month.

After one year's service on this pay the Local Government may, by special order in each case, promote an officer to a pay of Rs. 700 a month for a period of three years and again to a pay of Rs. 800 a month for a further period of three years, and finally to a pay of Rs. 850 a month until the close of his service. Promotions to these three higher rates of pay will, however, be made only when the Local Government is satisfied at each step that the individual officer thoroughly deserves it.

These rates of pay which were introduced in 1911 are satisfactory.

3. The number of posts in each grade and the provision, if any, made in the cadre for leave and training.—There are no grades. Pay is drawn according to time-scale, as stated above.

The Bengal Provincial Forest cadre consists of one post of Extra Deputy Conservator of Forests and six posts of Extra Assistant Conservator of Forests.

For leave and training provision has been made for one post in the Provincial Forest Service.

4. What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services.—None.

5. Whether any addition is required to the present cadre.—The cadre is at present sufficient, but additions will probably be necessary in the near future for the reasons given in the case of the Imperial Service.

APPENDIX IV.

Memorandum prepared by the Government of Bihar and Orissa relating to the Forest Department.

A. IMPERIAL SERVICE.

1. The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.—The regulations are the same as for the rest of British India. The Local Government are generally satisfied with them and have no recommendation to make.

2. The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the rates of pay and allowances are satisfactory.—The present rates of pay are the same as those obtaining throughout British India. It is unnecessary to discuss the rates previously obtaining as this Province came into existence in April, 1912. There are no local allowances in force generally in the Province but a special allowance is granted to the Divisional Officer and staff in Angul to compensate for the inaccessibility of the district.

The present rates of pay are generally adequate, but the Local Government would recommend that the salaries of administrative officers be assimilated to those now obtaining in the administrative ranks of the Public Works Department. At present they compare as follows:—

Public Works Department.

	Rs.
Superintending Engineers, 3rd grade	1,500
Ditto 2nd "	1,750
Ditto 1st "	2,000
Chief Engineers, 2nd grade	2,250
Ditto 1st "	2,750

Forest Department.

	Rs.
Conservators, 3rd grade	1,500
Ditto 2nd "	1,700
Ditto 1st "	1,900
Chief Conservators of Forests	2,150
Inspector-General of Forests	2,650

The principle was accepted in paragraph 7 of the Government of India's Despatch, No. 312 of 1890, to the Secretary of State that Conservators should receive equal rates of salary with Superintending Engineers, and the inadequacy of the remuneration of the Inspector-General of Forests was recognised in the Government of India's Despatch, No. 389, of 1906, to the Secretary of State.

3. The number of posts in each grade, and the provision, if any, made in the cadre for leave or training.—The present sanctioned Imperial cadre is that which was transferred from Bengal on the formation of this Province with the addition of a post of Conservator and consists of:—

1 Conservator.
4 Deputy and Assistant Conservators of Forests.

The present cadre does not include sufficient provision for leave and training (vide 5 below).

4. What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services.—One Assistant Conservator of Forests out of the four Deputy and Assistant Conservators is on deputation temporarily to the Feudatory States of Orissa, and the deficiency has been made good by the addition of a Provincial officer to the staff employed within British territory. A supernumerary Assistant Conservator has been posted to this Province.

5. Whether any addition is required to the present cadre.—The present cadre is insufficient and proposals have been submitted to the Government of India, for strengthening it, vide letter No. 3505R, dated the 24th July, 1913, from this Government, a copy of which is attached (Annexure 1).

B. PROVINCIAL SERVICE.

1. The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.—The present regulations for Bihar and Orissa were framed in 1912 and are contained in the Notification of the Local Government, No. 3581R (B), dated the 6th November, 1912, an extract from which is attached (Annexure 2). Government are satisfied with the present regulations but consider that the educational qualifications demanded of candidates should be gradually raised in the manner contemplated in paragraph 2 of the Secretary of State's Despatch No. 8 Revenue of the 19th January, 1912, as the standard of the Provincial Service is raised more nearly to the level of that obtaining in the Imperial Service and the improved prospects recommended in paragraph 2 below attract a higher type of candidate.

APPENDIX IV. (continued).

2. The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the rates of pay and allowances are satisfactory.—The rates of pay and allowances drawn by Provincial Forest Officers in this Province are those sanctioned in the Government of India's Resolution, No. 17F-77-33, of 23rd June, 1911. The Local Government regard with general sympathy the suggestion that the Provincial Service be reconstituted on the same basis as the Provincial Service of the Public Works Department. Such reconstitution would improve the pay and allowances of Provincial Officers, raise their status and remove many of their existing grievances.

3. The number of posts in each grade, and the provision, if any, made in the cadre for leave and training.—The cadre as transferred from Bengal consists of two Extra Deputy Conservators and six Extra Assistant Conservators. It does not include sufficient provision for leave and training (*vide* paragraph 5 below).

4. What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services.—In addition to the two posts of Extra Deputy Conservator there is one temporary post in that grade which has been created to make good the deficiency in the strength of the Imperial Service cadre due to the deputation of an Imperial officer to the Feudatory States in Orissa. Of the two posts of Extra Deputy Conservator one is held by an officer deputed to the Mayurbhanj Feudatory State in Orissa.

5. Whether any addition is required to the present cadre.—The present cadre is insufficient and proposals have been submitted to the Government of India for strengthening it, *vide* letter No. 3505R, dated the 24th July, 1913, cited above.

Ranchi.

Dated the 24th October, 1913.

ANNEXURE 1.

No. 5305R, dated Ranchi, the 24th July, 1913.

From—The Hon'ble Mr. H. McPHERSON, I.C.S., Secretary to Government of Bihar and Orissa, Revenue Department.

To—The Secretary to the Government of India, Department of Revenue and Agriculture.

I am directed to refer to the correspondence ending with Mr. Holme's letter No. 918F.—297-3, dated the 31st of October, 1912, and to submit, for the consideration and orders of the Government of India, the following proposals for the revision of the cadre of the Imperial and Provincial Forest Services of Bihar and Orissa.

2. In accordance with the distribution of the Forest cadres between Bengal, Bihar and Orissa, and Assam sanctioned in your letter No. 412F.—126-9, dated the 24th April, 1913, a staff of four Imperial and eight Provincial officers, excluding the Conservator and two probationers, has been allotted to this Province. The apportionment follows the arrangement made by the Government of Bengal that each of the Forest Divisions falling within the territory of Bihar and Orissa should be transferred to this Province with the whole of its staff as it stood on the 1st of April, 1912. Since the formation of the new Circle one supernumerary Imperial Officer has been added to the cadre. The adequacy of the staff has been carefully examined by the Conservator of Forests with reference to the requirements of the circle and his recommendations have been duly considered by the Lieutenant-Governor in Council.

3. In accordance with the principles laid down in the Government of India's Circular No. 35F.—358-1, dated the 11th October, 1907, the Conservator has classified the posts in his circle into seven major and six minor charges as follows:—

Major.	Minor.
1. Direction.	1. Sambalpur.
2. Singhbhum.	2. Santal Parganas.
3. Chaibassa.	3. Mayurbhanj.
4. Angul.	4-6. Three attached officers in the Singhbhum Division.
5. Puri.	
6. Palamau.	
7. Orissa Feudatory States.	

In doing so he has made four changes in the classification accepted in connection with the re-organisation of the Imperial and Provincial Forest Services of Bengal which was sanctioned in the Secretary of State's Despatch, No. 6-Revenue, dated the 15th January, 1909. These changes consist of the addition of the Chaibassa Division and the Orissa Feudatory States to the major charges, and of the Mayurbhanj Feudatory State and a third post of attached officer for the Singhbhum Division to the minor charges. The Chaibassa Division has recently been enlarged by the transfer to it of two ranges from the Singhbhum Division. It now includes 160 square miles of reserved forest and 207 square miles of protected forest, and the receipts during the current year are estimated at Rs. 55,200. It has been placed under the charge of an Imperial Officer since October, 1911, and in view of its importance the Lieutenant-Governor in Council is satisfied that it should in future be classified as a major charge. The addition of a minor charge within the Singhbhum Division is necessary because a third attached officer is required to supervise the important timber depots on the railway.

4. The Lieutenant-Governor in Council has given his careful consideration to the proposal of the Conservator that permanent provision should be made in the cadre of the Forest Department for one major and one minor charge within the Feudatory States of Orissa, and is fully convinced that there is an overwhelming case for the acceptance of the proposal. It is unnecessary to reiterate the arguments which were adduced in the Government of Bengal's letters No. 2223F., dated the 25th March, 1907, and No. 2441P.-D., dated the 6th November, 1909, to the Foreign Department of the Government of India in support of the proposal that an officer of the Imperial Forest Department should be deputed to assist the Political Agent in supervising the working of forests within the Feudatory States, a measure which was necessary alike in the interests of the States themselves and for the protection of the adjoining British territory. These arguments were accepted and the necessity of the appointment recognised in Mr. Wood's letter No. 11431B., dated the 16th June, 1910. While, however, the necessity was recognised as permanent and continuing, financial considerations rendered it impossible to make full provision for the charge, and an arrangement was sanctioned whereby the deputation of an Imperial officer was made good by the addition of a Provincial officer to the staff employed within British territory. The financial difficulty no longer exists, and in considering what are the total requirements of the Province as a whole for the purposes of the present re-organisation scheme, the arrangement of 1910 must be ignored. The Feudatory States appointment is a major charge, and its recognition as such does not affect the classification of charges within British territory.

There remains the proposed addition of a minor charge for the forest administration of the Mayurbhanj Feudatory State. The services of Mr. A. H. Mee, an Extra Deputy Conservator, were lent to this State at the particular request of the late Maharaja. The arrangement will hold good during the minority of the present of the present Maharaja, who is only 14 years of age, and there is every reason to believe that it will be continued indefinitely after he attains his majority. Mayurbhanj, the largest of the Feudatory States, has an area of 4,110 square miles, and includes 1,054 square miles of reserved forest and 741 square miles of protected forest. The most valuable portions of these have been leased to a contractor for 30 years, and the services of a competent forest officer are necessary to control this lease alone. Apart, moreover, from these considerations based on the special requirements of Mayurbhanj, there is no reason to expect that the time will ever come when the services of an additional Provincial officer will cease to be required within the Feudatory States. On the contrary, there is every likelihood that the demand for such officers will increase in the near future, for the subject of forest con-

APPENDIX IV. (continued).

servation is receiving enhanced attention, and the Chiefs are rapidly becoming alive to the importance of the interests at stake.

An extract from the Political Agent's Report for 1911-12, which shows the excellent work done by the Agency Forest Officer and the ever-increasing interests of the Chiefs in the better administration of their forests, is annexed to this letter for the information of the Government of India (Enclosure No. 1).

5. The following calculation, which is based on the above classification of charges, shows that a total staff of eight Imperial and eight Provincial officers might fairly be claimed for the Province:—

Imperial.			
80 per cent. of major charges	...	...	6
25 per cent. for leave reserve	...	...	1
1 officer for the India List	...	...	1
Total	...	...	8
Provincial.			
20 per cent. of major charges	...	...	1
6 minor charges	...	...	6
14 per cent. for leave reserve	...	...	1
Total	...	...	8

The Conservator, however, having regard to the principle enunciated in paragraph 6 of Circular No. 35F.—358-1, dated the 11th October, 1907, does not desire to press for the full complement of Imperial officers, but proposes that in lieu of one Imperial post an additional post of Extra Deputy Conservator should be created in the Provincial Service, making a total of seven Imperial and nine Provincial officers. The net result of these proposals, in which the Lieutenant-Governor in Council concurs, would be an increase of two Imperial officers and one Provincial officer over the staff shown in paragraph 2 of your letter No. 412F.—126-9, dated the 24th April, 1913.

6. As regards the grading of these posts, the seven Imperial officers have been shown in the accompanying proposition statement (Enclosure No. III) as consisting of one Conservator on an average pay of Rs. 1,700, and six Deputy and Assistant Conservators on an average pay of Rs. 817 a month. The nine officers of the Provincial Service have been distributed in the proportion of four Extra Deputy Conservators to five Extra Assistant Conservators. In fixing this proportion regard has been had to the principles laid down in paragraph 2 (ii.) of the Resolution of the Government of India in the Revenue and Agricultural Department, No. 17F.—77-33, dated the 23rd June, 1911, which requires that Provincial officers shall not be promoted to the rank of Extra Deputy Conservator unless they are fit to hold major charges, and that Extra Deputy Conservators shall, except for special reasons, actually be placed in charges classed as major. At present in this Province three major charges (Puri, Angul and Palamau) are held by Provincial officers, of whom one only (Mr. Hannab) is an Extra Deputy Conservator under the temporary arrangement sanctioned in Mr. Holme's letter No. 918F.—297-3, dated the 31st October, 1912. The two others are Extra Assistant Conservators who have administered their major charges with credit, and are considered by the Local Government eligible for promotion to the upper controlling staff. The two permanent Extra Deputy Conservators at present on the staff of the Province (Messrs. Mee and Haslett) are employed on minor charges (Mayurbhanj and the Santal Parganas) which, for special reasons, require to be administered by officers of superior rank. In these circumstances, and in view of the facts that a disproportionately small number of Imperial officers has been allotted to Bihar and Orissa as compared with the number allotted respectively to Bengal and Assam and that it has been proposed in paragraph 5 to surrender one Imperial post, the Lieutenant-Governor in Council does not consider it unreasonable that the Conservator should ask

for four appointments of Extra Deputy Conservators. Any other distribution of the Provincial staff will cause stagnation of promotion and militate against the efficient administration of the Department.

7. The ultimate additional annual expenditure involved amounts to Rs. 14,123-4-0, as shown in the proposition statement; but in view of the immediate needs of the Province the Conservator does not wish to ask for the additional Imperial officer at present. He proposes to leave a vacancy against the India List appointment, and His Honour in Council agrees that the existing staff of six Imperial officers, including the supernumerary officer as a permanent appointment, is sufficient for present purposes. Against the increase in cost it will appear from the accompanying statement (Enclosure No. II.) that the revenue derived from the circle is growing steadily, and there can be little doubt that more adequate control and improved supervision will bring about considerable further expansion.

8. In conclusion, the Lieutenant-Governor in Council requests that should his proposals meet with the approval of the Government of India, he may be permitted at his discretion to fix the date from which they will take effect according as funds permit.

ANNEXURE II.

The 6th November, 1912.

No. 5431R(B).—The following revised rules are published for general information in supersession of the rules published under Notification No. 1010T.R., dated the 23rd June, 1910:—

* * * * *

III.—Rules for the recruitment of the Provincial Forest Service in Bihar and Orissa.

1. Subject to the satisfaction of the claims of persons already qualified under the rules hitherto in force, appointments to the Provincial Forest Service shall be made:—

(a) by the promotion of Forest Rangers of long service and tried ability and probity, irrespective of the educational qualifications they may hold;

(b) by the selection for direct appointment of candidates who must successfully pass the two years' course at the Forest Research Institute, Dehra Dun, and thereafter render a term of service as Probationary Extra Assistant Conservator of Forests, the length of which will depend among other things upon the quality of work done by them during the course.

Government reserves to itself the right to fill all vacancies in such of the two ways described, as it may consider best, in the interests of public service.

2. Candidates for direct appointment will be nominated by the Local Government with special reference to high educational and social qualifications and to physical fitness for work in the Forest Department.

3. The pay of the Probationary Extra Assistant Conservators of Forests will be Rs. 150 per mensem during the period of their probation and thereafter Rs. 200 per mensem until they can be appointed to vacancies in the sanctioned cadre of the Provincial Forest Service.

4. Selected candidates may, during the two years' course at the Research Institute, receive a stipend which will be dependent upon their work and progress. Such stipend will in no case exceed Rs. 2,400 for the two years, i.e., shall not exceed an average rate of Rs. 100 per mensem.

5. Except for special reasons, and under the special orders of the Local Government in each case, candidates must be between the ages of 18 and 25 on the 1st November in the year in which the course begins.

6. The Inspector-General of Forests has the power to relax the above rule.

The following certificates must be forwarded with applications.

APPENDICES IV. (continued) AND V.

(a) A certificate that the candidate is a "Native of India" within the meaning assigned to these words* by section 6 of 53 Vict., Cap. 3.

N.B.—This certificate may be omitted in the case of private students and of students deputed by the British Colonies.

(b) A certificate of age.

(c) A health certificate in the form prescribed by article 49 of the Civil Service Regulations, 5th Edition, signed by a Civil Surgeon or such other qualified Medical Officer as may be approved by the President, and testifying to the candidate's sound constitution, good vision and hearing and general physical fitness for a rough outdoor life in the Forest Department, and to the fact that he bears on his body marks of successful vaccination or of smallpox.

(d) A certificate showing that the candidate is of good social standing and good moral character. The certificates (c) and (d) must bear date not further back than the 1st January of the year previous to that in which the candidate desired admission to the College.

(e) A certificate that the candidate possesses a thorough knowledge of colloquial English which will permit of his following a highly technical course, and is generally of good education.

* "Native of India" means any person born and domiciled within the dominions of His Majesty in India, or within the territories of Indian Princes tributary to or in alliance with His Majesty, of parents habitually resident in India and not established there for temporary purposes only (Art. 37, Civil Service Regulations).

Certificates (d) and (e) must be signed by a Conservator of Forests, District Officer, Political Agent, or a British Government Gazetted Officer of high standing.

The Inspector-General of Forests may, should he consider it desirable, relax any of the conditions imposed under this rule.

(f) A certificate of having passed one of the following examinations, viz. :—

(1) The B.A., F.A., B.Sc., or Licentiate of Agriculture.

(2) The Matriculation where no School Final Examination exists.

(3) The School Final Examination, provided the candidate can show that he has qualified in English and Mathematics up to the Matriculation Standard or, for European candidates, a certificate of having passed the High School Examination with a similar proviso.

7. Nominated candidates will be required (a) to execute a bond and agreement as attached, (b) to undergo a preliminary practical training in such Forest Divisions as the Conservator of Forests Bihar and Orissa, may direct in order to prove his fitness for Forest work. Such training may extend to a period of not more than six months. During this preliminary training candidates will receive such consolidated allowance as may be ordered by the Local Government.

* * * * *
J. F. GRUNING.
Secretary to the Government of Bihar and Orissa.

APPENDIX V.

Memorandum prepared by the Assam Administration relating to the Forest Department.

A.—IMPERIAL FOREST SERVICE.

1. The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.—The regulations regarding recruitment, training and probation are those prescribed by the Secretary of State in the Government of India's Circulars No. 21 F.—280-2, dated the 18th October, 1912, and No. 13 F.—85-2, dated the 10th May, 1911. The Chief Commissioner's opinion on these regulations will be found in his note dated the 9th April, 1913, already submitted to the Commission.

2. The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.—The rates of pay of the Imperial Forest Officers in 1890 were as follows :—

	1st grade.	2nd grade.	3rd grade.	4th grade.
	Rs.	Rs.	Rs.	Rs.
Conservators...	1,500	1,250	1,000	—
Deputy Conservators	900	800	650	550
Assistant	450	350	250	—

The scale was modified in 1891 and the rates of pay in 1900 were accordingly as follows :—

	1st grade.	2nd grade.	3rd grade.	4th grade.
	Rs.	Rs.	Rs.	Rs.
Conservators...	1,600	1,350	1,100	—
Deputy Conservators	900	800	650	—
Assistant	450	350	—	—

The present rates of pay of Conservators are :—

	Rs.
First grade	1,900
Second grade	1,700
Third grade	1,500

In 1907 the grading of the officers below the rank of Conservators was abolished and a time-scale introduced in its place. According to this scale an officer of the Imperial Forest Service starts with a pay of Rs. 380 per mensem rising by annual increment of Rs. 40 to Rs. 700 per mensem, thereafter by annual increments of Rs. 50 a month to

Rs. 1,250 per mensem in the twentieth year of service.

In 1908 the Secretary of State sanctioned the grant of local allowances to Forest Officers below the rank of Conservators, serving in Assam districts other than Sylhet and the plains portion of Cachar. Under these orders an officer in charge of a forest division receives an allowance at the rate of Rs. 80 per mensem and other officers at the rate of Rs. 50 per mensem.

As regards the pay of Conservators of Forests, the Chief Commissioner considers that these officers should get the same pay as Superintending Engineers, except in the case of provinces where there is no Chief Conservator, where an allowance of Rs. 100 per mensem should be given to them. The rates of pay and allowances of the other officers appear satisfactory.

3. The number of posts in each grade, and the provision, if any, made in the cadre for leave and training.—There are at present two Conservators of Forests and thirteen (including two supernumerary) Deputy and Assistant Conservators of Forests in this province in the sanctioned cadre. When the cadre of the Forest Department was last revised in 1909, a provision of 25 per cent. was made for vacancies for leave and training.

4. What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services.—One officer has recently been placed on foreign service under the Manipur Darbar for seven months.

5. Whether any addition is required to the present cadre.—The present cadre is insufficient for the needs of the province. A proposal, which has been submitted by the Conservators of Forests for the increase of the number of Deputy and Assistant Conservators of Forests from 11 to 20, is now under consideration.

B.—PROVINCIAL FOREST SERVICE.

1. The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.—Recruitment is made by promotion in exceptional cases from the Rangers class under

APPENDIX V. (continued).

REVENUE DEPARTMENT.

The 17th September, 1913.

No. 6366R.—The following rules, relating to the recruitment of the Provincial Forest Service in Assam and the selection of Assam candidates for deputation to the Ranger's Service Course at the Imperial Forest College, Dehra Dun, are published for general information :—

(I) RULES FOR THE RECRUITMENT OF THE PROVINCIAL FOREST SERVICE IN ASSAM.

Extract from the Rules of the Forest Research Institute at Dehra Dun relating to the Provincial Service course.

* * * * *

Article 15 of the Forest Department Code, 7th edition, and more ordinarily from candidates selected for direct appointment. The selected candidates undergo at the Forest College, Dehra Dun, a course of training which is regulated under the rules approved by the Government of India. On their successfully completing the College course the candidates are appointed as Probationary Extra Assistant Conservators of Forests for a minimum period of one year in the case of those who obtained certificates with Honours from the Forest College, and of two years in the case of others. After the probationary period the candidates are eligible for permanent appointment on the occurrence of vacancies in the cadre. A copy of the rules issued by the Local Administration containing extracts from the Dehra Dun Forest College rules is enclosed herewith.

The rules as to recruitment, probation and training appear to the Chief Commissioner to be satisfactory.

2. The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.—In 1890, the rates of pay of these officers, who were then designated as Sub-Assistant Conservators, were Rs. 175, Rs. 200 and Rs. 250. The scale was revised in 1891, and the rates in force in 1900 were accordingly as follows :—

	1st grade.	2nd grade.	3rd grade.	4th grade.
	Rs.	Rs.	Rs.	Rs.
Extra Deputy Conservators	600	550	500	450
Extra Assistant Conservators	350	300	250	200

With effect from the 1st March, 1911, a time-scale has been introduced under which an officer appointed to the Provincial Forest Service on a permanent appointment receives a pay of Rs. 250 per mensem which rises by annual increment of Rs. 20 per mensem until it reaches Rs. 550 a month after 15 years' service. If an officer is considered fit to hold a major charge he is promoted to the rank of Extra Deputy Conservators on a pay of Rs. 575 per mensem rising by an annual increment of Rs. 25 per mensem to Rs. 650. He may then, after one year of service, be specially promoted to Rs. 700 per mensem for a period of three years and then to Rs. 800 per mensem for a further period of three years and finally to Rs. 850 per mensem (vide Government of India Department of Revenue and Agriculture Resolution No. 17 F.—77-3, dated the 23rd June, 1911).

Local allowances varying from Rs. 40 to Rs. 80 were sanctioned for these officers, serving in districts other than Sylhet and the plains portion of Cachar, in 1908.

The present rates of pay and allowances are sufficiently liberal as regards the ordinary Provincial Service Officer. In Sir Archdale Earle's opinion, however, as explained in his note of the 9th April, 1913, an officer of this Service, who is promoted to a divisional charge, should be allowed to enter the time-scale of the superior Service.

3. The number of posts in each grade, and the provision, if any, made in the cadre for leave and training.—There are at present two Extra Deputy Conservators of Forests and ten Extra Assistant Conservators of Forests in the sanctioned cadre of this province. At the last revision a provision of 14 per cent. was allowed for leave and training.

4. What appointments outside the authorised cadre are held, temporarily, or otherwise, by officers of the various Services.—No appointments are held by any officers outside the cadre, but an Extra Deputy Conservator has been placed on special duty for 22 months in connection with the preparation of descriptive lists of trees in Assam.

5. Whether any addition is required to the present cadre.—Additions to the cadre are required. A proposal, which has been submitted by the Conservators of Forests to increase the number of Extra Deputy Conservators from two to four and of Extra Assistant Conservators from 10 to 17, is under consideration.

15. The maximum number of students that will be admitted in any one year will be decided by the President, subject to the orders of the Inspector-General of Forests. Within this number, nominations will be assigned to the various provinces by the President who, after satisfying their requirements, may also assign vacancies to British Possessions, Native States, etc. The President is empowered to refuse an application for a nomination without assigning any reason.

16. All applications for nominations must be communicated to the President by the 15th October of the year preceding that in which the course will commence. All nominations will be allotted and communicated to Local Governments, etc., concerned by the 1st November. Should any nomination not be accepted, the President should be informed by as early a date as possible so as to permit of his transferring the nomination to some other Local Government, Native State, etc.

17. It is left to Local Governments to prescribe what educational qualifications they please, including any examination, competitive or otherwise, for candidates that it is proposed to depute to the Provincial Service course. The attention of Local Governments is, however, invited to the fact that the President is authorised to hold an examination in English and Mathematics of any candidate on arrival at Dehra. Experience has shown that even candidates, who have graduated at some Indian University, have often a wholly inadequate knowledge of both English and Mathematics. Unless, therefore, a candidate is thoroughly conversant with these subjects, as indicated in Rule 18, it will be merely waste of time to send him to the Institute.

Local Governments will also no doubt bear in mind the importance of giving a preference to candidates who are in all respects qualified by previous examinations to follow and profit by the course of instruction, it having been found that without a preliminary training in Science, probationers are not able to complete an advanced forest course within a limited time.

18. The President is authorised to hold an examination of any candidate on arrival at Dehra in English and Mathematics.

Candidates are expected to know sufficient English to follow the course, and in Mathematics should know Arithmetic, Algebra, up to and including Quadratic Equations and simple problems, Geometry—the first three books of Euclid, and the Elements of Trigonometry, including the solution of triangles and the use of Logarithms.

The President is authorised to refuse admission to any candidate who, in his opinion, does not possess sufficient knowledge of these subjects to properly follow the course.

19. Physical test.—Candidates, on arrival at Dehra, will undergo such physical tests as may be prescribed by the President, to be followed by a medical examination before a Medical Board.

Local Governments should take every precaution to ensure that the candidates selected by them will be such as will be able to pass these tests.

N.B.—At present the physical test is a walk from Dehra to Mussoorie and back, distance some 26 or 28 miles, to be completed within the number of hours that may be prescribed.

20. There are four categories of students—
(a) Private students.

APPENDIX V. (continued).

(b) Government probationary students, stipendiary or non-stipendiary.

(c) Students deputed by Native States and British Colonies.

(d) Students already in Government service.

21. (a) *Private students* can only be admitted if there are vacancies for such after satisfying the demands of (b), (c), (d) above. Their chief *raison d'être* is to meet a possible demand on the part of large landowners who may wish to place their forest areas under professional management.

(b) *Government Probationary students* are those nominated by a Local Government for direct appointment to, or as probationers for the Provincial Service.

(d) *Students already in Government Service* may be deputed at the discretion of Local Governments, provided that they pass the examination prescribed in Rule 17.

22. In the case of *Private students*, application for nominations must be made to the President direct, supported by a certificate from a Conservator of Forests, District Officer or Political Agent, that the candidate possesses the necessary social qualities and a good general education and appears likely to make a good executive Forest Officer.

23. In the case of *Government Probationary students* and those already in *Government Service*, applications must be made to the President direct by Local Governments concerned.

24. In the case of students from *Native States* and *British Colonies*, applications must be made to the President direct by the State Durbar, countersigned by the Political Agent, or by the Governor of a Colony or his representative.

25. *Age*.—Except for special reasons and under the special orders of the Local Government in each case, candidates must be between the ages of 18 and 25 on the 1st November in the year in which the course begins.

The Inspector-General of Forests has the power to relax the above rule.

26. *Certificates*.—With applications must be forwarded the following certificates:—

(a) A certificate that the candidate is a "Native of India" within the meaning* assigned to those words by section 6 of 33 Vict., cap. 3.

N.B.—This certificate may be omitted in the case of private students deputed by British Colonies.

(b) A certificate of age.

(c) A health certificate in the form prescribed by Article 49 of the Civil Service Regulations, 5th edition, signed by a Civil Surgeon or such other qualified Medical Officer as may be approved by the President, and testifying to the candidate's sound constitution, good vision and hearing, and general physical fitness for a rough, outdoor life in the Forest Department, and to the fact that he bears on his body marks of successful vaccination or of smallpox.

(d) A certificate showing that the candidate is of good social standing and good moral character.

The certificates (c) and (d) must bear date not further back than the 1st January of the year previous to that in which the candidate desires admission to the College.

(e) A certificate that the candidate possesses a thorough knowledge of colloquial English, which will permit of his following a highly technical course, and is generally of good education.

Certificates (d) and (e) must be signed by a Conservator of Forests, District Officer, Political Agent, or a British Government gazetted officer of high standing.

The Inspector-General of Forests may, should he consider it desirable, relax any of the conditions imposed under this rule.

* "Native of India" means any person born and domiciled within the dominions of His Majesty in India, or within the territories of Indian Princes tributary to or in alliance with His Majesty, of parents habitually resident in India, and not established there for temporary purposes only. (Article 37, Civil Service Regulations.)

27. *Preliminary training*.—It is left to the discretion of Local Governments, etc., to test the suitability of their candidates for a forest career by a period of practical training in the forests before they enter the Institute. During such training candidates will receive such consolidated allowance as may be ordered by the Local Governments, etc.

28. *Stipends or scholarships*.—

(I) *Government Probationary students*.—It is left to Local Governments to award stipends or scholarships in such manner as they please, provided that the total for 24 months' course does not exceed Rs. 2,400, i.e., does not exceed an average rate of Rs. 100 per mensem. In the event of scholarship being awarded, the general method of assigning such will be—

(a) A stipend not exceeding Rs. 100 per mensem for the duration of the course or a portion thereof.

(b) In lieu of the above, a lump sum to be paid on a candidate's successfully obtaining such certificate as may have been agreed upon.

(c) Partly the one, partly the other of the above.

(II) *Students already in Government Service*.—Such officers will, while at the Institute, draw the pay and travelling allowances of their grade in the service, or a stipend not exceeding Rs. 100 per mensem in place thereof as the Local Government may decide.

* * * *

43. *Travelling allowance of Government Probationary students*.—Such students will not ordinarily be entitled to travelling allowance, being expected to defray their expenses when on tour; but it is left to Local Governments to sanction the payment of actual expenses for journeys by rail or steamer.

Rules for the recruitment of Candidates for the Provincial Forest Service in Assam.

1. Appointments to the class of Extra Assistant Conservator of Forests will be given by the Local Government—

(a) To candidates specially selected for direct appointment to the Provincial Service, or to Rangers, who have satisfactorily completed the course of training prescribed for such candidates at the Forest Research Institute and College, Dehra Dun, and who have obtained from the President of the Institute a certificate to that effect;

(b) In exceptional cases to Rangers of long service and tried ability and probity, irrespective of the educational certificates they may hold.

2. Candidates must be between 18 and 25 years of age on the 1st November of the year in which the course begins, and must possess sufficient knowledge of English, mathematics and science to follow the College course.

3. Applications for appointment should be submitted to the Conservator of Forests, Western or Eastern Circle, Assam, either direct or through a Deputy Commissioner or a Divisional Forest Officer of rank not below that of a Deputy Conservator and should be accompanied by the certificates prescribed by rule 26 of the College Admission Rules and by certificates indicating the educational qualifications of the candidate. The Conservator should, on each occasion on which nominations are called for, consult the Principals of the Cotton and Murarichand Colleges as to whether they have candidates to recommend. From the applications received the Local Government, in consultation with Conservators of Forests, will select those to be deputed to the course in the ensuing year, giving preference to candidates born or domiciled in Assam. Candidates so selected will be required to undergo a preliminary course of practical training which will ordinarily extend to one year under the direction of the Conservator of Forests. During this course candidates will be granted a consolidated monthly allowance of Rs. 100 inclusive of travelling allowance. The Local Government will remove any candidate whose work or conduct during this period may prove unsatisfactory, or who is not considered likely to make a good Forest Officer. Candidates who have undergone

APPENDIX V. (continued).

the preliminary course of training to the entire satisfaction of the Conservator of Forests will be eligible for nomination by the Local Government for training at the Forest Research Institute and College at Dehra Dun.

4. While at the Forest College candidates will be given a monthly stipend of Rs. 100, subject to satisfactory progress. Rule 54 of the College Admission Rules authorises the President to reduce or withdraw the stipends if necessary. Students already in Government service will, while at the College, draw and pay and travelling allowances of their grade in the service, or a stipend not exceeding Rs. 100 per mensem in place thereof, as the Local Government may decide.

5. The actual expenses incurred by probationary students on journeys by rail or steamer while proceeding to and from the college and while undergoing the course, will be defrayed by Government. For the purpose of this rule, probationary students will be considered as officers of the second class under Article 1002, Civil Service Regulations.

6. Before proceeding to the Imperial Forest College, candidates will be required:—

(i) To sign an agreement in the form prescribed in Appendix A to these rules, binding themselves to work diligently while at the college, and to serve Government for not less than five years after passing out of the College.

(ii) To find two sureties to execute a bond for Rs. 1,500 in the form prescribed in Appendix B to these rules, guaranteeing that, under special circumstances therein detailed, they will refund the total amount that has been drawn as stipend and travelling expenses.

7. A Forest Ranger selected for appointment to the Provincial Service will be appointed in the first instance to officiate as Extra Assistant Conservator of Forests for a period which shall be at the discretion of the Local Government, and will not be eligible for confirmation in that class until he has passed the departmental examinations prescribed in Article 40, Forest Department Code.

8. Candidates who have fulfilled the conditions prescribed in rule 1 (a) above will be appointed by the Local Government as Probationary Extra Assistant Conservator of Forests on a salary of Rs. 150 per mensem.

9. A Probationary Extra Assistant Conservator of Forests who has rendered two years approved service in that class and has passed the following departmental examinations, viz.:—

(1) Vernacular by the Lower Standard in one "principal" language of the Province, as may be prescribed by the Local Government;

(2) Land Revenue;

(3) Forest Law;

(4) Procedure and Accounts;

will be eligible for permanent appointment to the class of Extra Assistant Conservator of Forests on the occurrence of a vacancy. In the case of a Probationary Extra Assistant Conservator of Forests, who obtained a certificate with Honours in the Provincial Service course at the Forest Research Institute and College, the minimum period of probation will be one year, and the passing of the above departmental examinations before permanent appointment will not be required.

Pending the occurrence of a vacancy in the class of Extra Assistant Conservator of Forests, a probationer in the class who is thus eligible for permanent appointment and has completed three years' satisfactory service on probation, will draw pay at the rate of Rs. 200 per mensem provided that his work continues to be satisfactory.

10. The rates of pay and the promotion of officers in the Provincial Service are regulated by Articles 14 and 38, Forest Department Code, subject to the condition that the increments admissible under Article 14, Forest Department Code, shall not, except as provided in rule 11 below, be drawn by an officer until he shall have passed by the Higher Standard the examination in the vernacular prescribed under rule 9 above.

11. An Extra Assistant Conservator of Forests who obtained a certificate with honours in the Provincial Service Course at the Forest Research Institute and College will not be entitled to draw the increments admissible under Article 14, Forest Department Code, until he shall have passed all the departmental examinations prescribed in rule 9 above, nor to draw a higher pay than Rs. 270 per mensem until he shall have passed by the Higher Standard the examination in the prescribed principal language.

12. The above rules are framed under the prescriptions of the Forest Department Code and Government of India Resolution contained in Circular No. 10F.—76-3, dated 22nd June, 1912, and should be read with the rules issued to regulate the constitution of, admission to, and studies and discipline at, the Forest College and Research Institute, Dehra Dun.

(II) RULES FOR THE SELECTION OF ASSAM CANDIDATES FOR DEPUTATION TO THE RANGER SERVICE COURSE AT THE IMPERIAL FOREST COLLEGE, DEHRA DUN.

Extract from the Rules of the Forest College at Dehra Dun relating to the Ranger Service Course.

* * * *

5. The total number of students of each category, who can be admitted into the College each year, will be limited to such number as the President, subject to the orders of the Inspector-General of Forests and the Government of India, may decide, from time to time, can be educated at the College. The number of studentships to be allotted each year to the respective provinces, as well as the number of nominations to be made by the President, will, with due regard to the total prescribed, be decided by the latter not later than the 1st August, after consultation with the various Administrations as to their requirements, and communicated to them.

6. In allotting nominations to Local Governments, Colonies, or Native States, the President will allow a margin for possible casualties between the dates of nomination and actually entering the College. And when a Local Government, Colony or Native State cannot for any reason utilise the full number of studentships allotted, it should immediately inform the President, so that the vacancies may be filled up with other candidates in time to permit of the prescribed preliminary training being undergone.

7. There are four categories of students:—

- (1) Private students;
- (2) Government probationary students, stipendiary or non-stipendiary;
- (3) Students deputed by Native States and British Colonies;
- (4) Students already in Government service.*

8. *Private students* comprise all those students who are without appointments in any Forest service, who have not entered into an agreement to serve any Government or Administration, and whose object it is, by becoming possessors of the Forest College certificates, to obtain employment either in the Forest Service of the Government of India, or in that of a Native State or some other owner of forest property.

Government Probationary students comprise those who have been selected by any Government for an appointment in its Forest Service. They may be stipendiary or non-stipendiary.

(i) Candidates for admission to the Ranger class of the Forest College as private students or Government probationary students, or students deputed by Native States must not be less than 18 or more than 25 years of age on the 1st April of the year in which they desire admission to the College, and in the case of students from British India, their applications must be sent to a Con-

* *Vide* rules regarding Native Non-commissioned officers of His Majesty's Army.

APPENDIX V. (continued).

servator of Forests,† either direct or through a Divisional Forest Officer of rank not below that of a Deputy Conservator, or through a Collector or officer in charge of a district, in such time that the applications may reach the President not later than the 1st August in each year. None of the abovementioned officers need belong to the Forest Circle or Province in which the candidate seeks employment; but Divisional Forest Officers, Collectors, or other officers in charge of a district may not forward to Conservators applications unsupported by the five certificates enumerated below.

In the case of Native States, candidates should submit their applications supported by the same five certificates to, and in the manner prescribed by, their respective Durbars:—

(a) A certificate that the candidate is a "Native of India" within the meaning assigned to those words by section 6 of 33 Vict., Cap. 3.

(b) A certificate of age.

(c) A health certificate in the form prescribed by Article 49 of the Civil Service Regulations, 5th edition, signed by the Civil Surgeon of the district in which the said Divisional Forest or District Officer's duties lie and testifying to the candidate's sound constitution, good vision and hearing, and general physical fitness for a rough outdoor life in the Forest Department, and to the fact that he bears on his body marks of successful vaccination or of smallpox.

(d) A certificate of respectability and good moral character from two or more persons whose social or official position can be accepted as a guarantee of reliability.

The certificates (c) and (d) must bear date not further back than the 1st April of the year previous to that in which the candidate desires admission to the College.

If any person giving certificates as above under (c) and (d) is in a position to mention anything more to the credit of the candidate than the certificates actually called for, he may do so.

(e) A certificate of having passed one of the following examinations, viz.:—

The B.A., F.A., B.Sc., or Licentiate of Agriculture.

The Matriculation, where no School Final Examination or school-leaving certificate exists.

The School Final Examination, provided the candidate can show that he has qualified in English and mathematics up to the Matriculation standard, or, for European candidates, a certificate of having passed the High School Examination, with a similar proviso.

The school-leaving certificate, as prescribed in the United Provinces, Central Provinces and Bombay.

(f) A certificate that each candidate has a sufficient knowledge of colloquial English to assimilate lectures delivered in that language without the aid of dictation.

The President is authorised to admit candidates.

† Conservator of Forests, Bengal Circle, at Darjeeling.
Conservators of Forests, Assam—
Eastern Circle at Shillong.

Western
Conservators of Forests, United Provinces of Agra and Oudh—
Eastern Circle at Naini Tal.

Western
Conservators of Forests, Central Provinces—
Southern Circle at Nagpur.

Northern " at Jabalpur
Berar " at Amraoti.

Conservator of Forests, Punjab Circle, at Lahore.
Conservator of Forests, Bihar and Orissa, at Ranchi.

Northern Circle at Bandra.
Central " at Poona.
Southern " at Belgaum.

Deputy Conservator of Forests in Charge, Sind Circle, Karachi.

† "Native of India" means any person born and domiciled within the dominions of His Majesty in India, or within the territories of Indian Princes tributary to or in alliance with His Majesty, of parents habitually resident in India, and not established there for temporary purposes only. (Article 37, Civil Service Regulations.)

as an exceptional measure, who for some valid reason (such as being the subjects of a Native State or foreign country) have had no opportunity of securing any of the certificates mentioned above, provided that, in his opinion, the candidates possess the educational qualifications necessary to profit by the College course.

The Inspector-General of Forests may, should he consider it desirable, relax any of the conditions imposed under this rule.

(ii.) Upon the receipt by the Conservator of any application in respect to which the preceding conditions shall have been observed, that officer may reject the application without assigning any reason for so doing; but if he accepts it and the applicant is a candidate for Government service, he should be seen by a Conservator of a Forest Circle, when this can be conveniently arranged, or by some officer of the Imperial Forest Service, who should record his personal opinion in regard to the suitability of the candidate.

(iii) Those candidates who have been approved will, with the permission of the Local Government in the case of Government probationary students, and under the Conservator's recommendation in the case of private students, and that of the Durbars in the case of candidates from Native States, be eligible for nomination to the College.

(iv) Preliminary training.—All candidates not already in the service of Government, who have been accepted by the President for admission to the College will be required to undergo, before joining the College, a course of practical training in the forests of the province from which they come, lasting at least three and a half months. Such candidates will not be allowed to join the College unless they can produce a certificate signed by the Divisional Officer under whom they have served, and countersigned by the Conservator of the Circle, or in the case of Native States by the Durbar, that they have undergone the course of practical training in a satisfactory manner, and are likely to become useful Forest officers. The President may exempt a candidate from the whole or a portion of the practical course above prescribed, after satisfying himself that the omission to complete the minimum prescribed term was due to no fault of the candidate, and that the Conservator, under whom the candidate had undergone part of this period of training, has certified that he has given promise of making an efficient Forest officer.

(v) Stipends or Scholarships.—It is left to Local Governments to award stipends or scholarships in such manner as they please, provided that the total for the 24 months' course does not exceed Rs. 1,200, i.e., does not exceed an average rate of Rs. 50 per mensem. In the event of scholarships being awarded, the general method of assigning such will be—

(a) A stipend not exceeding Rs. 50 per mensem for the duration of the course or a portion thereof;
(b) In lieu of the above a lump sum to be paid on a candidate's successfully obtaining such certificates as may have been agreed upon;

(c) Partly the one, partly the other of the above.

(vi) Allowances.—Government Probationary students, while under training in the forests of the province from which their names have been sent up, will receive travelling allowance at the rate of Rs. 25 per mensem to enable them to defray their travelling expenses during the course of the practical training referred to in (iv). This allowance will be met from the budget grants of the Local Forest Departments, and will be paid only under the countersignature of the Conservator of the Circle concerned.

9. Candidates in Government Service, who may be deputed to the Forest College, will be ordinarily—

(a) Forest Rangers who have not previously obtained the Higher Standard certificate of the College and who desire to qualify themselves for further promotion in their own or to a higher class.

Such officers may be deputed by Local Governments, provided that they are certified by the Conservator under whom they are serving to possess a knowledge of English and general edu-

APPENDIX V. (continued).

cation and ability sufficient to enable them to profit by the course. They must not be above 30 years of age on entering the College, and need not go through the practical training referred to in rule 8 (iv). While at the College, they will draw the pay of their grade and travelling allowances to which they may be entitled under the Civil Service Regulations.

(b) Other members of the Subordinate Forest Service (Deputy Rangers, Foresters, and other subordinate officials) similarly desirous of qualifying for promotion, who may be deputed by Local Governments, provided that:—

(i) They have been in the service for not less than two years;

(ii) They are under 25 years of age on entering the College;

(iii) There is accommodation at the College and that the President is satisfied that the candidate possesses the necessary qualifications.

Note.—The Inspector-General of Forests is empowered to relax rules (i) and (ii).

Such officers will, while at the College, draw the pay and travelling allowances of their grade in the service, or a stipend not exceeding Rs. 50 per mensem in place thereof as the Local Government may decide. They will not be required to undergo the practical training.

43. Travelling allowance of Government Probationary students.—Such students will not ordinarily be entitled to travelling allowance, being expected to defray their expenses when on tour; but it is left to Local Governments to sanction the payment of actual expenses for journeys by rail or steamer.

Rules for the selection of Assam candidates for deputation to the Ranger's Course at the Imperial Forest College, Dehra Dun.

1. The number of candidates to be selected annually will depend on the requirements of the Department. Applications from bona-fide natives of Assam, or from candidates domiciled in Assam, will alone be considered.

2. Candidates for these appointments should apply to the Conservator of Forests, Western or Eastern Circle, Assam, through the Deputy Commissioner or the Divisional Forest Officer of rank not below that of a Deputy Conservator of the district in which the candidates reside. Applications should be accompanied by the certificates prescribed by rule 8 (i) of the Rules of the Forest College relating to the Ranger's Course.

From the applications received the Conservators of Forests will make a preliminary selection of not more than twice the number of men to be deputed to the Ranger's course at the Forest College in the ensuing year, and candidates so selected will be required to undergo the preliminary training which is referred to in rule 8 (iv) of the College Rules relating to the Ranger's course, but which will ordinarily extend to one year. While undergoing this preliminary training, candidates will be granted a consolidated monthly allowance of Rs. 50, inclusive of travelling allowance.

The Conservators of Forests will remove candidates whose work or conduct at any time during this training is unsatisfactory.

The final selection of candidates for deputation to the Forest College will be made by the Conservator of Forests, subject to the approval of the Local Government in accordance with the results of the preliminary training, candidates who are not considered likely to make good Forest officers being rejected at this stage.

3. While at the Forest College the selected candidates will be granted a monthly stipend of Rs. 50, subject to satisfactory progress. Rule 54 of the admission rules authorises the President to remove or withdraw the stipend, if necessary. Selected candidates will be required to execute the agreement and security bond for Rs. 1,000 prescribed by Government, in the forms shown in Appendices A and B to these rules.

Note.—Copies of the agreement and security bond to be executed under rule 3 can be obtained from the offices of the Conservators

of Forests, Western and Eastern Circles, Assam.

4. The actual expenses incurred by probationary students on journeys by rail or steamer, while proceeding to and from the College, and while undergoing the course, will be defrayed by Government. For the purpose of this rule, probationary students will be considered as officers of the third class under Article 1002, Civil Service Regulations.

5. Candidates who obtain the Higher Standard certificate of the Forest College at the completion of the two years' course, with or without "honours," will be appointed Rangers on monthly salaries of not less than Rs. 50. Under similar circumstances, candidates who obtain the Lower Standard certificate will be appointed Deputy Rangers on monthly salaries of not less than Rs. 30. Such appointment will, however, be conditional on the existence of permanent vacancies in the establishment. In the absence of vacancies, and pending their occurrence, successful candidates will be employed as supernumeraries on the pay which they would otherwise draw if appointed to the permanent establishment.

ANNEXURE A.

Form of Agreement to be executed by students already in the service of, or in receipt of stipend from, Government, previous to entry into the Forest College, Dehra Dun.

ARTICLES OF AGREEMENT made and entered into this day of

19 BETWEEN
of
of the first part

son of the said
of the second part, and the Secretary of State for India in Council, hereinafter referred to as the Secretary of State, of the third part. Whereby each of the parties hereto so far as the covenants and conditions on his own part are to be observed and performed covenants with the other of them as follows:—

1. The said
hereby of his own free will and consent and with the approbation and consent of the said

, testified by the execution by him of these presents, agrees with and to the Secretary of State, his successors in office and assigns, that he, the said

shall well and faithfully pursue his studies at the Government Forest College, Dehra Dun, and use his best endeavours to qualify for the Forest Service of the Government of British India or of any Local Government.

2. The said
shall after completing his studies at the said Forest College, and if so required to do, serve the Secretary of State, his successors in office and assigns in the Forest Department of the Government of British India, or of any Local Government, for a period of not less than five years, and shall during the whole of such period diligently and sufficiently do all acts and discharge all duties which may be required to be done by him in his capacity as an officer of the said Department.

3. The Secretary of State, his successors in office and assigns hereby engages to educate the said

at the Dehra Dun Forest College in all matters relating to forest science, forest work and forest administration that it may be deemed necessary by the President of the said College to teach the said

4. The Secretary of State shall pay the said

during the whole period of his stay at the said College at and after the rate of Rs. per month and thereafter while the said

shall faithfully and diligently serve as an officer of the said Forest Department at and after the rate of not less than Rs. per month, and the said

shall be entitled to all the rights and privileges in respect of pay, pension and promotion accorded to officers of the said Depart-

APPENDIX V. (continued).

ment for the time by the Rules and Regulations of the Department.

5. Lastly, it is hereby agreed and declared that the Secretary of State, his successors in office or assigns shall be at liberty to rescind this agreement on account of the negligence, failure to attend to duty, idleness, or any insubordination or misconduct on the part of the said

Forest College or the service of the said Department, and the said

shall not be entitled to any of the privileges hereby granted to him, but the said

or shall thereupon refund to the Secretary of State, his successors in office and assigns the total amount paid to the said as stipend and travelling allowance while at the said College by the Secretary of State or his successors in office or assigns in respect of the education of the said at the said College. In witness thereof, the said parties to these presents have hereunto set their respective hands and seals the days and year first above written.

Signature and seal of _____ (SL.)

Signature and seal of _____ (SL.)

Signed, sealed and delivered by the above-named in the presence of—

Signature of two witnesses.

Dated _____

Signature of Deputy Commissioner.

ANNEXURE B.

Form of Bond to be executed by students already in the service of, or in receipt of stipends from, Government, previous to entry into the Forest College, Dehra Dun.

KNOW ALL MEN by these presents that we,

of _____ (principal obligor) _____, of _____, and _____, of _____

(sureties) are jointly and severally bound to the Secretary of State for India in Council in the sum of Rs. _____ to be paid to the said Secretary of State, his successors in office or assigns, or his or their certain attorney or attorneys, for which payment well and truly to be made we bind ourselves, our heirs, executors, administrators and representatives, and each of us binds himself, his heirs, executors, administrators and representatives firmly by these presents sealed with our seals and dated this _____ day of _____, 19____.

Whereas the Secretary of State for India in Council for himself and his successors in office and assigns has engaged to educate the said _____ at the Dehra Dun Forest

College in all matters relating to forest science, forest works and forest administration that it may be deemed necessary by the President of the said College to teach the said _____

, and has also agreed to pay him during the whole period of his stay at the said College at and after the rate of _____ rupees per month, and whereas in consideration of such education and pay to be given to the said _____ as aforesaid by the said Secretary of State and his successors in office and assigns the said _____

has agreed with the said Secretary of State, his successors in office and assigns that he will after completing his studies at the said College, and if required to do so, serve in the Forest Department of the Government of British India for a period of not less than five years, during the whole of which time he will diligently and efficiently do all acts and discharge all duties which may be

required of him to be done in his capacity as an officer of the said Department.

And whereas the Secretary of State has also on his part agreed that the said _____

shall be paid for such service at and after the rate of not less than Rs. _____ per month, and shall be entitled to all the rights and privileges in respect of pay, pension and promotion accorded to officers of the said Department for the time being by the Rules and Regulations of the Department.

And whereas for the purpose of securing and indemnifying the said Secretary of State, his successors in office and assigns against all loss and damage which he or they might or may in any way suffer by reason of the said _____

being dismissed from, or leaving without permission, the service of the said Secretary of State, his successors in office or assigns in less than five years after the completion of his studies at the said College, and for the purpose also of securing the refund to the said Secretary of State, his successors in office and assigns of the total amount paid to the said _____

as stipend and travelling allowance while at the said College by the said Secretary of State, or his successors in office or assigns in respect of the education of the said _____

at the said College; and in consideration of the payment and education so as aforesaid to be made and given to the said _____

at the said College, and as one of the conditions of the admission of the _____ to the said College, it has also been agreed that the said _____ and _____

, as his sureties, should execute the above-written Bond, subject to the condition hereinafter contained.

Now the condition of the above-written Bond of obligation is such that if the said _____

shall well and faithfully and diligently pursue his studies at the said College and qualify for the said Forest Service, and shall also after completing his studies at the said Forest College, and if so required to do, serve the said Secretary of State, his successors in office and assigns in the Forest Department of the Government of British India, or of any Local Government, for a period of not less than five years, and shall during the whole of such period diligently and efficiently do all acts and discharge all duties which may be required to be done by him in his capacity as an officer of the said Department, and if the said _____

and _____, or either of them, their or either of their heirs, executors, administrators and representatives shall well and truly indemnify the said Secretary of State, his successors in office and assigns against all loss and damage which he or they might or may in any way suffer by reason of the said _____ giving cause for dismissal either while at the said College or while in the service of Government thereafter, or of his leaving the service of the said Secretary of State, his successors in office or assigns without permission in less than five years after the completion of the studies of the said _____

at the said College, and if the said _____ and _____

, or either of them, their or either of their heirs, executors and administrators or representatives shall also pay to the said Secretary of State, his successors in office or assigns all sum or sums in any way expended, paid or incurred by the said Secretary of State, his successors in office or assigns in respect of the education of the said _____

at the said College, then the above-written Bond of obligation shall be void, otherwise the same shall remain in full force and virtue.

Provided always, and it is hereby expressly agreed and declared, that these presents shall be treated and considered as entered into under the orders of the Government of India for the performance by the said _____

and _____

APPENDICES V. (continued) AND VI.

of a public duty, and an act in which the public are interested within the meaning of section 74 of Act IX. of 1872 of the Legislative Council of India.

In Witness whereof the said parties to these presents have hereunto set their respective hands and seals the day and year first above written.

Signature and Seal of principal obligor _____ (SL.)

Signature and seal of first surety _____ (SL.)

Ditto second surety _____ (SL.)

Signed sealed and delivered by the above-named in the presence of—

Signature of two witnesses.

Date _____

Signature of Deputy Commissioner.

A. W. BOTHAM,

Offg. Second Secretary to the Chief Commissioner of Assam.

APPENDIX VI.

Note, dated the 9th April, 1913, by the Hon. Sir Archdale Earle, Chief Commissioner of Assam, on the Forest Department.

A.—IMPERIAL FOREST SERVICE.

1. Recruitment of Indians to the Imperial Service.—Indians are eligible to this service, and on general principles I am of opinion that they should be so appointed whenever suitable candidates are forthcoming. It is *prima facie* probable that in this way a class of Indian officers best suited to hold the important posts held by members of the Imperial Service will be obtained. I consider it essential, however, that, in nominating Indian candidates, the Secretary of State should bear in mind, as far as possible, the due representation of the various communities of India. It is generally undesirable to send to a province an officer recruited from another province. In the Assam Valley, for instance, any Indian other than an inhabitant of that Valley, would be regarded as a comparative foreigner. Scope should also be left for the appointment to the superior service of specially selected Indian officers of the Provincial Service. Such appointments would, however, be the exception. It may also be added generally that, in view of the large European non-official population with which the Forest Department has to transact business, the recruitment of Indians to the superior service must necessarily be limited for the present.

2. System of recruitment to the Imperial Service and training.—As regards recruitment to the Imperial Service and the training of Imperial Officers, I cite the views of Mr. Perrée, Officiating Conservator of Forests, with which Mr. Monro, Conservator of Forests, is in accord:—"I am strongly in favour of a special training at an institution with an Indian atmosphere and traditions, where some *esprit de corps* can be engendered. I saw a good deal of the Forest probationers both at Oxford and Cambridge, when last at home, and I was struck with the lack of efficient control and supervision over their work. The duties of an officer in India demand the early acquisition of a strict sense of duty and habit of work. It will not do to make up arrears periodically by burning the midnight oil! For these reasons I consider the Universities unsuitable for our purpose. A central institution thoroughly equipped to train officers for the Indian Civil Service, Public Works, Forest, Telegraph and perhaps Police Departments would, I feel sure, supply this country with recruits much better equipped in every way (not excepting manners) than present arrangements. The value of such an institution to Indian recruits is of importance. Indians who go to England do not make the best use of their opportunities at present, they hold aloof and keep too much to themselves. The closer intercourse necessitated by the conditions of a central institution would be specially beneficial to them and probably to the others. I am, therefore, entirely in favour of a central institution and the training of Forest probationers there after selection."

"As regards recruitment, I think that competition after nomination within age limits of 18 to 20 would be the best; the examination to be in English composition and dictation, mathematics and elementary science subjects, and German to be made a compulsory language. The entrance to Coopers Hill prior to 1890 was somewhat on the above lines, but was changed, on agitation from Public Schools, because the subjects required could only be obtained at a crammer's. It is imperative, however, that Forestry, which is based on the sciences, should be properly understood from the outset, and the disadvantages, if any, that existed prior to 1890 outweighed the advantages that were supposed to have followed, because the very elements of each science had to be taught, and much time taken up thereby which could have been devoted to the applied part of the sciences. After selection, the course at the central institution, which would include forestry, botany, engineering, organic chemistry, geology and physics, should extend over five terms, followed by a six months' course in Germany, or a total training of 27 months in Europe. Following this course, I recommend a full year in India, where conditions require special study. During this period important subjects like surveying and forest engineering should be taught, and typical Indian forests inspected. The results of any measures could be observed and explained. The actual condition of Indian forests and their present or future requirements could be brought home to the probationer. Much of the present rawness would be obviated, and Indian ideas would naturally be acquired, instead of by the present crude method of finding European theory and practice inapplicable, and having to work out some problem unaided, or finding out things by trial and error."

"The syllabus should be drawn up in consultation with the Government of India, who have recently elaborated a scheme of training for provincial officers, and the Imperial recruits will have to compare favourably in their training with the provincial men."

"At present the Dehra Dun Rangers have a superior training in survey and engineering to the Imperial men."

"Practical training in England is practicable only to the extent of excursions to a few private estates. For an exposition of scientific forestry recourse must be had to the Continent, especially Germany, where the different States afford examples of very highly developed forests fulfilling local demands, whether as physical or economic assets. This is of extreme value for India, where conditions vary enormously, and the true position of the forests in the future economy of the country is scarcely yet realised. The course in India, following upon practical illustration in Europe, should therefore be of special value. According to my proposals, a young man would ordinarily enter the service at 22, which is a suitable age."

The above views fully accord with the proposals which I have made in connection with the Indian Civil Service and other services. I approve of competition after nomination on general grounds, and in the case of Indians also because a fair representation of the inhabitants of the different provinces of India is impossible under a system of competition.

3. *Pension for officers of the Imperial Service.*—I gather that a large number of memorials are pending on the subject of pensions, but I can say nothing in regard to these, as I am not acquainted with their contents.

B.—PROVINCIAL FOREST SERVICE.

1. *Recruitment and pay of officers of the Provincial Forest Department.*—I have no remarks to offer under the head of recruitment. As regards pay, a Provincial Service Officer receives a salary which approximates to two thirds of the pay of an Imperial Service Officer, and this is sufficiently liberal as regards the ordinary Provincial Service Officer. When an officer of the Provincial Service is promoted to a divisional charge, his salary can be advanced from Rs. 550, by stages, up to a maximum of Rs. 850 (excluding local allowance), as compared with Rs. 1,250 (excluding local allowance) given to an Imperial Service Officer. On general principles, I am of opinion that officers considered qualified for promotion to such important charges as major divisions should be allowed to enter the time-scale of the superior service on their own pay or the nearest pay of the superior time scale, and thereafter to receive increments in the same way as an officer of the superior service. Officers so specially promoted should, I think, be eligible for any post in the superior service. I do not think that more than this is required at present.

2. *Number of officers of the Provincial Forest Service to be promoted to the superior service.*—Mr. Monro, Conservator of Forests, is of opinion that if promotions are made save in the case of ex-

ceptional officers, there will be loss of efficiency, and to avoid this, the number of Circles will have to be increased. He writes: "Any Provincial Service Officer fit for a charge, receives one, but it is impossible to lay down mathematically the number of charges which can be held by Provincial Service Officers and fix the Imperial and Provincial cadres accordingly; it may be that, with the great improvements in pay and prospects of the Provincial Service, the average officer will be more efficient and able to take larger responsibility than in the past, but I strongly deprecate any forcing in the matter. Local Governments and Conservators are very ready and willing to put Provincial Service Officers into charges as they are fit for them. It is much better to leave it at that. In a few years' time it will be more possible than at present to say whether the members in the two cadres can be re-adjusted." As I have advocated in the case of other services, we must, I think, recruit the best class of Indians direct to the superior service, and give promotion to Provincial Service men only when they prove themselves fully qualified. At any rate, as regards this province, the rule prescribed by the Government of India that 20 per cent. of the major charges should be held by Provincial Service Officers is more than adequate at present.

3. *Status and nomenclature.*—I think that the term "Extra Deputy and Extra Assistant Conservators" might suitably be dropped, and that the officers of the Provincial Service might be called Deputy Conservators and Assistant Conservators.

C.—GENERAL.

The Forest Department list.—As in the case of other services, I recommend a single Forest Service list with Divisions comprising (1) officers recruited by the Secretary of State, to consist of Conservators, Deputy Conservators, and Assistant Conservators, (2) locally-recruited Deputy Conservators and Assistant Conservators, and (3) the Subordinate Staff of Foresters and Rangers.

APPENDIX VII.

Memorandum prepared by the Government of Burma relating to the Forest Department.

1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—Imperial Service.—The Imperial Branch of the Department consists of the Chief Conservator, Conservators and Deputy and Assistant Conservators of Forests. The Imperial Branch of the service is recruited solely in England, and is appointed under covenant with the Secretary of State. Candidates must be over nineteen and under twenty-three years of age, natural-born British subjects and unmarried. At present they are appointed on the nomination of a selection committee, and are allowed to undergo their training at any University which possesses a Forestry School approved by the Secretary of State. Oxford, Cambridge and Edinburgh Universities have been so approved already. The period of training extends over two years, and includes seven months abroad for the study of practical forestry. An allowance of £120 a year is made to Probationers during this period, and a passage allowance to Burma of £43. The regulations have been found to give satisfactory results, but they are susceptible of improvement in the following directions:—

(1) The officers now joining the Department arrive at an age at which their characters and dispositions are too fully formed to allow of their accommodating themselves to the new environment in which they find themselves. The age limit at time of selection should therefore be reduced.

(2) The experience gained in the last few years shows that the medical examination to which probationers are now submitted is not nearly searching enough. It is most essential that Forest Officers should have exceptionally good physiques,

as they have to undergo, throughout the greater part of their service, hardships and exposures which no other branch of the public services in India are called upon to endure. The physical test which was formerly insisted upon should most certainly be re-introduced.

(3) The University Degree in a branch of Natural Science is unnecessary and is of no practical value to a Forest Officer. Specialists in any particular branch of Natural Science are not wanted, but men with a good all-round knowledge. The old system, where sufficient knowledge of Natural Science was required from candidates for admission to the service to allow of their following the more advanced courses of Natural Science, which formed part of their training, and thoroughly assimilating the science of Forestry, is better than the new system, and should be reverted to.

(4) The existing bodies in Great Britain who teach Forestry do not give a special course of training suitable for Indian conditions, and cannot afford to engage a lecturer qualified to give such a course for the very small number of men who join the Indian Forest Department. A special course of this nature is necessary, and can only be obtained by sending the recruits for the Indian Forest Department to the same institution and appointing properly qualified men to teach them, replacing the present Director of Indian Forest Studies. Another advantage of being trained at the same institution would be the wholesome spirit of "camaraderie" or "esprit de corps" which used to be very strongly marked, and resulted in Forest Officers taking a pride in their work and in bringing credit on the institution in which they were trained. Of late years there has been a very distinct falling off both in the matter of "esprit

de corps" and "discipline" owing to the officers being practically strangers to one another, instead of friends of some years' standing, when they join the service.

(5) The six months' practical training on the Continent has not been as profitable as it should have been, because the probationers have not been properly supervised and taught by an officer who has had Indian experience, who can direct the work of the students into useful lines, and can induce the men to take personal interest in it. This defect can be easily remedied by sending the students to one and the same place and in charge of a selected Indian Forest Officer (who may be on leave).

(6) There can be no doubt that men who have done no practical Forestry and who have no sense of responsibility do not profit nearly so much by what they see as men who have both these qualifications, and it would therefore be very greatly in the interests of Government to send all the men of the same year to the Continent to study selected forests and forest problems for six months, after they have been out here three years, and do realise the seriousness of their profession. Even three months spent on the Continent with a competent experienced Indian Forest Officer as a guide would be of infinitely more value than six months spent with their eyes unopened in Continental forests before they come to India.

(7) The present training in Forest Engineering and Surveying is most inadequate.

Provincial Service.—The Provincial Branch of the Department consists of Extra Deputy and Extra Assistant Conservators of Forests. The Sub-Assistant Conservators at the date of the 1887 Commission were recruited partly by promotion of Rangers and partly by direct appointment of candidates with F.A. qualifications. After the re-organisation of 1891 the Sub-Assistant Conservators became Extra Assistant Conservators, and subsequent appointments to this service were made exclusively from among promoted Rangers. In 1906 a system of direct recruitment, concurrently with the promotion of Rangers, was re-introduced. The same training was laid down for officers recruited by both methods, viz., a special third year's course at Dehra Dun after the completion of the ordinary two years' course for Rangers, but in the case of promoted Rangers this rule might be relaxed where length and excellence of service as a Ranger warranted an exception. From November, 1912, a further development has been made by the institution for Provincial Service candidates of a two years' course at Dehra Dun entirely distinct from the course prescribed for Rangers; but appointments as Extra Assistant Conservators may still be given to Rangers not more than 30 years of age and with not less than five years' satisfactory service (three of which must have been in executive charge), who have obtained the higher standard certificate at Dehra Dun or at the Burma Forest School. Such Rangers must be sufficiently acquainted with English to carry on their correspondence and keep their accounts in that language. It may be added that a recruit to the Provincial Service on satisfactorily completing the two years' training at the Forest Research Institute and College is required to complete two years' satisfactory service as a Probationary Extra Assistant Conservator of Forests on Rs. 175 per mensem and to pass the departmental examination in Burmese by the Lower Standard before he can be appointed as an Extra Assistant Conservator of Forests on Rs. 250 per mensem.

The present system of recruitment is satisfactory. The improved prospects of the Provincial Forest Service are beginning to be more generally appreciated, with the result that the class of men entering the service has improved considerably, and will continue to do so. There will be no dearth of suitable candidates for this branch of the service in the future. The present system of a special two years' course of instruction at the Forest Research Institute and College, Dehra Dun, is also satisfactory, and a great improvement on the old method of training.

2a. *The rates of pay and allowances in force in 1890 and 1900 and at the present time.*—The information required under this heading for both the Imperial and Provincial Services is given in the statement below.

	Imperial charges.	Imperial Reserve (25 per cent.).	Provincial charges.	Provincial Reserve (10 per cent.).
New scale ...	45	11	55	5
Increase ...	13	4	26	2

2b. *Whether the present rates of pay and allowances are satisfactory.*—Imperial Service.—The rates of pay drawn by the Inspector-General of Forests, Chief Conservators and Conservators are too small considering the amount of work and responsibility these posts involve. A Deputy Conservator of Forests drawing Rs. 1,250 plus a Burma allowance of Rs. 100 is much better off financially than a Conservator, 3rd grade, on Rs. 1,500 without a Burma allowance. Deputy Conservators who are considered fit for promotion to Conservators should be given an annual increment of Rs. 50 per mensem up to a maximum of Rs. 1,500 or until such time as they reach administrative rank. Assistant Conservators of Forests placed in charge of Divisions should be given a charge allowance on account of the increased work and responsibility involved. The present scale of pay of Assistant and Deputy Conservators is adequate. The subject of a Burma allowance has been specially dealt with by the Burma Allowance Committee, and is, therefore, not touched upon here.

Provincial Service.—The time scale of pay sanctioned for this service is quite adequate, taking into consideration the intellectual and educational qualifications of the officers at present in the service. The local allowances of officers of this service should be regulated in accordance with the rates of pay drawn as suggested in the case of Imperial officers. (Provincial) officers stationed in Rangoon should be granted house allowances as in the case of Imperial officers.

3. *The number of posts in each grade, and the provision, if any, made in the cadre for leave and training.*—The number of officers in the Forest Department and the number in each grade, where there are still grades, are shown below:—

Chief Conservator of Forests (ungraded) ...	1
Conservators, 1st grade ...	2
Conservators, 2nd grade ...	Nil
Conservators, 3rd grade ...	1 sub pro tem.
	1 officiating.
Deputy and Assistant Conservators ...	61
Extra Deputy Conservators ...	19
Extra Assistant Conservators ...	43

The table in paragraph 2 of the General Memorandum shows the provision made in the Imperial and Provincial Service cadre for leave and training.

4. *What appointments outside the authorised cadre are held temporarily or otherwise by officers of the various services.*—One of the instructors at the Imperial Forest College is an Extra Deputy Conservator of Forests from Burma (Mr. G. T. Wrafter). This post is not included in the Burma Provincial Service cadre sanctioned in 1907. Mr. Wrafter remains seconded on the Burma list.

5. *Whether any addition is required to the present cadre.*—The sanctioned cadre in 1909 was as follows:—

Imperial charges ...	45
Reserve (25 per cent.) ...	11
	— 56
Provincial charges ...	55
Reserve (10 per cent.) ...	5
	— 60

APPENDIX VII. (continued).

Burma contributes five officers to the India list, thus raising the total Imperial cadre for the Province to 61 officers. The total Provincial cadre was raised to 62 officers by the inclusion of the entire Provincial staff of the Andamans in 1910. The classification of charges for which this cadre was sanctioned has been found to be not in accordance with the orders on the subject. Conservators have now re-examined the position with a view to rectifying this error. In doing so they have taken advantage of the opportunity to revise the scheme on which the sanctioned cadre is based in the light of recent experience in so far as regards the total number of Divisional and other charges that are likely eventually to be required. The Conservators proposals show that 81 major charges and 90 minor charges are required, including two major charges on account of a fifth circle, necessitating the following revised cadre:—

86 Deputy Conservators of Forests and Assistant Conservators of Forests.

18 Extra Deputy Conservators of Forests.

103 Extra Assistant Conservators of Forests.

The Chief Conservator is of opinion that the present cadre is inadequate for the work required of it and calls for material strengthening. He considers that the additions proposed by the Conservators are absolutely necessary, and has advanced the following grounds in justification of his views.

A fifth Circle should be constituted at once and a sixth Circle as soon as the necessary staff can be recruited and buildings for them constructed. The majority of the existing Divisions are much too large to allow of their being efficiently administered. Practically the whole of the efforts of officers attached to Divisions is devoted to girdling teak trees for purchase contractors, i.e., the removal of the marketable materials standing in the forests. The removal of timber-producing trees from unclassified forests is practically not controlled in any way for want of staff, and this class of forest in many parts of Lower Burma, at any rate, has been practically denuded of all marketable timber by timber-dealers and by villagers for domestic purposes in a most wasteful manner, and unless steps are promptly taken to make reserves in the more thickly populated and more developed districts in Lower Burma, the unclassified forests in the course of a few years will not be capable of meeting even the requirements of the agricultural population, much less the demands of the larger villages and towns who depend upon local timber-dealers to meet their requirements.

Working plans and felling schemes are everywhere urgently required to prevent forests from being overworked, and so to ensure a supply of forest produce in the future, but cannot be made for lack of officers.

Rates of pay and allowances of Imperial and Provincial Officers in force in 1890 and 1900 and at the present time.

	1890.		1900.		1913.	
	Pay.	Local Allowance.	Pay.	Local Allowance.	Pay.	Local Allowance.
IMPERIAL SERVICE.						
Chief Conservator of Forests ...	Rs. ...	Rs. ...	Rs. ...	Rs. ...	Rs. 2,150	Rs. Nil
Conservators, 1st grade ...	1,500	Nil	1,600	Nil	1,900	Do.
" 2nd grade ...	1,250	Do.	1,350	Do.	1,700	Do.
" 3rd grade ...	1,000	*100	1,100	†Rs. 100 in Upper Burma.	1,500	Do.
Deputy Conservators, 1st grade ...	900	100	900	100	Time-scale rates of pay.	100
" 2nd grade ...	800	100	800	100		
" 3rd grade ...	650	100	650	100		
" 4th grade ...	550	100	550	100		
Assistant Conservators, 1st grade ...	450	100	450	100	Time-scale rates of pay.	100
" 2nd grade ...	350	100	350	100		
" 3rd grade ...	250	100	...	...		

* The Conservators in Lower Burma ceased to enjoy local allowances in 1891.

† The Conservators in Upper Burma ceased to enjoy local allowances in 1901.

‡ The time-scale starts from Rs. 380 a month, rising by annual increments of Rs. 40 a month to Rs. 700; thereafter by annual increments of Rs. 50 to Rs. 1,250 in the 20th year of service. Whilst drawing pay up to and including Rs. 540 a month an officer is styled "Assistant Conservator," and when drawing pay at Rs. 580 to Rs. 1,250 a month he ranks as "Deputy Conservator."

The most serious matter is, however, that practically nothing is being done to assist and improve the young crop which is coming on—or should be—to replace the mature marketable material that is now being removed and is producing revenue. Extraction has, to a very large extent, been limited up to the present time, so far as the reserved forests are concerned to the most valuable species such as teak, pyinkado, and a few others of the better species of wood which grow in a mixed forest made up very largely of other inferior species. It is absolutely necessary if the proportion of these more valuable species is to be maintained that heavy, extensive and carefully executed improvement fellings should be made by trained and capable Imperial Service officers in order to give the more valuable species that amount of growing space which is necessary for their normal development, to ensure that the poles, saplings of these species are not suppressed by the faster-growing, inferior species of little economic value, and that the natural reproduction of these species is assured. It has been impossible to do this most necessary work because there have been no officers, and it would be useless to provide funds for this work as long as there are no officers to carry it out.

Cart roads to open up the less accessible forests, as well as forests containing timber trees which are too heavy to float, are urgently required, and until they are constructed the mature and overmature timber standing in them cannot be profitably extracted. Graded elephant-paths are required everywhere to facilitate the inspection of the forests, the supervision of the work of firms extracting timber as well as the work of the girdling officers and the protective work of the subordinate establishment, but until officers and funds are provided these most necessary works cannot be carried out.

In the Tenasserim and parts of the Pegu Circle considerable additions should be made to the existing reserves in the interests of the timber supplies of the Province in the future, and the agricultural population, but no officers are available for this work either.

In Sir George Shaw's opinion this statement of the present situation, in which no attempt to undertake the most important measures of Forest Conservancy can be made owing to the want of the necessary staff, is conclusive on the point.

The Lieutenant-Governor has deferred the submission of his detailed proposals on the subject to the Government of India pending the issue of the report by the Public Services Commission and the decision of the question regarding the distribution of posts between the Imperial and Provincial Services.

APPENDICES VII. (continued) AND VIII.

Rates of pay and allowances of Imperial and Provincial Officers—continued.

	1890.		1900.		1913.	
	Pay.	Local Allowance.	Pay.	Local Allowance.	Pay.	Local Allowance.
PROVINCIAL SERVICE.						
Sub-Assistant Conservators on ...	Rs. 250	†Nil	...	...	...	...
" " ...	200	Do.	...	...	...	...
" " ...	175	Do.	...	...	...	...
Extra Deputy Conservators, 1st grade ...	...	...	600	\$ Rs. 50 in Lower Burma.	Time-scale rates of pay.	65
" 2nd grade ...	...	...	550			
" 3rd grade ...	...	...	500			
" 4th grade ...	...	...	450			
Extra Assistant Conservators, 1st grade ...	...	...	350	Rs. 80 in Upper Burma.	Time-scale rates of pay.	65
" 2nd grade ...	...	...	300			
" 3rd grade ...	...	...	250			
" 4th grade ...	...	...	200			

† They got allowances called "local allowances" at the following rates:—Rs. 60 when in charge of a Division; Rs. 30 when in charge of a Sub-division. These allowances were more in the nature of "charge" than "local allowances."

§ Extra Assistant Conservators got an additional local allowance of Rs. 50 when placed in charge of major forest divisions, but the number of officers entitled to this allowance was limited to eight for the whole of India.

¶ The time-scale starts at Rs. 250 a month, and rises by annual increments of Rs. 20 a month to Rs. 550 in the 16th year of service. Promotion to the class of Extra Deputy Conservator is made by Local Government by selection. An Extra Deputy Conservator begins to draw Rs. 575 a month, rising by annual increments of Rs. 25 a month to Rs. 650 a month. Subsequently, by the special orders of the Local Government in each case, an Extra Deputy Conservator's pay may be raised to Rs. 700, Rs. 800, and Rs. 850 a month respectively. Extra Assistant Conservators temporarily placed in major charge receive an additional local allowance of Rs. 50 per mensem.

APPENDIX VIII.

Memorandum prepared by the Government of Madras relating to the Forest Department.

FOR THE PUBLIC SERVICES COMMISSION.

(I) ADMINISTRATION OF THE FOREST DEPARTMENT.—The general administration of the forests in the whole Presidency is under the control of the Board of Revenue, which is, therefore, the head of the Forest Department, Madras. Collectors and Conservators are subordinate to, and receive their orders and instructions from, the Board in its Forest Branch. The orders of the Government on forest business are issued from the Revenue Secretariat, to which all correspondence on such matters is addressed.

2. The Collector is the head of the Forest Department in his own district, and, as such, has the control of, and is responsible for, the general management of the forests situated therein, the District Forest Officer being the Collector's Assistant in forest matters.

3. The Conservator is the Chief Forest Officer in the circle under his charge, and, though an inspecting and advising officer, he has powers of direct control over the District Forest Officer in certain departmental and technical matters. In matters of finance, the Conservator exercises a general control over the revenue and expenditure of his circle. He is responsible for the audit and control of accounts, and is vested with independent authority in the matter of the appointment, transfer and punishment of the forest subordinates of certain classes and with special functions connected with the preparation and control of working plans. The Collector is in no way under the orders of the Conservator, but on all important matters the Conservator should be consulted before definite action is taken.

4. A Conservator's charge or circle is ordinarily divided and sub-divided into—

- (a) Forest districts or controlling charges.
- (b) Sub-divisions and ranges or executive charges.
- (c) Beats or protective charges.

The unit of management is the range which comprises a number of beats. A forest district usually coincides with a revenue district, though, in some cases, the latter includes two or more separate

forest districts. Each forest district is divided into a number of ranges, and a group of ranges is styled a sub-division.

(II) CONSTITUTION AND ORGANIZATION OF THE FOREST SERVICE.—5. Prior to the Public Service Commission of 1886-1887.—At the time of the appointment of the Public Service Commission of 1886-1887 the Forest Department comprised three branches, viz.:—

(i) Control—including (a) Conservators, (b) Deputy Conservators, and (c) Assistant Conservators.

(ii) Executive—including Sub-Assistant Conservators and Forest Rangers, and

(iii) Protective—including Foresters and Forest Guards.

6. The members of the controlling staff were ordinarily appointed by the Secretary of State in England. But deserving Sub-Assistant conservators could be promoted to the class of Assistant Conservators by the Governor in Council on the special recommendation of Conservators, but they could not, save in cases of exceptional merit, rise to the class of Deputy Conservators. The district charges were ordinarily held by the Deputy and Assistant Conservators. Sub-Assistant Conservators could not by virtue of their office hold charge of districts. But Sub-Assistant Conservators and even Rangers had held charge of districts, in rare cases, for want of Deputy and Assistant Conservators.

7. Proposals of Sir D. Brandis.—In 1886, about the time the last Public Service Commission were prosecuting their inquiries in India, Sir D. Brandis submitted certain proposals to the Secretary of State for India regarding the organisation of the Forest Service. As some of these proposals helped to shape the policy of Government in officering the Department, it seems necessary to refer to them here. His proposals were briefly as follows:—

(1) That any increase in the number of officers to direct the executive management of the forests must not be met by augmenting the number of the

APPENDIX VIII. (continued).

controlling staff, but by employing the less expensive agency of the executive staff.

(2) That some prospect of earning promotion to the ranks of the superior or controlling staff must be held out to the executive staff, as every instance in which it might be possible to make such promotion would tend to elevate the aims and character of this staff, and to increase its efficiency.

(3) That the Home authorities should resist any tendency on the part of the local authorities in India to meet the expansion of work by addition to the superior staff, and that the necessity should be impressed upon the Government of India of expanding the operations of the Dehra Dun Forest School, of employing on a larger scale native officers trained at that institution, and of more rapidly completing the organisation of the executive forest staff in the different provinces; and

(4) That as the duties of the controlling staff consisted chiefly in initiating all important measures and in exercising a proper supervision over the operations of the Department, the men sent out from England should have undergone a more thorough professional training and have learnt the practice and science of Forestry.

8. *Recommendations of the Public Service Commission of 1886-1887.*—These recommendations were as follows:—

(1) That the staff be divided into an Imperial Branch and a Provincial Branch;

(2) That, as in the Imperial Civil Service, the Imperial Branch of the Forest Service should be a *corps d'élite* limited to the number of officers necessary to fill the superior controlling appointments and such a proportion of the Assistant Conservators' posts as would ensure a complete training for the junior officers;

(3) That the Imperial Branch should be recruited in England;

(4) That the conditions of service as to leave and pension should be assimilated to those of the Imperial Branch of the Public Works Department;

(5) That the rule regarding marriage should be modified, inasmuch as it might operate to debar native candidates from competing for appointments in England; and

(6) That the Government should keep in view the policy of training the India men qualified to take charge of the higher administrative appointments so as to avoid, as far as possible, the necessity of expanding the Imperial Branch of the Service.

9. *Reorganization of 1891.*—Prior to 1891 the Imperial Service officers provided the whole of the upper controlling staff; but in that year, in order to meet the proposals made by Sir D. Brandis in 1886 and the recommendations of the Public Service Commission in 1887, proposals for reorganising the Forest Service in order to supply the recognised deficiency in the numerical strength of that service—chiefly by providing for the gradual development of indigenous agency—were approved by the Secretary of State. The service as reconstituted was as shown below:—

(1) Upper controlling staff for major charges consisting of (a) Imperial officers, who included Conservators, Deputy Conservators and Assistant Conservators; and

(b) Provincial officers who were styled Extra Deputy Conservators.

(2) Lower controlling staff for minor charges and sub-divisions consisting of Extra Assistant Conservators.

(3) Executive staff for Range charges consisting of Rangers and certificated Foresters; and

(4) Protective staff consisting of uncertificated Foresters and Forest guards.

10. The Imperial officers of the Upper controlling staff were to be recruited in England under covenant with the Secretary of State for India. The Provincial officers of the Upper controlling staff were to be recruited in India by promotion from the Lower controlling staff. It was ordered that they should have obtained the Higher Standard Certificate in Forestry of the Dehra Dun Forest School or of the Poona College of Science,

and that they should have done good service of not less than five years as Extra Assistant Conservators in either of the two Upper grades of that service. It was further provided that, at the outset, the Upper controlling staff should comprise only officers of the Imperial Branch, but that, as opportunities occurred, they should be replaced by officers of the Provincial Branch up to a limit of 20 per cent.

11. *Reorganisation of 1896.*—In 1896 the Forest Service was brought into line with the other Services by being classified as follows:—

(1) The Imperial Service—comprising that part of the Upper controlling staff which was recruited in England;

(2) The Provincial Service—comprising the rest of the Upper and the whole of the Lower controlling staff; and

(3) The Subordinate Service—comprising Rangers, Deputy Rangers, Foresters, and Forest guards.

By the above classification a definite line was drawn between the Provincial and the Imperial Services. But the former Service was not complete, as no transfers were made from the latter as contemplated in the reorganisation of 1891. In order to effect these transfers automatically the Government of India directed the institution of what is known as the "Pilot" system. It seems unnecessary to describe this system here as it did not answer the purpose originally in view, and was done away with in 1907. A self-contained cadre of the Provincial Service, consisting of Extra Deputy and Extra Assistant Conservators was subsequently sanctioned under the reorganisation of 1911, which is described below.

12. *Reorganization of 1911.*—The object of this reorganisation was only to augment the controlling Forest Service, the constitution of the Service as established in 1896 being followed in its entirety. The need for the augmentation was recognised as due to the rapid development of the forests in the Presidency, the redistribution of districts under Sir W. Meyer's scheme, the sub-division of heavy districts into two or more Forest divisions, and the contemplated establishment of a Forest College at Coimbatore. The following principles were followed in this reorganisation:—

(1) That, in accordance with the declared policy of His Majesty's Government to foster the larger employment of the indigenous agency in the administration of the forests:—

(a) The major charges should be divided between Imperial and Provincial officers in the proportion of 75 and 25 per cent., respectively, instead of the usual 80 and 20 per cent.

(b) The proportion of the minor charges should be greatly enlarged.

(2) That the Presidency should be divided into four circles instead of three.

(3) That the Madras Government should supply two officers to fill certain appointments on the India list, such as Inspector-General, Assistant Inspector-General, Staff of the Forest College, Dehra Dun, etc., whenever called upon to do so.

This reorganisation provides for the staff required for the Madras Forest College, Coimbatore.

(III) *THE IMPERIAL SERVICE.*—13. *Recruitment.*—The Imperial Branch of the Forest Service is recruited solely in England. Its officers are appointed under covenant with the Secretary of State, either under the regulations which may from time to time be laid down by him or in such other manner as may be approved by him. The regulations for the appointment prescribe that every candidate must be—

(a) A natural-born British subject, and

(b) Unmarried.

The former term has been held by the Government of India to be equivalent to a natural-born subject of His Majesty and to include natives of India. Similarly, as regards marriage, the rule attracted the notice of the Public Service Commission of 1886-87 as unsuited to natives of India, and the Secretary of State, in 1899, decided that a native

APPENDIX VIII. (continued).

of India was not barred by early marriage in accordance with the customs of his race. The regulations have been amended in order to make this clear. As yet there has been not a single case of an Indian belonging to this Presidency having qualified himself for entry into the Imperial Service.

14. *Training and selection of probationers.*—(i) In 1885 a course of instruction in Forestry had been inaugurated at the Royal Engineering College, Coopers Hill. In 1905, when the Coopers Hill College was closed, the Secretary of State for India in Council decided, as an experimental measure, subject to reconsideration after three years, that the forest probationers should be obtained by open competition as before, held by the Civil Service Commissioners, among candidates who had passed Responsions at Oxford, or an equivalent examination elsewhere, the subjects of the competitive examination being mechanics and physics, chemistry, zoology, and botany; and that they should be trained at Oxford and on the Continent.

(ii) Three years afterwards the Secretary of State appointed a committee to "enquire into and report on the present system of selecting and training, after selection, candidates of the Indian Forest Service, and to make recommendations." The committee's report was considered in consultation with the Government of India, and in 1911 the Secretary of State formulated and approved certain resolutions with regard to the arrangements for the selection of probationers and their training in England and on the Continent of Europe. These resolutions, fifteen in number, mainly provide—

(1) That any University in the United Kingdom which possesses a Forest School approved by the Secretary of State should be permitted to train forest probationers, and for this purpose he approved the forest schools existing at the Universities of Oxford, Cambridge, and Edinburgh.

(2) That a course of training in practical forestry in Germany or elsewhere, a certain standard of knowledge in an Indian vernacular, and any other special qualification required by the Secretary of State should be imposed on all probationers.

(3) That their studies should be controlled by a paid Director of Indian Forest studies, who should be a selected officer of the Indian Forest Department.

(4) That for the purpose of reporting on the qualification of candidates for appointment as probationers, the Secretary of State should constitute in each year a Board of Enquiry which should select probationers, provided that, should there be more qualified candidates than vacancies, the Secretary of State should reserve the right to require the candidates to pass a competitive examination conducted by the Civil Service Commissioners, on the result of which their final selection would depend.

15. *Period of training of probationers.*—Originally the period of training was confined to two years, but in 1888 a change was introduced by which the senior students were placed in charge of Sir D. Brandis during an annual tour on the Continent of Europe after they had completed the two years'

course at Coopers Hill. In 1890 the course was further extended to three years, the greater portion of the last year being spent on the Continent in practical training. At present it ordinarily extends to two years, including seven months abroad.

16. *Grant of allowances to probationers during training.*—The cost to the probationers of the whole training, including fees, board and lodging while at the Coopers Hill College and the payment for the Continental course, but not including pocket money, clothes or out-of-term expenses was £427 in 1889 and rose to £576 in 1901. No allowances of any kind were granted to the probationers during their training except free passage to India, which was discontinued in 1905, but during the years 1905-1908 each probationer received on signing his agreement an allowance, the amount of which varied from £50 to £100 according to the proficiency and diligence shown by him during his Continental training. Since 1909 this allowance was raised to £120 a year, or a total of £240 in two years, and it was granted only to such probationers as possessed a degree in Natural Science or a Diploma in Forestry. This condition has, however, been abolished from 1912 and a passage allowance is also now paid to each probationer on appointment to the Indian Forest Service to the amount of £37 10s. for a passage to Calcutta, Madras or Bombay and £43 for a passage to Rangoon.

17. *Age of probationers.*—The age limits for admission as probationers in 1887 were 17 to 21 years and from 1891 to 1904 17 to 20 years. In 1905 they were raised to 18 to 21 years. In 1907 the maximum age limit was raised from 21 to 22, in 1909 to 23 and the minimum age to 19 in 1912. In 1914 and following years the age limits will be 19 and 22 on the 1st January of the year in which the selection is made.

18. *First appointment of probationers.*—Probationers who successfully pass the course are appointed Assistant Conservators. Prior to the introduction of the time scale of pay, Assistant Conservators were as a rule appointed to the third grade on Rs. 250, and they were not eligible for promotion successively to the second (on Rs. 350), and the first (on Rs. 450) grades unless they passed certain examinations and obtained the necessary certificates of qualification from the Conservator. Assistant Conservators of the third grade who were not qualified for promotion to the second grade were not ordinarily placed in charge of a District Forest Office, but were posted to do duty under an experienced Forest officer, and generally placed in charge of a Forest range. Since the introduction of the time scale of pay probationers are appointed to the class of Assistant Conservator, their seniority being reckoned from the date on which they were made permanent in the class of Assistant Conservator. Special instructions have been laid down for the training of Junior Assistant Conservators and about the vernacular examinations to be passed by them.

19. *Pay of Imperial officers.*—At the time of the Public Service Commission of 1886 the pay of the Controlling Staff was as follows:—

	First grade.	Second grade.	Third grade.	Fourth grade.
Conservators	Rs. 1,250—1,500	Rs. 1,000—1,250	Rs. —	Rs. —
Deputy Conservators	900	800	650	550
Assistant Conservators	450	350	250	—

In 1891 the scale was altered to the following:—

	First grade.	Second grade.	Third grade.	Fourth grade.	Remarks.
Conservators	Rs. 1,600	Rs. 1,350	Rs. 1,100	Rs. —	} Exclusive of exchange compensation allowance which was given from 1st April, 1893.
Deputy Conservators	900	800	650	550	
Assistant Conservators	450	350	—	—	

APPENDIX VIII. (continued).

In February, 1906, exchange compensation was abolished and the pay of Conservators was fixed at Rs. 1,900, Rs. 1,700, and Rs. 1,500. In January, 1907, the grading of officers below the rank of Conservator was abolished and a time scale introduced. The scale starts from Rs. 380 a month, rising by annual increments of Rs. 40 a month to Rs. 700 a month; thereafter by annual increments of Rs. 50 a month to Rs. 1,250 a month in the 20th year of service. No officiating grade promotions are now permitted within the class of Deputy and Assistant Conservators.

20. *Leave and pensions.*—The leave and pensions of the officers of the Imperial Branch are regulated by Chapters XIII and XIX of the Civil Service Regulations, under which they obtain the benefit of the European leave rules and may receive a retiring pension after 20 years' service (article 476). There has been no change in respect of the leave and pension rules since 1887 except in the matter of study leave (introduced in 1892) and special pensions under article 475. Conservators of the second and third grades were added on certain conditions in 1908 and the present orders are contained in this article as revised on 1st December, 1910.

21. *Number of officers and Provident Fund.*—(Please see paragraphs 29 and 30 under Provincial Service).

(IV) *PROVINCIAL SERVICE.*—22. *General.*—This Service comprises the Lower controlling staff as organised in 1891 after the report of the Public Service Commission and that portion of the Upper controlling staff which was not recruited from the Imperial Service. It consists of officers who are designated Extra Deputy Conservators and Extra Assistant Conservators. The term "Extra" in the designation of these officers was prefixed in 1891 when a definite line was drawn between officers recruited at Home and those recruited in India.

23. *Recruitment.*—Prior to 1891 there were only Sub-Assistant Conservators and these were recruited from the class of Rangers. Before promotion to the class of Sub-Assistant Conservator a Ranger should have passed (1) the language test, (2) the surveying test and (3) the departmental test, and be reported to be otherwise properly qualified, active and intelligent and capable of carrying out the duties of a District Forest officer. The language test was dispensed with in the case of men who had passed at least the Middle School Examination in the first class or the Matriculation Examination with the Handwriting Test. In 1891 the Government of India laid down that Extra Assistant Conservators should be recruited chiefly from the class of Forest Rangers, subject to the following conditions:—

(a) who had obtained at the Dehra Dun Forest school the certificate in Forestry (Higher standard) with honours, and who had afterwards rendered not less than two years' satisfactory service as Rangers in executive charge; or,

(b) who had obtained this certificate without honours, and had afterwards rendered five years' satisfactory service as Rangers in executive charges; or,

(c) in exceptional cases who were members of the department on 1st December, 1881, and who had done specially good and faithful service for at least five years as Rangers, and who had received a good general education and possessed a sufficient knowledge of English.

Provision was also made for direct appointment, in exceptional cases, to the class of Extra Assistant Conservators of selected candidates while undergoing training at the Forest School.

In 1906 the Government of India laid down the following rules for recruiting to the Provincial Service:—

(1) The Provincial Forest Service will be recruited either by direct appointment of candidates outside the department or by the promotion of officers in the department;

(2) candidates for direct appointment should be—

(a) persons under 25 years of age educated up to

a standard not less than that of the Matriculation Examination.

(b) Native Commissioned Military officers possessing a sufficient general education, provided that they undergo the three years' course of training at the Dehra Dun College.

Candidates may be selected either before or after completion of the ordinary two years' course at Dehra Dun, but, before being allowed to enter on the third year's training, they must have obtained the Higher Standard certificate of the College, and on its completion must have received from the Principal a certificate that they have satisfactorily completed the third year's course.

(3) Appointments in the Provincial Forest Service which are filled by promotion of officers in the department will be given to—

(a) Rangers who have obtained the Higher Standard certificate at the close of the second year's course at Dehra Dun, and have thereafter obtained a certificate from the Principal that they have satisfactorily completed the third year's course; and

(b) Selected Rangers of long service and tried probity and ability, provided that no Ranger under 40 years of age shall be so promoted until he has undergone the third year's training at Dehra Dun and obtained the necessary certificate.

These rules are now practically in force except that, instead of the two years' training along with the Rangers and a subsequent one year's training, a separate course of two years' training for the Provincial Service candidates has been established at Dehra Dun.

24. *Training and selection.*—As already stated, candidates for the Provincial Service, whether Rangers or others, must have passed through a course of training at Dehra Dun College. A Forest school had been started at Dehra Dun in 1878, and previous to 1906 this school provided only a two years' course for the training of Rangers. In 1906 a third year's course was added at Dehra Dun, which was prescribed in addition to the two years' course for such Rangers as desired to enter the Provincial Service by this means and for all candidates for direct appointment. From November, 1912, a further development has been made by the institution for Provincial Service candidates of a two years' course at Dehra Dun entirely distinct from the course prescribed for Rangers. The direct appointments introduced in 1906 were intended to attract "men of good education and good social standing," but no express qualifications, educational or other, were then prescribed by the Government of India, and the latest orders for the nomination of such candidates leave the Local Governments considerable freedom as regards the age and qualifications of candidates for direct appointments. The arrangements recently prescribed are as follows:—

(1) It is left to Local Governments to prescribe what educational qualifications they please, including any examination, competitive or otherwise, for candidates it is proposed to depute to the Provincial course.

(2) Local Governments are to bear in mind the importance of giving a preference to candidates with a previous knowledge of science who are in all respects qualified by their education to follow and profit by the course of instruction, it having been found that without a preliminary training in science, probationers are not able to complete an advanced forest course within a limited time.

(3) Candidates are expected to know sufficient English and Mathematics to follow the course. The President of the Forest College is empowered to subject any candidate about whom he has a doubt to a special examination in these subjects, and as a result of the examination, or at any time during the course, to remove from the College any candidate whom he considers unable to follow the course prescribed.

(4) A physical test is undergone by candidates on arrival at Dehra Dun, followed by an examination by the Medical Board.

(5) The number of candidates to be sent for instruction will be fixed for each year for the Local

APPENDIX VIII. (continued).

Government, and so long as the number of candidates prescribed is not exceeded, Local Governments will be at liberty to send either candidates for direct appointment or Rangers already in service.

25. *Period of training.*—After selection candidates for direct appointment undergo a preliminary training under a District Forest Officer for a period of about one year before proceeding to Dehra Dun. After completing the course at Dehra Dun they undergo a further practical training for one year under the supervision of a District Forest Officer.

26. *Grant of allowances to probationers during training.*—During the period of their preliminary training candidates for direct appointment are paid an allowance of Rs. 40 plus a conveyance allowance of Rs. 25. Until recently they were paid a monthly stipend of Rs. 100 during the course of training at Dehra Dun, but not actual expenses by rail or steamer while on tour. But recently it has been ordered that they should receive only a monthly stipend of Rs. 80 plus actual expenses by rail or steamer, and that a bonus of Rs. 480 should be paid on completing the course successfully to help them to purchase their equipment. On return from Dehra Dun these men are styled Probationary Extra Assistant Conservators on a pay not exceeding Rs. 150 per mensem until they are absorbed into the regular line as Extra Assistant Conservators. If they are not confirmed within three years after completing the course they could be paid at Rs. 200 per mensem.

27. *Pay of Provincial Officers.*—The rates of pay of Sub-Assistant Conservators who were subsequently merged into and designated as Extra Assistant Conservators were originally as follows:—

Sub-Assistant Conservator, 1st grade	Rs. 200
Do. 2nd "	175
Do. 3rd "	150
In 1891 the pay of this class of officers and officers of the Provincial service belonging to the Upper controlling staff was fixed as follows:—	
Extra Deputy Conservators, first grade	600
Do. do. second grade	550
Do. do. third grade	500
Do. do. fourth grade	450
Extra Assistant Conservators, first grade	350
Do. do. second grade	300
Do. do. third grade	250
Do. do. fourth grade	200

Note.—A local allowance of Rs. 50 per mensem was granted to officers of the Lower Controlling staff (Extra Assistant Conservators) who were placed in charge of major forest charges, but the number of officers entitled to this allowance was limited to two in this Presidency.

Since 1st April, 1911, a time scale of pay has been introduced for this service, which approximates to nearly two-thirds of that for the Imperial Service. It starts at Rs. 250 a month and rises by annual increments of Rs. 20 a month to Rs. 550 in the sixteenth year of service; thereafter promotion to the rank of Extra Deputy Conservator is by selection. On appointment to the class of Extra Deputy Conservator an officer is paid Rs. 575—25—650. After one year's service on Rs. 650 a Local Government may by special order in each case promote an officer to a pay of Rs. 700 a month for three years and again to Rs. 800 for a further period of three years and thereafter to Rs. 850 until the close of his service.

Note.—Extra Assistant Conservators temporarily placed in a major charge could now receive a local allowance of Rs. 50 per mensem, but not any officiating allowances, without any limit as to the number of such officers.

28. *Leave and pension.*—The leave and pension of this branch of the Forest Service are regulated by Chapters XI, XII, XIV, and XIX of the Civil Service Regulations.

29. *Number of Imperial and Provincial Officers.*—(i) In 1886 the superior controlling staff consisted of the following officers:—

Conservators	2
Deputy Conservators	14
Assistant Conservators	12
	28

Sub-Assistant Conservators ... 13

The Sub-Assistant Conservators at this time belonged only to the Executive staff. But as they formed the nucleus of the Provincial Service their strength is mentioned here

(ii) Under the re-organisation of 1891 the service was divided into the Provincial and Imperial branches for the first time. The cadre of the two branches was as follows:—

Imperial—	Nos.
Conservators	3
Deputy Conservators	21
Assistant Conservators	10
	34

Provincial—

Extra Deputy Conservators ... Nil.

Extra Assistant Conservators ... 11

(iii) Subsequent to this there was no comprehensive scheme of re-organisation but appointments were created whenever necessity arose. Thus in 1898 one Extra Assistant Conservator was added to provide for the post of Forest Assistant to the Board of Revenue. In 1899 one Deputy Conservator and one Extra Assistant Conservator were added to provide for officers for Coorg. In 1904 one Extra Assistant Conservator for the new district of Guntur was sanctioned. In 1905 two Deputy Conservators were added temporarily for five years. Under the scheme for the transfer of appointments from the Imperial to the Provincial Service formulated under the scheme of 1896 it was ordered that three appointments of Deputy Conservators and four appointments of Assistant Conservators should be transferred to the Provincial service, but of these seven appointments only three were actually transferred until the "Pilot" system was abolished in 1907. It must also be mentioned that two appointments of Assistant Conservators were transferred from the Punjab to the Madras list under the orders of the Government of India (1 in 1903 and 1 in 1905). Thus prior to the final reorganisation of the Provincial and Imperial services in 1911 the cadre stood as follows:—

Imperial—	No.
Conservators	3
Deputy Conservators	15*
Assistant Conservators	8
	26

Provincial—

Extra Deputy Conservators ... 7†

Extra Assistant Conservators ... 18

Total ... 25

(iv) The reorganisation of 1911 fixed the cadre of the service as follows:—

(a) Imperial.	No.	Pay.
		RS.
Conservator, first grade	1	1,900
Do. second grade	2	1,700
Do. third grade	1	1,500
Deputy and Assistant Conservators..	27	(Time scale of pay.)
Total	31	
(b) Provincial.		
Extra Deputy Conservators	8	(Time scale of pay.)
Do. Assistant do.	31	
Total	39	

* This excludes four pilot posts which remained to be transferred to the Provincial service and the two posts temporarily sanctioned for a period of five years in 1905.

† This includes four pilot posts which remained to be transferred from the Imperial Service.

APPENDIX VIII. (continued).

(v) There are at present 32 Forest divisions in the Presidency—21 being major and 11 minor. The 70 officers are intended to hold the above charges as well as other special appointments as shown below:—

Imperial Officers.

Major district charges	13
Coorg	1
Forest College	2
Leave and training reserve (25 per cent.)	6
Conservators	4
Working plans duty	3
India posts	2
Total	31

Provincial Officers.

Major district charges	8
Minor do.	11
Coorg	1
Forest College	3
Leave and training reserve (14 per cent.)	5
Board's Forest Assistant	1
Assistants to District Forest officers	8
Minor district charges under contemplation	2
Total	39

30. *Provident fund for Imperial and Provincial officers.*—A Forest Officers' Provident Fund was instituted in 1896, to which all officers of the Imperial and Provincial branches of the Forest Service were permitted to subscribe. In the case of officers in Government service on 1st July, 1896, the subscription was not obligatory, nor was it so in the case of officers of the Provincial branch who were not of European or Eurasian descent. It was made obligatory in the case of all officers joining the Imperial branch and all European and Eurasian officers joining the Provincial branch after the above date. In 1909 a General Provident Fund was established on the basis that contribution is compulsory up to 6½ per cent. on salaries with voluntary contributions of not more than a further 6½ per cent. The Forest Officers' Fund has been closed to future entrants and officers in whose case subscription to this fund was optional or compulsory have been permitted to join the new fund as optional or compulsory subscribers while for those who do not exercise the option of joining the new fund the rules applicable to them remain unchanged.

II.

Additional Statement called for in the Joint Secretary's letter dated 1st August, 1913.

1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*

(a) *Imperial officers.*—The present regulations as to recruitment, training, and probation were framed after full consideration only five years ago, and there is no reason to revise them at present. But, in view of the large expenditure incurred annually on forest roads and buildings and the possibility and desirability of introducing wherever possible systems of mechanical transport for timber, it is desirable that greater attention than at present should be paid to practical instruction in Forest Engineering.

(b) *Provincial officers.*—The present regulations as to recruitment, training, and probation have so recently been introduced that it is premature to express an opinion whether they are satisfactory. But so far they have apparently resulted in the recruitment of a better class of men than formerly.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time; and whether the present rates of pay and allowances are satisfactory.*

(a) *Imperial officers.*—The rates of pay in force in 1886, 1890, 1900, and 1912 are shown in the subjoined Annexure. The scale of pay for the Imperial Forest officers having been fixed only in 1906-1907, there are no very cogent reasons for altering it or

for holding it to be not satisfactory. As regards allowances, the existing rules provide for the grant of local allowances to officers deputed for the preparation of working plans. The grant of local allowance has recently been sanctioned for the Principal of the Forest College, Coimbatore, and the question of extending a similar concession to the Instructors of the College has been referred to the Government of India.

(b) *Provincial officers.*—The rates of pay in force in 1886, 1890, 1900, and 1912 are shown in Annexure I. The prospects of the Service have been so greatly improved at a very recent date that it is quite unnecessary to do anything more at present.

3. *The number of posts in each grade, and the provision, if any, made in the cadre for leave and training.* The cadre of the Service is at present as follows:—

(a) Imperial.

	No.	Pay.
		RS.
Conservator, first grade	1	1,900
Do. second grade	2	1,700
Do. third grade	1	1,500
Deputy and Assistant Conservators	27	(Time scale of pay.)
Total	31	

(b) Provincial.

Extra Deputy Conservators	8	(Time scale of pay.)
Do. Assistant do.	31	
Total	39	

The cadre provides 25 per cent. (i.e., six officers) as leave and training reserve for the Imperial Service and 14 per cent. (i.e., five officers) for the Provincial Service. It has been found by experience that the reserve of 25 per cent. is inadequate in the case of the Imperial Service. At the present time the Provincial cadre is not by any means at full strength and for some years to come a very large proportion of the Service will consist of probationers, either at Dehra Dun or under training in this Presidency, and consequently until the Service is at full strength the reserve for leave and training for the Provincial Service will be insufficient. But when the cadre is fully established the reserve should be adequate.

4. *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the Forest Service.*—There are no appointments outside the authorised cadre held temporarily or otherwise by the Imperial officers; but one of the Provincial officers has been lent to the Travancore Durbar for employment as Conservator of the State Forests.

5. *Whether any addition is required to the present cadre.*—The great need for a revision of the reorganisation sanctioned in 1911 has been pressed upon Government by the Inspector-General of Forests (Mr. Beadon Bryant), who considered that many of the minor charges in this Presidency should be raised to major charges and that many of the present charges are too large and unwieldy and will have eventually to be subdivided. Another reason why an addition to the Imperial Service is found to be necessary is that there are at present very few officers in the Extra Assistant Conservators class fit for promotion to the rank of Extra Deputy Conservators and in consequence Imperial officers are now in charge of divisions which ought to be held by Provincial men. The compilation of working plans is also at a standstill and the Government of India have recently been addressed to lend this Government three Imperial officers for the prosecution of this important work. Until, therefore, better qualified men reach the top of the Provincial Service the proportion of Imperial officers will have to be increased. As regards the Provincial Service, until the cadre is full, and that will not be for many years, it is impossible to say whether or no the cadre is adequate.

APPENDIX VIII. (continued).

ANNEXURE TO PRECEDING ADDITIONAL STATEMENT.

Cadre of the Forest Department (Higher Grades) on 1st April, 1886, 1890, 1900 and 1912.

Comparative statement showing the cadre of the department with the number of posts and the pay of the Imperial grades and Provincial grades:—

Designation of the posts.	Grades.	Sanctioned cadre.		Actual cost of the establishment as it stood on 1st April, 1886, 1890, 1900 and 1912.		Remarks.	
		Number.	Pay of grade.	Details.	Total.		
1886.							
Imperial Service.			Rs.	Rs.	Rs.		
Conservators, 2	1st grade ...	1	1,250—1,500	1 × 1,400	1,400		
	2nd „ ...	1	1,000—1,250	1 × 1,150	1,150		
		2					
Deputy Conservators, 14...	1st grade ...	3	900	2 × 900	1,800		
	2nd „ ...	3	800	3 × 800	2,400		
	3rd „ ...	4	650	4 × 650	2,600		
	4th „ ...	4	550	4 × 550	2,200		
		14					
Assistant Conservators, 12.	1st grade ...	5	450	5 × 450	2,250		
	2nd & 3rd grades	5	350	5 × 350	1,750		
	Supernumeraries	2	250	2 × 250	500		
		12			16,050	Excludes Rs. 250 drawn by T. Muhammad Ali Sahib who was only Acting Assistant Conservator in April, 1886.	
Provincial Service.							
Sub-Assistant Conservators, 13.	1st grade ...	6	200	4 × 200	800		
	2nd „ ...	7	150	4 × 150	600		
				1 × 100	100		
				1 × 90	90		
		13			1,590		
1890.							
Imperial Service.							
Conservators, 2	1st grade ...	1	1,250—1,560	1 × 1,500	1,500		
	2nd „ ...	1	1,000—1,250	1 × 1,250	1,250		
		2					
Deputy Conservators, 14...	1st grade ...	3	900	3 × 900	2,700		
	2nd „ ...	3	800	3 × 800	2,400		
	3rd „ ...	4	650	4 × 650	2,600		
	4th „ ...	4	550	4 × 550	2,200		
		14					
Assistant Conservators, ... 12.	1st grade ...	5	450	5 × 450	2,250		
	2nd & 3rd grades	5	350	3 × 350	1,050		
	Supernumeraries	2	250	2 × 250	500		
		12					
Provincial Service.							
Sub-Assistant Conservators, 13.	1st grade ...	6	200	2 × 200	400		
	2nd „ ...	7	150	7 × 150	1,050		
		13					
1900.							
Imperial Service.							
Conservators, 3	1st grade ...	1	1,600	1 × 1,600	1,600		
	2nd „ ...	1	1,350	1 × 1,350	1,350		
	3rd „ ...	1	1,100	1 × 1,100	1,100		
	Total ...	3					
Deputy Conservators, 15...	1st grade ..	2	900	3 × 900	2,700		
	2nd „ ...	3	800	4 × 800	3,200		
	3rd „ ...	5	650	6 × 650	3,900		
	4th „ ...	5	550	7 × 550	3,850		
		Total ...	15				

APPENDIX VIII. (continued).

ANNEXURE I.—cont.

Comparative statement showing the cadre of the department, etc.—cont.

Designation of the posts.	Grades.	Sanctioned cadre.		Actual cost of the establishment as it stood on 1st April, 1886, 1890, 1900 and 1912.		Remarks.	
		Number.	Pay of grade.	Details.	Total.		
1900—cont.							
Assistant Conservators, 8...	1st grade ...	5	Rs. 450	Rs. 5 × 450	Rs. 2,250		
	2nd „ ...	3	350	3 × 350	1,050		
	Total ...	8					
Provincial Service.							
Extra Deputy Conservators, 6.	1st grade ...	1	600	...	...		
	2nd „ ...	1	550	...	...		
	3rd „ ...	2	500	...	...		
	4th „ ...	2	450	1 × 450	450		
	Total ...	6					
Extra Assistant Conservators, 16.	1st grade ...	4	350	2 × 350	700		
	2nd „ ...	5	300	5 × 300	1,500		
	3rd „ ...	3	250	3 × 250	750		
	4th „ ...	4	200	4 × 200	800		
	Total ...	16					
1912.*							
Imperial Service.							
Conservators, 4 ...	1st grade ...	1	1,900	1 × 1,900	1,900	*NOTE.—The rates of pay on 1st April, 1913, were the same as those on 1st April, 1912.	
	2nd „ ...	2	1,700	2 × 1,700	3,400		
	3rd „ ...	1	1,500	1 × 1,500	1,500		
		4					
Deputy Conservators, 22†	Rs. 580 to 1,250	10	1,250	10 × 1,250	11,250	†Deputy and Assistant Conservators—sanctioned Nos. number ... 27 Supernumeraries— G.O. No. 3,024, Revenue, dated 11th October, 1911 ... 3	
		4	1,200	4 × 1,200	4,800		
		2	1,100	2 × 1,100	2,200		
		1	1,050	1 × 1,050	1,050		
		1	950	1 × 950	950		
		1	850	1 × 850	850		
		1	800	1 × 800	800		
		2	660	2 × 660	1,320		
			22				
Assistant Conservators, 8...	Rs. 380 to 540 ...	2	540	2 × 540	1,080	‡Excludes Mr. J. S. Battie shown as Conservator, 3rd grade, above.	
		4	500	4 × 500	2,000		
		2	380	2 × 380	760		
				33,860			
Provincial Service.							
Extra Deputy Conservators, 8.	Rs. 575—25—650	3	Vacant.	...	...		
	Rs. 700, 800, 850.	1	700	1 × 700	700		
		3	600	3 × 600	1,800		
		1	In foreign service.	...	...		
		8					
Extra Assistant Conservators, 31.	Rs. 250—20—550.	1	550	1 × 550	550		
		1	490	1 × 490	490		
		1	470	1 × 470	470		
		4	450	4 × 450	1,800		
		1	390	1 × 390	390		
		1	370	1 × 370	370		
		3	350	3 × 350	1,050		
		2	290	2 × 290	580		
		8	270	8 × 270	2,160		
		7	...	2 × 150	300		
Probationers ...		...	...	5 × 100	500		
Vacant ...		2	...	...	...		
Special appointments.							
		31			11,160	Excludes the pay (Rs. 600) of Mr. M. Rama Rao in foreign service.	
Special Forest Officer, Parlakimedi Maliahs, 1. Special Veterinary Inspector, 1.	Rs. 350—30—500. 200	1	...	1 × 440	440		
		...	...	1 × 200	200		

APPENDICES.

APPENDIX IX.

APPENDIX IX.

Memorandum prepared by the Government of Bombay relating to the Forest Department.

IMPERIAL FOREST SERVICE.

1. The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.—Forest Officers appointed to the Bombay Presidency receive their appointments from the Secretary of State for India. A copy* of the regulations relating to the appointment of Probationers to the Indian Forest Service in 1914 is appended.

2. With regard to the probation of the officers after their arrival in Bombay, it is recognised that a period of probation in India of about a year's duration is essential, mainly in order to give the new arrivals an opportunity for learning the vernacular, for gaining a general acquaintance with the conditions for working the local forests, and for acquainting themselves with the systems of forest and revenue laws and with the details of forest office work and accounts; and the following general principles have been adopted:—

(i.) That during the first year of service in India the youngest Forest Officer should be considered to be still under training and that during this period he should not usually be utilised for the ordinary purposes of forest administration.

(ii.) That the training should be under a selected Officer or Officers.

(iii.) That it should include both active work in a division, and a period of work at the headquarters of the Circle for the purposes mentioned above.

(iv.) That some arrangement should be made for Officers under training to tour in their own Provinces, and possibly for visits to selected Forests in other Provinces.

3. As at present advised, the Governor in Council considers that the regulations regarding recruitment, training and probation are satisfactory.

2. The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.—The 1st April has been taken for each of the above years in the following schedule. The Provincial Service is included for facility of comparison:—

RATES OF PAY.
Imperial Forest Service.

	1890.	1900.	1913.
Conservators—	Rs.	Rs.	Rs.
1st grade ...	1 on 1,500	1 on 1,600	1 on 1,900
2nd grade ...	1 on 1,250	1 on 1,350	1 on 1,700
3rd grade ...	1 on 1,000	1 on 1,100	1 on 1,500
Deputy Conservators—			Time-scale (19 appointments).
1st grade ...	2 on 900	2 on 900	4 on 1,250
2nd grade ...	3 on 800	4 on 800	2 on 1,200
3rd grade ...	4 on 650	7 on 650	2 on 1,150
4th grade ...	7 on 550	5 on 550	1 on 1,100
			1 on 1,000
			2 on 950
			1 on 850
			1 on 800
			1 on 750
			1 on 700
			2 on 620
			1 on 580
Assistant Conservators—			Time-scale (8 appointments).
1st grade ...	5 on 450	5 on 450	1 on 540
2nd grade ...	1 on 350	2 on 350	1 on 500
3rd grade ...	4 on 250	—	2 on 460
			3 on 420
			1 on 380

* Vide Appendix XIII.

Provincial Forest Service.

	1890.	1900.	1913.
Extra Deputy Conservators—			Time-scale (32 appointments).
4th grade, Rs.	1 on 450		Extra Deputy Conservators—
			Rs.
			1 on 850
			2 on 700
			2 on 650
Sub-Assistant Conservators—			Extra Assistant Conservators—
Rs.		Rs.	Rs.
1st grade ...	3 on 200	4 on 350	3 on 550
2nd grade ...	4 on 175	6 on 300	1 on 510
3rd grade ...	6 on 150	6 on 250	1 on 490
4th grade ...	—	5 on 200	1 on 470
			1 on 450
			4 on 390
			4 on 370
			1 on 350
			4 on 330
			2 on 310
			1 on 250
			Probationary Extra Assistant Conservators—
			1 on 200
			3 on 150

ALLOWANCES.

1890.

Travelling Allowances.—Conservators were allowed a permanent travelling allowance of Rs. 200 per mensem and Deputy and Assistant Conservators were allowed a permanent travelling allowance of Rs. 150 per mensem. But Assistant Conservators did not become entitled to this allowance until they had passed their first Vernacular examination.

Acting Allowances.—Officers were allowed to officiate in a higher grade when vacancies were caused by a senior officer being absent on leave or deputation. They then drew the pay of the higher grade, and the difference between their substantive pay and that of the higher grade was termed acting allowance.

Charge Allowances.—Officers who were employed in making Working Plans of forests were granted a special allowance of Rs. 100 per month in consideration of the more arduous nature of the work they had to perform.

1900.

Travelling Allowances.—As in 1890, except that the Deputy Conservator of Forests in charge Sind Circle, which had been reduced from being a Conservator's charge, was also allowed Rs. 200 per month, i.e., the permanent travelling allowance of a Conservator.

Acting Allowances.—As in 1890.
Charge Allowances.—Officers who were employed as Working Plans Officers were granted an allowance not exceeding the rate of Rs. 100 per month for the period occupied in the preparation of a Working Plan, after the Plan had been sanctioned by Government, provided that Government was satisfied that the Officer had undergone exceptional exposure or incurred additional expenditure.

Local Allowances.—An allowance of Rs. 100 per month was granted to the officer employed as Professor of Forestry at the College of Science, Poona.

1913.

Travelling Allowances.—As in 1900, except that Assistant Conservators are eligible for permanent travelling allowance of Rs. 150 per month when they are placed in charge of forest divisions, or when they have passed their first Vernacular examination.

Acting Allowances.—A Deputy Conservator, who is appointed to act as Conservator in the vacancy caused by the absence of an officer on leave or

APPENDIX IX. (continued).

deputation, draws the pay of a 3rd grade Conservator. Conservators officiating for the same reason in a higher grade draw the pay of that grade. Owing to the introduction of Time-Scale pay for Deputy and Assistant Conservators acting allowances to these officers are no longer admissible.

Charge Allowances.—As in 1900, except that a charge allowance of Rs. 100 per month was granted to the Deputy Conservator of Forests in charge Sind Circle. The grant of the allowance was sanctioned by the Government of India in 1905 with a view to making the two appointments in the 1st grade of Deputy Conservators available for grade promotion and to preventing hardship in the case of a 2nd grade Deputy Conservator appointed to the charge of the fourth Circle.

2. As at present advised the Governor in Council considers that the rates of pay and allowances are satisfactory.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—The sanctioned cadre of the Imperial Forest Service, Bombay, on 1st April, 1913, and the number of posts in each grade was as follows:—

A. Sanctioned cadre:—

Conservators	...	3	1st Grade	1
			2nd "	1
			3rd "	1
Deputy and Assistant Conservators on time-scale	24		On time-scale.	
Total	...	27		

B. Actual number of posts in each grade was—

Conservators	...	1st Grade	1
		2nd "	1
		3rd "	1
Deputy Conservators...	...	19	
Assistant Conservators	...	8*	

2. Up to the year 1907 no provision had been made in the cadre for leave and training. In October, 1907, the Secretary of State directed that the policy of developing a Provincial Branch of the Service should be strictly adhered to, that proposals for adding to the Imperial Branch should not be submitted for his sanction without careful inquiry as to the possibility of providing for the increased operations of the Forest Department by strengthening the Provincial Branch, and that the ratios of 80 and 20 per cent., which were adopted in 1890 for distributing the cadre of appointments of the superior or upper controlling establishments between the Imperial and the Provincial Branches, should not be departed from without special reason. In accordance with instructions from the Government of India, in calculating the total strength of the Imperial Branch of the Forest Service 25 per cent. of the number of posts required to fill the 80 per cent. of the major charges which were to be held by Imperial Officers was added to allow for officers on leave or on training. As this 80 per cent. of the major charges required 20 officers, the provision of additional posts made in the cadre on account of leave and training was 5, and it has remained at this number since that date. In addition to these 25 appointments, there are two appointments in the Bombay cadre which are required to fill two appointments on the India list.

4. *What appointments outside the authorised cadre are held, temporarily, or otherwise, by officers of the various Services.*—No appointments were held by Bombay Imperial Forest Officers outside the authorised cadre on 1st April, 1913, except the three appointments of Assistant Conservators which have been referred to under (III) as due to over-recruitment. Since 1st April, 1913, one of

[* The excess in the number of officers in this Grade on the above date was due to the arrival of new recruits. This over-recruitment was caused by the necessity of providing appointments for the whole number of the successful Probationers of 1911 who were due to come to India. The number of candidates to be selected annually in England for training will be reduced until the supernumerary appointments have been absorbed.]

these supernumerary Assistant Conservators has been absorbed into the authorised cadre by the retirement of a Deputy Conservator. An appointment outside the authorised cadre has since the above date been given to an officer of the Bombay Forest Service who has been lent temporarily to the Government of India as an Assistant in the Forest Research Institute at Dehra Dun.

5. *Whether any addition is required to the present cadre.*—Government consider the appointment of a Chief Conservator of Forests is needed in this Presidency, and have decided to move the Government of India and the Secretary of State in the matter.

PROVINCIAL FOREST SERVICE.

1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The regulations have been stated fully in Government Notification* No. 10618, dated 19th November, 1912, and as at present advised the Governor in Council considers that they are satisfactory.

RATES OF PAY.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—1890.—The officers were all classed as Sub-Assistant Conservators. There were three grades with pay as follows:—

	Rs.
1st Grade	200 per mensem.
2nd Grade	175 "
3rd Grade	150 "

1900.—The officers were now classed as Extra Deputy and Extra Assistant Conservators. There was only one appointment of Extra Deputy Conservator. The rates of pay were as follows:—

	Rs.
Extra Deputy Conservator, 4th Grade	450
Extra Assistant Conservator, 1st Grade	350
Do. do. 2nd Grade	300
Do. do. 3rd Grade	250
Do. do. 4th Grade	200

1st April, 1913.—Grades had been abolished and rates of pay were as follows:—

	Rs.
Extra Deputy Conservator	850 per mensem
Do. do.	700 " each.
Do. do.	650 "

Extra Assistant Conservators were on time-scale, and the Officers were drawing pay as under on 1st April, 1913:—

Extra Assistant Conservators	...	Rs. 250 per mensem on first appointment, rising by annual increments of Rs. 20 to Rs. 550.
------------------------------	-----	--

Probationary Extra Assistant Conservators	...	3 on Rs. 150 and one on Rs. 200.
---	-----	----------------------------------

The circumstances under which these rates of pay are granted were that in 1908-09 the Government of India considered that the conditions of service in the Provincial branch as then existing had failed to secure an adequate supply of candidates of the quality required for the responsible duties entrusted to Extra Deputy Conservators and Extra Assistant Conservators, and that it was necessary in the interests of recruitment to make the prospects of the Forest service approximately as favourable as those of other Provincial Services.

ALLOWANCES.

1890.

Travelling Allowances were permanent and were Rs. 100 per month to officers in charge of Forest Divisions and Rs. 60 per month to officers in charge of Sub-divisions.

Charge Allowances were given only to officers who were employed on Working Plans under the Imperial Working Plans Officers, and were at the rate of Rs. 50 per mensem.

1900.

Travelling Allowances.—Permanent travelling allowance of Rs. 100 per mensem was granted to an

* Vide Addendum.

APPENDIX IX. (continued).

Extra Deputy Conservator and of Rs. 75 per mensem to an Extra Assistant Conservator in charge of Forest Divisions. Forest Officers who were in charge of Sub-divisions were allowed Rs. 60 per mensem as in 1890.

Charge Allowances.—These were of two kinds.

(a) Allowances drawn by Working Plans Officers which were the same as those allowances in 1900 for Imperial Officers under similar circumstances.

(b) Allowances for being in charge of a Forest Division. There were two allowances only of Rs. 50 each of this description, the recipients of them being determined by Government.

1913.

Travelling Allowances were as in 1890, viz., Rs. 100 per month to officers who were in charge of Forest Divisions and Rs. 60 per month to officers who were not in charge of Divisions.

Local Allowances are granted at the rate of Rs. 50 per month to Extra Assistant Conservators who are placed temporarily in charge of major Divisions and are drawn by the officers only during the time that they hold such charges. The charge of major Division can be held by Extra Assistant Conservators only when exceptional circumstances demand that such appointments should be made. On 1st April, 1913, such Local Allowances were being drawn by three officers in the Bombay Forest Department.

Personal Allowances.—The rule for the grant of these allowances is as follows. An Extra Assistant Conservator who has served for not less than three years on Rs. 550 per mensem and who is considered by Government to be fit for a major charge but for whom no vacancy exists in the Upper Controlling Staff (as Extra Deputy Conservator) may be given a permanent allowance of Rs. 50 per mensem. In the case of officers whom the Local Government considers fit for a further increase of pay this allowance may be increased to Rs. 100 per month on the expiry of four years, and to Rs. 150 per mensem on the expiry of another period of four years. On 1st April, 1913, one officer of the Bombay Forest Department was drawing a personal allowance of Rs. 50 per mensem.

(2) As at present advised the Governor in Council considers that the rates of pay and allowances are satisfactory.

3. *The number of posts in each grade, and the provision, if any, made in the cadre for leave and training.*—*Number of posts.*—The posts were as follows:—

	1890.	Appointments.
Sub-Assistant Conservator, 1st grade	...	3
" " 2nd "	...	4
" " 3rd "	...	6
Total	...	13

	1900.
Extra Deputy Conservator, 4th grade	1
Extra Assistant Conservator, 1st "	4
" " 2nd "	6
" " 3rd "	6
" " 4th "	5
Total	22

	1913.
Extra Deputy Conservator	5
Extra Assistant Conservator	23
Probationary "	4
Total	32

(2) No provision had been made in the cadres of 1890 and 1900 for leave and training.

In the cadre of 1913 an addition of 14 per cent. of the posts—Major (5) and Minor (20) charges combined—which were to be filled by Provincial Service Officers was made to the total number of posts included in the cadre to provide for leave and training. The actual number of these posts was three. As this proved to be insufficient in practice, the number of Probationary Extra Assistant Conservators, which had been fixed at two when the above cadre was sanctioned and introduced, was increased to four.

4. *What appointments outside the authorised cadre are held, temporarily, or otherwise, by officers of the*

various Services.—No appointments were held as above on 1st April, 1913. The services of one officer had been transferred to the Rajpipla State from 20th May, 1897; and in October, 1913, the services of another officer have been similarly transferred to the Junágadh State. The names of these officers have been retained on their places in the list of the Bombay Provincial Service Officers, but they are removed from the cadre in so far that other officers have been appointed to the vacancies temporarily caused by their transfers.

5. *Whether any addition is required to the present cadre.*—No addition to the cadre is considered necessary at present.

ADDENDUM.

REVENUE DEPARTMENT.

Bombay Castle, 19th November, 1912.

No. 10618.—The following revised rules for appointment to the Provincial Forest Service of Bombay are published for general information, in supersession of those promulgated in Government Notification No. 10632, dated 29th October, 1907, printed at pages 1815 and 1816 of the *Bombay Government Gazette* of the 31st idem, Part I:—

REVISED RULES FOR APPOINTMENT TO THE BOMBAY PROVINCIAL FOREST SERVICE.

1. The Governor in Council is pleased to direct, in supersession of all previous rules and orders regulating admission to the Provincial Forest Service of Bombay, that subject to the satisfaction of the claims of persons already qualified under the rules hitherto in force, from the date of publication of these rules appointments to this Service shall be made:—

(a) By promotion to Extra Assistant Conservator of Forests of Forest Rangers of approved efficiency and satisfactory conduct who have passed through the course of training at the College of Science, Poona, and have obtained a Ranger's certificate or its equivalent; or who have obtained the Higher Standard certificate at the Forest Research Institute and College, Dehra Dun, and thereafter rendered not less than five years' satisfactory service as Rangers;

(b) By direct appointment of candidates who have completed the two years' Provincial Service course at the Forest Research Institute and College, Dehra Dun.

2. The Governor in Council reserves to himself the right to fill all vacancies in either of the ways described in Rule 1 as he may consider best in the interests of the public service, and in such order as may be deemed advisable.

3. The senior Conservator of Forests will keep a list showing the names of all Rangers in order of seniority for the whole Presidency, and their general qualifications for promotion as recorded from time to time by each Conservator or Deputy Conservator in charge of a circle.

4. When Government propose to nominate to a direct appointment notice inviting applications will be given in the *Bombay Government Gazette*.

5. A candidate for direct nomination must be not less than 18 nor more than 24 years of age. He will be required to produce the following certificates:—

(i) A certificate that he is "a Native of India" as prescribed in section 6 of 33 Victoria, Chapter 3.

(ii) A certificate of age.

(iii) A health certificate in the form prescribed by Article 49 of the Civil Service Regulations (Fifth Edition), signed by a Commissioned Medical Officer or by a Medical Officer in charge of a Civil Station and certifying to the nominee's sound constitution, good vision and hearing and general physical fitness for an outdoor life in the Forest Department, and to the fact that he bears marks of successful vaccination or of small-pox.

(iv) Certificates of the examinations which have been passed by him.

(v) A certificate of respectability and good moral character from two or more persons whose social or official position can be accepted as a guarantee of trustworthiness.

6. In selecting from amongst the candidates a person for direct nomination, very great weight will

APPENDICES IX. (continued) AND X.

be given to high educational qualifications, and only candidates who are in all respects qualified by previous education, more especially in Science, English and Mathematics, to follow the course of instruction will be nominated. The scope of the candidate's actual attainments, more especially in English, Science and Mathematics will, if necessary, be tested at the time of selection. In Mathematics the candidate should know Arithmetic, Algebra up to and including Quadratic Equations and simple problems, Geometry (the first three books of Euclid) and the elements of Trigonometry including the solution of triangles and the use of logarithms.

7. (1) A candidate selected for direct nomination will be required:—

(a) To find two sureties to execute a bond guaranteeing that under special circumstances they will refund all monies expended by Government on the candidate's behalf, etc.;

(b) To undergo a practical training extending over not less than six months in such forests as may be prescribed to him in order to give proof of his fitness for forest work. Such course of training will ordinarily commence on 1st November, i.e., one year before entry to the College, and the candidate's final selection for nomination will depend upon the proof which he gives during this training of his suitability for service in the Forest Department.

(2) While undergoing the training prescribed in clause (1) of this rule the selected candidate will receive a stipend of Rs. 50 per mensem and will be entitled to travelling allowance under the Civil Service Regulations.

8. A candidate finally selected under rule 7 (1) (b) will be required:—

(a) To proceed to the Forest Research Institute College, Dehra Dun, and go through the two years' Provincial Service course at the College;

(b) To sign an agreement binding himself to work diligently while at the College and to serve Government for not less than five years after passing out of the College.

9. A selected candidate may on arrival at the College be required to undergo an examination in English and Mathematics. Failure to pass this examination will entail the cancellation of his nomination.

10. While at the College the selected candidate will receive a stipend of Rs. 100 per mensem payable from the date of his entry into the College. The stipend is not payable for periods of vacation. Should the periodic report of the nominee's progress or conduct be unsatisfactory, the payment of the stipend will be stopped until improvement is reported, and should the periodic reports continue to be unsatisfactory, the nomination will be cancelled and the nominee will not be allowed to complete the course.

11. After the conclusion of the Provincial Service course a selected candidate who is certified to have passed it satisfactorily will be appointed to the Bombay Provincial Forest Service as Probationary Extra Assistant Conservator of Forests, on probation for a period of one year, which may be extended to three years or more at the discretion of Government. A Probationary Extra Assistant Conservator will be placed in executive charge of a Range or Forest Sub-Division, and will receive during the first three years of his probation a salary of Rs. 150 per mensem, and thereafter Rs. 200 per mensem until he is appointed to a vacancy of Extra Assistant Conservator in the sanctioned cadre of the Provincial Forest Service.

12. Every officer appointed to the Provincial Forest Service, whether by promotion or by direct nomination, will be required to pass, if he has not already passed, an examination according to the Higher Standard in at least one language of the Presidency other than his own vernacular.

By order of His Excellency
the Honourable the Governor in Council,

G. CARMICHAEL,

Chief Secretary to Government.

APPENDIX X.

Memorandum prepared by the Administration of the Central Provinces and Berar relating to the Forest Department.

1. The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.—(a) Imperial Forest Service.—The present regulations as regards the Imperial Forest Service of India are given in the Government of India's Circular No. 2-F.—280-2, in the Department of Revenue and Agriculture, dated the 18th of October, 1913.

(b) Provincial Forest Service.—The regulations for the Provincial Service in the Central Provinces are contained in the pamphlet entitled "Rules for the selection of candidates for the Provincial Forest Service in the Central Provinces" of which a copy is attached.

(c) Remarks.—For the Imperial Forest Service the present method of recruitment has, in the Chief Commissioner's opinion, proved fairly satisfactory, but he is inclined to think that recruits arrive in India at too advanced an age and that it would be preferable to resort to recruitment by means of nomination, followed by competitive examination, of candidates between the ages of 18 and 20, and then to train the men selected for a period of three years. Sir Benjamin Robertson considers that

great stress should be laid in the selection of candidates of physical fitness.

As regards training and probation the Chief Commissioner thinks it advisable that the recruits trained in England should receive their instruction at one residential institution. He favours the suggestion of the Chief Conservator of Forests, Central Provinces, that on their arrival in India the successful probationers should make a tour of inspection of some of the more important types of Indian Forests for three months, so as to gain a general insight into Indian conditions at the outset of their career.

With regard to the Provincial Forest Service Sir Benjamin Robertson considers that the regulations for its recruitment, training and probation, which were framed so recently as February, 1913, are generally satisfactory.

2. The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.—

(a) Imperial Forest Service.—The following statement gives the required information in respect of the years 1890 and 1900:—

Year.	Inspector General of Forests.	Conservators, Grade,			Deputy Conservators, Grade,				Assistant Conservators, Grade,		
		1st	2nd	3rd	1st	2nd	3rd	4th	1st	2nd	3rd
1890	Rs. 2,000—100—2,500	Rs. 1,500	Rs. 1,250	Rs. 1,000	Rs. 900	Rs. 800	Rs. 650	Rs. 550	Rs. 450	Rs. 350	Rs. 250
1900	2,000—100—2,500	1,600	1,350	1,100	900	800	650	550	450	350	...

NOTE.—In 1900 Exchange Compensation allowance was drawn.

APPENDIX X. (continued).

The rates of pay at the present time are as follows:—

	Rs.
Inspector-General of Forests	2,650
Chief Conservator of Forests	2,150
Conservators of Forests	1st Grade ... 1,900 2nd " ... 1,700 3rd " ... 1,500
Deputy Conservators of Forests.	From Rs. 580 (in the sixth year of service) to Rs. 1,250 (in the 20th and following years of service) with a yearly increment of Rs. 40 up to Rs. 700 and afterwards of Rs. 50.

Assistant Conservators of Forests start on Rs. 380 and with an annual increment of Rs. 40 rise to Rs. 540 in the fifth year of their service.

No Exchange Compensation Allowance is given. (b) Provincial Forest Service.—The information required for the years 1890 and 1900 is given in the table below:—

Year.	Extra-Deputy Conservators, Grade,				Extra-Assistant Conservators, Grade,				
	1st	2nd	3rd	4th	1st	2nd	3rd	4th	
1890	Rs. ...	Rs. ...	Rs. ...	Rs. ...	Rs. 250	Rs. 200	Rs. 150	Rs. 100	Sub - Assistant Conservators.
1900	600	550	500	450	350	300	250	200	

Under the present regulations for the Provincial Service emoluments are fixed according to a time-scale. The provisions of the scheme, which relates to the whole of India, are given in the Government of India's Circular No. 17-F.—77-33, in the Department of Revenue and Agriculture, dated the 23rd June, 1911.

(c) Remarks.—An incremental rate of pay having been fixed for both the Imperial and Provincial branches of the Service after mature consideration, within recent years, the Chief Commissioner does not consider that the time has come for reopening the question of the pay of either branch. For officers holding administrative rank he would, however, support the recommendations for increased emoluments made in the Government of India's Despatch to the Secretary of State, No. 371, dated the 2nd November, 1905.

3. The number of posts in each grade, and the provision, if any, made in the cadre for leave and training.—(a) Imperial Forest Service.—Chief Conservator.—There is one post of Chief Conservator and this post is not a graded one.

Conservators.—There are three posts of Conservators sanctioned for these Provinces. The grades are always varying according to the officers who are posted to the Provinces by the Government of India.

Deputy and Assistant Conservators.—Twenty posts of Deputy and Assistant Conservators have been sanctioned for these Provinces. The time-scale pay system is in force for these officers, and hence they are not classified by grades. These 20 posts include two posts for India List appointments.

(b) Provincial Forest Service.—The sanctioned scale of this Service for these Provinces is five Extra-Deputy Conservators and 20 Extra-Assistant Conservators, the time-scale pay scheme being also in force for this Service.

A provision of 25 per cent. in the Imperial Service, and of 14 per cent. in the Provincial Service, has been made for leaving and training reserve.

4. What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services.—In the sanctioned cadre of the Imperial Service a provision of two posts has been made for the India List appointments, while at the present time the following Imperial and Provincial

Officers are serving outside the Provinces or are holding other appointments:—

(1) Mr. A. M. Caccia, Conservator of Forests, at Oxford, as Director of Indian Forest Studies.

(2) Mr. R. S. Hole, Deputy Conservator of Forests, at Dehra Dun, as Forest Botanist in the Forest Research Institute (at present Officiating President of the Institute).

(3) Mr. J. Donald, Deputy Conservator of Forests, at Dehra Dun, as an Instructor in the Forest College.

(4) Mr. E. Benskin, Assistant Conservator of Forests, at Dehra Dun, for training in Forest Economics at the Forest Research Institute.

(5) Mr. W. G. Gilmore, Extra-Deputy Conservator, at Indore, as Conservator of Forests of the Indore State.

(6) Mr. F. J. Langhorne, Extra-Assistant Conservator, Dewan of the Bastar State.

(7) Mr. Ghansiyam Prasad, Assistant Conservator, at Dehra Dun, as an Instructor in the Forest College.

(8) Mr. Shiyam Sunder Lal, Extra-Assistant

Conservator, at Indore, as a Divisional Forest Officer in the Indore State.

(9) Mr. Nazir Abbas, Extra-Assistant Conservator, at Bhopal, as Forest Officer of the Bhopal State.

5. Whether any addition is required to the present cadre.—The present cadre for both branches of the Forest Service was sanctioned in 1909 in the Secretary of State's Despatch No. 27 (Revenue), dated the 19th February, 1909. But for the large number of officers on deputation outside the Provinces the existing cadre would suffice. On account of the depletion of the cadre by these deputations, considerable difficulty is being experienced in carrying on the administration of the forests.

RULES FOR THE SELECTION OF CANDIDATES FOR THE PROVINCIAL FOREST SERVICE IN THE CENTRAL PROVINCES.

1. Nominations for direct appointment to the Provincial Forest Service will be made by the Local Government. Applicants for such nominations must not be less than 18 years or more than 23 years of age on the 1st of July in the year in which their applications are submitted.

2. Applications must be accompanied by the certificates noted in paragraph 26 of the Forest College Rules, and must be submitted to the Conservator of a Circle or the Commissioner of a Division, not later than the 30th of June in each year. The officer to whom the application is submitted will forward it to the Local Government, through the Chief Conservator, with an expression of his opinion regarding the candidate's qualifications.

3. On the 30th June in each year each Conservator will report to the Chief Conservator the name of any Forest Ranger serving under him whom he may consider deserving of deputation to the special Provincial Service course at the Imperial Forest College, and of subsequent direct appointment to the Provincial Service. No Forest Ranger should be recommended who is not educationally qualified to follow and profit by the course of instruction.

4. Candidates are expected to know sufficient English to follow the course, and in mathematics should know arithmetic, algebra, up to and including quadratic equations and simple problems, geometry, the first three books of Euclid, and the elements of trigonometry, including the solution of

APPENDICES X. (continued) AND XI.

triangles and the use of logarithms. In addition, candidates should possess a substantial knowledge of one or more branches of natural science.

5. Nominated candidates will be required to undergo a preliminary course of five months' practical training under the orders of the Chief Conservator, and their nominations will be cancelled should they fail to pass through this course satisfactorily or should it be considered that they are physically unsuitable for the Forest Department. Ordinarily this course of instruction will extend from the 15th November to the 15th April, commencing in the year in which the candidates are nominated. During this practical course candidates will be given a consolidated allowance of Rs. 40 per mensem.

6. During the course of instruction at the Imperial Forest College, candidates will be granted the following monthly stipends to assist them in meeting their expenses while at the Imperial Forest College:—

During the first year a stipend of Rs. 50 per mensem.

During the second year a stipend of Rs. 75 per mensem.

This increased stipend in the second year of the College course will not be given unless the President of the College considers that the candidate's general conduct and progress with his studies are satisfactory.

In addition any candidate who obtains the Honours Certificate of the College will be granted a bonus of Rs. 300.

Forest Rangers selected under Rule 3 will draw the pay of the grade during their stay at the College, subject to a minimum of Rs. 75, and travelling allowance under the ordinary rules.

7. On arrival at Dehra Dun and before the commencement of the College course, candidates or Forest Rangers selected under Rule 3 may be called

on to undergo a special examination in English and mathematics, a physical test and a medical examination. Failure to satisfy any of these tests may involve removal from the College under the orders of the President. The President is also empowered to remove from the College at any time during the course any candidate selected under Rule 1 or 3 whom he considers unable to follow the course prescribed.

8. The Agreement and Security Bond to be executed by candidates nominated under Rule 1 above, or by Forest Rangers deputed under Rule 3, are as appended to these rules.* They shall be executed before the candidates or Forest Rangers concerned join the Imperial Forest College, and shall be submitted to the Local Government by the Chief Conservator.

9. Candidates who fulfil the conditions of the Agreement referred to above will be eligible for substantive appointment to the Provincial Forest Service after two years' service as Probationary Extra-Assistant Conservator of Forests and on the occurrence of an actual vacancy in that Service. If, owing to no actual vacancy occurring, they are not so appointed after two years' satisfactory service on probation, their pay will be raised to Rs. 200 per mensem. Any period of training or probation served after candidates attain the age of 23 years may be allowed to count as service for pension. Forest Rangers who are deputed to the Provincial Service course at the Imperial Forest College, and who similarly fulfil the conditions of their Agreements, will be eligible for substantive appointment to the Provincial Service on the occurrence of a vacancy in that Service, and without any period of service as a Probationary Extra-Assistant Conservator, provided that they are also eligible under Article 30 (b) of the Forest Department Code.

* Not reprinted as similar forms appear in Appendix V.

APPENDIX XI.

(Vide the Evidence of Sir William Schlich, Mr. W. Dawson, and Mr. E. P. Stebbing.)

Statistics furnished by the Forestry Schools of the Universities of Oxford, Cambridge and Edinburgh regarding the students who have taken the degree or diploma in Forestry at those Universities during the last few years.

Telegrams, dated 20th June, 1914, addressed to—

- (a) Sir William Schlich, Professor of Forestry, Oxford University.
- (b) W. Dawson, Esq., Reader in Forestry, Cambridge University.
- (c) E. P. Stebbing, Esq., Head of Forestry School, Edinburgh University.

Royal Commission on Indian Public Services would be much obliged if you could let them have as soon as convenient a statement showing for each of the last six years, or shorter period, if statistics are not available for six years—(i.) the number of students at Oxford (b. Cambridge, and c. Edinburgh) who have taken the degree or diploma in Forestry; (ii.) the age of each student at the time of taking the diploma or degree; (iii.) whether such students have or have not in addition a science or other degree. It would be convenient if the statistics in regard to Indian Forest Service probationers could be shown in a separate statement.

(a) Letter from Sir W. Schlich, dated Oxford, June, 21st, 1914.

In reply to your telegram of the 20th instant I have the honour to forward herewith a Statement showing the ages at which Probationers for the Indian Forest Service took an Honours Degree in Natural Science and the Diploma in Forestry during the last six years.

As regards other students, who took the Diploma in Forestry during the last six years, I beg to point out that there is no age limit at which the Diploma must be taken; hence these students vary very much in age as the following remarks will show:—

In 1908 four students took the Diploma in Forestry at ages ranging from 23 to 26 years. All four took the Honours Degree in Science.

In 1909 eight took the Diploma in Forestry at ages ranging from 22 to 33 years. Three of these took an Honours Degree in Science and three a Pass Degree.

In 1910 four took the Diploma at ages ranging from 22 to 25 years. One of these took an Honours Degree and one a Pass Degree.

In 1911 seven took the Diploma at ages ranging from 22 to 34 years. Four of these took an Honours Degree in Science.

In 1912 six took the Diploma at ages ranging from 22 to 30 years. Four of these took an Honours Degree in Science, one took the B.Sc. degree and one a Pass Degree.

In 1913 four took the Diploma at ages ranging from 21 to 29 years. Of these one took an Honours Degree in Science, one a Pass Degree and the other two are taking an Honours Degree this year.

APPENDIX XI. (continued).

Enclosure in above.

STATEMENT SHOWING THE AGE AT WHICH PROBATIONERS FOR THE INDIAN FOREST SERVICE TOOK AN HONOURS DEGREE IN SCIENCE AND THE DIPLOMA IN FORESTRY.

Name.	Honours Degree in Science, Age.	Diploma in Forestry, Age.	Remarks.
<i>Diploma taken in 1908.</i>			
Clear, T. ...	21	22-4	
Dawkins, C. E. E. ...	23	26-4	
Gaunt, C. C. ...	23	24-1	
Gibson, H. L. ...	22	24-0	
Glover, H. M. ...	22	23-2	
Miller, W. A. H. ...	23	27-6	
Milroy, A. J. W. ...	22	25-2	
Minchin, A. A. F. ...	—	21-1	
Smythies, E. A. H. D. ...	22	23-9	
Wilson, C. C. ...	22	23-2	
Average age at which Honours Degree was taken—22 years.			
Average age at which Diploma Degree was taken—24 years and 1 month.			

<i>Diploma taken in 1909.</i>			
Benskin, E. ...	—	21-5	
Butterworth, G. S. ...	—	22-2	
Carr, J. ...	—	24-2	
Clarence, G. C. ...	24	24-7	
Davis, A. P. ...	—	22-5	
Fields-Clarke, W. H. T. ...	—	21-10	
Herbert, V. A. ...	—	26-3	B.A. Pass Degree.
Holland, L. B. ...	—	24-10	B.A. Pass Degree.
Lawton, W. ...	23	23-1	
Milner, C. E. ...	—	22-3	
Olipphant, J. N. ...	—	22-7	
Owden, J. L. ...	—	21-10	
Sitzler, E. A. ...	23	23-8	
Wright, H. L. ...	21	22-11	
Young, J. V. ...	24	25-4	
Average age at which Honours Degree was taken—23 years.			
Average age at which Diploma Degree was taken—23 years and 3 months.			

<i>Diploma taken in 1910.</i>			
Alington, G. H. ...	22	23-8	
Bradley, W. ...	—	23-7	
Collier, J. V. ...	—	24-1	B.A. Pass Degree.
David, A. N. ...	—	22-0	
Goldberg, G. H. A. ...	—	23-0	
Greswell, E. A. ...	—	25-6	B.A. Pass Degree.
Gwyer, C. ...	—	24-11	B.A. Pass Degree.
Hiley, A. C. ...	—	23-0	
Inder, R. W. ...	22	25-4	
Lewis, H. T. ...	—	25-3	Honours Degree in History.
Lyall, J. H. ...	—	25-4	Honours Degree in History.
Mason, L. ...	—	24-4	B.A. Pass Degree.
Meiklejohn, W. ...	—	24-0	
Meridith, H. R. ...	—	21-10	
Nixon, A. B. ...	—	25-0	Honours Degree, History.
Shirley, G. S. ...	—	22-5	
Silvanus, D. H. M. ...	—	24-7	
Simeon, G. N. ...	—	22-8	
Villar, A. R. ...	26	26-6	
Average age at which Honours Degree was taken—23 years.			
Average age at which Diploma Degree was taken—24 years and 1 month.			

<i>Diploma taken in 1911.</i>			
Beeson, F. C. ...	22	23-9	
Bourne, R. ...	21	21-10	
Brooks, J. B. ...	22	21-10	
Cheyne, G. C. ...	—	24-11	M.A. B.Sc., Aberdeen.
Clifford, M. W. ...	24	25-11	
Cooper, G. M. ...	—	21-7	
Gent, J. R. P. ...	—	24-9	
Hargreaves, C. K. ...	—	22-11	
Harlow, C. M. ...	20	22-11	
Howard, S. ...	24	24-7	
Mackenzie, J. M. D. ...	20	22-7	
Madan, F. R. ...	22	23-7	
Marriott, R. G. ...	—	25-8	B.A. Pass Degree.
Milne, W. C. ...	—	25-2	M. A. Aberdeen.
Moodie, A. W. ...	—	24-7	M.A. and B.Sc. Edinburgh.
Ogilvie, G. H. ...	—	24-10	B.Sc. Edinburgh.
Patterson, C. B. ...	—	25-1	B.A. Pass Degree.
Sothers, D. B. ...	20	22-7	
Starte, H. W. ...	24	24-10	
Thomas, A. R. ...	—	23-11	
Unwin, R. ...	21	24-0	
Walters, O. H. ...	23	25-3	

Average age at which Honours Degree was taken—22 years.
Average age at which Diploma Degree was taken—24 years

APPENDIX XI. (continued).

Name.	Honours Degree in Science, Age.	Diploma in Forestry, Age.	Remarks.
<i>Diploma taken in 1912.</i>			
Bailey, W. A.	23	24.6	
Cochrane, R. A.	22	24.9	
Glasson, A. K.	21	23.2	
Hay, E. F. A.	—	25.0	B.A. Pass Degree.
Jenkin, R. T.	23	25.4	
Jollye, H. C. B.	22	24.3	
Mackarness, C. G. M.	—	22.8	
Makins, F. K.	22	23.5	
Millers, J. T.	23	25.0	
Nicholson, A. R.	22	24.4	
Average age at which Honours was taken—22 years.			
Average age at which Diploma Degree was taken—24 years and 3 months.			

Diploma taken in 1913.

Carroll, E. W.	22	23.2	
Eden, A. E.	20	22.1	
Sathé, D. L.	22	24.5	
Shepherd, W. S.	21	22.10	
Simmons, C. E.	22	24.9	
Trotter, H.	—	23.1	
Average age at which Honours Degree was taken—21 years and 5 months.			
Average age at which Diploma Degree was taken—23 years and 5 months.			

(b) Letter from Mr. W. Dawson, School of Forestry, Cambridge, dated 23rd June, 1914.

I now forward the particulars asked for, regarding the age and qualifications of the candidates for the Diploma in Forestry. I have been able to get records for the last three years only—

Diploma in Forestry.—In 1914 two Diplomas in Forestry were granted. One candidate possessed the Honours Degree in Natural Sciences, and one the Ordinary Degree. The ages of the candidates were 23 and 24 years.

In 1913 three Diplomas were granted. All three candidates possessed the Honours Degree in Natural Sciences. The ages of the candidates were 22, 22, and 23 years.

In 1912 two Diplomas were granted. Both candidates possessed the Honours Degree in Natural Sciences. Both candidates were 23 years of age.

(c) Letter from Mr. E. P. Stebbing, Indian Forest Service, Head of the Department of Forestry, University of Edinburgh, dated 23rd June, 1914.

With reference to your telegram, dated 20th June, 1914, asking for a statement detailing the number of students who have graduated in Forestry at this University during the last six years, their ages, and other degrees taken by them, I have the honour to forward herewith a memorandum giving the information required for the four years ending July, 1914—

2. The first degree in Forestry was conferred in this University in March, 1911.

3. Two of the graduates were selected as Indian Forest Probationers. At the time of their selection as Probationers, however, neither had completed his courses for graduation at this University. As Edinburgh had not at the time been recognised as a centre for the training of Indian Forest Probationers, the two students in question proceeded to Oxford, the first in 1909, the other in 1910.

Enclosure in above.

LIST OF BACHELORS IN SCIENCE OF EDINBURGH UNIVERSITY.

Name.	Date of Birth.	Year of Graduation in Forestry.	Age when Graduated in Forestry.	Other Degrees taken.
J. Lyford-Pike	1877	March, 1911	34	B.Sc. in Agriculture.
J. W. Munro	1888	July, 1911	23	" "
*G. H. Ogilvie	1888	October, 1911	23	" "
*G. P. Gordon	1887	March, 1912	25	B.Sc. in Agriculture.
J. W. Newton	1889	March, 1912	23	" "
Robert Veitch	1890	March, 1912	22	" "
James Fraser	1891	July, 1912	21	B.Sc. in Pure Science.
R. N. Chrystal	1891	July, 1913	22	" "
S. Lauchlan	1891	July, 1913	22	" "
P. T. Pillai	1890	March, 1914	24	M.A.
R. A. W. Taylor	1892	March, 1914	22	B.Sc. in Agriculture.
G. A. Whyte	1888	March, 1914	26	" "

The following will graduate B.Sc. in Forestry on 10th July, 1914:—

I. D. Macpherson	1892	July, 1914	22	
R. D. Robertson	1891	July, 1914	23	
H. C. Smith	1893	July, 1914	21	Honours in one branch of Natural Science.
J. A. Master	1892	July, 1914	22	" "
P. R. Pillay	1884	July, 1914	30	B.A., Madras University.
H. V. Lely	1891	July, 1914	23	
W. A. Fraser	1893	July, 1914	21	

* Indian Forest Probationers, vide below.

INDIAN FOREST PROBATIONERS.

The following two students took the existing Forestry Courses for the Degree at Edinburgh University in 1908-1909 and 1909-1910 respectively. Before completing their courses for graduation they were selected as Indian Forest Probationers and proceeded to Oxford. Both men subsequently came back to Edinburgh to sit the examinations necessary to enable them to graduate B.Sc. in Forestry:—

Name.	Date of Birth.	Year of Graduation in Forestry.	Age when Graduated in Forestry.	Other Degrees taken.
G. H. Ogilvie	1888	October, 1911	23	
G. P. Gordon	1887	March, 1912	25	B.Sc. in Agriculture.

APPENDIX XII.

APPENDIX XII.

Statement (with details by Provinces) of the Civil Appointments on Rs. 200 a month and over held by Europeans, Anglo-Indians, and Indians on the 1st April, 1913, in the Forest Service.

TOTAL STATEMENT.

Pay.	Number of Employees in each Grade or Class.															
	Total.	Europeans.	Anglo-Indians.	Hindus (including Sikhs and Parsis).										Muhammadans.	Indian Christians.	Buddhists.
				Brahmans (including Shenvies).	Kshatriyas.	Kaiyasthas (including Prabhus).	Baniyas and Vaisyas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs and Parsis (cols. 11 to 13).			
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Rs																
200—300	28	—	10	5	2	2	1	2	1	13	—	—	13	1	3	1
300—400	61	13	9	19	3	—	1	3	3	29	—	2	31	1	3	4
400—500	69	43	13	5	—	—	—	—	2	7	—	2	9	3	1	—
500—600	51	29	9	4	2	—	—	1	2	9	—	2	11	1	1	—
600—700	34	16	12	1	—	—	—	2	1	4	—	1	5	—	1	—
700—800	26	18	7	1	—	—	—	—	—	1	—	—	1	—	—	—
800—900	20	12	2	2	—	1	1	—	—	4	—	1	5	—	1	—
900—1,000	9	9	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	29	29	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	46	46	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	8	8	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,600—1,800	8	8	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,800—2,000	6	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2,000—2,500	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	397	239	62	37	7	3	3	8	9	67	—	8	775	6	10	5

DETAILS BY PROVINCES.

I.—Madras.

Rs.	11.	12.	13.	14.	15.	16.	17.	18.	19.	20.	21.	22.	23.	24.	25.	26.	27.
200—300	11	—	4	1	1	—	—	2	—	4	—	—	4	1	2	—	—
300—400	5	—	—	2	—	—	—	2	—	4	—	—	4	—	1	—	—
400—500	8	3	3	—	—	—	—	—	—	1	—	1	1	—	1	—	—
500—600	7	5	1	1	—	—	—	—	—	1	—	—	1	—	—	—	—
600—700	3	—	2	—	—	—	—	1	—	1	—	—	1	—	—	—	—
700—800	3	3	—	—	—	—	—	—	—	1	—	—	1	—	—	—	—
800—900	2	1	—	—	—	—	1	—	—	—	—	—	—	—	—	—	—
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	13	13	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,600—1,800	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,800—2,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	60	33	10	4	1	—	1	5	—	11	—	1	12	1	4	—	—

II.—Bombay.

Rs.	1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
200—300	1	—	—	1	—	—	—	—	—	1	—	—	1	—	—	—	—
300—400	16	1	—	9	1	—	—	—	—	12	—	2	14	—	—	—	—
400—500	8	5	—	2	—	—	—	—	—	3	—	—	3	—	—	—	—
500—600	7	2	—	1	—	—	—	—	—	2	—	—	5	—	—	—	—
600—700	5	3	—	—	—	—	—	—	—	—	—	—	1	—	—	—	—
700—800	3	3	—	—	—	—	—	—	—	—	—	1	1	—	—	—	—
800—900	3	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	6	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,600—1,800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,800—2,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	58	31	—	13	1	—	—	—	5	19	—	6	25	—	2	—	—

APPENDIX XII. (continued).

III.—Bengal.

Pay.	Number of Employés in each Grade or Class.															
	Total.	Europeans.	Anglo-Indians.	Hindus (including Sikhs and Parsis).										Muhammadians.	Indian Christians.	Buddhists.
				Brahmans (including Shenvis).	Kshatriyas.	Kaiyasthas (including Prabhus).	Baniyas and Vaisyas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs and Parsis (cols. 11 to 13).			
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Rs.																
200—300	1	—	—	—	—	1	—	—	—	1	—	—	1	—	—	—
300—400	4	3	—	1	—	—	—	—	—	1	—	—	1	—	—	—
400—500	4	3	—	—	—	—	—	—	1	1	—	—	1	—	—	—
500—600	3	2	—	1	—	—	—	—	—	1	—	—	1	—	—	—
600—700	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,600—1,800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,800—2,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	21	17	—	2	—	1	—	—	1	4	—	—	4	—	—	—

IV.—Bihar and Orissa.

Rs.																
200—300	1	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—
300—400	3	1	1	1	—	—	—	—	—	1	—	—	1	—	—	—
400—500	3	1	2	—	—	—	—	—	—	—	—	—	—	—	—	—
500—600	2	1	—	—	—	—	—	1	—	1	—	—	1	—	—	—
600—700	3	1	2	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	1	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	15	6	7	1	—	—	—	1	—	2	—	—	2	—	—	—

V.—The United Provinces of Agra and Oudh.

Rs.																
300—400	6	3	—	—	1	—	1	—	—	2	—	—	2	—	1	—
400—500	2	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—
500—600	6	4	—	—	1	—	—	—	—	1	—	—	1	1	—	—
600—700	1	—	—	—	—	—	—	—	1	1	—	—	1	—	—	—
700—800	4	3	—	1	—	—	—	—	—	1	—	—	1	—	—	—
800—900	3	2	—	—	1	—	—	—	—	1	—	—	1	—	—	—
900—1,000	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	5	5	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,600—1,800	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	31	22	1	1	2	1	1	—	1	6	—	—	6	1	1	—

VI.—Punjab.

Rs.																
200—300	1	—	—	—	—	—	1	—	—	1	—	—	1	—	—	—
300—400	3	—	—	1	1	—	—	1	—	3	—	—	3	—	—	—
400—500	4	3	—	—	—	—	—	—	—	—	—	—	—	1	—	—
500—600	4	3	—	—	1	—	—	—	—	1	—	—	1	—	—	—
600—700	4	3	—	1	—	—	—	—	—	1	—	—	1	—	—	—
700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	1	—
1,000—1,200	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,600—1,800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,800—2,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	22	14	—	2	2	—	1	1	—	6	—	—	6	1	1	—

APPENDIX XII. (continued).

VII.—Burma.

Pay.	Number of Employés in each Grade or Class.															
	Total.	Europeans.	Anglo-Indians.	Hindus (including Sikhs and Parsis).										Muhammadians.	Indian Christians.	Buddhists.
				Brahmans (including Shenvis).	Kshatriyas.	Kaiyasthas (including Prabhus).	Baniyas and Vaisyas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs and Parsis (cols. 11 to 13).			
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Rs.																
200—300	6	—	4	—	—	—	—	—	—	—	—	—	—	—	1	1
300—400	11	2	5	—	—	—	—	—	—	—	—	—	—	—	—	4
400—500	28	20	7	—	—	—	—	—	—	—	—	—	—	1	—	—
500—600	15	7	7	—	—	—	—	—	—	—	—	—	—	—	1	—
600—700	8	5	3	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	10	4	6	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	5	3	2	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	10	10	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	12	12	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,600—1,800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,800—2,000	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2,000—2,500	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	114	72	34	—	—	—	—	—	—	—	—	—	—	1	2	5

VIII.—The Central Provinces.

Rs.																
200—300	5	—	1	2	1	1	—	—	—	4	—	—	4	—	—	—
300—400	10	2	3	4	—	—	—	—	—	4	—	—	4	1	—	—
400—500	7	2	3	3	—	—	—	—	—	3	—	—	4	1	—	—
500—600	4	3	1	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	7	1	5	—	—	—	—	1	—	1	—	—	1	—	—	—
700—800	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	5	4	1	—	—	—	—	—	—	1	—	—	1	—	—	—
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,600—1,800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,800—2,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	54	28	10	10	1	1	—	1	—	13	—	1	14	2	—	—

IX.—Assam.

Rs.																
200—300	2	—	—	1	—	—	—	—	1	2	—	—	2	—	—	—
300—400	3	1	—	1	—	—	—	—	1	2	—	—	2	—	—	—
400—500	5	5	—	—	—	—	—	—	—	—	—	—	—	—	—	—
500—600	3	2	—	1	—	—	—	—	—	1	—	—	1	—	—	—
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	1	—	—	1	—	—	—	—	—	1	—	—	1	—	—	—
1,000—1,200	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	22	16	—	4	—	—	—	—	2	6	—	—	6	—	—	—

APPENDIX XIII.

APPENDIX XIII.

Regulations as to the appointment of Probationers to the Indian Forest Service, 1914.

1. *Appointments.*—The Secretary of State for India in Council will, in the summer of 1914, make not less than five appointments of Probationers for the Indian Forest Service, provided that so many candidates are considered to be in all respects qualified.

In making these appointments, he will act with the advice of a Selection Committee.

2. *Applications for Appointment.*—Applications for appointment must be made on a printed form to be obtained from the Secretary, Revenue Department, India Office, Whitehall, London, S.W., and to be returned to him not later than Wednesday, the 1st July, 1914. Candidates must be prepared, if called upon, to attend at the India Office, at their own expense, for a personal interview with the Selection Committee within three weeks from that date.

3. *Age Limit.*—Candidates must be not less than 19 but under 22 years of age on the 1st January, 1914.

Note.—For the year 1914 only, candidates who have taken honours course (or other course specified in paragraph 5) which, under the Regulations of the University, occupies four years, will be subject to the age limits which have hitherto been in force, viz., 19 and 23 on the 1st July of the year in which selection is made.

4. *Nationality, etc.*—Every candidate must be a natural-born subject of His Majesty. He must be prepared to give an undertaking, if selected, that he will not marry before he reaches India. If he does so, he will forfeit his appointment. He must be of good physique, and must produce evidence of character to satisfy the Secretary of State for India in Council that he is suited for the Indian Forest Service.

5. *Qualifications.*—Candidates must have obtained a degree with Honours in some branch of Natural Science* in a University of England, Wales, or Ireland, or have passed the Final Bachelor of Science Examination in Pure Science in one of the Universities of Scotland.† A degree in Applied Science will not be considered as fulfilling these conditions. Candidates will be required to produce evidence that they have a fair knowledge of either German or French.

Note.—Applications for appointment will be accepted from candidates who, on the 1st July, 1914, have already sat at an examination for a degree as mentioned above, but have not learned the result of the examination.

6. Should there be more candidates considered to be qualified in every respect than vacancies to be filled, the Secretary of State reserves the right to require them to pass a competitive examination conducted by the Civil Service Commissioners, on the results of which their final selection would depend. Particulars of this examination which would be held in August, will be found in Annexure I.

7. *Medical Examination.*—Selected candidates will be required to undergo a strict examination by a Medical Board at the India Office, at which par-

* A Moderatorship in Natural Science or in Experimental Science at the University of Dublin will be considered as fulfilling these conditions.

† Graduates in Forestry at the University of Edinburgh are regarded as satisfying the requirements of this paragraph if they pass the Final Examination of that University in some one branch of Natural Science embraced in the degree in Pure Science.

ticular stress will be laid on good vision and hearing, and to satisfy the Secretary of State for India that they are physically fit for service in the Indian Forest Department (see Annexure VI).

Candidates who do not satisfy the Secretary of State for India that they are physically fit for appointment to the Indian Forest Service will not be admitted to the competitive examination mentioned in Regulation 8.

8. *Period of Probation.*—Before appointment to the Indian Forest Department, a probationer will be required:—

(i) to have obtained, either before selection as probationer or within the period of two years' probation, the degree or diploma in Forestry at one of the Universities named below.*

(ii) to have undergone a special course of instruction in Forestry, under the direction and supervision of the Director of Indian Forest Studies appointed by the Secretary of State for India in Council, in such British and Continental localities as may be selected for the purpose;

(iii) to have passed an examination in certain special subjects, namely, Systematic Botany of Indian trees, Indian Geology, Forest Law, Indian Working Plans, and, if required, an Indian vernacular language;

(iv) to have undergone a final competitive examination in Forestry (see Annexure II);

(v) to have satisfied the Secretary of State, in such manner as may be determined, of his ability to ride.

The period of probation will in ordinary cases be two years. The Director of Indian Forest Studies will instruct probationers in each case as to the order and manner in which they should fulfil these various requirements.

9. *Charges.*—The Probationers will be required to defray all expenses of lodging, board, tuition, and excursions, while at the University, and on practical instruction in Great Britain and on the Continent, with the exception of fees payable to local Forest Officers in Great Britain and on the Continent.

10. *Allowances.*—The Secretary of State for India in Council will make payments to each probationer at the rate of £120 annually, not exceeding a total of £240 (besides the fees to local officers mentioned above). These payments will ordinarily be made on the following dates in each year:—

On the 1st December	...	...	...	...	£
On the 1st March	...	...	...	...	30
On the 1st June	...	...	...	...	30
					60

The cases of probationers whose probation does not extend over the full two years will be specially considered.

The grant of the allowances is subject to the following conditions:—

(a) That the progress of the probationer in his studies is satisfactory;

(b) That the probationer gives security to refund the payments in respect of this advance, as well as such payments not exceeding £60 in all, as may have been incurred by the Secretary of State on the probationer's behalf in respect of fees to local Forest Officers, in the event of his failing to qualify for an appointment in the Indian Forest Service, or not signing the articles of agreement as specified in paragraph 13, or failing to join the Indian Forest Service at the end of the period of probation.

* Cambridge, Oxford, or Edinburgh.

APPENDIX XIII. (continued).

ANNEXURE I.

COMPETITIVE EXAMINATION.

In the event of the Civil Service Commissioners being requested by the Secretary of State for India in Council to hold an examination in any year of candidates nominated by him to compete for appointment as Probationers for the above Service, the following will be the subjects in which such candidates will be examined:—

	Maximum Marks.
1. English Composition	100
2. German or French	100
3. Elementary Chemistry	50
4. Higher Chemistry	100
5. Physics	100
6. Geology	100
7. Botany	100
8. Zoology	100

Not more than three of the subjects numbered 4 to 8 may be offered.

Candidates must pass to the satisfaction of the Civil Service Commissioners in the first three subjects.

In the subjects numbered 4 to 8, only marks showing real attainment will be counted towards the order of merit, so that a candidate who has a thorough knowledge of one or two of the optional subjects may obtain on that knowledge alone as many marks as a candidate who offers the maximum number of the optional subjects on a lower standard.

SYLLABUS.

Languages.—The examination in German and French will include translation, composition, and conversation.

Sciences.—The standard of the examination in Higher Chemistry, Physics, Geology, Botany, and Zoology will be that of the Honours Schools of the Universities.

The examination in Elementary Chemistry will consist of a written paper on the more elementary parts of Inorganic Chemistry, together with the outlines of Organic Chemistry.

ANNEXURE II.

FINAL EXAMINATION.

1. With a view to the allocation of the annual Currie Scholarship for Indian Forest Students (value about £35), and to facilitate the allotment of probationers to the several Provinces in accordance with paragraph 12 of the Regulations as to appointments in the Indian Forest Service, probationers who have completed their prescribed course of training will be required to undergo a competitive final examination in Forestry.

2. A list of the probationers in order of merit will be prepared by adding together (a) the marks obtained at the final examination, and (b) the marks obtained during the course of practical training in forestry under the control of the Director of Indian Forest Studies. The maximum of marks obtainable under (a) will be the same as under (b).

3. The final examination will consist of an oral examination and three or more papers, as follows:—

(i.) One or more papers in Silviculture, Forest Protection (including Forest Botany and Forest Entomology), and Forest Utilisation (including Forest Engineering).

(ii.) One or more papers in Forest Management, Forest Mensuration, Forest Valuation, and Forest Administration.

(iii.) A paper in General Forestry (Practical) dealing with the work done and with the forests visited during the course of practical training.

4. The final examination will be held at the beginning of October. Arrangements as to the date and place of examination will be made by the Director of Indian Forest Studies. Probationers will not be required to pay any fee for the examination.

11. *Conduct.*—Every Probationer will be required to conduct himself during the period of probation in a manner satisfactory to the Secretary of State, and to give evidence of satisfactory progress in his studies in such a manner as may be required, failing which, or in the event of serious misconduct, he will be liable to have his name removed from the list of Probationers.

12. *Appointment and Seniority.*—Probationers who comply with the requirements of Regulation 8 within the sanctioned period of time, and also satisfy such other tests as may be prescribed, will be appointed Assistant Conservators in the Indian Forest Department, provided they are of sound constitution and free from physical defects which would render them unsuitable for employment in the Indian Forest Service. Their position in the Provincial Forest Lists will be determined by the Secretary of State for India in Council on the report of the Director of Indian Forest Studies; but in making selections for the post of Conservator, officers joining the Service in the same year are reckoned as equal in seniority unless the Secretary of State for India in Council shall for special reasons have directed otherwise in any particular case or cases.

Probationers will be allowed at the end of the period of probation to state their preference in respect to the Provinces to which they desire to be allotted; but the distribution will be made to the several Provinces according to the needs of the public service, at the discretion of the Secretary of State for India in Council. Officers are, however at all times liable to be transferred from one Province to another at the pleasure of the Government of India.

13. *Articles of Agreement.*—A Probationer is required, on qualifying for appointment as Assistant Conservator, to sign articles of agreement setting forth the terms and conditions of his appointment; he must embark for India when required to do so by the Secretary of State, and must engage his own passage. Failure to embark at the stated time will, in the absence of satisfactory explanation, lead to forfeiture of appointment.

14. *Passage Allowance.*—An allowance on account of passage to India will be paid to each probationer on appointment to the Indian Forest Service, to the amount of £37 10s. for passage to Calcutta, Madras, or Bombay, and £43 for passage to Rangoon.

Note.—The above is the normal rate of passage allowance. In consequence of the surtax of 10 per cent. at present charged by shipping companies in respect of passages to India the above rates of passage allowance have been raised to £41 5s. and £46 5s. respectively. Should this surtax be removed, these rates will be reduced to those given in paragraph 14.

15. *Salary.*—An Assistant Conservator of Forests will draw pay at the rate of Rs. 380 a month (equivalent to £304 a year, when the rupee is at 1s. 4d.) from the date of his reporting his arrival in India.

16. *Promotion, Leave, Pension, and Provident Fund.*—Promotion, leave, and pension will be governed by the Regulations laid down by the Government of India, and applicable to Forest officers, such regulations being subject to any modifications or alterations which may be made in them from time to time by the Government of India, and their interpretation in case of any doubt arising being left to that Government. A copy of the existing regulations can be seen on application at the India Office.

Certain information regarding appointments in the upper controlling staff of the Indian Forest Service, the pay of which has been recently improved, will be found in Annexure III.; a summary of information regarding leave is contained in Annexure IV.; and regarding pensions and the provident fund in Annexure V.

INDIA OFFICE,
October, 1913.

APPENDICES XIII. (continued) AND XIV.

ANNEXURE III.

LIST OF APPOINTMENTS OPEN TO MEMBERS OF THE IMPERIAL BRANCH OF THE INDIAN FOREST SERVICE.

[NOTE.—This list is liable to alteration at any time.]

Appointment.	Salary.
(a) 1 Inspector-General of Forests	Rs. 2,650 a month.
(b) *1 Assistant Inspector-General of Forests	2,150 ..
(c) 2 Chief Conservators (Burma and Central Provinces)	1,900 ..
(d) 22 Conservators, in three grades (including President, Forest Research Institute and College)	1,700 .. } respectively. 1,500 ..
(e) 187 Deputy and Assistant Conservators	†Rs. 380 a month, rising by annual increments of Rs. 40 a month to Rs. 700 a month; thereafter by annual increments of Rs. 50 a month to Rs. 1,250 a month, in the twentieth year of service.
Total 213†	
These appointments are included in (d) and (e).	5 Foreign Service appointments \$10 Officers employed at the Forest Research Institute and College, Dehra Dun

ANNEXURES IV. and V. (not reprinted).

[Note.—Annexures IV. and V. are intended merely to show the principal leave and pension rules in the Civil Service Regulations at present applicable to officers appointed to the Indian Forest Service by the Secretary of State from the United Kingdom, without going into minute details, and do not profess to deal with every case that may arise. The rules are subject to alteration, and any disputed question must be decided with reference to the authorised text of the Civil Service Regulations for the time being.]

ANNEXURE VI.

GENERAL PHYSICAL REQUIREMENTS (not reprinted).

* The officer holding this appointment draws in addition to the pay of his grade a minimum local allowance of Rs. 200 a month.

† These appointments are allotted to the various Provinces as follows: Burma, 66; Madras, 31; Bombay, 27; Central Provinces, 24; United Provinces, 19; Punjab, 12; Bengal, 12; Assam, 13; and Bihar and Orissa, 5; and 4 Imperial Instructors at Dehra Dun.

‡ Until he has passed the prescribed Departmental Examinations, an Assistant Conservator is liable to stoppage of increments of pay. On passing the examinations

he will resume drawing pay under the time scale at the rate to which his length of service entitles him.

§ These draw a local allowance of Rs. 150 a month in addition to their grade pay, with the exception of the President, Forest Research Institute and College, in whose case the allowance is at the rate of Rs. 200 a month. Of these 10 appointments, the four posts of Imperial Instructors have been sanctioned for five years from 1912, for the present.

NOTE.—Under the improved scale of salary shown above, no Exchange Compensation Allowance is granted.

APPENDIX XIV.

Officials who furnished written Evidence to the Royal Commission in connection with their enquiry into the Forest Service but who were not orally examined.

1. R. S. Hole, Esq., Offg. President, Forest Research Institute and College (Imperial Forest Service.)
2. Officers of the Imperial Forest Service at Dehra Dun.
3. Officers of the Provincial Forest Service at Dehra Dun.
4. Fazl-ud-din, Esq., Extra Deputy Conservator of Forests, Chenab Forest Division, and five other officers of the Punjab Provincial Forest Service.
5. E. E. Slane, Esq., Extra Assistant Conservator of Forests, Chittagong Division
6. F. W. Collings, Esq., Deputy Conservator of Forests, Shwegyin Division.
7. H. R. Meredith, Esq., Assistant Conservator of Forests, Kado Division, Moulmein.
8. L. E. S. Teague, Esq., Deputy Conservator of Forests, Chittagong Hill Tracts Division.
9. J. W. Ryan, Esq., Extra Deputy Conservator of Forests, Burma.
10. Cyril Hopwood, Esq., Deputy Conservator, Lower Chindwin Division, Burma.
11. J. L. Hefferman, Esq., Extra Deputy Conservator of Forests, Burma.
12. T. W. Forster, Esq., Extra Deputy Conservator of Forests.
13. E. M. Buchanan, Esq., Extra Deputy Conservator of Forests, Myitkyina Division.
14. C. W. Allan, Esq., Extra Deputy Conservator of Forests, Henzada-Maubin Division, Pegu Circle, Burma.
15. V. H. T. Fields-Clarke, Esq., Assistant Conservator of Forests, Myittha Division.
16. R. L. Pocock, Esq., Extra Deputy Conservator of Forests, South Tenasserim Division, Tavoy.
17. A. J. Butterwick, Esq., Probationary Extra Assistant Conservator, Pegu.
18. D. A. Allan, Esq., Extra Assistant Conservator of Forests, Burma.
19. E. B. Powell, Esq., Extra Assistant Conservator of Forests, Burma.
20. F. P. Thomson, Esq., Probationary Extra Assistant Conservator of Forests, Burma.
21. H. B. Bryant, Esq., Acting Conservator of Forests, Central Circle, Madras.
22. A. N. Master, Esq., Senior Extra Assistant Conservator of Forests, Bombay.
23. R. H. Madan, Esq., Licentiate of Civil Engineering (Bombay), Extra Deputy Conservator of Forests, Bombay.

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TO THE
REPORT
OF
THE COMMISSIONERS.

Volume XV.

MINUTES OF EVIDENCE

RELATING TO THE

AGRICULTURAL DEPARTMENT,

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

WITH

APPENDICES.

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MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

PUBLIC SERVICES IN INDIA

RELATING TO THE

AGRICULTURAL DEPARTMENT,

At Delhi, Tuesday, 11th November, 1913.

PRESENT:

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

SIR VALENTINE CHIROL.

WALTER CULLEY MADGE, Esq., C.I.E.

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

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

And the following Assistant Commissioner:—

B. C. BURT, Esq., Deputy Director of Agriculture, Central Circle, Cawnpore.

R. R. SCOTT, Esq. (*Joint Secretary*).

J. MACKENNA, Esq., I.C.S., Agricultural Adviser to the Government of India and Director of the Agricultural Research Institute, Pusa.

Written Statement relating to the Agricultural Department.

68044. In this memorandum I propose to deal with the various points of reference as affecting the following branches of the Service:—

- (1) The Imperial Staff at Pusa and serving under the Government of India.
- (2) The Imperial Staff in the Provinces.
- (3) The Provincial or Gazetted Subordinate Staff at Pusa.
- (4) The Provincial Staff in the Provinces.
- (5) The Subordinate Staff.

To take these in order: the terms of reference apply equally to the Imperial staff at Pusa and that in the Provinces.

(I AND II) IMPERIAL STAFF AT PUSA AND IN PROVINCES.

68045. (I) **Methods of Recruitment.**—The Indian Agricultural Service is recruited by the Secretary of State in England, and Indians possessing the necessary qualifications may be selected by the Secretary of State. It was decided in 1910 that the time had not yet come for the Government of India to make appointments to this Service by direct selection in India as is done in the case of the Enrolled List of the Finance Department and certain other Services, but the Government of India have, since January, 1912, arranged, on the occurrence of a vacancy, to ascertain before addressing the Secretary of State whether Local Governments have any recommendations to make on behalf of the members of the Provincial Services.

The qualifications required from candidates for appointments are laid down in rules (copy attached) prepared by the Secretary of State in 1910. Candidates must ordinarily be between 23 and 30 years of age, and preference is given to British-born subjects and to distinguished graduates of some University in the British Empire. Officers selected are on probation for three years and must (unless specially exempted) pass an examination in a vernacular language within two years.

These arrangements have worked satisfactorily and have on the whole secured a good class of men. But, as other qualifications than mental capacity and practical experience are necessary for successful work in India, I would suggest that the Secretary of State be assisted in his selection by one or two Anglo-Indians—either members of the Indian Civil Service or of the Indian Agricultural Service—who might help in gauging the general aptitude of candidates and the likelihood of their success in an Indian career.

The above remarks apply to first appointments.

With regard to the recruitment of a staff for Pusa, I consider that the appointments at Pusa should be considered the prizes of the Service and that, when vacancies occur there, the best men from the Provinces should be selected to fill them. This principle should be applied also in officiating vacancies of six months or over. It is absurd (though in some cases inevitable) that a Supernumerary of a few months' service should, as has happened, officiate as an Imperial Expert.

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Mr. J. MACKENNA.

[Continued.]

68046. (II) System of Training and Probation.

—In theory recruits for the Department join as Supernumeraries on probation and receive a considerable amount of training either at Pusa or in a Provincial Department before they are posted to an independent charge. In practice, however, it has been found practically impossible to do this and, in many cases, men have had to learn local conditions as they could; being posted to independent charges almost immediately on arrival.

Agricultural recruits should, as a rule, be trained in the Provinces to which it is intended to post them ultimately. They can thus begin at once the study of the language. If possible, they should also put in at least three months at Pusa.

Other specialists, e.g., Chemists, Botanists, Entomologists, etc., should have at least one year's training at Pusa before they are posted to provinces. Probationers if not found suitable should be dispensed with and not be retained for the full period of probation.

68047. (III), (V), and (VI) Conditions of Service, Leave, and Pension.—These, except in individual cases governed by special agreement, are determined by the European Service Leave Rules and the ordinary Pension Rules of the Civil Service Regulations. Representations on these points, asking for an improvement in the Leave Rules and a pension after 25 years together with a Family Pension Fund on the lines of the Indian Civil Service Fund, have been made by various members of the Service, but it is presumed that the decision of these points as affecting the Agricultural Service will follow the general recommendations made with reference to other Services similarly constituted. As in the case of the Indian Educational Service (Article 403, Civil Service Regulations), a member of the Indian Agricultural Service, if appointed at an age exceeding 25 years, should reckon as service qualifying for pension (Superannuation) the number of completed years by which his age may at the time of appointment have exceeded 25 years.

It should be open to a probationer and to Government to terminate his services before the expiry of the due date on three months' notice on either side and a return passage should be given to him.

The members of the Indian Agricultural Service enjoy the benefits of the General Provident Fund.

68048. (IV) Conditions of Salary.—At first the pay of each officer was determined according to circumstances as he was recruited, but in 1905 a general scale of pay was adopted which followed the lines of that in force in the Education Department. For the first three years the pay was fixed at Rs. 400—30—460 and afterwards at Rs. 500—50—1,000, no exchange compensation being allowed. The bulk of the Imperial officers and all officers in charge of Colleges were given in addition a local allowance of Rs. 100 per mensem. Officers serving in Burma are given a local allowance of Rs. 100 per mensem provided their aggregate pay and allowances do not exceed Rs. 1,000 per mensem.

Special arrangements have, however, been made in certain cases, either (a) by the addition of personal allowances, or (b) by granting special rates of pay. There is no fixed pay for the Head of the Department; that enjoyed by the first Inspector-General of Agriculture being put at Rs. 1,750—100—2,250 for him personally, and that now drawn by the Agricultural Adviser being Rs. 2,000. Special terms outside the ordinary rates are also prescribed for Agricultural Engineers.

The scale of pay for Imperial Officers at Pusa and for Imperial Officers in the Provinces is the same; but, as will be seen from paragraph 10 of the rules for appointments to the Indian Agricultural Service, officers filling appointments directly under the Government of India are eligible for local allowances on the following scale:—

	Per mensem.	Rs.
From 4th to 10th year of service ...	...	100
From 11th to 15th year of service ...	...	150
Over 15 years' service ...	...	200

In some cases also personal allowances are given.

I do not consider that the present arrangements as to pay are satisfactory. As at present arranged, a member of the Indian Agricultural Service reaches his maximum pay after 13 years; or probably before he is 40 years of age; and has to continue serving till 55 on the same scale of pay. This is very apt to damp enthusiasm and produce discontent, if not actual indifference. I think, therefore, that the scale of pay should be revised somewhat as follows:—

	Rs.
Probationary years—	
1st	400
2nd	430
3rd	460
Confirmed 4th to 13th ...	500—50—1,000
14th and 15th	1,000
16th to 20th	1,050—50—1,250
21st to end of Service...	1,300—50—1,500

The local allowances at Pusa and for Principals of Colleges and the Burma allowance should be retained and the right to grant personal allowances in very exceptional cases when the maximum of salary had been reached might be reserved. In view of the very great importance I attach to Pusa attracting the very best men in the service, I would raise the local allowance to Rs. 250 per mensem irrespective of length of Service.

With regard to Supernumeraries: Officers in the Supernumerary grade should draw the pay of the grade so long as they remain Supernumeraries. But should they, while still Supernumeraries, be gazetted to officiate in a substantive post, they should draw a salary of Rs. 500 per mensem. At present the scale of pay for Supernumerary Officers is Rs. 400—30—450, with rent-free quarters or equivalent house allowance. If the officer is confirmed he is promoted to the grade of Rs. 500—50—1,000, but in this grade 10 per cent. is deducted for house rent, the result being that in the 4th year of his service he draws at least Rs. 10 per mensem less than in his third year. I would suggest that in his 4th year or first year of confirmation an Officer should be exempted from the payment of house rent.

Considerable dissatisfaction has been felt by members of the Service on account of the recruitment of various Officers—in some cases their contemporaries at Cambridge and below them in the class lists—on special rates of pay higher than men of equal standing, who joined the Service in the ordinary way as probationers, are drawing. Without, however, an adequate reserve to meet leave vacancies and to fill permanent vacancies that may occur it is perhaps difficult to prevent this. If a direct appointment has to be made to fill the post of Agricultural Chemist, Entomologist or Economic Botanist it is only natural that a more senior man with some experience should be required; and naturally he expects a higher rate of pay than a probationer. The grievance will disappear as the Service grows older, i.e., as the staff recruited as probationers grow older the chance of pay higher than or as high as they draw being offered to a newly-appointed Officer will become less and less. But up to the present it certainly has been a source of irritation to some of the junior members of the Department.

68049. (VII) Such limitations as may exist in the employment of non-Europeans and the working of the existing division of Services into Imperial and Provincial.—It may be said that no limitations exist in the employment of non-Europeans. Whenever suitable Indians are available their cases are considered, and it may be said that this is a policy which will be steadily pursued. But there are natural limitations which have, up to date, militated against a large employment of Indians. Most of the Indian gentlemen who have obtained the necessary educational qualifications come from the literary and not from the cultivating classes, and in consequence are somewhat deficient in the sympathy which is absolutely essential to success-

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Mr. J. MACKENNA.

[Continued.]

ful working with cultivators. For the same reason the efficiency of an Indian Agricultural Officer is greatest when he is employed in the province to which he belongs. Considerations of language, customs, religion, etc., lessen his efficiency when he is taken out of his local conditions. I am of opinion that, for the present, the educated Indian agricultural expert can best be employed on the teaching side or on scientific research: though in the latter case this will mostly be confined to the more accurate sciences like chemistry. The present Mendelian cult in botany requires a scientific imagination, which can only be stimulated by long residence in the scientific atmosphere where it flourishes, and although I am far from suggesting that an Indian student is incapable of acquiring this bent we have not as yet found any instances of its acquisition.

Similarly, I consider that for the present the driving force necessary to stimulate agricultural development must come from Deputy Directors recruited in Europe. That the Department will ultimately contain many Indian gentlemen in its higher grades I have no doubt, but the necessary recruitment of Europeans should not be stopped on that account. The Department must expand, and in a few years the bulk of the recruitment will come from Indian graduates. But at the beginning the leaven must be supplied by European officers till an indigenous agency is available. But expansion should not be delayed till this local material is available.

It is, however, I may say, the fixed policy not only of the Government of India, but of Provincial Departments of Agriculture to recruit Indian candidates whenever suitable ones can be found: and, even at present, there are one or two suitable candidates who will probably receive early appointments.

With regard to the working of the existing division of service into Imperial and Provincial, it may be said that in most Provinces the Provincial Service has not yet been finally graded, but that proposals for revision will come up for sanction as Departments expand and the qualifications of members of the Service become better standardised: at present the Provincial Service is recruited from the best graduates of the Agricultural Colleges of India and, in the higher grades, by men who have had a European or American training.

The members of the Provincial Agricultural Service are not barred from appointment to the Indian Agricultural Service if selected by the Secretary of State, but there is no regular promotion from the Provincial to the Imperial Service, nor are there any "listed" posts. Posts ordinarily held by the Indian Agricultural Service may be held by members of the Provincial Agricultural Service or Subordinate Agricultural Service, but such tenure does not connote promotion to the Indian Agricultural Service, the officers holding the posts remaining as before in the inferior services, and receiving an allowance for the charge. The Provincial Services for Pusa and for the different Provinces are each on a distinct cadre, and Provincial and subordinate officers are recruited and transferred, etc., entirely by the Local Government concerned. It may be added that it is from the Provincial Service that promotion of Indians to the Imperial Service will, as a rule, be made. In the Provincial Service they receive that further practical training which proves their initiative and worth: and obtain the local experience which qualifies them to be useful officers. Promotion from these grades is, I think, on the whole, in the case of Indians, preferable to direct appointment from an English University.

68050. (VIII) Relations of the Service with the Indian Civil Service and other Services.—The relations with the Indian Civil Service are very close, as, since 1906, Provincial Directors of Agriculture have been members of the Indian Civil Service. In 1911 it was decided that the post of the Director should, for the present, be filled by Civilians, but that it should not be specially reserved for them,

and that Agricultural Officers should be tried in officiating vacancies as opportunities occurred.

There is now an unanimous demand from the service that Directors of Agriculture should be recruited from the members of the Indian Agricultural Service, the main argument being an analogy with the Forest Public Works Department, Police, etc. This, in my opinion, is no analogy at all. The Departments with which a comparison is made deal with one branch of work only, in which the technical supervision and administrative control can easily be exercised by a member of the Department. In the Agricultural Service we have many branches—Agriculture, Chemistry, Botany, Entomology, Veterinary Science, etc. From what branch are we to take our Director? But apart from the administrative control, the functions of a Director are quite different from those of the head of any other Department. It is in the relations with the general agricultural community that the necessity for a Civilian Director is justified. There is no Department that has such close relations with the people; and, to establish these relations, it is desirable to have an officer who has, by settlement training, got an intimate knowledge of local requirements, a sympathetic appreciation of difficulties and, above all, a thorough knowledge of the vernacular. I do not say that these qualifications cannot be obtained by members of the Agricultural Service, but it seems to me somewhat strange that there should be such a general desire to abandon the special scientific work for which they were recruited in favour of administration. In certain cases when chemists have been appointed principals of colleges they have, on their own admission, done practically no research work; and the administrative duties of a Directorship will practically mean that the officer appointed will absolutely abandon the special line of work for which he was appointed. We must have specialists in administration as well as in science. In agriculture this is especially necessary. It is the link between the research work of the Agricultural Expert and the cultivator that we want to forge, and for this an experienced Indian civilian is, I think, the best qualified.

I do not wish to suggest that intersectional jealousy might seriously affect efficiency; though I think there is reason to anticipate this. There is considerable resentment on the part of the Civil Veterinary Department at the idea of being subordinated to an officer of the Indian Agricultural Service—a junior Service—though they accept a member of the Indian Civil Service as a solution of the position. In my opinion any success achieved up to date has been due to the unity of purpose which has been possible by having a disinterested head. Where this has not been achieved things would have been much worse if a member of the Agricultural Service had been Director.

In my opinion it will be a much better thing for the Department and the agriculture of the country if the legitimate ambitions of the Service are met by a suitable enhancement of pay which will permit of research under conditions of security and contentment. But, if the Civilian Director is retained, there are certain qualifications which should be insisted on. He should be an Officer of about 10 to 12 years' service, who has proved a successful Settlement Officer, well up in the vernacular and known for his sympathy with the people and interest in rural problems. It would be an advantage if he had some training in the principles of agriculture, and he should hold the appointment for five years.

The importance of the question of Rural Development in India appears to me to be assuming such proportions that it is for consideration whether it would not justify the creation of a post of Rural Commissioner in all provinces with a similar appointment in the Government of India. Under this Officer would be placed the Departments of Agriculture, Veterinary Science, Co-

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Operative Credit, Industries and Famine or Scarcity. In the provinces he would have such junior assistants for each branch as are necessary; he would continue to be Director of Agriculture, but would be given as Personal Assistant a senior member of the Agricultural Department with a substantial personal allowance, he would be Registrar of Co-operative Credit Societies, and would have, as assistants, a sufficient number of trained juniors.

In the Government of India, the Directorship at Pusa would be revived and given to one of the members of the Pusa Staff. In Veterinary matters the Rural Commissioner would be advised by a senior member of the Civil Veterinary Department to whom, as to the officer at Pusa, an allowance of say Rs. 200 per mensem would be given. In this way the work of the Indian Empire on the lines of rural development would be systematised, and steady and uniform progress along definite lines guaranteed.

I am aware that these proposals go somewhat against the principles of decentralisation; but the development of measures for rural progress is one which must be co-ordinated and studied as a whole and for this reason a centralised controlling agency seems desirable.

Of the other departments of Government with which the Agricultural Department has relations, the Education and Irrigation are the most important. There has been a gratifying amount of collaboration with these Departments in questions which concern both, and the tendency is on the increase.

(III) THE PROVINCIAL (OR UPPER SUBORDINATE) SERVICE AT PUSA.

68051. *GENERAL*.—With the expansion of the Agricultural Department in the superior ranks from 1903 onwards it became necessary to add assistants to experts, but the men then appointed had not for the most part received any previous agricultural training, and it was not possible to lay down any general scale of remuneration. The pay given was fixed tentatively for only a few years ahead, and not infrequently was personal to individual officers and based on their individual merits. This method has not even yet been wholly departed from, and no complete Provincial Service with fixed prospects from recruitment to pension yet exist either in the Imperial Sections or in any province. Some whose position approximates to that of a Provincial Service have been given gazetted rank, but even so the dividing line between "Provincial" and "Subordinate" service is not clearly defined. The reasons for this state of affairs are, briefly, that it cannot yet be said what conditions must eventually be offered to attract suitable candidates, and the present assistants have not reached a stage at which it can be said that they will be qualified to fill the highest posts that would have to be created to make the complete service attractive.

It has been considered unnecessary and impossible to create high posts in a service to which no present officers could hope to rise for a considerable number of years and to fill which it is not certain that they will be qualified. The present position is, therefore, inchoate.

In connection with the Pusa Institute, in 1904 the following staff was sanctioned:—

	Rs.
1. Assistant Agricultural Chemist	250—300
2. Assistant to the Cryptogamic Botanist	200—5—250
3. Assistant to the Entomologist	200—5—250
4. Assistant to the Economic Botanist	200—5—250
5. Veterinary Graduate	200—5—250
6. Teacher of Physics and Mechanics	200—5—250
7. Surveyor	150—5—200

These posts were created on the condition that they should not be filled until the actual necessity arose. The rates of pay were then considered to be the maxima rates for such men as were then

obtainable, and it was proposed to employ them on a probationary pay of Rs. 100 per mensem for three years in the first instance and to give them a training for the work required.

Experience, however, showed that it was not necessary to keep the men recruited on the long probationary status, as they were found qualified, and consequently they were confirmed and given the sanctioned scale of pay, viz., Rs. 200—5—250. When it was decided that Pusa should give only post-graduate courses instead of the complete course of five years (three years ordinary and two years post-graduate) the posts of teachers of physics and of surveying were kept vacant for a time and ultimately absorbed.

With the development of the work of the Institute additional posts of assistants on lower scale varying from Rs. 50—75 and Rs. 75—125 were created. In 1907 proposals were made for raising the pay of the subordinate officers, on the strength of development indicated in two Memoranda drawn up by the Imperial Entomologist and the Imperial Mycologist, in which these officers submitted proposals for a Provincial Service on the following scale:—

	Pusa.	Rs.
10 Assistants	...	100—5—150
10 Do.	...	200—5—250
5 Do.	...	250—30—400
6 Do.	...	300—50—600
31 (total)		

These proposals were not, however, considered by the Government of India because they thought that as the Agricultural Department was in an experimental stage, it was difficult to find suitable candidates for the highly paid posts, and that it was no use creating theoretical posts. It was left to the Inspector-General of Agriculture to employ good men on suitable salaries as they became available, and to submit proposals for such increases as he might consider necessary, treating each case on its own merits and not appointing them on posts created as a general scheme.

Thereafter, on various occasions, the heads of the Sections proposed that the appointments of First Assistant in each Section of the Pusa Institute should be made of sufficient standing, both as regards emoluments and status, to attract the most highly qualified students available in the Science Faculties of Indian Universities or from Agricultural Colleges. As at first constituted, these posts were non-gazetted and carried a pay ordinarily of Rs. 200—5—250. In 1908 the pay of the First Assistants in the Botanical, Mycological and Entomological Sections was raised and that of the First Assistant in the Chemical Section was raised in 1909, the promotion being regarded as personal to incumbents. A scale of Rs. 200—500 was sanctioned for each of the First Assistants in the Mycological Section (Mr. Basu) and in the Botanical (Mr. Shevde) who had specialised in English Universities. The same scale was granted for the First Assistant in the Chemical Section (Mr. Sen) as his high Indian University qualifications were considered equal to those of men who had studied in European Universities. The pay of the First Assistant in the Entomological Section (Mr. Misra) was raised to Rs. 200—10—400, and a similar personal rate of pay was also granted to the Second Assistant in the Chemical Section (the late Mr. Kar). Thus the increase varied according to the qualifications and the duties of the Assistants concerned. At this time all the posts of First Assistants and also of the Second Assistant in the Chemical Section were, with a view to improve the status, admitted to gazetted rank. The First Assistant in the Mycological Section subsequently resigned, and the post has been filled up by a fresh recruit, who was at first appointed on Rs. 200—5—250 and subsequently promoted to Rs. 200—20—300. The post of First Assistant in the Botanical Section has been brought under reduction. The First Assistant in the Agricultural

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Bacteriological Section, who was originally appointed on the sanctioned scale of Rs. 200—5—250 in 1910, was granted subsequently the increased rate of personal pay of Rs. 200—20—300. At present there is no senior gazetted Assistant in the Section of the Imperial Pathological Entomologist, as this Section is not yet fully developed.

Personal rates of pay of Rs. 150—10—200 were also granted to the 2nd (Mr. Ghosh), 3rd (Mr. Dutt) and 4th (Mr. Nowroji) Assistants in the Entomological Section, and the 2nd Assistant (Mr. Mitter), and the 3rd Assistant (Mr. Mitra) in the Mycological Section, who were originally in the grade of Rs. 75—10—125. Thus it will be seen that so far the appointments and the pay have been given on the principle of actual requirements and personal considerations.

Thus, so far, no regular graded Provincial Service has been sanctioned for Pusa. The subordinate staff now consists of men on varying scales of pay, shown in the attached statement (A), from which it will be seen that there are at present 12 different scales:—

	No. of posts.
(1) Rs. 200—20—500	...
(2) Rs. 200—20—400	...
(3) Rs. 200—20—300	...
(4) Rs. 200—10—300	...
(5) Rs. 200—5—250	...
(6) Rs. 150—10—200	...
(7) Rs. 100—10—200	...
(8) Rs. 100—10—150	...
(9) Rs. 75—10—125	...
(10) Rs. 60—8—100	...
(11) Rs. 50—5—75	...
(12) Rs. 50	...
	32

The question of pay and prospects of the subordinates of the Agricultural Department was referred to the Board of Agriculture of 1908 for opinion (*vide* paragraph 43 of the Proceedings). "The Board considers that the present prospects in the Agricultural Department are insufficient to attract the right stamp of men for the upper subordinate posts, such as First Assistants, Assistants to Experts, Superintendents of Experimental Stations and the like. That the prospects of the upper subordinate staff should be somewhat better than those offered in the Provincial Executive Service, in view of the fact that the service is new and specialised." The Government of India passed no orders on this recommendation, and it was left to Local Governments to take action according to their needs.

68052. No scale has yet been fixed for the pay to be given to officers of the Provincial Service in the Agricultural Department, but the Secretary of State for India has authorised the Government of India to create appointments for the Provincial Agricultural Service on a higher pay than Rs. 400, subject to the financial powers of the Government of India. The pay now given in different Provinces is not uniform, as will be seen from the printed statement of appointments prepared for the Board of Agriculture of 1911 (copy attached). The maximum pay given in the Provinces does not exceed Rs. 400, exceptions being, the two posts of Extra Deputy Directors in Bombay on Rs. 350—50—2—550, and the post of Assistant Director of Agriculture in the United Provinces on Rs. 400—700.

68053. (I) *Methods of Recruitment*.—As a rule, distinguished science graduates or diplomates of Provincial Agricultural Colleges, or those who have qualified themselves by special training in Indian or foreign universities are selected for appointments for the upper subordinate posts. In some cases, however, men trained in the Department showing special aptitude are, as stated above, promoted to these posts from the lower grades.

This arrangement is satisfactory, but as in the case of the Imperial Service, I would make the

higher posts at Pusa the prizes for the best men of the Service, so that from there they may have a prospect of promotion to the Imperial Service. In like manner it is hoped that the provinces will indent on Pusa for its scientific staff to an extent.

68054. (II) *System of Training and Probation*.—Newly appointed men are kept on probation for periods varying from six months to one year, and only such men as give promise of following a scientific career and evince sufficient interest in the work of the Department are confirmed in their appointments.

68055. (III), (V), (VI) *Conditions of Service, Leave and Pension*.—Follow the usual rules in the Civil Service Regulations and the Civil Accounts Codes. Any modifications should follow the general decision arrived at for similar grades in other services of like standing, e.g., education.

68056. (IV) *Conditions of Salary*.—As explained above no regular Provincial or Subordinate Services have been organised for Pusa; the members of the upper subordinate staff are given rates of pay based on special and personal considerations.

The time is, however, rapidly approaching when it will be possible to have a fixed grading, with the understanding that the possibility of promotion to the Imperial Service lies beyond, and the grading might be somewhat on the following scale:—

A.—PROVINCIAL SERVICE.

(Teaching Assistants.)

II Grade.—4 posts on 200—20—500 (16 years).

I Grade.—1 post on 500—30—800.—Very special merit should be insisted on for appointment to this grade.

Should such men not be available the post should not be filled up, and one appointment should be made in the lower grade in lieu of it.

Qualifications necessary for appointment to this Service:—

D.Sc.'s, First Class M.Sc.'s, the best L. Ag.'s who have successfully undergone a post-graduate course at Pusa, or men of equivalent educational qualification, will be eligible for appointment to this Service. Meritorious men may be appointed on promotion from the Subordinate Service—their merit being judged from the standard of their work.

B.—SUBORDINATE SERVICE.

(Laboratory Assistants, Farm Overseers, Veterinary Overseer, etc.)

25 posts on Rs. 75—10—125; 125—5—150; 150—10—250, i.e.:—

	Rs.
1st to 6th year of service	75—10—125
7th to 12th year of service	125—5—150
13th to 23rd year of service	150—10—250

Efficiency bar at the stage of Rs. 200. To have gazetted rank on promotion to Rs. 200 stage.

One or two posts on Rs. 300 might be placed on this grade for exceptional qualifications.

Qualifications necessary for appointment to this Service should be the B.Sc. or the L.Ag. degrees. Meritorious men from the Lower Subordinate Service may also be promoted to this Service. But the number of such men in the Service must not ordinarily exceed one-fourth of the strength of the establishment. Those of the present incumbents who do not satisfy the conditions should continue in their present grades.

68057. (VII) *Such limitations as may exist in the employment of non-Europeans and the working of the existing division of Services into Imperial and Provincial*.—This part of the note deals with the Provincial Service only which is wholly manned by Indians. The limitation of the employment of Europeans and non-Europeans does not therefore come under consideration.

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(IV) PROVINCIAL (OR UPPER SUBORDINATE) SERVICE IN THE PROVINCES.

68058. (I) and (II) Recruitment and Training.—In the Provinces, particularly in Bengal, Central Provinces, United Provinces, Bombay, Punjab and Madras where the beginnings of a separate Provincial Agricultural Service exist, recruitment may be either by promotion from below, by direct recruitment from outside, or by seconding from other services. As far as is known no definite rules have yet been laid down. Those recruited direct from outside have generally special qualifications acquired either in India, in Europe, or in America or Japan. Some have been deputed to Europe and America at Government expense to fit them for the Service. The Agricultural Colleges at Pusa, Sabour, Coimbatore, Poona, Nagpur, Cawnpore, and Lyallpur are, however, being now more generally utilised for training of candidates for the Service.

It is difficult to see how a competitive examination could be instituted for the Agricultural Service, which needs specialists in different sciences, and selection must remain the only feasible method of recruitment.

When agricultural knowledge is of first importance, that is, for posts on the strictly agricultural side, only distinguished graduates of the Agricultural Colleges or distinguished officers of the Subordinate Agricultural Service should be eligible for appointment.

When, however, an advanced knowledge of a particular science is necessary, other men possessing the necessary qualifications and university distinction, e.g., a graduate with Honours in Chemistry or Botany, may be appointed. In such cases they should undergo special training at Pusa for a period of from one to two years.

The present course of training provided at the Agricultural Colleges, together with some practical experience, seems adequate.

68059. (III), (V), (VI) Conditions of Service, Leave and Pension.—The members of the Provincial Service of the Agricultural Department are under the Indian Leave and Pension Rules, as embodied in Chapters XIV to XIX of the Civil Service Regulations.

It is presumed that any conclusions which the Public Services Commission may come to with regard to these Rules will apply also to the Provincial Agricultural Service.

68060. (IV) Conditions of Salary.—Pay under Local Governments.—From 1909 to 1911 the Secretary of State's orders were held to preclude creation of any Provincial Agricultural Service post in the Provinces on pay exceeding Rs. 400 per mensem, but the limit has now been removed. The Provinces in which an approximately distinct Provincial Agricultural Service exists are noted separately below:—

(i) *Bombay*.—In 1907, a Provincial Agricultural Service, consisting of Divisional Inspectors and Assistant Professors, was sanctioned, the pay being graded from Rs. 200, rising by biennial increments of Rs. 30 to Rs. 350. In 1911 the appointment of two Extra Deputy Directors of Agriculture on a salary of Rs. 350–50–2–550 was sanctioned.

(ii) *Madras*.—The Service as originally constituted in 1902 was as follows:—

	Rs.
Managers, 1st grade ...	100–10–150
Managers, 2nd grade ...	50–5–100
Assistant Manager ...	25–5–50

Mr. J. MACKENNA called and examined.

68062. (Chairman.) He had occupied his present position since the beginning of March of the present year. He joined the Indian Civil Service in 1895, since when he had been closely in touch with the economic development of agriculture in India. The Imperial Branch of the Agricultural Department consisted of 65 to 70 officers, two-thirds of

In 1909, the appointment of two Assistant Directors of Agriculture on pay of Rs. 250–15–400 was sanctioned by the Government of India.

(iii) *Bengal*.—In 1910, a Provincial Agricultural Service was sanctioned, consisting of:—

	Rs.
5 posts on ...	250–10–400
3 posts on ...	150–10–250

(iv) *United Provinces*.—The Service as originally constituted in 1906, consisted of an Upper Division with grades of Rs. 250, 200, 175, 150 and 125.

In 1911 this was superseded by a scheme under which 2 years would be spent on probation on Rs. 200; on confirmation the pay would be Rs. 250–20–500. In the same year one special appointment of Assistant Director with personal pay of Rs. 400–100–3–700 was sanctioned, and 3 other posts of Assistant Director on Rs. 250–20–500. A charge allowance of Rs. 100 is given when an Assistant Director holds charge of a Circle.

(v) *Punjab*.—The staff sanctioned in 1908 consisted of:—

	Rs.
5 Assistant Professors ...	150–10–300
1 Assistant Director ...	300–10–400
2 Assistant Directors ...	150–10–300

The pay of Assistant Professors was subsequently raised to Rs. 150–12–8–400.

(vi) *Assam*.—The staff consists of three Agricultural Supervisors on Rs. 200–10–400, sanctioned in 1906.

(vii) *Central Provinces*.—The staff originally sanctioned in 1907 consisted of fixed grades on Rs. 150, 175, 200, 250. In 1911 an enlarged staff on higher pay was sanctioned, consisting of 12 appointments as follows:—

	Rs.
Two years' probation ...	100–150
On confirmation ...	200–10–250
And thereafter ...	30–2–400

(viii) *Burma*.—

	Rs.
1 Superintendent of Farm ...	150–15–250
3 Overseers ...	75–5–100
4 Sub-Overseers ...	50–5–75
2 Probationers ...	30
6 District Agriculturists ...	50–5–100
3 Specialists Assistants ...	150–10–200
2 Junior Assistants ...	75–15–150

I do not think that any general scale can be laid down for the Provincial Services. The rates of pay must be decided by Local Governments. But in any case, they should not be less than those in the Educational Department, and good men should have an opportunity of rising to the Imperial Service by merit.

The other heads of references as regards the Provincial Service do not, in my opinion, call for any remarks.

(V) LOWER SUBORDINATE SERVICE.

68061. Besides the Subordinate and Provincial Services referred to above there are other posts such as those of Assistants, Fieldmen, Laboratory Attendants Setters, etc., on lesser rates of pay ranging from Rs. 10 to Rs. 50, and rising to Rs. 75. It is unnecessary to consider this part of the Service in detail. It may, however, be mentioned that such men who, after experience and training, show special aptitude for scientific or field work are promoted to the Subordinate Service. The subordinate ranks of the Settlement Department form the best recruiting ground for this grade.

whom were engaged in research, and one-third in practical work as Deputy Directors of Agriculture. In the Provinces research and professional functions were combined. For instance, the agricultural chemist was not only engaged in research, but was also a Professor of Agricultural Chemistry. The Deputy Directors had generally been selected

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for district work alone, though in one or two cases they might also be employed as Principals of Colleges and Lecturers on agriculture. It was not desirable that one officer should perform double duties; and he thought the positions should be separated. He would like to see Pusa undertaking higher research work, pure and simple, and teaching reduced to a minimum except in the case of very advanced post-graduate Indian students. He had no objection to a very good post-graduate student coming from a Provincial college to work in the Pusa laboratories under specialists. It did not interfere to a great extent with the ordinary work of the laboratories, and it was a great incentive to an Indian student to work under such men as Dr. Butler, Dr. Leather and Mr. Howard. Beyond that, however, he would not have any regular course of teaching at Pusa. He thought it would handicap the work of the specialists there if they had to give set courses of lectures.

68063. Recruitment for the Imperial Service was made by the Secretary of State, who gave weight in his selection to certain qualifications such as a University degree in Arts and Science, or the diploma of a recognised school of agriculture, or practical experience, according to the nature of the vacancy to be filled. He thought the method of selection at present employed was fully satisfactory, provided that the advice of an agricultural officer on leave from India was taken at the time the selection was made. As a matter of fact, that was generally the present practice.

68064. He should recruit Deputy Directors entirely from the sons of English farmers. He did not think the instinct for Deputy Directors' work, except in very exceptional cases, would be acquired unless a man came from the agricultural class in England, and had worked on a moderately sized farm. A man with the practical experience of a farmer's son and a Bachelor of Science degree in agriculture was the best material which could be obtained for the Service. A very large percentage of the present Deputy Directors in the Department were sons of farmers, and performed their work satisfactorily. In the case of Scotsmen, he would prefer them to take an M.A. degree before taking their Bachelor of Science degree. He did not think it was necessary that a chemist should have gained any practical experience in England before being sent to India. A good chemist would soon adapt himself to Indian agricultural chemistry with the help of the special course he had taken in England. It was advisable that a botanist should have been at Cambridge. He suggested that a man arriving from England should be placed under an experienced teacher, in order to obtain the local colour.

68065. Up to the present time, neither in teaching, nor in the research branch, nor in the outdoor work of the Department, was the Indian officer doing the same standard of work as the Imperial Officer, except in one or two special appointments like those of Extra Deputy Director in Bombay where he imagined the powers were almost the same as those of the Deputy Director. The Provincial Service was below the standard of the Imperial Service, and was under the guidance of Imperial Officers. Such a state of affairs was not unnatural because the Service was quite young. The Provincial Service Officer was in charge of one or two farms at the most, while the Deputy Director probably had control of seven or eight farms in a circle. There was at present one Indian in the Imperial branch. He obtained entry by taking a degree at Cambridge, and was selected by the Secretary of State in the ordinary way. Since the written statement had been sent in, the Secretary of State had appointed another Indian from the Punjab to the Imperial Service, with a diploma of the Royal Agricultural Society. A certain number of Indians did apply to the Secretary of State in England for appointment. The Service had attracted a good deal of attention during the last seven or eight years, largely from sections of the community who had no particular connection with agriculture. The acquisition of an agricultural degree in England was not a matter of very

great difficulty, and was not of much use unless a candidate had other qualifications. He looked forward to the time, a few years hence, when a considerable proportion of Indian graduates would come into the Service, and his idea was that the Department would best be recruited if some means could be devised for educating the sons of landholders.

68066. He would prefer to make the selection in India, and then send the selected candidate to England to take a special course which would fit him for a post in the Imperial Service as a Deputy Director.

68067. He would not care to make any comparison between the Indian standard of teaching in agriculture and the English standard. He had no doubt that the standard of lecturing was as good in the Indian colleges as in the English colleges. The whole question of agricultural teaching had been giving a great deal of trouble, and it was going to be discussed by the Board of Agriculture in December. He emphasised his desire to see one large centre purely for research. At the present time there were six teaching colleges, one at Cawnpore for the United Provinces, one at Poona for Bombay, one at Nagpur for the Central Provinces, one at Lyallpur for the Punjab, one at Sabour for Bengal and Bihar, and one at Coimbatore for Madras. These colleges were supposed to be teaching up to a standard prescribed by the Board of Agriculture, but some of them did not get very many students to teach. He advised a re-casting of the whole Educational policy, and a multiplication of short courses for actual cultivators, accompanied, if possible, by an alteration of the general educational system of the country; but he had not worked out the details of this. In some ways a college of an up-to-date character, furnishing the best skilled teaching, and of sufficient size to accommodate any number of students, would be preferable to distributing the work over six Provinces; but, after all, a boy liked to study near his own home, and it was necessary to take into account considerations of language and environment. He would hope that a degree from one of the agricultural colleges would sufficiently qualify an Indian for service in the Imperial Branch, but the mere acquisition of a degree was not a difficult task.

68068. He did not know whether the amalgamation of the post of Inspector-General with that of the head of the Pusa establishment was due to considerations of economy. He thought it was part of a policy following the findings of the Decentralisation Commission. The duties of the Inspector-General of Agriculture or Advisor, necessitated a good deal of touring all over the country. He was at present occupied to a very small extent with college work. Things had settled down at Pusa fairly well. All the big administrative problems had been worked out, and the Director was able to devote a large portion of his time to inspection and touring. He thought the two functions could efficiently be combined. If a very difficult point in scientific controversy arose, it might be advisable to have a scientific head who could solve it, but up to the present time there had not been any such problem.

68069. The number of officers now in the Service under the Government of India was certainly not sufficient for teaching and research and outdoor work. He thought the number of Deputy Directors should be largely increased. Some of the larger Provinces would probably require to dissociate teaching and research, and to duplicate their chemists and botanists. He was quite well satisfied from his experience in India that since the Department had been organised, and the post of Deputy Director had been established, there had been an appreciable rise in the standard of agricultural methods owing to the introduction of better varieties of seeds and implements, and improved methods of well-boring and cultivation. There was room for a large increase in the number of experimental farms mainly for seed distribution. There were no scientific seed merchants in India, and for many years to come the Government must

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fill that position. The supply of seeds was the vital crux of Indian agriculture. It was essential that there should be an adequate number of Deputy Directors, as apart from mere agriculture, these officers had to do a great deal of administrative work in keeping in touch with the people, either through seed societies or co-operative credit societies. In a word, he considered that in the interests of the country, and especially of the agricultural industry, there was room in the immediate future for a very considerable extension of the Department.

68070. The Director of Agriculture was the head agricultural officer in each province. He (the witness) had no provincial control at all. He visited the Provincial Directors of Agriculture, and advised them on any matter regarding which they required advice. He did not think there was any necessity for the interchange of teachers and Deputy Directors between the various Provinces. The question whether it was better to have an outside officer as head administrator or an officer from inside the Department was complicated. He could not imagine a botanist or chemist coming out from England, and, after four years, clamouring for an administrative appointment. He did not see why a good chemist or a good botanist should have any desire for such a position, and he did not know whether such men would make good administrators. A scheme had been drawn up for his own Province of Burma which, on general lines, would be applicable to other Provinces.

68071. He took the view that the economic development of the country was of as much importance as its administrative development, but agriculture, co-operation, veterinary arts and crafts, were at present lumped together, and for administrative purposes put under a Financial Commissioner or a Board of Revenue, who probably knew nothing about such subjects. He thought every Government ought to have a senior officer to control the rural development of the country. He would like to see a Commissioner at the head of each Province. He thought a post of Rural Commissioner should be created. The various branches which he had just mentioned would derive advantage from a scheme of this kind because the Commissioner would know something about the subject; he would be more or less an expert under whom the agricultural and co-operative and veterinary branches of the work would be placed. He would have no objection to the senior veterinary officer in the Province being attached to him as adviser. In the Agricultural Department difficulty would arise from the fact that the number of chemists and botanists was not very large, but he thought if their pay was sufficiently increased and they were given the prospect of a Pusa appointment, they might be satisfied. The Deputy Director's work was largely administrative, and he thought when there were three or four Deputy Directors in each Province, there was no reason why a senior Deputy should not be called a Director of Agriculture, simply advising on agriculture and not touching chemistry or other scientific subjects.

68072. He would not bring co-operative officers into the agricultural cadre, because the agricultural man had quite enough to do without gaining the technical knowledge necessary for co-operation. The linking up of these two Departments was the main object at the present moment of all Governments that were progressive. He desired to co-ordinate all kindred branches which were working towards the same economical development. The post of Rural Commissioner would normally be held by an Indian Civil Service officer.

68073. With regard to the period of training, he thought in the case of chemists and botanists six months at Pusa under a good man would be sufficient. As regards the agriculturist, he thought it would be as well if he had about a year's training in the Province in which he was to be posted before beginning actual work.

68074. The present training reserve was not

adequate. It was with the greatest difficulty that officers obtained leave.

68075. The present time scale was at first adequate to attract a good class of men, but there was now the greatest possible difficulty in the matter of recruitment. He thought the question of pay might have something to do with that.

68076. He would be very much in favour of special regulations with regard to study leave.

68077. There was a general demand for a Family Pension Fund on the same basis as the Indian Civil Pension Fund. He thought the demand put forward by some of the officers of the Service for a pension after 25 years' service was reasonable. They would then retire about 50 to 52. At present men entered the service at an average age of 24 to 26. If optional retirement was allowed after 25 years the Government should have the discretion to retire an officer after the same term of service.

68078. (Mr. Gokhale.) There was practically no difference between the duties of the Inspector-General and the office which he held at the present moment. The salary of the Inspector-General rose to Rs. 2,250, and the salary of the post of Agricultural Adviser was Rs. 2,000. He did not know that the local Governments had objected strongly to an officer from one Province advising other Provinces in agricultural matters. His whole service had been spent in Burma, and he admitted that he might feel it inconvenient to criticise operations in Bombay.

68079. There had been a suggestion in the past that Pusa should inaugurate a post-graduate course, but personally he was glad that it had not materialised. He thought it would be bad for the college if some of its best men were tied down to a curriculum. So far, there had not been seen in Indians any evidence of research capacity without supervision. There were some very good Indian Assistants in Pusa, and some very sympathetic specialists, but the general opinion was that Indians were capable of excellent work only if they were supervised. He had heard of Indians who were doing distinguished work in Physical Science in Calcutta, and also of Indians who had proceeded to America and had distinguished themselves in agricultural colleges, and had done excellent research work there. He agreed there might be an advantage in the fact that after retirement Indians would remain in the country, and would push forward scientific agriculture in every direction, but on the other hand Indians desired to obtain a pension at the earliest possible date. Provided that the method of selection which he had mentioned was adopted, he was absolutely in favour of the best Indians being selected and sent abroad with scholarships rather than that the country should be fed constantly with men from outside, who retired at the first opportunity.

68080. (Mr. Sly.) There had been several cases of selected men of the Provincial Service being sent to England for training either at the end of their college career or a few years later. The result in one case had been exceedingly promising, and in the other exceedingly doubtful. In the former case the man came from a cultivating class before he entered the agricultural college. He supposed there might be strong objections from the scientific side to a proposal to send Indians to England to be trained in agriculture under conditions which were absolutely different from those of India, but the argument would apply also to Europeans sent out to train Indians. He thought a scheme under which Indians should be wholly trained in India at a high class institution with post-graduate research, such as was contemplated at Pusa, was preferable to a course in England.

68081. In some cases under existing conditions a Deputy Director got into as close touch with the agricultural community as the Director, but in other cases he did not, and never would do so. The objection that an officer appointed to the Directorship from within the Department would have to give up research work in order to take on administrative work would not be valid in cases

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where an officer had performed the bulk of his research work by the time he was appointed. If the appointment was to be filled from within the Department instead of by a Civilian, he thought it must be thrown open to all the branches of the Service.

68082. With regard to leave, it had not been brought to his notice that the rule that leave could not be taken until after eight years' service was a serious obstacle to satisfactory recruitment. The present position in regard to the leave reserve of the Department was as follows. There had been a considerable increase in some Provinces in the number of Deputy Directors. The Central Provinces and Madras had said that if they could obtain the number of officers they desired they would make their own leave arrangements. The reserve for his own Department, which used to consist of three agriculturists, had now been reduced to two. That might be sufficient when the Provincial Service had been strengthened to the extent contemplated.

68083. At the present moment the supernumeraries were all fully employed. It would depend upon what duties a man was required to perform whether he was recruited direct to the Provincial Service from the agricultural colleges, or direct

(The witness withdrew.)

G. CLARKE, Esq., Agricultural Chemist, Indian Agricultural Service, Cawnpore.

Written Statement containing the corporate opinion of the officers of the Indian Agricultural Service, United Provinces.*

68086. (I) **Methods of Recruitment.**—Under the present conditions, the appointments to the Indian Agricultural Service are made by the Secretary of State, without reference to any board of technical advisers, as is the case in other technical services. This system of appointments is unsatisfactory, as it does not provide for the experience and knowledge, necessary to form a correct judgment of the scientific training and qualifications of candidates. Recruitment to the Agricultural Service, therefore, should be by a small Board appointed by the Secretary of State, consisting of agricultural and scientific men of established reputation. One or more officers of Indian experience, preferably from the Agricultural Service, should be on the Board to judge of the probable suitability of a candidate to work under Indian conditions. In any special case this committee should be supplied with full details of the nature of the vacancy to be filled.

68087. (II) **Systems of Training and Probation.**—It has been customary for supernumeraries to be posted to Pusa to undergo a period of training. This has been found in practice to be unsatisfactory. It is suggested that a leave reserve be organised on a provincial basis, in which Provinces with similar conditions are grouped into units. Postings would, in general, be made to this leave reserve, and the period of probation would thus be passed under conditions which the probationer will, in all probability, for some years have to work. It is not by this intended to exclude transfer from one unit to another on appointment to a substantive post. Suitable units would be—(a) Punjab, Central Provinces, United Provinces, North-West Frontier Province, Bengal, Bihar and Orissa, Assam; (b) Madras, Bombay, and (c) Burma. Under present conditions an officer has to pass an examination in a vernacular language within two years of his appointment. This examination is merely qualifying. The present higher standard examinations are not suitable and there is, therefore, little inducement to pass them. It is suggested that the period for passing a qualifying examination be

from the science graduates of universities. On the agricultural side he thought a student should come from the provincial agricultural colleges, and for the post of Assistant in Botany or Chemistry, a good degree candidate should be selected and be given a special course.

68084. The only College which had been affiliated to a University was Poona. He had not considered the question whether agricultural colleges should or should not be affiliated to a University, but he did not think there was any particular advantage in it. The policy of the Government of India was at present against affiliation, the argument being that dual control was not yet desirable.

68085. (Mr. Madge.) In his opinion there was no kind of farming in India which corresponded in any measure with the farming in England. He had never yet seen a man who owned 600 acres in India driving a plough. He should like to see the agricultural student recruited from the sons of zemindars, but the difficulty was to get sufficient agricultural equipment in the ordinary village school, which would bring the son of a cultivator more or less into line with the student at the colleges. His Department were trying to provide that link.

reduced to one year, during which period facilities should be given for learning the language and inducements offered for passing a suitable higher standard examination.

68088. (IV) **Conditions of Salary.**—The present sanctioned pay of the Service is at the rate of Rs. 400, 430, 460 during the first three years in the case of supernumeraries, and after that the pay of the regular establishment rises by annual increments at the rate of Rs. 50 per month, from Rs. 500 to 1,000, reached at the end of 10 years. The Service at present suffers a marked disability in that all officers reach their presumed maximum pay in from 10 to 13 years' service. In this respect the Indian Agricultural Service is worse off than any other Imperial Service. In the Public Works Department Imperial Engineers have a practical certainty of rising to Rs. 1,500, a very fair chance of reaching Rs. 1,800, and a considerable proportion have the opportunity of becoming Chief Engineers on Rs. 2,500. If the Indian Agricultural Service is to continue to attract suitable recruits it must offer approximately equal prospects. It must be remembered that appointments to the Service are, or should be, from men fully qualified professionally. They have had to bear the entire cost of their training. This is not the case in certain other services, e.g., Forests and Police. The injustice of the present scale has been admitted, and some attempt to remedy it has been made by granting a limited number of personal allowances. This system is unfair and would be difficult to administer. It would be impossible to form a fair judgment of the relative claims for allowances of officers performing such diverse duties as Entomologist, Agricultural Chemist and Principal of an Agricultural College. With increase of the number of posts in Home and Colonial Services for men with a scientific training, competition is on the increase. The present pay and prospects, though perhaps sufficient at the time of introduction, fail now to attract to the Service the best men available, and fail to keep good men after they have performed a few years' service.

The following scale of pay is considered sufficient to meet the present disabilities—

Supernumerary.—Rs. 400-430-460.—Officers under this head would only draw the pay of the grade so long as they remain supernumeraries. If gazetted to a substantive post, they should commence drawing salary at the rate of Rs. 500 p.m. from the date of gazetting.

* This statement was signed by the following officers:—Messrs. H. Martin Leake, A. W. Fremantle, G. Clarke, A. E. Parr, B. C. Burt, and A. Wilson.

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Establishment.—The time scale as at present in force should be extended to a maximum of 1,500, and, excluding the post of Director of Agriculture, dealt with under section VIII, a provision made for a small percentage of posts at a higher pay.

68089. (V) *Conditions of Leave.*—The revised rules, as notified under G.G.O. No. 538 C.S.R., dated 13th September, 1912, and now under the consideration of Government, appear satisfactory. In no branch of Government service is frequent leave so important as in a scientific service if officers are to maintain their touch with current work in other countries. It is therefore recommended, in addition, that provision be made for study leave on lines similar to that granted in the case of the Indian Medical Service.

68090. (VI) *Conditions of Pension.*—Under present conditions voluntary retirement can only take place after 30 years' service, or on the attainment of the age of 55. That these terms are severe is generally admitted, and it is strongly recommended that voluntary retirement should be possible, after 25 years' service for pension, as defined in the Civil Service Regulations. It would further add to the attractiveness and, hence, the efficiency, of the service if a system such as is in force in the Indian Medical Service and Forest Service, of progressive pensions which would start after 17 years, were introduced.

68091. (VII) *Limitations in the employment of non-Europeans.*—The Service is broadly divisible into two sections, that mainly devoted to research and that mainly devoted to practical agriculture, including the district work.

There is at present no institution, at least in these Provinces, teaching up to the standard required for research. The difficulty arises very largely from the weakness of the elementary education which spoils the student before he comes to college. There is little chance, therefore, even when the college teaching is satisfactory, of his being able to take up research. The difficulty being so deep rooted there does not seem to be any immediate prospect of employing in research any person trained in these Provinces.

As regards the other branch, suitability depends not only on the standard of attainment but on the class of man. It is useless to send a man of the literary classes to instruct cultivators in agricultural procedure. Whatever his attainments, there is small chance of his being acceptable. In that education is now almost entirely limited to the literary classes there seems small chance for the present of recruiting suitable men for this branch. An attempt to attract men for the Agricultural classes and to give them a training which will fit them either for the Service or to return to their own estates is a most promising line of development. This is, however, hardly the place to develop such a scheme. It suffices to say that for the present no commencement has been made along these lines.

There does not appear therefore to be any immediate possibility of throwing open the Imperial Service to men trained in India. It cannot be too clearly stated that a short course such as an Indian takes when sent to England does not give a broad enough outlook to form a qualification for the Imperial Service. The system of scholarships to England for special training is to be deprecated, and the employment of non-Europeans is therefore limited to men who have spent their early years in England, the Continent, or America. It is possible that at some future date men of sufficient promise will be trained out here. Such men would first enter the Provincial Service, from which opening to the Imperial Service might be given by submission of qualifications, to be considered by the advisory board recommended under I, along with other applications, to the Secretary of State.

While natives of India are at present unsuited for independent charges, they are of considerable value as subordinates, and, in order to attract the best class of men, the pay and prospects of the Subordinate Agricultural Service should be improved. This can be done by the improvement of the initial pay (Rs. 40 per month), and by the creation of better paid posts, with the prospects of rising to the pay and status of Deputy Collectors, for men who can hold semi-independent charges.

68092. (VIII) *Relation with the Indian Civil Service and other Services.*—The Service is a highly professional one and it is not merely essential, but inevitable, that its head should be drawn from the Service itself. For a member of the Service holding the appointment of Director, it is recommended that the emoluments be the grade pay with a personal allowance of Rs. 400 per month. It is also suggested that this post be added to those quoted in Article 475, C.S.R., rendering the incumbent eligible for an additional pension of Rs. 1,000 per annum.

Arising out of the mode of origin of the Department from a Department of Land Records and Agriculture, in which the Director was the entire Department, a system has arisen by which the Director in person assumes the role of Professional Advisor. References on professional matters from Government come to him; he may or may not, at will, consult his staff, and, even if he does so, he may in his reply go directly against their opinion. It is his opinion and not that of his staff which goes to Government and is accepted by them as the professional opinion of the Department. This system of what are, in practice, confidential reports is wrong. The Director should in such matters forward the opinion of his staff, and, as a matter of procedure, forward copy of his covering remarks to the officers of his staff who are concerned. This procedure is doubly necessary so long as the Director is not taken from the ranks of the Service, but it is a principle which requires to be permanently accepted.

A minority are in favour of pointing out the obvious danger of adopting the principle, stated in the 1st paragraph of this section, at too early a date. The age of the Agricultural Officers in the United Provinces with scientific technical training in no case exceeds 35 years, and if any one of these were appointed Director at an early date, he would ordinarily hold the appointment until his retirement 20 years hence. If the appointment was only partly a success change would be difficult, and, in any case, a prolonged tenure of such appointment is undesirable. The minority are in favour of adopting as a guiding principle in this matter the view that the appointment should not be held for a longer period than five years.

68093. (IX) *Other points not covered by above.*—It is only natural that, in a young Service, undergoing gradual evolution, certain minor points for dissatisfaction should arise. In that these lead to preferential treatment and consequently give grounds for personal grievances, they are objectionable and require to be removed. The chief are:—

(1) Allowances. No allowances should be granted for the normal work of a post. Allowances should only be given where extra work or extra expense (e.g., entertainment) is involved.

(2) Lack of uniformity in titles. To ensure uniformity similar posts should throughout the Provinces be given identical titles, and all officers should be gazetted and referred to in official publications as officers of the Indian Agricultural Service. This, for instance, is not done at present in the United Provinces Quarterly Civil List, where some of the titles differ from those used in other Provinces and where the names of officers of the Service appear with those of the Indian Civil Service, Civil Veterinary Department, and Subordinate Services.

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68094. (Chairman.) Witness said he was an officer of the Indian Agricultural Service and posted to the United Provinces as Agricultural Chemist to the Department of Land Records and Agriculture. He also carried out the duties of Professor of Chemistry at the Provincial Agricultural College. He attended before the Commission to represent the views of the Imperial officers serving in the United Provinces. He did not represent the Provincial Service.

68095. He was generally satisfied with the regulations for recruitment, but desired to see a Board set up to advise the Secretary of State. The present system of selection by a permanent official of the India Office was considered unsatisfactory, as the permanent official did not possess the necessary qualifications to judge of a candidate's suitability. He would like to see a regular Board of Selection established, consisting of men of known agricultural and scientific reputation. He had been seven years in the service, coming out at the age of 28. He should say the average age at which officers were at present recruited was 25 or 26. He considered 26 a more suitable age than 28, because a man of 26 could have gone through the whole of his course in England and have done original research work, which was very important in the case of specialists.

68096. He would like to see a change in the organisation of the Agricultural Department with regard to the employment of Indians. He would propose to have the service recruited in India divided into two distinct parts. There should be a purely subordinate service, consisting of what might be described as fieldsmen, persons drawn from the cultivating castes and skilled in agricultural operations, beginning at a salary of Rs. 20, rising to Rs. 80. For such a class he suggested that only a vernacular educational test was necessary. Then he would like to see an entirely distinct Provincial Service, divided into two branches, a Lower Provincial Service and an Upper Provincial Service. The Provincial Service would be recruited from distinguished graduates of the Agricultural Colleges, on the nomination of a Selection Committee consisting of the Director of Agriculture, the two senior Deputy Directors of Agriculture, and one or more officers attached to the research section. The lower Provincial Service would have charge of circle farms, act as assistants in the research laboratories, and do the general work of an Upper Subordinate Service. The Upper Provincial Service would consist of men promoted from the Lower Provincial Service after three years' service. The idea was that the best of the Lower Provincial Service men should be passed by selection into the Higher Provincial Service. After serving in the Higher Provincial Service for a number of years, an officer would be eligible for selection for the Imperial Service, and should undergo a course of training at a central college in India providing the highest type of agricultural education, equal to that obtainable in American and English Colleges. He considered the training received in a college of that kind by an Indian who came into direct contact with the agricultural conditions that prevailed in India, was an infinitely superior method of training to that received in an entirely foreign environment, such as the American and English agricultural colleges. Assuming such a central college were established in India, he would not admit the Indian direct into the Imperial Service; he would prefer him to go into the Provincial Service for three years, and then to serve five to seven years in the Higher Provincial Service. That meant that a boy would go to the agricultural college at 17 years of age and pass out at 21; serve three years in the Lower Provincial Service, five to seven years in the Higher Provincial Service, and would then be eligible for selection to the Imperial Branch when he reached the age of 29 or 30, by which time a very fair estimate could be formed of his capacity. Pusa seemed to be the best place for establishing a central institution. He did not think if Pusa was

converted to such a purpose it would be lost to India as a research centre. He thought its specialists could undertake the training of a limited number of students in addition to their laboratory research work. It might prove necessary to increase the staff. What he was trying to emphasise was the importance, in his judgment, of the establishment of a first-class college in India with the Indian environment. He thought a young Indian would receive a better training in such an institution than if he were sent to England.

68097. The present salaries paid to officers were affecting recruitment. There was tremendous difficulty in finding officers to come out to India who had really done research work. People who had just left college, and had not learnt methods of research, could be obtained, but when they arrived in India they had to be taught their business. He thought the low prospects offered in the Agricultural Department was the reason for that state of affairs. It compared very unfavourably with any other service requiring a professional training. He thought if the present time scale was raised to Rs. 1,500, with a special increase up to Rs. 1,700 for 25 per cent. of the officers, the disability under which officers were at present labouring would be removed. He felt sure that a concession of this kind would react on recruitment in England.

68098. Facilities for study leave were also asked for. He thought that specialists in particular should keep in touch with the progress of research. In India they were absolutely isolated.

68099. With regard to pensions, he considered 25 years' service was a sufficient period for an officer in the Agricultural Service. The only justification for the proposal that an officer should be given an opportunity of voluntarily retiring after 17 years' service was that it would add to the attractiveness of the Service. For 20 years he thought a very good case could be made out.

68100. The ground for the argument that the head of the Service should be drawn from within the Service was that a scientific head was more sympathetic in dealing with scientific workers. It did not necessarily follow that a specialist in a particular branch of an industry had no faculty for administration. He knew men of highly specialised knowledge in the Department who were great administrators. He did not think an officer drawn from another Service and selected to be head of the Department would normally attribute due importance to the preliminary "spade-work" that the Agricultural Service was doing for agriculture.

68101. (Sir Valentine Chirol.) It would be absolutely necessary for the head of the Department to have special knowledge, in order to appreciate both the importance and the value of the work done by officers.

68102. No great expenditure would be required in order to give effect to his scheme for a central college. The organisation already existed; it merely needed utilising. Pusa was at present a central institution for research. Formerly, it was an institution for teaching and research, but the teaching branch had been abolished. Under his proposal the teaching branch would be revived, and Pusa would again become a college for the highest agricultural training. He considered the original Pusa scheme failed because the Provinces did not support it as a teaching institution. Under his scheme it would be compulsory for all Provinces to send to Pusa the men whom they wished to promote to the Imperial Service.

68103. (Mr. Madge.) In his opinion there was no reason why a training in chemistry should not be given in India side by side with a training in agriculture. The objection to having an Imperial head for the whole of the country he understood was that he would be unable to keep in the closest possible touch with local conditions. He did not think any advantage was gained by sending Indians to England to study. Facilities should be

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offered in India for giving a scientific and practical training equal to that given in England.

68104. (Mr. Sly.) It was not an absolute necessity, but it was a distinct advantage for a chemist or botanist or mycologist to have a bent for agricultural work. On the assumption that the best chemist was at Pusa, he would send a specialist in chemistry there for one year's training in preference to training him in the Province to which he was to be attached, but it was difficult to lay down any hard and fast rule. He was not in favour of a scheme whereby a certain proportion of specialists, instead of being recruited for the Imperial Service in India, should be engaged for short terms at special rates of salary for the investigation of particular problems in India. He thought if Government desired a man to do his best work in India, it should attract him to an Indian career. It would not be well for the country for a man to come out merely to make as much scientific reputation and money as he could, and then clear out. He did not think there would be any objection to having an efficiency bar, say, at Rs. 1,000 or even at Rs. 1,200, provided that some provision was made to ensure that an officer's case was fully considered by the higher authority. To leave the matter to the caprice of any one person acting without consultation, he thought, would be very much resented. If such a scheme were adopted, Local Governments should be compelled to call in the advice of the Agricultural Adviser.

68105. He thought the scheme for a leave reserve suggested in the written statement was a good way of providing such leave with a minimum of expenditure. It was not an ideal scheme; it was a "halfway house." The ideal system seemed to be far beyond the reach of public funds. He thought a separate leave reserve was required for every particular branch of the Department. The unanimous opinion of the Imperial Officers of the United Provinces was that the strength of the Imperial Service must be increased. Assuming funds, and the present rate of expansion of the Department, there should be room for an addition of twelve officers to the Imperial cadre, half of whom should be Indians. The present number was six. That would simplify leave arrangements considerably.

68106. The unanimous opinion of the Department was that the Directorship should be held by a member of the Department, the particular reason being that it was difficult for a civilian to keep thoroughly in touch with the scientific work of the Department, because he had, as a general rule, no knowledge of science, and could not differentiate between good and bad work. A civilian who had taken honours in science supplemented by an agricultural course, and possessed the same qualifications as were laid down in the rules for recruitment to the Imperial Service might, however, be suitable for the post. Witness added that personally he had not met such. He thought educated Indian agriculturists could be found in the United Provinces suitable for recruitment to the Imperial Service, but he was speaking without experience, because the agricultural college in the United Provinces had been entirely wrongly organised, and was now only beginning where the other Provinces began seven years ago. Very careful selection was required for the Provincial Agricultural Service. He thought the prospects held out by his scheme of three years' service in the Lower Provincial Service and five years in the Higher Provincial Service, with subsequent training and promotion to the Imperial Service, would attract a large number of educated Indians, even although other Provincial Services held out much better prospects and paid a higher initial salary. He thought a sufficient number would be attracted to the Higher Provincial Service, from which he hoped a very good proportion of the Imperial officers would be obtained in the future. He did not think an initial salary of Rs. 125 was too low. He thought the number recruited from the Provincial to the Imperial Service would be a con-

siderable percentage, if it was borne in mind that the Provincial Agricultural Service would always be a small body compared with other Provincial Services.

68107. The course he contemplated for his proposed central Indian college for Provincial officers would be on similar lines to the diploma course in Agriculture at Cambridge. It would be a post-graduate course, partaking of the nature of study leave. It was true that a post-graduate course at Pusa had been tried, and generally condemned as a failure, but he did not think the causes of the failure had been properly enquired into. One of the chief causes was that the courses of instruction were not suitably arranged, and another that the Provinces were not compelled to send selected candidates for the Imperial Service, as should be the case. He considered the course of instruction given at Cawnpore could easily be made equal to that given in the Agricultural Department of the University of Cambridge, and that the work done in the chemical section compared with any bio-chemical work which was being done in any part of Europe. The scientific atmosphere at Cambridge and in England generally was a thing of recent origin, and he did not see why it should not be created in India. He thought every effort should be made to do so.

68108. (Mr. Golchale.) The ideal system would be a first-rate agricultural college in each Province, but until sufficient funds were available for that purpose, he thought one central college should be formed, and Pusa might be so reorganised as to serve for the purpose. The difficulty arising out of different conditions in different provinces could be overcome by the Pusa officers touring in the country, and thus acquiring acquaintance with various local conditions. He did not think if Pusa was utilised in the way he suggested there would be any taint of inferiority in the education. The whole essence of his scheme was that the education given at the central college should not bear the taint of inferiority. If it did, then his scheme at once failed. He did not think it would be possible for India to supply her own needs in agricultural science for many years. He could give no definite reason why he suggested there should not be more than 50 per cent. of Indians in the Imperial Service, except that he considered scientific qualifications were not at present highly developed in Indians, and it would take a large number of years to develop them. Many English agricultural officers were showing distinct scientific aptitude in special Departments in India. Many of them were doing a large volume of original work which would bear comparison with the best work that was being done in any part of the world.

68109. (Mr. Burt.) Beyond supplying the fullest details of the qualifications required, he did not think the Indian Government should have any voice in the selection of candidates.

68110. It was a fact that the present scale of pay had always been held out as a purely temporary measure, and that every officer on joining had received more or less definite assurances that it was not intended to be the maximum. He, personally, had been told that unofficially. Want of definite prospects above Rs. 1,000 per month had already caused one or two men to leave the service just when they were becoming useful officers.

68111. As far as his personal knowledge went, the Agricultural and Civil Veterinary Departments were at present the only Departments in the United Provinces with a Civilian at the head, except the Judicial, Excise and Revenue Departments, which were purely administrative. In every other country in the world the Agricultural Department had a specialist in charge. With regard to the argument as to the extreme variety of the work in the Agricultural Department he pointed out that the same conditions prevailed in the Forestry Department, which had a specialist at the head, so that this objection to appointing a member of the Indian Agricultural Service to the

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post of Director disappeared altogether. He thought that Mr. Mackenna's statement that the Director formed the link between the expert and the cultivator was not correct. From his own experience he should say that the Deputy Director was the connecting link. One point in favour of having a central college was that it was desirable that a man, after working in a Province for several years under certain men, who were working along certain lines, should have the advantage of a further course of training, and of doing research work under men working in another school of thought and along different lines. This fresh experience could be better acquired in a central college than in the Provincial colleges.

68112. (Sir Valentine Chirol.) He thought it was only a temporary advantage to the Service to have

(The witness withdrew.)

LALA MADAN MOHAN LAL, Assistant Professor of Entomology, Punjab Agricultural College, Lyallpur.

Written Statement* containing the views of the members of the Provincial Agricultural Service, Punjab.

PREAMBLE.

68114. Before giving our evidence under the nine heads mentioned in the Press Communique of the Government, Punjab, dated 3rd March, 1913, we wish to explain that our aims regarding agricultural service in India are (a) efficiency of management; (b) efficiency of training, so that the Department of Agriculture may find men in its own ranks to fill up the highest posts; and (c) popular agricultural development in the light of modern scientific discoveries, so that India may occupy an honoured place among the advanced agricultural countries of the world.

Efficient management may be obtained by employing imported scientists, but it is also attainable under qualified Indian scientists. Efficiency of training and popular agricultural development, however, will not be brought about, unless:—

(1) The best Indian intellect is attracted towards agriculture. The term "Indian" applies to all statutory natives of India;

(2) The men of substance find it worth while spending large sums of money in giving their boys specialised scientific training. Adequate scientific training not being obtainable in India, Indian parents sending their boys to foreign countries incur greater expenses for the same training which European boys can get more cheaply in their own countries.

It should be recognised:—

(1) That no lucrative agricultural career is open to the Indian youth; and

(2) That the majority of Indian landowners educate their boys not for managing their own lands, which may sometimes not be considered extensive enough for a man to devote himself entirely to them, but usually the profits derived from them under the management of an agent are regarded as sufficient. They educate them instead for entering into some department of public service, in which alone they find "Izzat." We find no reasons to hope that any number of foreign scientists will ever bring about the desired result, viz., the agricultural development of India on an extensive scale. They may carry on experiments, and may establish valuable data, or solve some problems of economic interest, but this will be a far short of the progress of the Indian people as a nation. We therefore think (a) that side by side with the employment of foreign scientists, which

its interest and claims represented by a man who did not actually belong to the Department. A reasonable Government ought soon to learn the value of an expert opinion. As things were at present, he should say that nobody's views would be received so well as a Civilian's, and it was useful to have a Civil Servant at the head of the Department as a temporary measure until this changed.

68113. (Chairman.) Witness considered that Mr. Mackenna's scheme for placing all the kindred branches of work concerned with the rural development of the country under the control of a Rural Commissioner was quite practicable, but he would prefer that the officer in charge of all these branches should also be a Secretary to Government.

must more or less continue at present, steps should be taken to induce the development of Indian scientists in large numbers; (b) that under the present circumstances this development will not be induced unless Indian intellect and money are attracted towards agriculture; (c) that this attraction can only be exerted by Government's ensuring that Indian agricultural scientists in Government employment will have a career about as lucrative as that in any other department of public service; and (d) that the best way of doing this would be to have a general Agricultural Service in India, not divided into Imperial and Provincial, so that Indians of merit and character will have the incentive of expecting to rise to the highest post in the Service. This, as we will explain later on, would present no administrative difficulties.

On all these considerations the basis of our evidence therefore is:—

(1) That the present division of the Agricultural Service into Imperial and Provincial is harmful to Indian development, and should be abolished; a purely scientific Department such as that of Agriculture does not possess administrative needs in favour of such a distinction;

(2) That other measures may be taken to promote the growth of Indian scientists; and

(3) That gradually as these measures succeed the importation of foreign scientists into India should be checked, and ultimately stopped. If a special case should afterwards arise, when it may be advisable to import a foreign scientist, it can be treated specially.

68115. (I) **Methods of Recruitment.**—Before dealing with the method of recruitment, we wish to say a few words about the recruiting ground.

The Recruiting Ground.—There is at present no adequate recruiting ground, i.e., specialists are not available in sufficient numbers in India for agricultural service to start independent work immediately. Even many of the imported scientists are no better in this respect and need just as much training as an intelligent Indian would before they are fit for an independent charge. The aim, therefore, should be that India may become exclusively the recruiting ground for all agricultural appointments, exceptions occurring only when importation may be specially desirable. A proper recruiting ground for the agricultural service should have adequate provisions for general education as well as for specialised training. The Indian recruiting ground, therefore, should be:—

(1) The lower grades of service in the Agricultural Department, which should be so systematised that men in the lower ranks will have opportunities to make themselves fit and show their fitness for higher posts;

(2) Men outside the Department, consisting of Indian scientists of merit and character, who will have got their training at their own expense and

* This statement was signed by the following officers: Messrs. Kharak Singh (Assistant Professor of Agriculture), Messrs. R. Gopal (Assistant Professor of Economic Botany), Jagat Singh (Assistant Professor of Chemistry), Madan Mohan Lal (Assistant Professor of Entomology), all of the Punjab Agricultural College, Lyallpur; and by Jagat Singh, for Agricultural College, Lyallpur; and by Jagat Singh, for M. Fatteh-ud-Din (Assistant Director of Agriculture, Punjab).

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responsibilities. We will speak about the lower grades of Agricultural Service under head II., but concerning the provision for scientific training of Indians in India, we would suggest (a) that each Indian University should have a Faculty of Agriculture, and every Agricultural College should be affiliated to some such University; (b) that the only degree in Agriculture which these Universities may award to successful students should be that of Bachelor of Agriculture (B.Ag.), so that post-graduate work may not come to be regarded as preparatory for a higher degree examination, but may remain to be judged by the quality of the work done; and (c) that the Faculty of Agriculture should have its own matriculation examination, so that on students attaining the middle school standard of education their parents may have to choose the future line of training for them. Thus Indian boys will start specialised training fairly early, which would surely produce a better average agricultural graduate than if the choice is made at a comparatively later stage.

Method of recruitment.—No competitive examination can be instituted for Agricultural Service, which needs specialists in different sciences, and selection must remain the only feasible method of recruitment. It is a general principle that the number and quality of prizes being adequate, the wider the field for selection, the keener will be the competition, for every one will try to do the very best one can so as to excel among many. Such a keen competition tends to produce a better average candidate, and we would recommend—

(1) That selections for all posts carrying a maximum salary higher than Rs. 250 per mensem, whether they be promotions from lower grades of service or direct appointments, should be made for the whole of India by a Selection Committee, which should be composed of—The Agricultural Advisor to the Government of India (President), the Directors of Agriculture of Provinces and the Principals of Agricultural Colleges (members). The selected candidates may be usually appointed to their own respective Provinces, but there should be nothing to prevent their being sent to another Province.

(2) That selections for all posts, the maximum salary for which does not exceed Rs. 250 per mensem, may be made by each Director of Agriculture for his own Province, on the recommendation of a Deputy Director of Agriculture or Principal of an Agricultural College, according as the post may be under one or the other of these officers. These men will remain in their own Provinces until they happen to be selected for a post carrying a higher maximum salary than Rs. 250 per mensem, when they may, if necessary, be sent to another Province.

(3) That for the recruitment to the posts at present held by the Indian Agricultural Service men who are recruited abroad, a method should be introduced by which Indian youths may be selected as probationers and sent abroad for two or three years to work in the most up-to-date laboratories under eminent scientists, on the understanding that if they should work there satisfactorily they will be retained to serve another year of probation in India, which, if satisfactorily completed would entitle them to be made permanent. Our subsequent recommendations regard-

ing allowances to these men will show that this experiment will cost only about as much as importing European young men on Rs. 400–30–460 per mensem on three years' probation, but will give a strong impetus to the development of India. We believe that while this method will not be an extravagant one, it will have far-reaching effects in inducing Indians (who can afford the expenses to go abroad on their own account and become specialists, which they cannot do inside India), so that they may be available for selections when opportunities arise. They will have got into scientific work sufficiently, however, not to give it up, if they do not get Government appointments, and they will certainly do their best to find scientific work elsewhere. As the above advocated method of recruiting Indians may succeed, the recruitment from abroad of young European graduates should be curtailed and ultimately stopped. In time (say, in 20 or 30 years) even such recruitment of Indians involving their being sent abroad on probation, would stop altogether. The impetus for scientific learning will have been given, and fully qualified Indians who will have gone abroad and widened their knowledge at their own expense and responsibility will be available for recruitment under the usual rules concerning probation.

68116. (II) Systems of Training and Probation.

Under this head we would recommend—

(1) That where a man is promoted from a lower to a higher grade of Service, it should be understood that he has had the requisite training for the higher post; and he should not be required to serve another period of probation. He should also receive the salary of the permanent grade from the date of his appointment to the higher post.

(2) That in cases of direct appointments the system of training and the period of probation should vary according to the grade of the post, viz.—Concerning the Indian graduates directly recruited as experts to spend part of their probation period abroad, their training would consist of work in Western laboratories under eminent scientists for a period of two or three years, as the case may be, and in India for a period of one year. The probation period should in these cases be calculated to begin from the time the recruit leaves his home, and on his being made permanent it should count towards furlough and pension. Concerning direct recruits to other posts, a probation period of two years, as at present, which counts towards leave and pension (if the appointment is made a permanent one) is satisfactory.

68117. (III) Conditions of Service.—The conditions of the Agricultural Service should be such that the best Indian intellect will labour for it, and after entering remain therein. Also they should be such that men of means will spend freely in giving their boys the best agricultural training which cannot be obtained without very considerable expense, inasmuch as the aspirants will have to go abroad. The present conditions of the Provincial Agricultural Service men compare very unfavourably with those of other Services, for instance, the Provincial Civil Service, as the following table will show—

Service.	Starting salary per mensem.	Maximum per mensem.	Average number of years taken for reaching the maximum.	Average number of years for reaching the grade of Rs. 400 per mensem.
Provincial Civil Service (Extra Assistant Commissioners, Sub-Judges, Extra Judicial Assistant Commissioners)	Rs. 250	Rs. 800	20 years	4–7 years.
Provincial Agricultural Service (Assistant Professors and Assistant Directors)	150	400	—	20 years for Assistant Professors, 25 years for Assistant Directors.

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The data for the Provincial Civil Service has been obtained from the quarterly Civil List of the Punjab, volume CLX-IL, corrected up to 1st January, 1913.

In the Provincial Education Service of the Punjab which was organised in the seventies or eighties the starting salary for Assistant Professors was fixed at Rs. 200 per mensem, but for the Provincial Agricultural Service, organised within the last ten years, it was brought down to Rs. 150 per mensem, while the standard and cost of living has greatly increased since that time.

Inside the Department the responsibilities and duties of Officers of the Provincial Agricultural Service are such as to place them high above the subordinate men in the Service; but their position in other matters (e.g., the distinct mark of inferiority attached to the Provincial Agricultural Service, resulting in the absence of friendly intercourse between the Provincial Agricultural Service and Indian Agricultural Service men; their being in some cases assigned such limits, by their immediate Officers as make them (the Provincial Agricultural Service men) look small and reduce them to all appearances to the level of subordinate non-gazetted assistants, some of whom may be only 3rd class Officers drawing less than Rs. 100 per mensem salary; and their being 2nd class officers (even as some subordinate assistants) their position in other matters, we say, is of such inferiority, that they feel themselves in an uncomfortable situation. The Provincial Agricultural Service men in the College are also without a proper number of assistants due to the under-manning of the Department, so that they are seriously handicapped in attending to research as much as they desire, and which it is very important that they should do.

The Provincial Agricultural Service men, when they were made gazetted Officers, were like the Officers of the Provincial Educational Service, put in the Provincial Government's list, but sometime ago they were transferred to the Financial Commissioner's list, in which their names appear together with those of the Tahsildars. This has affected the status of the Provincial Agricultural Service adversely.

The conditions of salary are such that those who are married cannot afford to give their children even the same standard of education which they themselves have attained.

Their conditions of leave are so rigid that they can get no proper recuperation of their energies, so necessary if one is engaged in teaching which may extend through one's lifetime. It is down on paper (see Director of Agriculture Punjab's letter No. 2904, dated 15th September, 1910), that the Provincial Agricultural Service men are eligible for the experts' posts, but their opportunities to improve themselves under the present conditions are practically nil. We are suggesting proper improvements under the respective heads of Salary and Leave.

The need for larger salaries is felt in the various Departments of public service owing to—

(1) increased cost of living due to (a) dearth of food; Rs. 2 with difficulty go as far as one rupee did some years ago; (b) a general rise in the standard of living; and (c) a rise in servants' wages. Servants who could be engaged on Rs. 4 per mensem with food are now obtained at Rs. 10 per mensem, with food and clothing.

(2) increased expenses of travelling, the railway fares, too, have recently been increased by 50 per cent.

(3) higher expenses of educating one's children. A student's expenses in an Indian College now average Rs. 45 per mensem, whereas some years ago Rs. 20 or Rs. 25 per mensem was enough.

For men busy with scientific work, this need for increased incomes is rendered still greater by—

(4) scientific hobbies being expensive;

(5) need to go abroad occasionally to widen one's own knowledge and get into line with the latest researches. This need is felt by all scientists, in-

cluding the Indian Agriculture Service men now imported into India;

(6) the fact that the scientific education of their children, combined with post-graduate work and special training, which for higher posts cannot at present be obtained in India and necessitates going abroad, would be much more costly than any other education in the Arts Colleges of India, and costlier than the same scientific education of European children, who have not to go far, and are in many ways helped to obtain their training on comparatively easier terms.

It is only proper to expect that scientists will try to give their children the best scientific education they can afford. In fact, on that hope would rest the future scientific development of India, for if those who would be knowing science intimately may not be inclined to let their boys follow the footsteps of their fathers who else would? In time India will be able to train most of her scientists at home. We would therefore recommend—

(1) that the prospects of the Agricultural department as a whole should be improved;

(2) that there should be no division into Imperial and Provincial Agricultural services, so that differences will consist in the kind of work and scale of pay without the attachment of an indelible mark of inferiority to one grade of service. The abolition of this division would result in greater harmony throughout the service and its single-hearted devotion to one common good—the agricultural development of India;

(3) that the department should from top to bottom be open to Indians, so that the expectation of rising to the highest post in the service would be strong in the hearts of men serving in the lower ranks of the department, and will be an incentive for greater exertions both to them and to students preparing themselves as specialists. There can be no question of listed appointments in the agricultural service, as no administrative needs exist herein (as they do in the Civil Service) rendering a minimum of British officers necessary;

(4) that the different grades in the Agricultural Service should so approach each other that in no case a change from a lower grade into a higher one should appear to be a revolutionary one;

(5) that the present Assistant Professors and Assistant Directors should be made first class officers with an increased starting salary, rising by annual increments to within the first class limits (i.e., above Rs. 500 per mensem). We have suggested a scheme under head IV., and there should be at least one Professor or Assistant Director, first grade, according to that scale for each province;

(6) that rules concerning leave and leave allowances may be so modified as to enable the men to go abroad occasionally on their own responsibility and expense in order to fit themselves for better work. These special rules may be rendered applicable to Indians only when the applicants desire to actually go out of the country;

(7) that there should be no difference in the pay and prospects of Indians and Europeans in the Agricultural Service. We have already shown that the needs of Indian scientists in several important respects (e.g., the scientific education of their children) are higher than those of their European brethren;

(8) that the present posts of Assistant Professors should be styled Professorships. Similar posts in all the private colleges and in some Government institutions are styled Professorships;

(9) that the present "Teaching and Research Assistants" should be styled "Assistant Lecturers and Demonstrators," and one should be attached to each Professor (now styled Assistant Professors);

(10) that men should get up to the maximum of their respective grades, automatically, by annual increments;

(11) that promotions should be on merit and not on mere seniority;

(12) that it may not be essential for a man to wait until he should obtain the maximum of his grade before being appointed to a higher grade.

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Thus really capable men will be able to rise quickly, and at no time will there result a block in promotions either for the exceptionally clever or for the average man.

For lower grades than those of the present Assistant Professors and Assistant Directors we would recommend—

(1) that men who have drawn a salary of Rs. 150 per mensem in the general agriculture line for three years be eligible for Tahsildarships;

(2) that men who have drawn a salary of Rs. 250 in the general agriculture line for five years may be eligible for Extra Assistant Commissionerships. We believe that these men, on account of their intimate knowledge of the agriculture of the province, would make good revenue officers. This will also be a harmless additional attraction for Indians to turn towards agriculture.

68118. (IV) **Conditions of Salary.**—We have already shown that the conditions of salary of the present Provincial Agricultural Service compare

Grade.	Scale of pay.	Time taken to reach maximum salary of scale.	Permanent grade or probationary period.	Recruitment.
IV.	Rs. 250—20—270	Years. 1	2 years probationary	Direct.
III.	275—25—600	13	Permanent	From other lower grades of permanent service by selection on merit and from grade IV.
II.	600—50—800	4	Ditto	From grade III. by selection on merit.
I.	800—100—1000	2	Ditto	From grade II. by selection on merit.

This scheme presents the following advantages:—
(i) Probationers would be only 2nd class officers during the two years' period of their probation.

(ii) When made permanent they will be 1st class officers, and will therefore be able to mix more freely with officers still higher in rank. Thus there will be closer friendly relations between the two classes, which will be a decided advantage. On the other hand, they will not be far removed from the officers below them, for in the majority of cases they will have been recruited from among them, and in cases of direct appointment to Professorships and Assistant Directorships, the men will have served as 2nd class officers during their two years of probation.

(iii) Apart from the higher salaries, the travelling allowances of College Professors will be negligible. The cases of the present Assistant Professor of Entomology and the Assistant Director of Agriculture, however, who have to do considerable touring, will be different. But they already deserve to

very unfavourably with those of the Provincial Civil Service, for instance. It is essential, however, that the best Indian youths should come forward to join and remain in the Agricultural service. We also explained why there should be no differentiation in the pay and prospects of Indians and Europeans employed in the department. Our recommendations concerning conditions of salary fall under three heads—

(1) For the present Provincial Agricultural Service men;

(2) for the Indians to be directly recruited as experts according to the method recommended in suggestion (No. 3) under method of recruitment;

(3) for the Agricultural Service, as a whole, incorporating the above two.

(1) For the present Provincial Agricultural Service men, to be styled Professors and Assistant Directors as already recommended, we would suggest that their posts be divided into four grades as under:—

be given 1st class travelling allowances on the same considerations as hold good for Superintendents of Post Offices and for Sub-Divisional Officers who, no matter what their salaries may be, draw 1st class travelling allowances.

(2) As for the Indians to be directly recruited as experts, who should serve part of their probationary period abroad under training, as already recommended, we would suggest the following conditions of salary:—

Rupees 250 per mensem plus travelling expenses (2nd class steamer and rail) and all tuition fees during the whole period of their absence from India.

Rupees 400 per mensem during their one year's probation in India.

Rupees 500 in the grade of Rupees 500—50—1,000, on being appointed permanent.

(3) Incorporating the above suggestions we would recommend the following scheme for the whole of the department:—

—	Grade.	Permanent or probationary.	Scale.	Time taken to rise to maximum salary of scale.
Demonstrators or Assistants in Colleges and Agricultural Assistants	III.	Probationary, two years	Rs. 60—5—65	Years. 1
Do.	II.	Permanent	75—5—100	5
Do.	I.	Do.	105—9—120	5
"Assistant Lecturers and Demonstrators" or Sub-Assistant Directors	II.	Probationary, two years	150—5—155	1
Do.	I.	Permanent	160—10—250	9
Professors and Assistant Directors	IV.	Probationary, two years	250—20—270	1
Do.	III.	Permanent	275—25—600	13
Do.	II.	Do.	600—50—800	4
Do.	I.	Do.	800—100—1,000	2
Experts	IV.	(a) European probationary in India for three years	400—30—460	2
		(b) Indian probationary abroad	Rupees 250 per mensem and travelling expenses and tuition fees	Pay fixed for two or three years as the case may be.
		(c) Indian probationer on return to India for one year	Rs. 400	
Experts	III.	Permanent	500—50—1,000	10
Do.	II.	Do.	1,000—100—1,500	5
Do.	I.	Do.	1,500—100—2,000	5

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The Imperial experts at Pusa may be in any of the three permanent grades given for experts. The Directors of Agriculture of Provinces and the Agricultural Advisor to the Government of India, however, should be appointed from among the experts, 1st grade, and given such acting allowances as may be considered to be sufficient in the respective cases.

It will be seen from the suggested scheme that direct appointments may be made to four grades carrying starting salaries of Rupees 60, Rupees 150, Rupees 250, and Rupees 400 per mensem, respectively, so that there will be sufficient latitude for dealing with all grades of intellect when Indians will have specialised themselves in India or abroad on their own expense, and will want to get into Service.

Professors and Assistant Directors of the 3rd grade, viz., those in the grade of Rupees 275—25—600 should be eligible for experts grade III. (Rupees 500—50—1,000), and Professors and Assistant Directors of the 2nd and 1st grades should be eligible for experts grade II. (Rupees 1,000—100—1,500).

68119. (V) **Conditions of Leave.**—We have already spoken about the importance of going abroad for all scientists. The need is realised by the Indian Agricultural Service men concerning themselves. Much more do Indians stand in need of the same, for simply their living in India will never make them scientists. The conditions of leave under the Civil Service Regulations for the Provincial Services in all departments of public service are not so lenient as for the Imperial Services on the basis, we suppose, that Indians who through the provincial services have not to go so far to their homes as the Europeans, who practically monopolise the Imperial ranks. That basis is a reasonable one so far as it goes, for a good many departments of public service, but for scientists, whether they be Indians or Europeans, their needs, as we have already shown, are practically the same, with the balance slightly in favour of Indians, if it leans at all. Indians will be going away from their homes into foreign lands, and their expenses on such trips may in many cases be even more than those of people returning to their homes.

We are therefore of opinion—

(1) That the Civil Service Regulations concerning leave, study leave, and furlough now current and as they be modified in future for the Imperial Services, should be applicable to all officers of the Agricultural Service, the maximum salary of whose grades may be at least Rupees 400 per mensem. A reservation may be made that advantage may be taken of those rules only when the applicants are to actually go out of India. In other cases the rules made for Indians in the Provincial Services should apply;

(2) that for all men drawing less than Rupees 500 per mensem the minimum leave allowance should be Rupees 250 per mensem when they go out of India;

(3) that experts, whether Indians or Europeans, should be treated equally for leave and in all other respects. Concerning officers employed in colleges we would submit that the duties connected with teaching are very exacting, so that they stand in special need of recuperating themselves when vacations begin. The European experts go away to the hills, when summer comes, and are all right, but the Indian members of the staff are not allowed to leave the place, where they have been labouring so that they might also get refreshed by a change of surroundings. We do not find it necessary in the interest of work, nor do we regard it of any ultimate advantage that the Indian members of the staff should be compelled to stay in the College throughout the vacations. If any special work requires their presence they would always be found willing to stay, and it will be their own interest that they should spend their vacations so well that it will help them towards their fitness for better employment. We would, therefore, recommend that the same rules should apply as regards vacations in the Agricultural Colleges as are current for the Educational Service in Arts

Colleges, viz.:—(i) that college vacations should be allowed on full pay; (ii) that privilege leave, if necessary, may be taken at other times on half pay. It is, however, only occasionally that officers in the Educational Service take any privilege leave besides enjoying the vacations; and (iii) that college vacations may not be combined with privilege leave, on half pay, except in exceptional cases.

68120. (VI) **Conditions of Pension.**—Considering that the average age in India as compared to that in the British Isles is very low, and that Indians age comparatively early so that many of them do not live to draw any pension at all, and many of those who fortunately see that day are not able to enjoy their pensions for any considerable length of time; we would suggest:—

(1) that Indians may be allowed to retire on pension at the age of 50 on medical certificate, and at 55 without medical certificate;

(2) that a service of 20 years with medical certificate, and of 25 years without medical certificate should entitle Indians to a pension amounting to half the average salary for the last three years.

In accordance with suggestions made under other heads we would recommend—

(1) that the period spent by Indian Agricultural Officers abroad under the rules usually applied to the Imperial Services should count towards pension;

(2) that the period of probation spent abroad by Indian graduates recruited directly for experts' posts should count towards pension.

68121. (VII) **Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of Services in Imperial and Provincial.**—Non-Europeans are at present practically excluded from the Imperial Agricultural Service. The reason for this exclusion does not appear to be a difference in educational qualifications, for there have been Indians who have had similar European qualifications to those of many of the European graduates appointed to the Imperial Agricultural Service, but they have been excluded from the Imperial rank just as much as those possessing only Indian qualifications. We believe that the division of Services into Imperial (recruited from abroad) and Provincial (recruited within India) with a distinctive mark of inferiority attached to the latter, naturally creates the impression in people's minds that the Imperial Service is meant exclusively for Europeans and the Provincial Service for Indians. The distinction, coupled with the fact that higher officials soon get so accustomed to meeting only Europeans in the Imperial grades, that the suggestion of any change in that respect gives them an unpleasant start. We believe that officials in the highest places who can and do take a statesmanlike view of things are free from such prejudice, but it does exist in the lower ranks, and the attitude of responsible recommending officials is often able to neutralise the good intentions which may exist in higher quarters.

Another limitation which exists in the employment of Indians for higher appointments is that in many cases they are denied those posts on the excuse of their being too young, while men considerably younger and with less experience are continually imported for those very posts from abroad. It has become a general rule that before an Indian should be appointed to a post in the Imperial grade he must get pretty nearly old. It seems to us that at the back of it all is the fear that if an Indian is appointed to a higher post while he is in the vigour of his manhood, he may become a very senior officer before the time of his retirement should approach. There can be nothing else against it except that some junior European officers may feel it as an unpleasant situation.

The working of the existing system of division of services into Imperial and Provincial is not satisfactory as a system. It brands one service as inferior, rendering it of a very low status and leading many men in the Imperial Service to treat the Provincial Service men with insufficient consideration. Exceptions do occur in this respect, but they

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only prove the rule. There is thus no friendly intercourse between the two services, and a common *esprit de corps* is not created.

We believe that the abolition of the distinction into Imperial and Provincial Agricultural Services, and the having of one general Agricultural Service for India which would include posts in various grades of salary, as already suggested, would meet the difficulty, and ensure the service being such a contented one that not only will it reflect itself in an evident popularisation of the department, but a decided start of the Indian people in the path of agricultural progress will soon become manifest.

68122. (VIII) Relations of the Service with the Indian Civil Service and other Services.—We have submitted that in our opinion men employed in the general agriculture line would make useful Revenue Officers. We have suggested that from among these men (i) officers who have been drawing a monthly salary of Rs. 150 (the maximum of their scale of pay) for three years, should be eligible for Tahsildarship; (ii) officers who have been drawing Rs. 250 per mensem salary (which may be the maximum of their scale of pay) for five

years should be eligible of Extra Assistant Commissionership.

68123. (IX) Any other points within the terms of reference to the Royal Commission not covered by the preceding heads.—Lately Government has issued a rule that those serving in the Civil Departments of service as opposed to the military, will in future not be awarded any agricultural land on their retirement from service, as was done previously. We believe that in many cases it will be a good thing for agricultural officers to be given agricultural land on their retirement, to which they may continue to devote their attention in their old age. In many cases their boys too will be found to have interested themselves in agriculture, so that the awarded land will usually remain in good hands. In our opinion, therefore, it would be well if Government would make that rule inapplicable to the Agricultural Service. It will also be a desirable thing, in our opinion, if men employed in the Agricultural Service are treated as "agriculturists" under the Punjab Land Alienation Act, so long as they continue in, or retire on pension, from that service.

LALA MADAN MOHAN LAL called and examined.

68124. (Chairman.) Witness was an Assistant Professor of Entomology and also did research work. He had only been in the Service about two years. He had spent one year at Pusa. He had not been to Europe, but obtained his specialised training in Entomology at Pusa.

68125. He would like to see India made the exclusive recruiting ground for the Agricultural Service. He did not suggest any immediate reduction of European Scientists, but only gradually as the measures for promoting the growth of Indian Scientists succeed. A great deal must be done to give further facilities than at present existed for that advanced teaching which was necessary to qualify an Indian for higher posts of independent original work in the Agricultural Department. He must be sent abroad for a couple of years to receive a scientific training as soon as he showed any special capacity for scientific work. At present the Agricultural Service was not popular among Indians, owing to the lack of prospects. Other departments of public service offered better lucrative careers for Indian youths. He agreed with the view that in selecting Indians for primarily practical agricultural posts, e.g., Deputy and Assistant Directorships and Professorships and Assistant Professorships of Agriculture, preference should be given to those who had lived on the land and to those who have gained by education an intimate knowledge of the land. But no very close association with land is essential for specialised sciences such as Entomology or Mycology. He thought most of the sons of land-owners received a good type of education at the Indian universities, but they did not do so with a view of entering the Agricultural Department. Given the opportunity and a fair field and open prospects, he thought they would turn their minds in that direction. He had derived full benefit from the year he had spent at Pusa. He did not think it would have benefited him to stay there longer. In his opinion, the man who had received his general agricultural education in India, or had passed through a regular university course in science and then had undergone a post-graduate course at Pusa and in England, would become the best officer for the Service. Thus at present two methods of recruiting Indians in the Imperial Service are available in India:—

(i) Education at the Agricultural College plus Pusa training for directly agricultural posts.

(ii) Education at the universities plus post-graduate work at Pusa, for posts in specialised subjects as Entomology, Mycology, Chemistry, etc.

68126. In both cases European training should be given. With regard to the proposal that Pusa should be made into a central training institution and facilities should not be given to Indian youths

for going abroad for scientific studies, he did not think there was in India the same scientific atmosphere as there was in European and American countries, and men got wider views by going abroad. In the interests of proper scientific development in India, Indians should be encouraged to go abroad as often as possible. There was no professor of Entomology in his college, so that he was carrying out the whole work of the Province in the Entomological branch. In other branches where there were professors, the assistant professors had to do most of the teaching work. They did about three or four hours' lecturing every day, with the result that there was practically no time left for research. Practically, the professors were doing the research work and the assistants were doing the teaching.

68127. With regard to the suggested scale of salaries proposed in his written statement, his idea was that the Provincial Agricultural Service men who are gazetted officers should rise automatically to Rs. 600. At present they go up to Rs. 400 only and remain second-class officers. They should be made first-class officers; it would improve their status, which is very desirable, as some of them, e.g., the Assistant Directors of Agriculture and the Assistant Professor of Entomology daily come in contact with the District Officers all over the Province.

68128. Beyond Rs. 600 rise to second and first grade should be on ability. Only men who show special capacity would get to them.

68129. He recommended that pension should be payable to officers after 25 years' service because the work of the Department was so exacting, and Indians in India became comparatively old at an early age. Most Indians died before they had enjoyed their pensions many years. He believed the average age of recruitment to the Provincial Service at the present time was 24 to 25, so that the average age for a Provincial Officer on retirement was about 55. A comparatively small proportion of Indians survived that age.

68130. He desired to see the amalgamation of the Imperial and Provincial Services into one general Agricultural Service for India, which should be divided into four grades, carrying starting salaries of Rs. 60, Rs. 150, Rs. 250, and Rs. 400 per mensem, respectively. Recruitment into each of those grades would be from the next lower class, as well as by direct entry. The double entry would be a distinct gain, as it gives latitude for dealing with all grades of intellect. The scheme involved a considerable upheaval of the present system. But it would overcome all practical difficulties of the amalgamation of the Imperial and Provincial Services. An imported European would always begin in the highest grade

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—the grade of experts—hence under the scheme he was recommending the amalgamation of the two services would not adversely affect his status. And an Indian who comes in the Provincial Service now would begin in the humble grade of Rs. 250 and he would go into the higher grades only when he earns it by hard meritorious work. And this gradation of the Service would improve the status of Indians. The idea was that the Indian element in the higher Agricultural Service must be strengthened. And there should be no such invidious distinction between the Europeans and Indians in the service, as the division of the Service into Imperial and Provincial necessarily creates. Agriculture was a domestic industry, and if Indians were available, they should be given an opportunity of service. The present grades of pay for the Indians in the Service were very low and did not attract a suitable class of man to stick to the Service. He comes to the Department for a short period to gain experience. If the prospects were made better, if there was no division of the Service into Provincial and Imperial, and if there was no invidious distinction between men in the same grade, Indians of higher education would be attracted to the Department and stick to it. He admitted that those objects could be in part at any rate attained without such a complete reconstruction as he suggested. The chief thing was to encourage scientific training along with agricultural studies amongst Indian youths and the abolition of distinction into Imperial and Provincial Services, so that Indians could expect to rise to higher posts, and in the opinion of the members of the Provincial Service the scheme they have suggested regarding posts in various grades of salary will give about the best and most practical solution of the problem.

68131. (Mr. Gokhale.) The reason why Mr. Gopal had not attended before the Committee was because he had left the Service for another appointment in Kashmir. Mr. Gopal had been in the Agricultural Provincial Service, and his qualifications were excellent. He was an M.A. of the Punjab University and an M.R.A.C. and N.D.O., etc., of England. He had left the Department because the prospects were not good enough for him. His grade here was Rs. 250—Rs. 400, yearly increment Rs. 12-8. His salary in Kashmir started at Rs. 400, rising to Rs. 800. Witness, himself, before he joined the Department, took a Bachelor of Science Degree in the Punjab Institute, getting into the second class. He was then deputed by the Government to undergo a course of training at Pusa while he was holding the post of Assistant Professor. All the research work in the Department was performed by himself, in addition to which he had to do five hours' teaching work a week. A European with European qualifications holding the post witness at present held would have been designated Professor and would have been in the Imperial Service.

68132. It would be of great advantage to the country that qualified men after retirement should stay in the country. The practical experience they had gained during their term of office would not be lost to the country. Thus an Indian could serve his country even after retirement and could do work which would be useful to the country. He admitted having made a mistake when, in answer to the Chairman, he said most men when connected with the land received a good education. What he meant was that the big landowning class who derive their income from land, mostly through agents, give their boys good education and seek careers for them in the Public Services of the country, and a sufficient number of these young men could be available for the Agricultural Department. But the vast majority of men who in practice are directly connected with land, who work on it, do not send their boys to Universities or to higher

schools. He drew a line between these two classes who have connection with land. One has only an indirect connection while the other has a real and direct connection. The vast majority of such men did not go to the Universities, but stayed at home. He saw the necessity of developing some one institution in India, so that Indians could cease to depend altogether upon foreign countries for their training, but under the present conditions there was no such institution in India. He would, therefore, institute a number of scholarships to send suitable young men to foreign countries, and fill whatever vacancies occurred in the Department from among the scholarship-holders. He believed such a scheme would give satisfaction to the young men of the country. There was considerable dissatisfaction amongst men of his own class who felt that a sufficient number of practical careers were not open to them.

68133. So far as he was aware, the Agricultural Colleges were not full. The instruction was given in English. The education at these Colleges was too expensive for the small zemindars and the large zemindars did not seem to be attracted by it. It does not pay them to educate their boys for managing their lands and so they send them to schools and Universities which offer better prospects for getting out into service. He believed if the course of instruction was made satisfactory, and if better Government appointments, both in the Agricultural Department and in the Revenue Service, were thrown open to College diplomates who show interest in land, they might be attracted to the Colleges.

68134. (Mr. Sly.) He had not been connected with the land prior to starting his career, nor did he find at the Punjab University any large proportion of students directly connected with the land; there were some sons of cultivators, but not a very large number. One reason why that class had not been attracted to the Agricultural Colleges was that the Department, during the comparatively short period of its existence, had not been able to any great extent to win the confidence of the cultivating classes. They also desired Government appointments, and they would accept positions in the Indian Agricultural Service provided the prospects were good enough. In India, owing to economic conditions, there could be very few workers in the field of science outside the ranks of Government officers.

68135. The course of Entomology at the College was very elementary; it did not compare with the course that had been laid down with regard to Chemistry. That was the reason why there was only an Assistant Professor for this particular subject, but he has all the Provincial work and an Imperial Service man in his Provincial capacity is not called a Professor but an Economic Entomologist or Economic Botanist or Agricultural Chemist, as the case may be.

68136. (Mr. Madge.) The only suggestion he could put forward for attracting zemindars to join the Department was the affiliation of the Colleges to a University. Under present conditions scope is very limited for Agricultural students, but if they be given a University degree they can get out into all branches of the Public Services. There were small vernacular classes for small landholders in the Colleges meant for those who cannot afford much time and money on education.

68137. At Lyallpur he performed research, professorial and provincial work. By the last he meant popularising the work of his section amongst the people. When an experiment had been carried out, he tried to introduce it amongst the people. A couple of zemindars were selected in the beginning to test the method, and if it was successful, it spread from place to place. That work was done under his advice and supervision. Most of the administrative work was performed by the Director of Agriculture. He (the witness) undertook provincial work under the Director's supervision.

(The witness withdrew.)

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At Calcutta, Thursday, 22nd January, 1914.

PRESENT :

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

SIR VALENTINE CHIROL.

WALTER CULLEY MADGE, Esq., C.I.E.

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

HERBERT ALBERT LAURENS FISHER, Esq.

R. R. SCOTT, Esq. (*Joint Secretary*).

E. J. WOODHOUSE, Esq., Principal of the Sabour Agricultural College, Bihar and Orissa.

Written Statement relating to the Agricultural Department, being letters from E. J. Woodhouse, Esq., Principal, Agricultural College, and Economic Botanist to the Government of Bihar and Orissa. (A) No. 287, dated Sabour, the 5th-10th March, 1913; and (B) No. 1,330, dated the 13th July, 1913.

(A)—LETTER OF 5TH-10TH MARCH, 1913.

68138. On behalf of the members of the Imperial Agricultural Service stationed in this province I have the honour to request you to be kind enough to address Government on the subject of the pay and prospects of our Service with a view to the discussion by the Civil Service Commission of the disadvantages under which we labour. I would suggest the following points for consideration:—

(1) The present sanctioned pay of the Service is at the rate of Rupees 400, 430, and 460 during the first three years in the case of supernumeraries, and after that the pay of the regular establishment rises by annual increments at the rate Rupees 50 per annum from Rupees 500 to Rupees 1,000 at the end of ten years, but it has been always more or less hoped that this was a temporary measure only intended to tide over the first years of the existence of the Service. At the present time this scale of pay is augmented by extra allowances in the case of some few officers who have reached the maximum and have particular qualifications for bargaining with Government.

(2) Under the present system candidates are either appointed as supernumeraries on Rupees 400, 430, and 460 with a view to their undergoing further training in India before being posted to the regular establishment, or are appointed on Rupees 500 direct to posts on the regular establishment. It might be expected that when supernumeraries have completed their training and been posted to substantive appointments similar to those held by persons appointed on the Rupees 500 grade, they should also be promoted to this grade pay, but this has not been the case. Supernumeraries have frequently been promoted to substantive posts, but are always retained on the pay of the supernumerary grade, and so continue throughout their Service to draw Rupees 150 per mensem less than other officers, who have in some cases been appointed to precisely similar posts at the same time and after the same length of service.

(3) Again, in the case of those who commence on the Rupees 400, 430, and 460, grade free quarters are allowed, but house rent is deducted from officers on the Rupees 500 grade, with the result that when supernumeraries have served three years and are judged worthy of confirmation in the Service on the Rupees 500 grade they find that they are drawing less pay than in the previous year. In my own case I drew (Rupees 460 less income tax Rupees 10-7-6—) Rupees 449-8-6 per mensem in my third year and (Rupees 500 less Rupees 50 house rent and Rupees 11-6-1 income tax—) Rupees 438-9-11 per mensem in my fourth year. It would seem hardly fair that officers should suffer in pocket from receiving nominal increases of pay.

(4) Under the present rules officers reach their maximum pay (Rupees 1,000) in from 10 to 13 years of entering the service and then they remain on that pay until the date of their retirement, while

the pay of officers of equal standing in other services is steadily increasing. It is believed that the Secretary of State had decided to consider the whole question when a sufficient number of officers are within reasonable distance of the maximum. Whether this is admitted or not, however, it does not alter the fact that there is at present nothing to tempt good men to remain in the Department for more than the time necessary to enable them to show their worth with a view to obtaining appointments elsewhere. Some of the best men have already left the Service on obtaining more satisfactory posts elsewhere. Moreover, the present low rates of pay are bound to influence recruiting adversely. There are perhaps always a very large number of applicants for appointments in the Indian Agricultural Service, but it is obviously very difficult to obtain candidates of the required standard.

(5) I would also point out that the smallness of our numbers precludes any addition to our pay by frequent appointment to posts on a higher grade, while officers of that grade are on leave. In other services it is found that the income of officers is sensibly augmented by such acting allowances.

(6) In addition to these considerations it must be remembered that prices are steadily rising, and so even apart from the above considerations pay that might have been considered adequate before 1905 is not adequate at the present time. Reference to the official figures for prices and wages in India will show that the price of common rice at Patna stood at an average of Rupees 2-8 per maund during the years 1901-1905, when the organisation of the Department was being worked out and recruiting was first commenced, while the price has since risen to an average of Rupees 4 per maund for the years 1906-11, an increase which has, of course, also influenced the price of labour.

(7) That the Service is beginning to justify its existence can be readily seen from a perusal of the published reports of the Agricultural Departments. In the case of this province, for example, the work done against one insect pest alone has enabled the cultivators over an area of ten thousand acres to reap a full crop for the first time for some fifteen years. The annual saving of some three or more lakhs of rupees as a result of one piece of the Department's work would seem to justify liberal treatment of the Service responsible for this result.

(8) In view of the above considerations I would put forward the following tentative proposals for improving the pay and prospects of the members of the Indian Agricultural Service.—

(i) That officers only draw pay on the supernumerary grade until such time as they are gazetted to substantive posts.

(ii) That the maximum pay of the Service be increased from Rs. 1,000 to Rs. 1,750 in the marginally-noted grade.

Supernumerary Rs. 400, 430 and 460.

Establishment grade 3 Rs. 500—50—1,000.

“ “ 2 Rs. 1,000—50—1,500.

“ “ 1 Rs. 1,750.

(iii) That the post of Director of Agriculture be thrown open to members of the Service on an additional allowance of Rs. 300 per month, with such other local or house allowances to which heads of other Departments are entitled.

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(iv) That the maximum pension be earned after 25 years' service (and not after 30 years as at present) and that a smaller pension be granted after 20 years' service, as in the case of the Forest and other Departments.

(v) That the amount of the pension be increased in proportion to the increase in salary proposed in paragraph 3) and that additional pensions of Rs. 1,000 now granted only to the Agricultural Adviser to the Government of India be granted also to holders of the posts of Provincial Directors of Agriculture and to a proportionate number of those who have devoted themselves with marked success to research rather than to the no more arduous duties of administration.

(B)—LETTER OF 13TH JULY, 1913.

(9) I have the honour to address you on the subject of the work that has been placed in my charge as Principal of the Sabour Agricultural College and Economic Botanist to the Bihar and Orissa Government. The duties of Principal were added to my other duties from 18th June, 1911, and since then my time was taken up largely in getting to understand this branch of work, and studying the problems involved. As a result of the experience that I have gained, I should like to inform you that I am thoroughly dissatisfied with the present state of affairs at Sabour, and to warn you that no useful results whatever are likely to be obtained under the present conditions.

(10) *ECONOMIC BOTANIST'S WORK.*—Before discussing the College work, I propose to deal briefly with that of the Biological Section.

Botanical work up to 1911.—Previous to my appointment as Principal, I had been able to devote all my time to botanical work, and was producing satisfactory results on the following lines. As soon as I arrived in Bhagalpur in April, 1908, I took steps to start plant-breeding work without delay. In the absence of any suitable paddy land at Sabour at that time, I devoted myself to the study of the millets and pulses, and later took up sugarcane work with Mr. Taylor. Up to the present time this work has resulted in the publication of a Memoir on Soybeans, a short note on *Setaria Italica*, besides which sufficient material has been collected for Memoirs on sugarcane and the genus *Phaseolus*, which will be published whenever I have any time available to write up my notes.

In addition, I was placed in charge of the work of reorganising the exhibitions, and as a result of three years' work, during which time I collected samples of and compiled information concerning all the crops of the province, and made a careful study of the results obtained by the Department and the best methods of attracting and retaining the interest of the public in the Department's recommendations, I worked out an efficient system of conducting exhibitions, and prepared summaries of the Department's recommendations, and also two handbooks containing full directions for the conduct of exhibitions for the use of Secretaries of Exhibitions and the Department's officers. Owing to the neglect of my recommendations as regards the staff required by any scheme for getting into touch with the public, no further progress has been made since I relinquished the supervision of the work in 1912.

The crop-pest work of the Department was placed under my charge from its initiation, and in addition to the publication of a handbook on the pests of the province, the field work has resulted in the prevention of the destruction formerly caused each year by *Agrotis* on 15,000 bigas of the Mokameh Tal (the value of the crop saved being 2½ lakhs of rupees), and in the introduction of a method of storing potatoes to prevent the very considerable losses caused by the potato moth at Patna and elsewhere.

The teaching work necessitated the formation of a botanic garden, the collection of materials for a teaching morphology and the compilation of a descriptive and biological account of the local flora—all of which was making steady progress up to June, 1911.

Position in 1911.—At the time when I was called

upon to take over charge of the Principal's duties it was my intention to complete the scientific side of the plant-breeding work on soybeans and sugarcane as soon as possible, and to take up the subject of paddy as soon as I had put the teaching work on a satisfactory footing by the preparation of a text book or a series of lecture notes, and by the publication of a local flora. The organisation of a commercial market garden and a nursery garden (attached to the Botanic Garden) for the supply of seeds and plants of ornamental varieties would also be required if the horticultural teaching was to be made a practical success. The crop-pest work only required extension on the same lines.

(11) *Present position.*—Since June, 1911, I have attempted to carry on the above programme of botanical work, but I have found it quite impossible to give sufficient time to it to enable the efficiency hitherto attained to be maintained. I have been able to continue the crop-pest work already in hand but in a very much less thorough manner. Very little field-work in plant-breeding has been possible, with the result that I am not able to follow up the results already obtained. The only time available has been devoted to the preparation of reports or to the routine work of carrying on my cultures until such time as I may be able to deal with them. A vegetable garden has been started, but I am not able to give proper attention to it or to the Botanic Garden. No time can be devoted to the improvement of the courses of instruction or to the training of the staff.

(12) It will be seen from the above that, whereas between May, 1908, and June, 1911, I was able to place the Biological Section of the Department's work on a sound footing and to produce results of value (it will be found that about three-quarters of the original papers published by the Department in recent years have originated in my section), since June, 1911, I have only been able to write up the results previously obtained, and to carry on some of my unfinished work, but in a much less efficient manner. It is not surprising, therefore, to find that this branch of the work no longer affords me any satisfaction, and can produce no further results likely to be of economic value. If it is desired to continue both the plant-breeding and teaching work on efficient lines, I should recommend that two botanists be stationed at Sabour, one of whom will do plant breeding and the other supervise the teaching and crop-pest work. Such a scheme is, I believe, already in operation in Madras. I should of course prefer to continue my plant-breeding work, as I consider that there are great possibilities before it. While the botanical work has only recently given cause for dissatisfaction, the same cannot be said of the college work which would appear to have been founded upon a misapprehension. To understand the difficulties of the situation it will be necessary to study the College work in all its bearings.

(13) *PRINCIPAL'S WORK.—Duties of Principal.*—I was placed in charge of the College work in June, 1911, in place of Mr. Dodds transferred to Pusa. I undertook this branch of the work in addition to my own duties, as it appeared to be obvious that the problem of the College teaching was then the largest problem before the Department and on it depended the future of the Department.

The amount of miscellaneous work which has to be done by the Principal is very large; in the first place, there is a considerable amount of administrative work in connection with the management of the estate. This work is greater than it should be on account of the delays that have occurred in laying out the estate due to the absence of funds. In the second place, the routine work of organising the teaching work, managing the hotel, checking the accounts and answering correspondence is heavy. This amount of work is quite sufficient to occupy the Principal's time, in addition to the supervision of the teaching of his own subject; and it is quite impossible for him to carry out satisfactory research work as well. The clerical staff is by no means large, and the pay offered has not been sufficient to attract really first-class men, so that an unnecessarily large part of my time has to be devoted to routine work which

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should be done by an efficient head clerk. The appointment of a head clerk on Rs. 100 per month would undoubtedly take a great deal of unnecessary routine work and worry off my shoulders, and would leave me free to tackle the larger problems.

In addition to his routine duties, the Principal is presumably expected to work out a proper scheme of education for the College and it is because I am certain that the policy which has led to the founding of the College on its present lines is a hopeless one that I am addressing you now. To make my position clear, it will be necessary to preface a statement of my views with a brief account of the history of the College.

(14) *Objects of the College.*—As regards the origin of the College I have always thought that the Provincial Agricultural Colleges scattered over India were founded by Lord Curzon as a part of his general scheme for providing facilities for technical education with the object of encouraging the educated classes to turn their attention to a business life rather than to Government service. The policy laid down for these colleges, has not, however, followed these lines hitherto. The standard curriculum drafted by the Board of Agriculture at Pusa, in 1906, laid down that the object of the colleges was to turn out students (*vide* proceedings of the Board of Agriculture, 1906, item 5a) "with a general knowledge of agriculture which would fit them for upper subordinate posts in the Agricultural Department and for employment as Managers of Court of Wards and private Estates." Subsequent experience modified the opinion of the Board, and in 1908 the Board made the following alteration in the above sentence (*vide* proceedings of the Board of Agriculture, 1908, item 73)—"which would fit them for managing their own or private estates, for employment as Managers of Court of Wards Estates, and for upper subordinate posts in the Agricultural Department."

In his speech, made on the occasion of the opening of the College in August 17th, 1908, Sir Andrew Fraser touched on the importance of technical education and drew attention to the uselessness of attempting to train men who were not hereditary agriculturists, but he laid particular stress on the fact that it was experts and executive officers for the Agricultural Department that it was expected to train at the College. In addition, he hoped that land stewards for zamindars' estates would come to the college and that short courses for zamindars would be established at the College or in schools staffed by passed students of the College. The next official pronouncement as regards the purpose of the College will be found in Government Resolution No. 770, of February 19th, 1910, in which it is stated that "the training in the College is not intended to provide an avenue to the Provincial and Subordinate Executive Services and that Government will not recognise the agricultural degree as a qualification for appointment to those services or for the managership of an estate under the Court of Wards. The gist of this pronouncement was incorporated in the prospectus, paragraph 3." "The training will fit students for employment in the Agricultural Department and on private estates The diploma will not be regarded as a qualification for Government employment outside the Agricultural Department."

(15) *Curriculum of Diploma Course.*—A standard curriculum for the Provincial Agricultural Colleges in India was first prepared by the Board of Agriculture, in 1906, and this was slightly modified at the subsequent Board Meeting in 1908. In 1909 it became necessary to consider the curriculum for the Sabour College and it was decided to follow the spirit of the Board's recommendations (*vide* resolution 9), that the preliminary science training should occupy the first two years of the course and the technical instruction in Agriculture should be given in the later years (*vide* Mr. Dobbs' demi-official, No. 528, of 5th June, 1909). These proposals were accepted by Government. Mr. Dobbs was transferred in 1911, and Mr. Sherrard expressed himself incapable of undertaking the sole charge of the

students in the third year, so that it became necessary to alter the Time Table to that given in the standard curriculum, page 1. In June, 1912, Mr. McGowan took over the agricultural teaching.

(16) *Previous proposals of increasing popularity of College.*—In the course of my work I could not fail to notice that the students were extremely dissatisfied with the openings before them on leaving the College, and that it was likely that the numbers of students admitted would therefore decrease. On this account, in February, 1912, I wrote a note on the policy of the Department with regard to the College, in which it was shown that the number of admissions to other agricultural Colleges appeared to depend almost entirely on the number of posts under Government that were available. In the absence of such inducements to enter this College the passed students would have to depend on private service, and so I proposed that an Appointment Bureau should be created for the purpose of bringing together land-holders and students requiring posts as land-stewards. At the same time the steady fall in the numbers of admissions due to the uncertain prospects made it appear necessary to take steps to ensure that the Department obtained sufficient recruits annually to replenish wastage and to fill new posts, as they were necessitated by the development of the Department. It therefore appeared to me to be advisable to publish some three years in advance an approximate list of the prospective annual vacancies. These suggestions were not accepted. I have also consulted various people regarding a scheme for starting one of the students on a farm at Government expense, but in view of the difficulty of obtaining lands and the chances of failure in our present state of knowledge and the harm such an occurrence would do. I have not pushed it.

(17) *Short Courses.*—A short vernacular course in Agriculture was first organised by Mr. McGowan in August, 1912, for the purpose of teaching improved methods of agriculture to cultivators and zamindars. The course lasted six months. In addition to the practical field work a few lectures were given in Botany, Horticulture, Surveying, Zamindari and Veterinary work, as it was considered not to be advisable to keep the students working in the field continuously. Nine students attended the course, of whom only one did not know English. The course has been continued during the present year and has been divided into two three months' courses covering the *bhadai* and *rabi* seasons, respectively. It was also intended that the English-speaking students who would take both courses should be given some instruction in elementary science, but only one student has availed himself of this. There are seven students taking this course at present.

(18) *Admission of students into Diploma Course.*—In selecting students for admission into the first session of the College care was taken by Mr. Dobbs to impress on each candidate that Government service was not guaranteed to successful students. Since then, this policy has been continued and all applicants for admission are informed that Government service is not guaranteed to passed students of the College, but they are expected to make use of their knowledge in farming or in the management of private estates. The figures for admission give a good indication of the relative popularity of Government service and private enterprise. In 1910 there were 550 applications for 20 vacancies, but these were reduced to 190 when it was understood that there were no prospects of employment outside the Agricultural Department. Eventually 24 students were admitted of whom two were wards of Government. In 1912, 39 applications were received for 40 vacancies and 12 students entered the College. In 1913, 31 applications were received for 40 vacancies and six students, including two scholars, eventually joined, of whom one student and one scholar have since left. A large proportion of the applicants only desire Government service, and on being informed that such employment is not guaranteed to passed students they immediately find that

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family or other reasons prevent them from attending the College.

It is probable that a slightly larger number of students would seek admission if the last date for receiving applications for admission was postponed until June, and the commencement of the first session till July, in order to enable students who have just passed the Matriculation to apply and to take the course immediately after passing the Matriculation. This suggestion was made by Mr. Taylor in May, 1912, but was not accepted. In any case, the increase in the number of students is likely to be small. It is difficult, therefore, to consider the figures cited above as anything but a proof of the unpopularity of the College.

(19) *Reason for failure of College.*—The figures for admissions show clearly that the College has steadily decreased in popularity since it has been realised that it is not likely to be an avenue to Government Service. The absence of any demand for agricultural education can be ascribed to numerous causes. First, as regards the artificial demand caused by appointments in Government Service:—

(1) The diploma given by the College is of no value as a qualification for service outside the Agricultural Department; in 1910 the applications were reduced from 550 to 190 when this was made known.

(2) No statement has ever been made as to the number and pay of the appointments that are likely to fall vacant in the cadre of the Agricultural Departments of the Provinces concerned, so that there is no encouragement for prospective candidates for such posts to attend the College.

In the absence of any definite proposals for appointments in Government Service the guardians of prospective students must naturally consider very carefully the prospects of employment which are likely to result from the three years spent in obtaining the diploma. Such prospects of employment can only be of two kinds: (1) private service under land-holders as land-stewards or farm managers, or (2) farming.

A few applications for men to fill posts of land-stewards have been received and such applications always lay stress on the fact that experienced practical men are required. It is not likely that the demand for this class of men will increase until passed students of the College have proved their mettle. The fact that Government refuses to employ them in khasmahals and estates under the Court of Wards does not tend to encourage other land-holders to do so.

In coming to the question of the possibilities of farming as a profitable occupation for the educated middle classes, we have reached the crux of the problem. I have talked over this question with many people competent to judge regarding it and the general consensus of opinion would appear to be that under the conditions brought about by the permanent settlement it would be extremely difficult for a man to become a tenant farmer on a large scale and a zamindari manager or owner would not be able to make adequate profits from the cultivation of his scattered khas lands. It must also be borne in mind that a farmer who had undergone an expensive education would expect to be able to realise sufficiently large profits to enable him to maintain a position befitting his education. To do this he would require considerable capital and it is extremely improbable that this will be available in the case of a young man of the class under consideration. Again, up to the present a sufficiently large body of fact has not been collected to prove either that capitalist agriculture can be made to pay or to show what system of agriculture should be employed.

(20) *Criticism of present agricultural policy.*—Enough has been said above to show what is the position of the diploma course to-day; it now remains to indicate the lines on which the College teaching should be developed if it is to be of any service to the agricultural interests of the province. But before considering the educational edifice itself, it is necessary to make absolutely certain of the foundations.

(21) *Foundations of technical instruction omitted.*—The first essential to any scheme of scientific or technical education is a sufficient ground work of fact. It appears, however, that this principle was lost sight of when it was decided to improve Indian agriculture by the foundation of a College in each province simultaneously with the laying out of the experimental stations for the purpose of accumulating facts on which to base an improved system of agriculture.

In Bengal and in Bihar this mistake has been accentuated by the fact that the experimental stations have been multiplied without an adequate complement of expert officers to work each one of them. Such a mistake would naturally arise where the control of scientific work is put in the hands of officers accustomed to administrative work in which the independent work of a number of scattered offices is usually supervised by one superior officer. In consequence, the single Deputy Director has spent all his time in trains instead of on his farm and so has been unable to obtain any results himself, and has also been unable to ensure that any of the results produced by any of the managers of any of his farms are in any way reliable, with the result that the expenditure of large sums of money has produced no results of value.

This will appear to be a sweeping statement, but I can speak with some authority, as I have studied the farm reports very carefully, as can be seen from the summaries of the recommendations made by the Department which I compiled from the farm reports when in charge of the exhibitions. In perusing them it must be remembered that the list of recommended crops noted therein was objected to by me as unsuitable for distribution on account of their being impure local varieties instead of pure strains produced under careful supervision; and that Mr. Sherrard's observations on the work of the farm managers has since shown that it is very unlikely that their work has been sufficiently accurate to produce reliable results from the experiments carried out by them.

It is therefore necessary to preface any suggestions regarding the future of the College by pointing out that the College had to commence giving a course of technical instruction in Agriculture to prospective farmers before any improved system of farming has been worked out. At the present time an educated man who wished to farm would probably find it less expensive to spend his time learning the rule of thumb technical methods of agriculture from the ordinary cultivators. The College teaching must at present be confined mostly to science and to the principles of good agricultural practice as worked out in Europe, and is therefore only suitable to training Government servants for the purpose of working out the problems of Indian agriculture. The only private persons who would be likely to take such a course would be wealthy men who are willing to do pioneer work for the pleasure of it rather than for hope of profit. Unfortunately such a class does not appear to exist in India. In these circumstances it is not likely that the diploma course will attract many students until a paying system of agriculture has been worked out.

The means hitherto used to work out a paying system of agriculture have been ineffectual because it has been assumed that the amount of progress made depends on the number of farms opened by the Department under the supervision of a minimum qualified supervising staff. It is to be hoped that the complete failure of the agricultural work hitherto will lead to the provision of a largely increased staff of well-qualified Deputy Directors who will each be given a farm and a uniform tract in which to work. When such an organisation has been in existence some years and has made itself felt in the local agriculture, then only will a genuine economic demand for advanced agricultural technical education begin to be felt.

(22) *Defects in personnel.*—The next essential in technical instruction is an expert instructor provided with the best equipment. In this case no attempt has been made to meet these requirements.

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The first Professor of Agriculture started work here on 12th August, 1907, and since that time four officers have been in charge of the farm and agricultural teaching, a new officer being appointed to take charge of the agricultural teaching yearly (*vide* the subjoined table). The difficulties of the Professor of Agriculture are also increased by the frequent transfer of the more efficient of his overseers to other farms.

of English, so that they cannot understand the lectures and oral work, besides which their general education is defective so that much time is wasted while they are being grounded in English and mathematics. Much time could also be saved if only students who had been well grounded in science at the university were admitted. The curriculum also contains obvious defects which are attributable to the fact that it was prepared before

Name. (1)	Date of arrival in India. (2)	Appointments. (3)	Date of appointment. (4)	Date of transfer. (5)	Remarks. (6)
H. H. Corbin ...	.....	Principal and Professor of Agriculture.	12th August, 1907.*	24th August, 1908.	*Office transferred to Sabour
A. C. Dobbs ...	17th October, 1906.	Principal and Professor of Agriculture, also Acting Deputy Director of Agriculture.	24th August, 1908. 30th March, 1911.	15th June, 1911.	
G. C. Sherrard ...	19th November, 1908.	Professor of Agriculture and also Acting Deputy Director of Agriculture.	15th June, 1911.	2nd October, 1912.	
N. S. McGowan ...	23rd February, 1912.	Professor of Agriculture ...	2nd October, 1912.	...	Also does wheat work in Bha- galpur Division.

The objections to this arrangement are sufficiently obvious. The new officers are usually less experienced than those transferred elsewhere. No officer has been permitted to stay here long enough to study local conditions and to understand the local difficulties. Each new officer has differed from his predecessor in some points and so has not carried on his predecessor's work in those points; he has also taken some time in picking up the work, so that much time and money has been wasted in laying out the farm and initiating the experimental work. Many of the officers have been given district work to do in addition to the College work, which has prevented them from giving proper attention to the College work. It is, therefore, to be expected that the management of the Sabour Farm has never been brought up to that degree of efficiency which must be attained to make the technical instruction in any way convincing.

The frequent transfers have also resulted in hopeless want of continuity in the teaching. The views of each succeeding officer have differed from those of his predecessors, but none of them have had sufficient time to study the question properly. The unpopularity of the teaching work as compared with independent research and the frequency of transfers have led each agriculturist to think and hope that his stay at Sabour will be short, and so proper attention has not been paid to the working out of a suitable course of agricultural teaching. It must be recognised that in this Department it is the man that counts, and that one officer cannot possibly carry on the work of his predecessor in the same way as in the administrative branches of Government Service.

A sound course of agricultural teaching can never be worked out until a whole-time officer with considerable Indian experience has been in charge of the teaching at Sabour for some years and has made a thorough study of the teaching work, and brought the farm management up to a high state of efficiency. It must also be recognised that the best of the Indian farm staff are required on the Sabour Farm. It should be obvious that the present policy of treating the Sabour Farm as a depot from which any efficient overseer can be drafted elsewhere is fatal to the efficiency of the farm.

(25) *Standard curriculum.*—When the standard curriculum which was prepared in 1906 for the guidance of the staff of the colleges is examined in the light of our present experience several defects come to light. The entrance-passed students on arrival at the College usually have an insufficient knowledge

any experience of agricultural teaching in India had been obtained.

In the first place the syllabus of each scientific subject contains much more material than can be properly taught in the time available, if due attention is to be given to agriculture. This is largely due to the fact that it was expected that the whole of the appointments in all sections of the Department's work would be filled from the ranks of the passed students and so it was thought advisable to give all the students a complete training to fit each student for any post in the Department in case he happened to show natural aptitude for it.

The course has also naturally taken this line in view of the fact that its framers possessed a very limited amount of personal experience of Indian agriculture at that time, and so the natural tendency was to base the teaching on the principles on which sound agricultural practice is based rather than to attempt to teach practices about which nothing was then known. In accordance with this idea the curriculum laid down the principle that the scientific subjects should be taught first and the applied subjects, such as agriculture, afterwards when a ground work of science had been laid.

Our study of the history of the College and the reasons for the failure has placed us in a position to consider what modifications are necessary to put the work on a sound foundation.

OBJECT OF COLLEGE.

(24) We are now in a position to reconsider the future of the College. It appears to have been originally intended to provide the English-educated middle classes, who normally try to obtain Government appointments or some form of office work, with the technical knowledge necessary to enable them to take up farming or to obtain posts as land-stewards. In addition a certain number of recruits for posts in the Agricultural Department would be required. At the same time it was recognised that it was useless to train any but hereditary agriculturists. It will be seen, therefore, that while it appears to have been intended to attempt to train the educated middle classes to become agriculturists, at the same time it was admitted that such an attempt was not likely to be successful unless they were hereditary agriculturists. It is probable that in the future we shall be more likely to obtain success if no attention is paid to the interests of any particular class, but our policy is directed solely to promote the interests of Indian agriculture. Especially

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is it important that an artificial atmosphere should not be created by the admission of students who are merely candidates for service under Government outside the Agricultural Department.

The types of education which have attained popularity in England may serve as a useful guide to the future needs of India. In the first place there are a few colleges which cater for landowners' sons or science students who possess some education, and who wish to study the scientific principles of agriculture with a view to applying them in practice as land-agents or in scientific or expert posts. In this case only a small amount of attention is devoted to the details of agricultural technique. In the second place there are many colleges which cater for farmers' sons with a much smaller amount of education. In this case less science is taught but special attention is paid to the teaching of sound technique, no pains being spared to make the students understand farming as a business. Colleges of this type usually cater for the agriculturists of the particular tract in which they are situated and demonstrate the best systems of agriculture for that tract. Thirdly, comes the technical instruction given to employees in particular trades or branches of agriculture. For this only the most elementary education is required, and the instruction is intended to show the labourer how to get the best work out of his tools.

A comparison of the present system in use in India with the English one shows that the Indian Colleges are attempting to train simultaneously both scientific experts and practical farmers, and this work is being done under the following disadvantages:—

(i) The training of prospective experts must include a thorough grounding in all the sciences on which the art of agriculture is founded and the technical training in each of these sciences as applied to agriculture must be thorough in order that the students on graduation may be drafted into any post for which they have shown aptitude. This amount of scientific training is not required by a practical farmer. The amount of instruction in each subject could therefore be considerably reduced if the recruits required to fill special vacancies in the scientific branches were trained separately in the subjects concerned.

(ii) The education has to be given in English on account of the difficulty of giving scientific instruction in the vernacular and on account of the difficulty of finding any other language common to Bihar, Orissa, Bengal and Assam. Most of the students suffer from an imperfect acquaintance with English.

(iii) The course also differs from the English courses, in that the students have neither a foundation of science on which to build an understanding of technical agriculture, nor have they any stock of agricultural experience into which to graft the teachings of science.

(iv) In the absence of a proper basis of experience founding on experiment and observation it is only possible to teach the principles of scientific agriculture and such instruction, though suitable for culture and the production of experts, is wholly unsuitable for the production of a class of practical farmers. It is probable that only a small proportion of the best students will be able to apply the principles successfully and the other students who attempt to farm are more than likely to fail. For such farm a course with a minimum of science and students a course of purely technical work will be most suitable, and its cost should be reduced to be commensurate with their future prospects.

It is likely therefore that eventually we shall find a demand for instruction of the following kinds:—

(i) In the first place we can provide recruits to fill vacancies in the scientific sections and to meet any private demand by offering post-graduate courses in such subjects as Agricultural Chemistry, Plant-breeding, Horticulture and Fruit Farming, Economic Entomology. Only a very limited number of students in any one subject would

be taken yearly, but they would work directly under the eye of the head of the section in his research laboratory. Only students with a sound grounding in science with particular reference to the subject concerned would be admitted. The course would probably be complete in one year.

(ii) The second course would be a technical course in agriculture, including horticulture, for the benefit of would-be farmers, land-stewards, etc. Very little science would be taught and that would be taught on nature study lines. The duration of the course would be reduced to two years if possible; it would probably have to be given in English on account of the number of languages spoken in the provinces concerned, but a vernacular course of the kind would probably prove more attractive. Students who pass through this course should make useful farm managers and land-stewards and should be suitable for all the general work of the Department.

It will be seen that the above scheme would avoid the waste of time involved in the teaching of an excessive amount of pure science in order to remedy the defects in the elementary education of the students, and the reduction in length of the course would enable us to deal with a larger number of students.

(iii) Besides these two courses there would be a series of short technical courses for the benefit of cultivators. These courses would either last for some time, e.g., the present *bhadoi* and *rabi* course, and so would enable the cultivators to see any improved technical methods in use during that season, or they would deal with special subjects, e.g., dairying, *eri* silk or lac cultivation, use of Rajah plough, horticulture, etc., etc. If necessary, instructors may also be sent out from Sabour to give certain of these short courses elsewhere.

I must repeat that I can see no useful purpose in continuing either the present course or the second of the above courses for the present. In case more recruits are required for the Department I should recommend that the exact number of candidates likely to be required be determined and that this be published and the necessary number of students be admitted in one year and after these have been through the course, it should be closed down until we are in a position to recommence teaching on proper lines. The scheme for the first proposed course can be brought into force at once, though it will take time to work out some of the courses. In the meantime the present short course can be continued as we can recommend a sufficient number of isolated improved methods to enable such a course to be of some value.

For many years to come we can expect no genuine spontaneous demand for agricultural instruction of any kind, but such a demand is likely to make itself felt as soon as the district staff begins to demonstrate effectively the advantages to be gained by improved methods of cultivation.

(25) *Organisation of College teaching.*—As regards the organisation of the College teaching the general arrangements for the College are placed in the hands of the Principal, but owing to the fact that the European officers have always been of almost equal standing and also to the fact that the efficiency of the teaching has depended on the quality of the work done by each officer in working out his own course of instruction, the European expert officers have been directly responsible to the Director of Agriculture only for the efficiency of their work. This system was tacitly acquiesced in by Mr. Gourlay (*vide* Mr. Dobbs' demi-official No. 1103 of 19th September, 1909, to which no reply was received) and no alterations have since been made. The only advantage that can be claimed for it is that it has been found to work satisfactorily and without undue friction. It practically means that the Principal is responsible for the efficiency of the arrangements for the teaching work but has no power to control the actual teaching work carried out by the staff under the charge of his European colleagues, except by reporting to

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the Director any cases in which he thinks the teaching is not being efficiently carried out. The Principal's position therefore cannot be considered an easy one.

It will probably be found that the solution of the above difficulty will eventually be found when a really enthusiastic and experienced Professor of Agriculture has been obtained for Sabour and when the courses of instruction in each subject have been worked out, when it would be possible to make the Professor of Agriculture Principal and put him in sole charge of the whole of the teaching staff, while the European expert staff will assist him with advice as regards the teaching of their subjects when required to do so.

In the meantime I do not consider that any good can come of laying down rules for the conduct of the agricultural teaching. This subject is better left entirely to the officer in charge of the work, who will profit by his mistakes and work out a sound course provided that he is allowed time enough to do so. If this course is not adopted I can assure you that the agricultural teaching will never be efficient.

SUMMARY OF RECOMMENDATIONS. —

(26) *General policy.*—Enough has been said to show that the work of the Department has hitherto been directed on wrong lines. In the first place a commencement has been made with an advanced course of teaching before the local conditions had been studied sufficiently to enable any improved system of agriculture to be worked out. In the second place the work of investigation has been reduced to a farce, and an expensive one, by the attempt to organise scientific investigation on similar lines to administrative work. As a result this Province has been left miles behind those Provinces which have developed the Agricultural Department on rational lines, and it will take a great effort to catch up with them.

I am convinced that no progress in agricultural education is possible until steps are taken to push on the work of agricultural investigation, and in doing this it must be recognised that the progress made will depend on the number of trained European investigators employed. At present only sufficient Indian officers are required to act as assistants to the European experts. Any attempt to build up a large Indian executive staff under the supervision of a few European experts will end in failure. At present it would appear that four additional Deputy Directors are required (1) for Tirhut and North Bhagalpur (2) Patna and South Bhagalpur, (3) Chota Nagpur and (4) Orissa. The officer in charge of the sugar station should probably be a Botanist or a Chemist with a good knowledge of Agriculture.

(27) *Education.*—It has been shown that the teaching work has hitherto suffered from absence of material to teach and the absence of a permanent and experienced officer to work out a proper agricultural course. A definite arrangement regarding the appointment of an officer to carry through the agricultural instruction here must be made as soon as possible if the teaching is to attain to any degree of success. It will probably be admitted that the courses of instruction undertaken by the Department should be designed with the object of making known (1) sound systems of agriculture and (2) improved technical methods. It should avoid wasting its time on giving a preliminary general scientific education if that can be avoided. The advanced teaching work should eventually be carried out for the benefit of those employed in capitalist farming, who will require a thorough knowledge of the best systems of agriculture and of the technical methods by which they can be made a success. The necessity for this type of teaching will depend on whether it is found that capitalist farming is economically sound or otherwise desirable in India. Smaller cultivators cannot afford to give so much time to education and so instruction for their benefit should consist almost entirely in the practical demonstration of the best technical methods. There may also be a slight demand for persons trained in the technique of the sciences useful to agriculture. It is not, however, a part of the

Department's duty to give a training that will fit persons for appointments in Government service outside the Department and any time given to this may be regarded as wasted.

Three types of courses have been proposed to meet these requirements. The post-graduate course will be of service in training graduates of science colleges for the purpose of filling vacancies in the scientific branches of the Department. It will then be possible to reduce the science taught in the diploma course and to make it a technical course for those interested on the land. It is not, however, possible to start such a course until our knowledge of farm management under Indian conditions is much more advanced than it is at present. For the present the College may either be closed or used for the training of the staff required by the Department, the numbers of vacancies likely to be required in three years' time being published annually. The third item in the scheme, the short courses for cultivators, have been in progress for two years and they will be expanded as new material is accumulated. No course, however, can be expected to prove a thorough-going success until there is something to teach and until the quality of the Department's district work is such as to show clearly the advantage of the technical methods recommended by it.

The question of agricultural education is a very large subject and sufficient experience has nowhere been obtained in India to enable us to lay down a final policy. I would therefore suggest that steps be taken to lay the question of the most suitable types of agricultural education for India before the Board of Agriculture in December next.

(28) *Staff.*—At the present time I am quite unable to carry out the work of the Economic Botanist in addition to that of the Principal's office. I therefore propose that an additional Botanist be appointed to share a part of the work. Such a step can be fully justified when it is considered that the only conspicuous success to the credit of the Department has been obtained by me as Economic Botanist. This position would not however be necessary if it is decided to close the College at once and to put the whole of the teaching work in the charge of an experienced Professor of Agriculture as Principal. In order to take off as much routine work as possible from the Principal's shoulders a good Head Clerk is required. They also pointed out the absolute necessity of increasing the district staff by at least four officers if any results are to be obtained by the Department.

In view of the past policy of the Government in regard to the Agricultural Department it would appear unlikely that all the above additions to the staff will be sanctioned. There is perhaps a natural tendency for controlling officers who do not possess an expert knowledge of the work controlled by them to keep down the staff under them until they are certain that each officer is fully employed in doing routine work of a nature which can be easily checked. Scientific work which cannot be easily checked tends to be treated as a recreation for leisure moments. I would like to point out, however, that the Agricultural Department has no prospects whatever of producing the valuable results within its reach unless it is directed on very different lines from those common in executive work. The smaller the amount of administrative work demanded from each man the more thoroughly will he be able to do his legitimate work. For this reason I am convinced that the amount of progress in agricultural improvement will be found to be out of all proportion to the increase in the expert staff sanctioned, provided of course that good men are obtained.

I trust that you will find it possible to come to a decision regarding the above questions at an early date, as the existing state of affairs should not be allowed to continue for a day longer than necessary. In case it is not possible to carry through either the above or an improved scheme for putting the educational work of the department on a sound footing, I hope you will be able to see your way to allow me to revert to a branch of the Department's work in which I have some confidence.

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MR. E. J. WOODHOUSE called and examined.

68139. (Chairman.) The witness had been employed as economic botanist since his appointment in 1907. He had been at the Sabour Agricultural College since May, 1908, and was still carrying on the work of economic botanist in addition to his work as principal.

68140. His view was that the prevailing organisation at Sabour was not suitable. He would not propose to close the College entirely, but he would reduce its activities. He was originally in favour of closing the College until the Department had done a good deal more investigation work, but in view of the necessity of providing recruits for the subordinate posts in the Department, it would be necessary to continue the College work and to have a two years' course, mostly in agriculture. He contemplated an expansion in the cadre of the Agriculture Department. Such expansion was undoubtedly necessary.

68141. There were three research officers at Sabour, the agricultural chemist, the professor of agriculture, and himself. The research work, however, was done in spare time, after the teaching and administrative work was over. He did not approve of that system. He desired to continue the research work, as it was the most important work in the Department at present. He would therefore retain Sabour as a research centre, and he would set the officers in the research department entirely free from teaching duty. In some cases it would be of advantage to increase the staff by employing Indian professors for teaching work.

68142. He would not object to receiving highly-educated Indians at Sabour for a post-graduate course in the research department, provided they worked under the research officers.

68143. The best method for getting Indians into the higher branches of the Department on the agricultural side was to provide scholarships for school-boys belonging to the cultivating classes and to give them a simple agricultural training with a view to their entry to the subordinate Agricultural Service. Then, when they had been tried in the subordinate service for a time, they might be promoted to the superior branches of the Service on merit. This method did not apply to recruit-ment for research and teaching posts. For such posts men might be appointed from the University.

68144. It might be an advantage to give Indian officers study leave to England after some years' service.

68145. In his opinion there was room for a research college both at Sabour and at Pusa. There was ample scope for both institutions.

68146. Officers recruited in England had hitherto come up to a high standard. Most of them had been obliged to take charge of their duties with very little guidance, and on the whole they had done their work very creditably. There were indications, however, that the present conditions were no longer attracting a good class of man. He therefore looked upon it as urgently important that the conditions of service should be improved. The rates of pay he proposed were inclusive of allowances (except those of Principal and Director of Agriculture). He regarded the scheme for continuing the pay of the Service as at present and giving allowances to selected officers as extremely unsatisfactory.

68147. The post of Director of Agriculture should be thrown open to members of the Service. In some cases a civilian selected for the post had not sufficient knowledge of agriculture to enable him to direct the operations of the Department and, as the Department increased, such knowledge would become more and more essential. The head of the Department need not necessarily be a scientist in any particular branch; he must have a general knowledge of agriculture in its broad aspects, and should also possess a knowledge of administration. He agreed that an officer of the Indian Civil Service who had had many years' experience in settlement work, would come to agriculture with a not inconsiderable knowledge of the subject, but the

great drawback was that such a man would have no knowledge of the possibilities of improvement in agriculture by scientific means. Personally he was very much in favour of appointing members of the Agricultural Service, who knew what those possibilities were, to the post of Director. A Civilian Director was liable to go astray in taking too much pains over organisation for organisation's sake, and to that extent neglecting to assist Departmental operations, the efficient conduct of which was really essential to the rapid development of Indian agriculture.

68148. He would approve of the principle, as applied in the Education Department, that officers entering the Service after 25 years of age should be allowed to count for pension the number of completed years by which their age on entry exceeded the age of 25. All the officers at Pusa (except the supernumeraries) were recruited after the age of 25.

68149. He was in favour of obtaining men at a somewhat older age in order that they might have had experience of research work under proper direction in England.

68150. (Mr. Madge.) He thought a start in advanced agricultural education should not have been made until a sound basis of knowledge had been established as a result of experimental investigation. He was not afraid that the proposal he had made to reduce the educational and increase the investigation work would react adversely on agricultural development. Practically all the men obtained for the College so far had been of the educational standard required by the college prospectus. The difficulty was that students of the landlord class had not come to the College, and, if they did, they had not the necessary qualifications to comprehend the present college course. The standard was therefore being reduced with the object of attracting people from land.

68151. His experience of the Indian lecturer was that he was better at teaching than at research work. He thought it was possible to obtain in a short time a class of first-rate Indian lecturers in all subjects taught at the College.

68152. He agreed that what was wanted in a college like Sabour was practical experience combined with theory, and that was one of the reasons why he suggested that the College should be closed down for a number of years, and investigation work carried on, and more knowledge obtained about the various agricultural subjects. It might be an advantage to have English lecturers in all the subjects teaching in the vernacular, but it would take five or ten years for the men selected to attain a really high standard of efficiency.

68153. (Mr. Fisher.) He would like to have four scientific experts on research work at Sabour—a botanist for plant-breeding work, an agricultural chemist and two agriculturists, one in charge of arable work, and the other in charge of animal industries. This referred only to Sabour. It should be understood however that research work should be understood in the districts should also be made possible by a considerable increase in the number of qualified Deputy Directors. Without such a staff it would be impossible either to discover and introduce improvements in the local agriculture or to provide material for an agricultural course suitable for students from all parts of the Province.

68154. When the college was reopened, his conception of its function would be that it should contain, first, a research department, organised as he had said, and, secondly, an elementary teaching department, the teachers to be Indians. It would probably be necessary in the case of agriculture at first to have European teachers. The students at the College would be confined to the agricultural side.

68155. Asked whether, in such circumstances, there was any reason why there should be a research establishment at Sabour at all, the witness explained that research work on plant-breeding, for example, would be devoted to improving the

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local crops for the benefit of the people of the Province; it would not necessarily have any reference to the teaching.

68156. At the present juncture research at Sabour was much more important than the teaching. The research work would have two ends, one the direct improvement of the agriculture of the Province, and, secondly, the provision of material for the teaching work.

68157. (Mr. Sly.) The witness was recruited to the Agricultural Department when he was 23 years old. He was three years at Cambridge, taking the Honours Degree in natural science and one year at Cambridge taking the agricultural diploma. He then came straight out to India. He considered that was a bad method of recruitment. In addition to the college course, recruits should have had a longer period of training in practical research in England before coming to India. He himself did get some practical research at Cambridge in the summer of 1907. It was an advantage for recruits to expert appointments to have had at least some acquaintance with practical agricultural methods. And it should be laid down as an essential qualification for the post of Deputy Director that a man filling that position should have had at least a year's experience on the land.

68158. With reference to the proposals made to recruit a certain number of men of considerably older age, and of more established reputation, on short term agreements, he considered that such officers could be employed advantageously on special problems of which they had had previous experience but could not be economically employed in the ordinary district work of the Department.

68159. A young agriculturist on first coming out to India should be placed under an experienced Deputy Director, or agriculturist, in his own Province. As regards other subjects men should be deputed for a short time to work under the best of the specialists in their subjects, either at Pusa or elsewhere.

68160. With regard to the possibility of the employment of Indians in the Imperial Department, he proposed to have a two years' course of training in practical agriculture at Sabour. The matriculation standard for admission to that course would probably have to be abandoned. Having obtained the men, they would be employed in the Department on agricultural work in the districts. It was from the class he proposed to promote men into the Imperial Service. The idea was to have a two years' course to start with, and also to have a more advanced two years' course dealing more especially with agricultural sciences, which men might take after the first two years' course, either at once or at some later date. He agreed that if a man possessing only the matriculation standard or even a lower standard was taken and was given a two years' course, he would not be very promising material from which to obtain an officer of the class required to fill a Deputy Director's post, but the college was looking at the question from the point of view of agricultural develop-

(The witness withdrew.)

ment rather than from any other point of view. The aim at present was to make use of the born agriculturist.

68161. With regard to the specialist side he proposed taking graduates in science as assistants to the European specialists, and also as teachers for some of the subjects at Sabour. From those two classes he thought it would be possible to select a certain small proportion of men for promotion to the Imperial Department. Selected men would take an extra post-graduate laboratory course. He was not of the opinion that it was necessary to give them any course of training in England; but it might be an advantage to send a man to Pusa, where he might get a rather wider outlook.

68162. The proposal put before the Commission that the Civilian Directorship of Agriculture should be abolished, that the head of the agricultural service should be filled by a suitably qualified departmental officer, and that a post of Rural Development Commissioner should be created, was quite a sound one.

68163. (Sir Valentine Chirol.) Recruitment in England was adversely affected by poorness of the prospects held out to officers in the service.

68164. One great difficulty which had been found was that the landlords of India were not qualified by their education to benefit by the instruction which Sabour was prepared to give. Therefore, to bring teachers out from England to teach that class of pupil would be a pure waste of money at the present time.

68165. One of the chief objections entertained by his service to the appointment of an Indian Civil Service officer to the post of Director of Agriculture was that posts of that kind were apt to be given rather as a convenience to the Indian Civil Service than from the point of view of the advantage of the service concerned.

68166. If it were laid down that the appointment of an Indian Civilian should only be made when there was a man in the Indian Civil Service who was known to have taken an interest in, and to be experienced in agriculture, that would considerably remove the objection to a considerable extent, but at the same time there was a danger in appointing a man of that kind, because he might not after all have a thorough knowledge of agriculture.

68167. (Chairman.) A candidate had no agricultural education prior to his entrance at Sabour, and his contention was that the Indian candidates who now entered the college were unsuited to the agricultural profession.

68168. (Mr. Fisher.) If his recommendation were carried out, and the college were temporarily closed, agricultural diplomas could not be granted for Bengal, Bihar and Orissa and Assam. That would not create a grievance, because Government had stated that they could guarantee no Government service of any kind. The college had not up to the present given any agricultural diplomas; the first agricultural diploma examination would be held next March.

JATINDRA NATH CHAKRAVARTI, Esq., Agricultural Supervisor, Rangpur, Bengal.

Written Statement relating to the Agricultural Department.

68169. (I) **Methods of Recruitment.**—The present system of nomination form among distinguished Agricultural graduates and of promotion from the subordinate officers is quite satisfactory. Two-thirds of the total number of appointments should be filled up direct from among Agricultural graduates and one-third by promotion.

68170. (II) **Systems of Training and Probation.**—There are no fixed rules. All new officers should be appointed on probation for one year and put under training, at least six months of which should be spent on an experimental farm.

There is no regular system of training for the officers now. The courses in the Agricultural colleges are good as far as they go. But the officers selected direct from these colleges for the Provincial Service should undergo a further post-graduate training for two years either at Pusa or in one of the British or American Agricultural Colleges. The larger part of this period should be spent in practical work. They should be given a small allowance by Government during this period, as private students will have very little inducement to follow these courses. On completing the course satisfactorily, they should be appointed on probation for one year. Six months should be spent on

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an experimental farm in practical work and six months in touring under the direction of an Imperial Officer or a Senior Provincial Officer. Officers promoted from subordinate ranks should be appointed on probation for one year.

Provincial Officers promoted to the Imperial Service should spend at least a year in an approved European or American Agricultural College, if he has not already done so. This period might be treated as study-leave. The rule might be relaxed in exceptional cases.

68171. (IV) **Conditions of Salary.**—The present salary is Rs. 200—10—400. The present salary is quite inadequate and has been always a matter of grievance. The Provincial Service, it is understood, was created mainly for the purpose of organising and supervising agricultural demonstrations. The officers have to go about in the country, study the local conditions, and make out suitable programmes of demonstrations for each tract. They have then to carry these out through the influential people of the localities. They have to meet a good deal of prejudice and sometimes active hostility among the cultivators. Their work can be only effectively done with the assistance of the District Officers and zamindars. Their duties are no less heavy nor less onerous than those of the Provincial Officers of the other Departments. If this Service is to command the necessary amount of influence among the people, and if they are to carry out their work successfully, it is essential that this Service should be put on the same footing as the other technical Provincial Services. In most of the departments one can usually expect to rise to the grade of Rs. 1,000, and also of promotion to the Imperial Branch.

There are at present four appointments in the Provincial Service. This is quite inadequate. In addition to the officers needed for supervising demonstrations, there should be one officer in each of the following departments: Chemistry, Fibres, Economic Botany, Mycology and Entomology. There should also be two officers to assist in the supervision of farms. The Experts belonging to the Imperial Service find very little time to study local conditions by touring, and it will be the duty of the Provincial Officers to study special problems on the spot and carry the results obtained in our laboratories by the Experts to the houses of our cultivators.

Our people are ignorant and superstitious. With the resignation of fatalism they submit to the ravages of diseases and insects as necessary evils. Judging by appearances they got on well enough without an Agricultural Department at all, and if we wait for their demand for a more efficient manning of the Department we shall wait for ever. Very often when they resort to any remedies, they try fanciful remedies suggested by superstition. The only way to help people is to show them the value of true scientific remedies. The Department should have a well-trained staff to do their work properly. Not properly carried out, our recommendations will be no better than their own remedies and will have the effect of bringing the Department itself into discredit. At present one Mycological Collector and one Entomological Collector on Rs. 50 each, trained at Pusa, are our only allowance of officers dealing with disease and insect-pests. This allowance is sadly inadequate for the needs of the province both in quality and number.

The following scheme is submitted for consideration:—

There should be 15 appointments:—

(1) Five for supervising Agricultural demonstrations in each of the five divisions.

(2) Five for each of the departments of Chemistry, Fibres, Economic Botany, Mycology and Entomology.

(3) Two for assisting in the supervision of experimental farms.

(4) One Personal Assistant.

(5) One for special enquiry and one supernumerary officer for filling leave vacancies.

It is desirable that the Personal Assistant should be an officer with a knowledge of Agricultural matters, and it may not be always easy to find such an officer in the Executive Service.

The grade of these officers should be fixed at Rs. 250—25—800, or they should receive two-thirds the salary of the Imperial Officers. Those who are specially capable should also have a chance of being promoted to the Imperial Service.

The discrepancy in the salaries between the Imperial and Provincial Services is much greater than in any other technical departments. As a matter of fact, the annual increment of the Provincial Officers is Rs. 10 only, the same as obtains in the subordinate service. The usual practice in most of the other technical departments is to fix the salary at two-thirds that of the Imperial Officers. As an alternative to the previous scheme, the same scale might be introduced into the Agricultural Department. At present the average salary works out at about one-third the average salary of the Imperial Service. In some departments, Public Works Department, Telegraph, etc., even subordinate officers enjoy very nearly the same salary as the Provincial Officers of the Agricultural Department—a maximum of Rs. 400 only.

A statement is annexed herewith as Appendix I, giving the names and qualifications of the present officers of the Bengal Provincial Agricultural Service. This will, I venture to submit, show that their qualifications are in no way inferior to the members of any other Provincial Service. As a matter of fact, they are in many cases superior, and some of them have received the same training as the officers of the Imperial Service.

It has been previously pointed out that the officers of this branch of the Agricultural Department are required to be almost constantly on tour. As a matter of fact, they have to be out nearly 300 days in the year and most of this touring is in the interior where conveyance is expensive and inspection bungalows scarce. The charge of Provincial Agricultural Officers is very large in area, and they have to cover long distances and have to be away from headquarters for considerable periods at a time. For the above reasons, they have to carry a considerable amount of equipage with them and one or two servants also. The second-class rates travelling allowance allowed are very often insufficient to meet these charges. They should, therefore, be allowed first-class travelling allowances, as in the Public Works Department and Telegraph Department.

68172. (V) **Conditions of Leave.**—The officers of this Department can very rarely avail themselves of Sundays or of the ordinary holidays. On account of the very technical nature of their work, as well as on account of shortage of officers, very few of them can obtain privilege leave when due. They should, therefore, be allowed to accumulate their privilege leave up to six months.

68173. (VI) **Conditions of Pension.**—Having regard to the arduous nature of the duties of officers of this Department, most of whose time is spent in outdoor work and in continuous touring, 25 years' service should be enough to earn full pension.

68174. (VII) **Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of Services into Imperial and Provincial.**—Under the present conditions, it is very difficult for an Indian to get into the Imperial Service. As a matter of fact, out of about 70 Imperial Officers in the whole of India, there is only one Indian. At least one appointment in each province should be reserved to be filled up by promotion from among members of the Provincial Services.

The sharp line which now exists between the Imperial and Provincial Officers should be abolished. As in the other cognate departments

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(Public Works Department, Telegraph and Forest), the duties of the Provincial and Imperial Officers should be, at least in the beginning of their services, similar, and Provincial Officers should be given independent charges, subordinate directly to the Director of Agriculture. Officiating vacancies in the Imperial Branch should also be invariably filled up by Provincial Officers instead of by officers from another province.

68175. (VIII) *Relations of the Services with the Indian Civil Service and other Services.*—(1) The Co-operative Societies and our Department must work together, and closer co-operation is also desirable with the Educational Department in the matter of Agricultural training in the primary schools.

(2) The Agricultural Department can do very little useful work in the way of demonstrations without the help of District Officers.

(3) It is possible that, when the Department is fully developed and organised, the Head of the Department should be an Agricultural Expert. But for a long time to come the Department, if it is to carry out its work successfully, must be presided over by a member of the Indian Civil Service. It is he who alone can command the necessary amount of influence among the District Officers and the public. The Department, as at present constituted, consists of the Agricultural Statistics, Fisheries, Sericulture and Veterinary branches and it will be difficult to get a suitable expert who will take an impartial interest in all these.

68176. (IX) Any other points within the terms of reference to the Royal Commission not covered

by the preceding heads.—The designation of Provincial Officers should be changed to Assistants to the Director of Agriculture. The present term "Agricultural Supervisor" is misleading as, in some other departments, the term is used only for subordinate officers. As the Department is new, the public and even officers of the other departments very often take them to belong to the same class and this sometimes leads to awkward situations.

68177. *ANNEXURE TO THE ABOVE.*—Names and qualifications of the officers of the Bengal Provincial Agricultural Service:—

(1) Jotindra Nath Chakravarti, B.A. (Calcutta University); Diplomate, Higher Agricultural Class (Sidpur Government Engineering College), M.S.A. (Master of Science in Agriculture, Cornell, U.S.A.). Received practical training at Pusa for nine months on return from the U.S. Appointed in 1908.

(2) Rajeshwar Das Gupta, Higher Agricultural student (Sidpur). Promoted from the Subordinate Service for special merit. Served in the Agricultural Department in various capacities for nearly nine years before receiving his promotion. Appointed Agricultural Supervisor in 1912.

(3) Dwijadas Datta (temporary), B.Sc. (Calcutta), M.S.A. (Cornell, U.S.A.). Was managing a farm of his own when appointed to the Agricultural Service. Appointed in 1913.

(4) Nagendranath Gupta (Temporary), B.A. (Calcutta), B.Sc. (Edinburgh). Appointed in 1913.

Messrs. J. N. Chakravarti and D. Datta went to the U.S.A. with Government scholarships.

Mr. JATINDRA NATH CHAKRAVARTI called and examined.

68178. (Chairman.) The witness was appointed to the service in 1908. He was a graduate of the Calcutta University, and received the agricultural diploma of the Sibpur Government College. He was then sent for two years to Cornell University where he received a degree of Master of Science in Agriculture. Then he went to Pusa for nine months. At present he was in charge of a Government farm. He had four subordinates under him in addition to clerks.

68179. A certain proportion of vacancies should be set aside for subordinates in order to encourage them.

68180. It was difficult to find a class of landholder in Bengal who cultivated his own land with his own hands or by direct personal supervision, and at the same time possessed educational attainments.

68181. It was advisable, if possible, to get men into the agricultural service who had been intimately associated with the land all their lives. Landlords were gradually exhibiting more interest in agricultural education.

68182. The courses at the agricultural colleges were good, as far as they went, but they did not provide a wide enough training for admission to the higher branches of the service. That did not apply to the Pusa course. He thought the training given at Sahour was quite sufficient for present needs. Those who required higher training could go to Pusa. He suggested that all officers desirous of entering the Provincial Service should go through a course at Pusa, except in special cases.

68183. He considered that officers, under his scheme of promotion from the Provincial Service to the Imperial Service, should, prior to entering the Imperial Service, take a course in some foreign country. It would give them a wider outlook. They should go away on study leave and obtain a certificate from an agricultural institution. Some of the officers now in the Provincial Service were qualified to fill higher posts, as they had had a scientific training abroad.

68184. The Provincial officer was carrying out work of a subordinate character to the Imperial

Officer, but the difference in pay between the two officers was too great.

68185. Full pension should be payable after 25 years' service. Officers now entered the service at about the age of 25, so that a man would have reached 55 under the present conditions by the time he had served 30 years.

68186. (Sir Valentine Chirol.) It would be difficult to give any figures in support of his statement that an increased interest was being taken by the classes associated with the land in the work of the Agricultural Department, but he could say from his own personal experience that that was the case. It could be fairly assumed that when it was a question of familiarising the Indian agriculturist with improved methods of agriculture, the Indian himself was in many ways much better fitted to bring that knowledge home to those whom it was desired to reach than a European. The duties of the witness's branch of the service consisted entirely of propaganda work.

68187. (Mr. Sly.) It took him four years to pass as a science graduate, that being the minimum period prescribed by the University. He held a Government scholarship of Rs. 10 for two years whilst in the University. He did not obtain a scholarship at Sibpur. He went there because he liked agriculture. He went to America with a scholarship worth Rs. 150 a month, with all tuition fees and other similar expenses paid. He was then sent by Government to Pusa with pay at the rate of Rs. 250. His American training had been of very great value to him in his work in India, in that it gave him an insight into American methods of propaganda work in addition to the necessary technical training. In his opinion men trained abroad were superior to men trained in India.

68188. An Indian who had his cultivation done by hired labour was not looked down upon. The total number of such men was small, and the number of educated men amongst that class was still smaller; but it was increasing. In the future he expected a considerable number of men from that class would be attracted to the college.

68189. (Mr. Fisher.) One or two landholders came

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to Sibpur College, not in order to enter Government service but in order to obtain agricultural knowledge, which might be useful to them on their own estate, but their educational qualifications were not very high. He was of the opinion that the number of landowners likely to avail themselves of the educational opportunities in Bengal in order to increase their own estates was likely to increase. He thought the courses undergone at the Provincial Colleges of Poona and Sabour were quite sufficient to fit an Indian for an advanced course at Pusa. It was not necessary that candidates for admission to the agricultural classes should have taken a scientific degree at the University.

68190. (Mr. Madge.) Zamindars might to some

(The witness withdrew.)

At Madras, Tuesday, 27th January, 1914.

PRESENT:

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

SIR VALENTINE CHIROL.

WALTER CULLEY MADGE, Esq., C.I.E.

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

HERBERT ALBERT LAURENS FISHER, Esq.

And the following Assistant Commissioner:—

LL. E. BUCKLEY, Esq., I.C.S., Commissioner of Revenue Settlement, Madras.

R. R. SCOTT, Esq. (Joint Secretary).

C. A. BARBER, Esq., M.A., D.Sc., Government Sugar-cane Expert.

Written Statement relating to the Agricultural Department.

68192. (I) *Methods of Recruitment.*—I consider that the present class of recruits to the Agricultural Department in India is by no means uniformly satisfactory, in that the men joining are good, bad and indifferent. The reasons for this are not far to seek. The selection of new men is usually done in haste; those who are responsible for their recommendation are not in a position fully to grasp the local conditions and the candidates themselves are often very ignorant in the subject; the starting and the ultimate scale of pay are inadequate to attract the best class. The inclusion of good men is a matter of chance either because they happen to be out of employment for the moment or are at present unaware of their own value.

To remedy this state of affairs—which is very serious—I would make two suggestions: (1) A permanent selecting Board should be organised consisting of recognised heads of Agricultural Departments in England; these should be kept fully informed as to the local conditions, and at least one member of the Board should be a retired member of the Indian Agricultural Department. (2) It is advisable to inaugurate a definite policy with the object of forming a regular reserve of officers to draw upon. The Department, judging by the numbers in the Agricultural Department of other countries, is bound to increase for many years to come and there will always be plenty of work to do for members of this reserve as will be detailed below. As an example of such a policy I might suggest that two agriculturists (and scientific specialists to a less degree) be entertained on probation for each year for some time to come.

68193. (II) *System of Training and Probation.*—The period of probation is at present three years. This is a long time for a young trained man to be in suspense, and there is no reason why, if greater

extent be compared with English landlords who took to agriculture for the sake of their estates and their tenants. There was a prospect of their number increasing with the encouragement they received from Government in agricultural colleges as well as from the scientific officers of the Agricultural Department; in fact it was increasing. He looked forward to a time when zamindars would be more deeply interested in agriculture than they were at present.

68191. There was no reason why the Indian agricultural training should not be raised to the highest standard in a reasonable time. And in so far as conditions of agriculture were peculiar to India, an Indian (or Anglo-Indian) had an advantage over a man from England.

care is taken in selection in the first instance, this period should not be reduced to two years. This, however, I think is the minimum.

A reserve of agriculturists should usually be kept in each province according to its probable ultimate needs. These could be utilised by being placed in charge of sections of the country, in supplying leave appointments for which there is no provision at present and in the investigation of special problems. The day of special enquiries has only commenced and these will, I believe, form an increasing factor in agricultural progress for some years to come. I regard it as useless at present to send agriculturists for training in Pusa and think that they should be trained in their own province in order to assimilate the local conditions and language.

The case is somewhat different with regard to scientific specialists, although the danger of unsuitable selection is greater than in the case of agriculturists. There are far fewer men available and, as the standard required is higher, any mistake made is much more serious. I would suggest that the reserve in this case should be under the control of the Imperial Section with whom it would rest to place the specialists as early as possible in the provinces likely to need them. Speaking specially for Madras I consider that an additional Botanist could now be usefully employed under training, and I have no doubt that the same may be said of other sections.

68194. (III) *Conditions of Service.*—I do not know the conditions of service in the Agricultural Department as my agreement is a separate one, but I am informed that in several respects they are inferior to those of other recognised Services. This is a very serious matter, considering the class of university recruits aimed at, which is exactly similar to that in the Educational Department. If it is objected that the Agricultural Department is a small one I would point out that the

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[Continued.]

recruitment of an unsuitable officer is a far more serious matter in a small than in a large Department. I consider that for the life of the Department the class of recruits should be unexceptionable.

68195. (IV) **Conditions of Salary.**—I consider that the salary offered at present is generally insufficient, both as regards initial pay and ultimate maximum. The initial pay does materially affect the class of recruits and will continue to do so until the Service is recognised as a good one. The tendency of those leaving the Agricultural Department at present is inevitably not to recommend it.

I have some experience in the recruitment of officers for the Agricultural Department, for during my last furlough I visited almost all the Agricultural Colleges and Universities in the Kingdom and was freely used by Sir Thomas Holderness in obtaining officers for various appointments. And I found that the prospects were quite insufficiently attractive to induce anyone to leave England who had a reasonable prospect of obtaining an appointment at home, frequently on a much lower scale of pay.

It is not desirable that an officer entering into service should reach his maximum rate of pay after 14 years' service and should then remain at this rate for another 15 or 16 years without the chance of improvement.

I would, however, here draw my first distinction between the agriculturists and scientific specialists. On the average the training of the latter is longer and more laborious and they enter the Services with a better equipment than the former. While it is perhaps possible to obtain young agriculturists at the rate of pay offered in other larger Services, I consider that it is idle to expect specialists to come out for the same salary.

I would recommend that it should be possible for all officers of the Department to rise to at least Rs. 1,500 a month, and that special inducements as regards initial pay should be held out to scientific specialists. And that there should be a chance for higher maximum pay than that named for the better men in each province.

68196. (V) **Conditions of Leave.**—It is generally admitted that the present leave rules are out of date and antiquated in several respects and I would merely desire that, if improvements are effected in this respect with regard to any of the other services (excepting the Civil Service and Military Service), they should be extended to the Agricultural Department as well.

68197. (VI) **Conditions of Pension.**—The pension at present offered is insufficient for anyone with a family to live in England. It is therefore necessary to seek employment upon retirement. I do not think that this is fair after 25 to 30 years in Government service in India. I would suggest the abolition of the Rs. 5,000 limit, that the rate of pension should depend upon the length of service and scale of pay during the last five years in India, and that an additional sum of Rs. 1,000 should be allowed to Provincial Directors of Agriculture, to the Agricultural Adviser to the Government of India and to certain selected officers in the scientific section.

68198. (VII) **Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of Services into Imperial and Provincial.**—Non-European officers—that is natives of the country—should be employed wherever possible in the higher posts. It is unnecessary to fix any limit for this at present because it is unfortunately the case that, in spite of careful search, hardly a single one has as yet been found to be suitable. Thus far we have met with a lack of administrative ability and power of independent research which probably indicates that we have not succeeded in attracting the best class of Indian to the Agricultural Department. The only openings at present available are those of Professors in the local colleges, and such appointments should be made where possible in order to attract a better class of Indians to the Service.

The present division of the Imperial Service into "Imperial" and "Provincial" is a good one. But it is not ideal. It is, in my opinion, of absolute importance that there should at least be an Imperial section. Otherwise we should have a series of detached Provincial services, some successful, others gradually atrophying and ultimately disappearing. There is, however, at present a serious dislocation between the Imperial and Provincial Services. It is difficult, without fuller knowledge, for me to indicate the remedy, but I put the following suggestions forward in the hope that they may be of use.

There should be one Imperial Department of Agriculture with a chief officer responsible to the Government of India. There should be a special research establishment at Pusa with reserve scientific men to be placed in those provinces where it has been demonstrated that useful work can be done. There should also be a reserve of agriculturists drafted to the various provinces where expansion is most probable in the near future. Once in a province, specialists, and especially agriculturists, should be moved as little as possible, although in the former case a special problem will sometimes have to be studied in several provinces.

It is difficult to indicate the exact amount of control to be exercised by the Chief of the Imperial Department, but with capable local Directors there should be little cause for interference and in matters of administration the local Government should have complete control of all officers serving under it. The permanent staff of the Research Institute would, however, naturally be recruited by selection from the Provincial Scientific Experts.

68199. (VIII) **Relations of the Service with the Indian Civil Service.**—The Directors of the Provincial Agricultural Departments should be selected with much greater care than has sometimes been the case in the past. At present it has been found "convenient to appoint a member of the Civil Service" as Director. He is usually a better trained man and, when qualified, the results have been admirable. This arrangement is, however, anomalous and it cannot be expected that a suitable member of this Service will be usually available. The appointment of a Civilian Director should be dropped as soon as possible for the following reasons—

(1) He is usually insufficiently master of his subject.

(2) Cases have occurred where the appointment has been used with less regard to the needs of the Department than that of Civil Service.

(3) A capable member of the Department with administrative ability would obviously have an advantage over a civilian in directing its policy. There would also be fewer changes of Director.

(4) It would definitely raise the status of the Department to have a Director recruited from its ranks. This is an extremely important matter at the present moment, for, unless the Department is recognised as a good one it is idle to expect an improvement in the class of recruits.

It is of great importance for the success of the Provincial Agricultural Department that its Director should have as free a hand as possible in carrying out his work. In Madras the Director is under Commissioner in the Board of Revenue, who is responsible to Government for the Department. This officer is a very busy man, and the Agricultural Department with its multiplicity of detail of necessity can occupy a very small part of his time. There appears to be no reason whatever for this arrangement, for the Agricultural Department has nothing to do with the collection of revenue. The Madras arrangements (I cannot speak as regards other provinces except that they regard our system as extremely curious) of placing the Director of Agriculture under the Board of Revenue leads, in my opinion, to endless delay and confusion.

68200. (IX) **Other points.**—I would call attention to another matter in which the Madras Agricultural Department differs from those elsewhere in India. The scientific officers are under a disadvantage as compared with the agricultural recruits.

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[Continued.]

I have already referred to the longer time involved and greater expense incurred (to put it on the lowest plane) in the training of a scientific specialist than in that of the average agriculturist. It is ruled in Madras that the post of Principal of the Agricultural College should be filled by agriculturists and not by scientific specialists. This is one of the posts carrying additional emoluments and I regard this treatment as likely to react unfavourably on the recruitment of scientific specialists for Madras. There is no reason why the Principal of the Agricultural College should be an agriculturist to the exclusion of scientific men, and the latter usually hold the position in other provinces.

Dr. C. A. BARBER called and examined.

68201. (Chairman.) The witness was recruited to the Service under special contract. He came out as Government Botanist on Rs. 700 a month with a free house. He had been fifteen years in India. At present he was Government sugar-cane expert for India on Rs. 1,500 a month with a free house.

68202. The present class of recruits to the Agricultural Department was by no means always satisfactory, and he suggested three methods for bringing about an improvement—first of all, the reorganising of the Selection Board; secondly, the forming of a reserve of officers in the Department, and thirdly, an improvement in conditions of service. With regard to the reorganisation of the Selection Board, he desired to associate on the Board gentlemen with Indian agricultural experience. At present officers coming out to India knew nothing about the Service, and after a few years they always showed signs of dissatisfaction that they had not been better informed at the time of their first appointment.

68203. With regard to forming a reserve of officers in the Department, he suggested that agriculturists, and to a less degree, scientific officers, should be entered on probation, irrespective of vacancies. If that scheme were carried out it would not entail an unnecessary expense, because it was certain that there would be a large expansion of the Department in the near future. Even if the contemplated expansion did not take place, there would not be any serious block in promotion, as the additional officers could be employed at once in every province. He knew roughly what the conditions were in each province, and he could definitely say that there was room for such an increase of staff. His proposal was in fact based on a very strong assumption that the whole Department was about to undergo considerable expansion. He thought that if these measures were adopted the present system under which officers were selected rather hurriedly might be avoided.

68204. He had recently visited almost all of the institutions in England, and had found that there was a large field from which suitable candidates could be recruited to the Department. In 1912 there were thirty diplomats at Cambridge, one of whom had been induced to join the Department after considerable difficulty. None of the other twenty-nine men had made any offer to come into the Service. He thought that was due to the fact that they did not consider that the pay and prospects were adequate. If pay and prospects were improved eligible candidates would, he thought, be tempted to offer themselves for appointment.

68205. The point he mainly insisted on was that there must be a large increase* in the Department in order that it might play its proper part in the agricultural development of the country. At present the Department only dealt with one small spot at a time, and obtained good results if it was able to concentrate its attention and its staff on that spot. There had been in Madras during the last five years two District Officers, one of whom had had to deal with 23,000 square miles of crops, and the other with 29,000 square miles. Great portions

* The witness afterwards put in two notes which have been printed as Appendices VIII. and IX.

As regards the Director of Agriculture, I would leave the matter open but if two men of equal ability are available, one a scientific specialist and the other an agriculturist, I would choose the latter for the post. This being the case, I think it only fair that there should be a grade open to the scientific members of the Service with equal emoluments, after approved service to that of the Director. The matter is of some importance in view of the fact that in the general recruitment to the Department a mediocre scientific specialist would be much more of a disaster than a mediocre agriculturist because of the character of the work required of them.

of the country had not been touched, and many questions were started, only to be dropped for lack of staff. Where the Department had been able to concentrate its attention on certain definite questions it had met with enormous success. He might refer, for example, to the case of single seedling paddy. The Department had discovered that instead of planting four or five or six seedlings, one was sufficient for the purpose and that saved Rs. 3 per acre. This improvement was now carried out on 100,000 acres. The increase in the Department which he considered necessary, and which would inevitably come, stood or fell by the inclusion of a large number of Indians in the Department. The Department could not have a great force of Europeans in it; the number of Europeans would have to be increased, but the Service would have to depend very largely upon the higher subordinates. If those upper subordinate posts were thrown open, a very much better class of men would enter the Department. What he had said with regard to the class of man entering the European Service applied even to a greater extent to the class of Indians the Service was able to recruit. It was not getting the best men, as the pay and prospects were so poor, and the number of posts open to them were so few. In that respect the Department suffered in comparison with the comparable sections of the Forest Department, the Public Works Department, and the Educational Department.

68206. He would like to see one Deputy Director in every district, which would mean an addition of twenty-two men in Madras alone. Even then the charges would be far more than a man could really manage, but attention could be concentrated on individual problems, with the result that there would be a great increase in the prosperity of the country, and ultimately in the revenue to Government.

68207. He felt satisfied as the result of his own experience that Deputy Directors when sent into the country districts succeeded in inducing the Indian farmer to take up improved methods of agriculture. It took three to four years to introduce the most obvious improvement, and then it was only done by obtaining the friendship and confidence of the people.

68208. He based his desire for an increase of Indians on the following facts. Indians formed a very large proportion of the Agricultural Service, and unless their number was increased largely, he did not think the Department would be justified in increasing the number of its District Officers. He did not say that those District Officers should be Europeans. There was no feeling against any Indian officer in the Service, provided he was as good as the European.

68209. He thought Indians intended for promotion to the upper branches of the Service should be trained in the Department, should pass up through the upper subordinate grades to a Provincial Service, and should then be selected from the Provincial Service into the Imperial Service. He was strongly against any direct recruitment in England of Indians who had passed through a University course, unless they had been thoroughly tested out in India first. He had quoted in the

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[Continued.]

written statement the report of the Commission on Technical Studies Scholarships, which pointed out that it was no use sending any Indian to England to go through a technical course there, unless he had had practical experience of the subject in India first, and unless he had been selected by the local authorities. He laid stress on the necessity for local selection in India, as the local authorities had intimate knowledge of a man's capacity and the work for which he was wanted.

68210. Having got his man, and assuming that he had been through a course of training in India, he would not suggest sending him to England, although there were certainly advantages to be gained from an English training. If a good man was found in the District Service, it would be a good thing for him to go to England for a couple of years, with the object of broadening his ideas. With regard to research, on the other hand, he did not consider at present the Indian colleges were sufficiently equipped to give a complete training. If a promising man was discovered on the research side, he would recommend sending him to an English University in order to be trained in his special subject. He would prefer to send a man to England for research purposes to sending him to Pusa, as Pusa was not sufficiently equipped with the necessary training staff. He agreed that the research work going on at Pusa was peculiarly adapted to Indian conditions, but he laid great stress on a thorough grounding in general principles. Moreover, Pusa was not in the tropics, and the crops on the whole were more similar to the crops of Europe than they were to those of southern India. The Provincial Colleges would be perfectly capable of training men in district work, and to a certain extent they would be capable of training them in teaching, but they would certainly not be capable of training them in research.

68211. The present standard of training in the Madras College was adequate for the class of man needed for the Service. He did not favour any method of direct recruitment of an Indian to the higher branches of the Service. Very occasionally a man might be appointed direct to the Provincial Service, but nobody should be appointed direct to the Imperial Service. An officer who had been in the subordinate ranks a considerable number of years would make an effective superior officer, and would hold his own with his colleagues. It was very difficult to say whether an officer recruited in that way would be likely to take the position of authority better than an officer highly trained and appointed direct. There was no doubt that a directly recruited officer would enjoy a certain amount of kudos, and he might possibly have more authority, but he would not be able to enforce that authority, as he would not know the Service so intimately as the promoted man and would not be respected by his subordinates in the same manner as the man who had risen from the ranks.

68212. The service would attract the best class of candidates if a prospect was held out of selection to the Provincial Service, and finally of promotion to the Senior Service. It should, however, be understood that a good man would be pushed on rapidly.

68213. In Madras the scientific specialist laboured under a special disability in that it was laid down that the post of Principal of the Coimbatore Agricultural College should be filled by an agriculturist. He did not know if there was a definite Government Order on the subject, but the practice was well defined. He did not say he would like the position to be open to both sections, but if it was a rule that the Principalship should be taken from the Deputy Director class, then he thought that some post carrying an equivalent rate of pay should be open to the scientific section. His whole object was to establish as fair conditions of service all round as possible. It was far more difficult to attract the scientific expert than to attract the ordinary agriculturist into the Department. He agreed that other things being equal, an agriculturist would be likely to be better qualified as an administrator, but the position of Principal required academic qualifications also.

68214. There was not the close contact which he would like to see between the research work at Pusa and the research work going on in Madras. He did not suggest the appointment of an officer with general authority over the whole of the agricultural service throughout India, because every province must be in charge of its own men, but he would like to see the authority of the Agricultural Adviser to the Government of India increased. He agreed that it would be a good thing if, in each province, there was an officer in general control over the Agricultural Department, the Veterinary Department, Co-operative Credit Societies, and possibly Village Industries. Assuming that a suitable officer could be found, it would be an extremely good idea, but what he was afraid of was that the scheme might result merely in the employment of an additional Secretary, and that he particularly wished to avoid. He disapproved of the present arrangement under which the Director of Agriculture was placed under the Commissioner of the Board of Revenue; he thought it was unnecessary.

68215. (*Sir Valentine Chirol.*) If the Department of Agriculture in Madras desired to bring any point to the notice of the Government of India, it should communicate direct with the Agricultural Adviser of the Government of India. What happened now was that a proposal would be made by one of the Scientific Experts to the Director of Agriculture, who had to forward it to the Board of Revenue. The Board of Revenue then sent it to the Government, and the Government might or might not send it on to the Government of India. The proposal might, however, be dropped at any stage, without reference to the expert by whom it was originated. If the question was merely one of scientific procedure, or co-ordination of scientific results, which had no reference to revenue or administration, then there were facilities for communicating direct with the Agricultural Adviser, and through him to the Government of India.

68216. The Agricultural Service was not one which required mere mental ability. Agriculture was a business, and anyone who was not a capable business man was of no use to the Service. A man could not be a successful man of business without technical knowledge, and for district work what they wanted was technical knowledge combined with business capacity.

68217. (*Mr. Sly.*) Local recruits to the Agricultural Department started on a salary of Rs. 35 rising to Rs. 50. He considered that such officers could in time be trained up to the standard required for the Imperial service. He agreed that better material might be obtained for the Imperial Service if officers were recruited direct to the Provincial Service on Rs. 200 a month, but they would not have had the necessary initial training. His suggestion was to recruit Indians from the subordinate to the Provincial Service; to test their capacity for a certain number of years; then, if necessary, to put selected officers through a post graduate course, preferably in India; and ultimately to promote them to the Imperial Service.

68218. The present average age of entry of the sixty men in the Imperial Department was 27 years and eight months. The ages at entry ranged from 20 to 40. Agriculturists should, he considered, have obtained a diploma from a recognised college, and should also have completed at least one year's training on a farm in England. That would make them 23 years of age. The research officer should have taken an honours degree at a recognised school, and should have completed at least two years on research, which would bring him to about 25 or over.

68219. On the whole he would be against bringing out a number of short-term specialists for the Department, as it would take a number of years for them to get accustomed to the conditions of the country. He quoted the instance of an eminent geologist who came out and proved an utter failure. He would be prepared to admit a possible exception in the case of a man who was engaged

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for a short term simply for the investigation of a special subject, but it would be an enormously expensive arrangement. Taking the post of bacteriologist, he explained that the bacteriological conditions of the soil in India were so different from those of the soil in England or in any temperate clime, that it would be useless to bring out a man of established reputation in England for a short period. It would be much better to appoint permanently men from England who had been trained as researchers.

68220. His colleagues considered that, if possible, the post of Director should be filled from the Agricultural Service and not by an Indian Civil Service officer, but personally he was not in favour of an immediate change. At present officers in the Agricultural Service were too young to fill the posts and if a Departmental officer were appointed he would hold the position for too long a time; and possibly also there were not enough officers in the Service from whom a selection could be made. He did not think it would be a suitable system to select an officer for a provincial directorship from the whole of India. There would be no objection to bringing a man from one part of the Gangetic plain to another part, provided the local Service was safeguarded against any injustice, and there might be no difficulty in taking a man from Bombay and putting him in the Central Provinces, but it would be a great mistake to bring a man from the Gangetic plain down to Madras.

68221. The position of Director should be open to the expert as well as to the agriculturist, but if there were two men available, one an expert and the other an agriculturist, he would choose the district officer for the post, other things being equal.

68222. It was not the case that experts (who should be a much smaller body than the Deputy Directors) were given compensation in the form of appointments at Pusa and special allowances. He was afraid the special allowances at Pusa were absolutely illusory. He believed that if the posts at Pusa were thrown open to the Department they would all go begging. If an officer from Madras was transferred to Pusa his provincial work would come to an end, and he would have to start all over again under entirely different conditions, in which he would not be interested. It was this consideration more than anything else which prevented men from going to Pusa. The theory under which the best of the provincial experts were selected to hold appointments at Pusa had broken down completely.

68223. A scheme providing that the Agricultural Service should have one of its own officers at its head that the Veterinary Department and Co-operative Credit Department should also be placed in charge of one of its own officers and that above these three branches of the Service, there should be an officer of the Indian Civil Service acting as Commissioner and dealing direct with the Government was a step in the right direction; but it was not an ideal scheme. A better system would be to have a trained technical officer acting as Commissioner. He agreed that one man could not be an expert in all three branches, but an officer trained in the technical work of any one of them would be much better fitted for the post of Commissioner than a mere administrator. He would not in the least mind a veterinary officer holding the position; he would be better qualified than an Indian Civil Service officer. What Government

(The witness withdrew.)

M.R. RY. RAI BAHADUR K. RANGACHARIAR Avargal, Government Lecturing Botanist, Agricultural College, Coimbatore.

Written Statement relating to the Agricultural Department.

68234. A Provincial Service is necessary for this College, and some additions also to the executive branch. In all the other provinces, except Madras, there is a Provincial Service attached to the Agri-

wanted was an expert adviser and not a mere secretary.*

68224. (*Mr. Fisher.*) For the purposes of agriculture India could be divided into four main tracts, and there would no difficulty in transferring experts within the limits of those tracts, but if he was transferred from one tract to another, he would at first be under very great disadvantages.

68225. He would certainly not recommend that all candidates for the Agricultural Department in India should have passed through the agricultural course at Cambridge; there would be no advantage at all in that, and the Department would not obtain as good a class of man as it did at the present time.

68226. Nor would there be any advantage in selecting men at a comparatively young age, and in putting them through a course in an Agricultural College afterwards. The present plan was quite satisfactory.

68227. The starting pay of specialists and agriculturists would have to vary, because of the different qualifications required. For a scientific expert the Department would have to bargain directly in every case. There was no way of commanding the services of a good scientific expert in India, unless he was paid a very high figure. In his view a man might become a scientific expert two years after he had taken his degree. If an Indian obtained a good degree in India, and afterwards did well as a scientific research student at Cambridge, he should certainly be admitted straight into the Imperial Service, but he had never yet come across such a case.

68228. It would undoubtedly be more desirable at the present moment to strengthen the agricultural side of the Department than to increase the number of scientific and research officers.

68229. (*Mr. Madge.*) He fully believed that the operations of the Agricultural Department were sufficiently remunerative to justify a large measure of development. That view had been pressed upon the Government of India and a series of reports had been sent up at different times. During the recent meeting of the Board of Agriculture at Coimbatore, the dominant note was that great expansion must take place in district work.

68230. There was a class of landowner in Madras which corresponded with the landowners in Bengal who really took an interest in their estates, with the view of improving them, and the department had many friends amongst them.

68231. It was very hard upon a young man straight from college to be put in full administrative charge, and he would prefer that newly entered officers should have a certain amount of training before being placed in full control.

68232. (*Mr. Buckley.*) On the whole he thought it would be advisable to have a selection bar at Rs. 1,000 provided that there were not only a limited number of appointments above Rs. 1,000.

68233. He looked forward to the time when there would be a Deputy Director in each district. The first step, however, would be to get assistant directors in each district working under Deputy Directors who were in charge of four or five districts.

* The witness afterwards wrote: "I wish to modify this paragraph in that my answer had to be on the spur of the moment. After thinking the matter over and considering the type of Government in India and the excellence of the Civil Service, I withdraw my objection to a member of that Service occupying the post of Pusa Commissioner."

cultural College. At Poona there are four or five men in the provincial grade. At Nagpur five, and in the Agricultural College at Pusa a number of them. In Bombay there are four divisional inspectors in the provincial grade, and in the Central Provinces there are seven men.

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[Continued.]

In the Agricultural College, Coimbatore, there are 21 assistants at present and not even one in the Provincial Service. In the Forest College, which is also a technical college like our college, all the assistants are in the Provincial Service. The course in the Forest College is simpler and shorter than our college course.

Even at Saidapet there were two persons in this grade. (One was acting as Vice-Principal for ten years.)

This step will add to the prestige of the college, and the college will become more popular. Further, this will certainly attract superior type of men, and they will stick on to the Department and all the experience they gain will be an advantage to the college. Good men will take up appointments even in the lower grades, for there is every chance of their getting promotion. At present there is no inducement.

68235. (III) **Conditions of Service.**—The conditions of service so far as leave and such other privileges are concerned, the officers are at a disadvantage. They have lost all the advantages they have been enjoying while under the Educational Department, and even the few advantages of the Revenue Department are denied to them. The work of the assistants in this college is more arduous than in the Educational Department. Officers in the Educational Department have more pay, better prospects of promotion, and plenty of leisure besides the vacation leave.

68236. (IV) **Conditions of Salary.**—For our college we must have at least five appointments in the gazetted Service. All these may be on same pay, one being attached to each section. Or we may have different grades as in the Forest College, inasmuch as our college is in no way less important or inferior as regards the training.

At present there is a stop at Rs. 250, and comparatively speaking this is not fair. This college is more important, or at least as important as any other professional college, and as such it is only fair to bring this college in line with the other colleges, as regards pay, staff and conditions of service. This college certainly deserves, at least as much consideration as the Forest College, if we bear in mind the needs of the country. At present there may not be a great need for men of a superior type, but as soon as the college and the Department pass beyond the initial stage, there will be a great need for a better class of men.

[See also the supplementary statement by Rai Bahadur K. Rangachariar, immediately below.]

Supplementary Written Statement.

68237. (I) **Method of Recruitment.**—(A) *Indian Agricultural Service.*—Officers of this Service may be considered under two distinct classes: (1) Specialists and (2) Agriculturists proper, as the type of men required for the two branches are different.

(1) *Specialists.*—For some more years the specialists intended for research work of a higher order in the Department have to be recruited entirely from amongst Europeans, or Indians that have received a sound training in foreign Universities. Arrangements should, however, be made to bring into existence Indians capable of doing research work. Graduates in science of the Indian Universities that show special aptitude for science may be selected and sent to foreign countries for special training and drafted into the Department after the training. The scientific experts must consider the training of the Assistants under them for research work and the improving of the laboratories so as to bring them to the level of the model laboratories in Europe and America as a part and the foremost of their duties.

(2) *Agriculturists proper.*—As regards the officers who are to be pure agriculturists, recruitment should not be confined to the Europeans only. Indians should have a greater share in this cadre

than Europeans, because agricultural experts have to deal more directly with the ryot than the officers of other Departments. The officer for the agricultural side should possess a very intimate knowledge of the ryots' ways of thinking, their language and their needs to gain the confidence of the ryot. An European officer, however sympathetic and enthusiastic, cannot be expected to be able to do this work with the same facility as an Indian.

The present system of recruitment to the Indian Agricultural Service is that, when a vacancy occurs or is about to occur, the Secretary of State is informed and he selects a man, no nomination being usually sent up by the Local Government. This leads to the restriction of the selection to men resident in England and to the exclusion of Indians with foreign University qualifications who may have returned to India.

(B) *Provincial Agricultural Service.* Recruitment for the Provincial Service, which, it is hoped, will be brought into existence soon, must be partly from the Subordinate Service and partly by direct nomination of men possessing high qualifications.

If the Scientific Assistants are trained properly by the experts, there need not be a special leave reserve in the Indian Agricultural Service. In the Educational Department the vacancies occurring by the granting of leave in the Indian Educational Service are filled up by selecting men from the Provincial Service.

68238. (II) **System of Training and Probation.**

—All Assistants and officers of the grade of the Provincial Service should invariably be graduates in science and they should be made to undergo a course of training in Agriculture proper for a year. This system should be adopted until the local Agricultural College is able to turn out Licentiates in Agriculture of the right type, that is, men with good general education.

68239. (III) **Conditions of Service.**—At present the officers are expected to do both research and training work. This is not a satisfactory arrangement. An officer engaged in research work cannot devote sufficient time to teaching, without detriment to his research work. Teaching in this college is of a different type, and is far more taxing than in Arts colleges. Much time and previous preparation are needed for teaching and this, by itself, is a very hard task. So it is unfair to expect men who are teaching to take part in regular research work.

The primary duties of the experts being research work, the teaching has to be left entirely to the Indian Assistants and it is necessary that they must be in the Provincial Service.

68240. (IV) **Conditions of Salary.**—The Agricultural Department must be on a par with the Educational or Revenue Department as regards pay, prospects, etc.

68241. (V) **Conditions of Leave.**—Rules as regards privilege leave so far as applicable to the teaching section are a very great hardship. At present they are allowed to take privilege leave only during the vacation time. The principle on which vacation leave is given to teachers and professors in schools and colleges should not be ignored in this Department, as teaching work in this college is more arduous.

68242. (VII) **Such limitations as may exist in the employment of non-Europeans, etc.**—There is no need for any limitation as regards the employment in any branch of this Department, unlike the Indian Civil Service, for which such limitations may be considered necessary for political reasons.

68243. (VIII) **Relations of the Service with the Indian Civil Service.**—The post of the Director of Agriculture should be held only by an experienced officer of the Indian Civil Service who is specially trained. In view of the varied experience he gains in district work and his intimate knowledge of the conditions of the ryot, he is best fitted to be the head of this Department.

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RAI BAHADUR K. RANGACHARIAR.

[Continued.]

RAI BAHADUR K. RANGACHARIAR called and examined.

68244. (Chairman.) The witness had occupied the position of lecturing botanist at the Coimbatore College for the past two years. He had been 16 years in the Service. He had previously been connected with the Educational Department, from which he was lent to the Agricultural Department, and subsequently he became permanently attached to the latter Service.

68245. His first written statement consisted mainly of recommendations as to the organisation of the Provincial Service in the Agricultural College. The present scale of pay which he received in his present position rose from Rs. 330 to Rs. 660. He had modified his view as to the Provincial Service in a second written statement which he had forwarded to the Commission. His present idea was that there should be an intermediate Service leading to the Imperial Service. He preferred that method of recruitment of Indians to the higher Service to direct recruitment. He had two objects in view. If there were capable Indians they should be put straight away into the Provincial Service, with a view to being promoted to the higher Service. He would also give some encouragement to those who entered the subordinate Service, in that they would have higher pay when they retired. For that double object, it was necessary to have an intermediate grade.

68246. There were five definite scientific sections in the College, and at least one assistant ought to be on a higher grade of pay, so that he might have a better status. At present there was a good deal of difference between the assistant and the expert. The latter naturally did not consider an assistant as his equal. He recommended the establishment of a grade on Rs. 250 to Rs. 500. He meant that men would be promoted into the Rs. 500 grade, and if satisfactory there they would move on into the higher Service. His suggestion applied both to the teaching side and to the agricultural side.

68247. He thought the qualifications for entry into the college should be a distinct aptitude for science, and a subsequent agricultural training. He would test a man's aptitude for science by an ordinary examination in one of the local colleges.

68248. He would sooner see recruitment to the superior service by promotion from the Provincial Service than by a double process of promotion from the subordinate service to the Provincial Service, and from the Provincial Service to the Imperial Service.

68249. He did not agree with the suggestion that 10 per cent. of the vacancies in the Imperial Service should be reserved for Indians. There should be

(The witness withdrew.)

At Bombay, Tuesday, 10th February, 1914.

PRESENT:

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

SIR VALENTINE CHIBOL.

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

WALTER CULLEY MADGE, Esq., C.I.E.

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

HERBERT ALBERT LAURENS FISHER, Esq.

And the following Assistant Commissioner:—

V. H. GONEHALLI, Esq., Extra Deputy Director of Agriculture, Bombay.

R. R. SCOTT, Esq. (Joint Secretary).

G. F. KEATINGE, Esq., C.I.E., I.C.S., Director of Agriculture, Bombay.

Written Statement relating to the Agricultural Department.

68256. **PRELIMINARY.**—I am called upon to submit my remarks at very short notice on my return from furlough after two years' absence. I therefore propose to deal with the matter in

no limitation whatever, but there should be a preponderance of Indians in the purely agricultural line.

68250. With regard to the system of training at the College, he was of the opinion that the College should provide training for the higher class of agriculturists of India, and also a training for the ryots.

68251. Another point he wished to bring forward was that at present an agricultural graduate suffered very much in comparison with an ordinary graduate. Both took a four years' course. The arts graduate, however, was eligible to enter any department of the public service, whereas an agricultural graduate was supposed to be unfit for such positions. He was not considered as equal to the ordinary arts graduate. As a matter of fact if he was properly trained in the Agricultural College he ought to be superior to the ordinary arts graduate, because the scientific course in the Agricultural College was of a superior kind. He had been told that the training given at the Agricultural College in India was as good as that given in England.

68252. (Mr. Madge.) He thought a general admission to the effect that only people who were capable would be selected for promotion to the higher posts of the Service would give greater encouragement than the setting apart of a number of listed posts.

68253. (Mr. Fisher.) Assistants in the Agricultural Department had no chance of rising beyond Rs. 250, whereas in the Educational Department they could rise to Rs. 700. He admitted that no definite offer was made to teachers entering the College that they would rise to Rs. 700.

68254. (Mr. Sly.) There were two provincial appointments in the Agricultural Department, on Rs. 250 rising to Rs. 400, and there were five appointments on Rs. 150 rising to Rs. 250. He suggested the creation of a further intermediate service with five appointments ranging between Rs. 250 and Rs. 500. Officers for such posts should be recruited from amongst science graduates of the Indian Universities, who had undergone a subsequent period of training.

68255. (Sir Valentine Chibol.) He was not transferred at his own request from the Educational Department to the Agricultural Department. When he was transferred the conditions of service in the Agricultural Department were the same as they were at present, but he was not aware that he would be retained in the Agricultural Department. He was lent on a five years' agreement, but after four years had elapsed, it was thought necessary that he should stay in the Department, and he did not object.

(The witness withdrew.)

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Mr. G. F. KEATINGE.

[Continued.]

search Institute, consisting of the Professors and Assistant Professors of the various Sciences involved. It has been repeatedly pointed out that the multifarious duties of both the District and the Teaching Staff are such that they do not admit of an adequate amount of research taking place, and it cannot be long before it is recognised that we cannot make satisfactory progress as a Scientific Department without the services of men who possess both the training and the leisure necessary for adequate research. I would therefore add a third class to the two already mentioned and divide the Department into three branches, namely: (a) District Staff, (b) Teaching Staff, (c) Research Staff, without, of course, meaning to imply that branches (a) and (b) are not to do any research.

68257. (I) **Methods of Recruitment.**—Members of the Imperial Service are appointed by the Secretary of State for India. Members of the Provincial Department are appointed by the Bombay Government. I can suggest no better method of recruitment.

68258. (II) **System of Training and Probation.**—It has been customary to post new probationers for the Imperial Service to Pusa. When such men are destined for the District or Teaching branches, it is desirable that they should be posted at once to a Provincial Department, if possible to the Province in which they are likely to serve in order that they may become acquainted with the natural conditions, rural problems and departmental organisation, with which they will have to deal.

As regards probation, the period of three years should be sufficient if the probationer is serving throughout the period under the same supervision, but may be insufficient in cases where either he or the Supervising Officer is transferred. For the purpose of a general rule, however, I think that the period of three years is suitable.

As regards research men, it will be necessary to have the widest field of choice either from our existing District and Teaching Staffs, with or without additional special training, or from men from other countries who are actually engaged in research work. In the latter case, the conditions of service, either permanent or temporary, would have to be fixed to meet each individual case, and there should be no hard-and-fast-rules. It would be an essential and important part of the duties of such research workers that they should associate with them in their research work other selected members of our staff in such a way as to train them to take up independent research work.

I think it must be confessed that at present our District Staff as a whole are not in sufficient touch with research work and that the Department is suffering from this cause.

68259. (III) **Conditions of Service.**—The existing conditions of service appear to me to be suitable.

68260. (IV) **Conditions of Salary.**—The pay of any class of men must be fixed on a consideration of the market rate of pay that such men can command, and the conditions under which they will have to perform their work. In the case of the Agricultural Officers, brought from England, the rate of pay must be fixed so as to attract the right class of men, to compensate them for the disadvantages and expenses of foreign service, and to keep them satisfied that they are getting adequate remuneration for their work as compared with other similar services in this country and in other countries. I think that the present rates of pay sanctioned for the members of the Imperial Agricultural Service fairly meet the case—at any rate, in the earlier period of their service. As regards the latter part of their service, it is to be noticed that they reach the maximum, viz., Rs. 1,000 per mensem in the fourteenth year of their service, and in the case of the men who have been appointed direct on Rs. 500 per mensem, in the eleventh year of their service. The only increment in pay that then remains for them to look to under the existing arrangements is the chance of a special allowance as Principal of

an Agricultural College or a Member of the Pusa Staff, which, from the nature of the work that some of them perform, they are very unlikely to obtain, however efficient they may be. I think that this should be provided for, but I am not prepared to make definite suggestions on the spur of the moment. I made enquiries in Java as to the rate of pay given to the scientific experts recruited in Holland for the Java Agricultural Department, and ascertained that the rates of pay were very similar to ours, viz., Rs. 500 to Rs. 1,000 per mensem for the great bulk of the staff, and a few posts of Rs. 1,000 to Rs. 1,200 or Rs. 1,200 per mensem for the men in the most responsible positions. A Government post in Java, however, includes amongst its attractions a free passage to and from Europe for the officer and his family, and in some cases a rent-free house. It must be realised that the average rate of pay obtained by men doing this kind of work in their own country is much lower than we have to pay for European experts in India. At the College where I received my agricultural instruction, the salary of the Professors was £300 a year and of the Assistant Professors £120 a year, and some very capable men had been working at the latter rate of pay for many years, with little chance of promotion. At the Agricultural College, Utah, U.S.A., a large institution with a teaching and research staff of 80, the rates of pay are as follows:—Graduates are engaged in the first instance on a salary of 800 dols. a year (Rs. 200 per mensem); those that prove themselves capable will become Assistant Professors, after a period of from 3 to 10 years, on a salary of from 1,200 dols. to 2,000 dols. a year (Rs. 300 to 500 per mensem), and those who eventually become Professors get a salary of 1,800 dols. to 3,600 dols. a year (Rs. 450 to Rs. 900 per mensem). There are no pensions. These rates are extraordinarily low when consideration is paid to the cost of living and the rate of salaries in America; indeed, the salary of 800 dols. a year, which is all that a selected graduate will get for a period which may extend to 10 years, is just about the pay that an unskilled labourer will get in the same locality; but there is no difficulty in getting good men to take the jobs, because of the interest that they take in the work and the dignity that is attached to the position.

As regards the scale of pay sanctioned for our Provincial Department, viz., Rs. 350—50—2—550 for Extra-Deputy Directors, and Rs. 200—30—2—350 for Divisional Inspectors and Assistant Professors, I think that these rates are suitable. Having regard to the cost of living in India, they compare favourably with rates of pay given in other countries to men doing this class of work in their own country. We have hitherto had no difficulty in recruiting for the Department the best of our Agricultural Graduates. It is necessary, however, to keep the rates on a level approximating to the rates paid for similar work in other Departments in the Presidency, or we should not obtain the men, and it may be necessary eventually to raise the maximum rates for men in the Provincial Service who are appointed to positions involving much responsibility. The rates are certainly lower than those given to the European staff, and it may be asked "Why not substitute Indian for European staff?" I am dealing with this matter in my remarks under Heading VII.

68261. (VII) **Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of Services into Imperial and Provincial.**—I gather from the reports submitted by some of the members of the Provincial Service in this Presidency that they have three main objections to the existing division between the Imperial and Provincial Departments. The first objection is regarding the different rates of pay. I have already dealt with this matter under Heading IV.

The second objection consists in the allegation that Members of the Provincial Department are not given sufficient freedom or scope for independent work, but are unduly subjected to the

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Members of the Imperial Service. Whatever system of division or classification of officers may be adopted, some officers must serve under the general orders and supervision of others. The amount of independence granted by an officer to any officer who serves under him will depend on the temperament and experience of the controlling officer, on the one hand, and on the capacity, resourcefulness and reliability of the subordinate officer on the other hand. It is certainly very desirable that officers in the Provincial Service should be given a large degree of independence, and anything like excessive departmentalism is to be deprecated in the Agricultural Department; but this is a matter that depends very much on the personal equation, and I do not see how it can be provided for by any hard and fast rules. The Department is a new one from top to bottom, and we are all in need of criticism. It is perhaps too much to expect that such criticisms as are made shall never hurt anyone's feelings. In so far as any genuine grievance exists, however, under this head, it points to defective administration rather than to defective rules.

The third objection, that the division of the Department into Imperial and Provincial is derogatory to the latter and checks esprit de corps seems to have little substance apart from the two objections already noted. I do not see that there is anything in the terms Imperial and Provincial that is objectionable; but if any sentimental grievance exists on this point, I should have no objection to the abolition of the terms, and to place all the officers on one list.

As regards the employment of Europeans and Indians in the Department, I see no reason why any man should not be promoted to any post for which he is qualified. Indians have already been appointed to high posts in this Department. But speaking as Director of Agriculture, with reference to the present generation and the work in hand,

I think that a proportion of European officers is essential in both the District and Teaching Branches (*vide* classification of branches made in paragraph 2). As regards the Research Branch, which does not yet exist apart from the two branches already mentioned, but which I hope to see shortly created, the only qualification needed is capacity for and experience in research work. At present I think we must look outside India for the men we want, but the sooner they can be obtained in India the better for all concerned.

68262. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—It is very important that close and friendly relations should exist between the Agricultural Department on the one hand and the Indian Civil Service and Irrigation and Forest Departments on the other hand; and this need will increase as time goes on. Hitherto our relations with other departments have been most friendly, and many officers in the Indian Civil Service and other Departments have co-operated with our work in the most cordial way. The Department is expanding rapidly, gaining experience daily and improving its organisation. I anticipate that in the near future it will be expected to advise and co-operate in matters with which it has hitherto had little concern; and it is probable that questions will arise regarding its exact position in the general scheme of administration. Such questions must be disposed of as they arise.

68263. In conclusion, I would suggest that the future of the Agricultural Department is not yet sufficiently defined to make it possible at this stage to provide for future contingencies, and would deprecate any attempt, at this stage of development, to fetter our expanding activities by hard and fast rules. Rules which are suitable for one Province to-day are often inapplicable to another Province to-day, or even to the same Province in a few years time.

MR. G. F. KEATINGE called and examined.

68264. (Chairman.) The witness had occupied his present position for six years. He had been 19 years in the service. Prior to his taking up the Directorship he had undergone a two years' agricultural course in England.

68265. He had suggested dividing the department into three branches, but he did not intend to imply that there should be any hard and fast division. With regard to the suggestion of other witnesses, that there should be no further separation between research and administration than existed at present, and that it would be injurious to the progress of agriculture if such were the case, he said that to some extent there might be difficulties in that respect under the scheme he had put forward. Under present conditions men who ought to be in a position to undertake research work had not sufficient time to do so; they were occupied with teaching work, with administrative work, and with a mass of correspondence with the public. They ought to be relieved of some of this work, in order that they could devote more exclusive attention to research. He would like to have some men whose primary work was research, and who would form a definite branch of the service recruited in a different way. How they would be recruited would depend on how it was possible to recruit them. It would be difficult to obtain suitable men, and there would have to be an absolutely free hand in the matter of recruitment. He certainly thought that research work could be combined with a certain amount of teaching.

68266. The suggestion that the Pusa staff should consist of officers who had attained high positions and who were near the end of their service, and that they should form an Advisory Board for agriculture for all India, was no doubt a valuable one, but he had always understood that the

primary object of Pusa was to provide for post-graduate research, and that research would be carried on by the members of the institute, who would be prepared to train other people in their methods. Certainly, in so far as a staff could be brought into existence there, which would be able to advise the Provinces generally on matters which they were investigating, it would be, and was at present, very valuable. The conditions at Pusa, however, were very different from what they were in other parts of India and the distances to be covered were so large that Bombay, for instance, very seldom saw members of the Pusa staff. Although he would like to see Pusa raised to the highest possible standard, he regarded it as essential that there should be other research centres in appropriate localities. He did not think in practice it would work out that Pusa could be a senior research centre with authority over the other centres. He thought each Province must do a great deal of its own research work, as the conditions in different Provinces were so very varied. There were problems in the drier parts of the Bombay Presidency which were not known at Pusa.

68267. He thought in years to come a certain number of the Deputy Directors would be qualified to hold the post of Director of Agriculture. It was mainly a matter of personal characteristics. The main part of the work which a Director had to do was administrative, and so long as a man had the capacity to do that kind of work, it did not matter whether he belonged to the agricultural service or to some other service. Of course, the man occupying the post should know something about the subject. As the work of the service expanded it would tend to become more administrative, and it would train men to become better administrators in the higher branch.

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68268. He regarded it as important that provided competent men could be found, there should be an indigenous agency in India in the Department of Agriculture.

68269. The Bombay Presidency was divided into four divisions, one of which was in charge of an Extra Deputy Director, a member of the Provincial Service. That gentleman had been selected from amongst a number of candidates about 7 or 8 years ago, and was sent to Cambridge for a special agricultural training. Having taken his diploma he returned to the Presidency, and was appointed first of all as Divisional Inspector of Agriculture, and was subsequently promoted to the position of Extra Deputy Director. He came from the cultivator classes.

68270. Difficulty was experienced in the Bombay Presidency in getting men from the cultivator classes with sufficient education to make capable administrators. There was, however, a certain number of such men. Another difficulty was that a man might come from the cultivator classes but have no experience of cultivation.

68271. The only way in which active steps could be taken with a view to getting into the Service officers who had previous agricultural associations was to try and catch such men young, and get them to join the Department. Some years ago he had visited most of the High Schools in the Presidency, and had tried to pick out boys of the cultivator classes for scholarships at the agricultural college. He picked out some, but a good many of them failed to get through their examinations. Others were doing successfully. On the research side, it was less important to attract men from the cultivator class.

68272. Assuming that they had discovered a man who showed promise of making a good research officer, the decision as to sending him for a post-graduate course to Pusa would depend entirely on whether Pusa was offering facilities in that particular branch of research. He would sooner send a man to Poona for some classes of work than to Pusa. There existed at Poona all the arrangements and equipment for efficient post-graduate work in some of the scientific branches of research. The scientific staff at Poona consisted of an agricultural chemist, an agricultural botanist, a professor of agriculture and six assistant professors in various branches. That was not an adequate staff; there should be an increase, because the officers had to do a number of other duties in addition to their teaching and research work.

68273. He regarded it as important that there should be an increase on the administrative side of the Service. The charges were still very big, and might with advantage be further sub-divided.

68274. The best training an Indian could have for the Imperial Service was to serve in the first instance in the Provincial Branch, and having shown his capacity, he should then be sent to Europe to broaden his experience and to carry out further studies. In his opinion that was a better method than direct recruitment.

68275. He regarded the scale for the Provincial Service as adequate, except possibly towards the end of a man's service. The deficiency here had however, not yet arisen, as the service was still young.

68276. As to whether the salary of an Extra Deputy Director who was in charge of a division, and doing work of the same responsibility as the Deputy Director, was adequate by comparison with that of officers in the Imperial Service doing the same work alongside of him, it was a matter of the relative cost of living, and of the market rate of the European on the one side, and of the similarly trained Indian on the other. An Extra Deputy Director received up to Rs. 550 whereas Deputy Directors might rise to Rs. 1,000. He would not consider that an undue disparity in pay for work of comparable value. He regarded the matter entirely from the point of view of market values.

68277. If the work developed to any considerable

extent, he agreed that there might be a senior officer who would have general control over the whole of the Services which dealt with agriculture, and who would be a connecting link between those Services and Government, each of them having its own departmental head. There would be plenty of work for such an officer to perform.

68278. (Sir Valentine Chirol.) The assistance which the Bombay Agricultural Service had hitherto obtained from Pusa had been mainly in the direction of training members of its staff in entomology and mycology. Pusa was not of very great use in co-ordinating the work which was performed by different branches of the Agricultural Department in different Provinces. Asked whether it would not be an improvement to have an institution which would help to co-ordinate the work, and prevent overlapping, the witness said that each department published its own report, in addition to which the Deputy Directors of one Province for the most part knew the Deputy Directors of another, and wrote a good deal, demi-officially, to each other. In that way the several Provinces kept in touch. The Department in Bombay followed the work which was being done by Pusa through the medium of the Pusa Bulletins. The Department was in demi-official correspondence with Pusa, but to a less extent than with the neighbouring Provinces. Some of the men in the Bombay Service who had been trained at Pusa kept in touch with Pusa officers; he was thinking specially of the entomologist and mycologist, who derived considerable help from the officers who had trained them at Pusa.

68279. It was suggested to him that at present Departments connected with Agriculture were under some official of the Civil Service, who might or might not be experienced or interested in them. In future they should all be grouped under one Officer, who would be called a Commissioner for Rural Development, and who should be *ex hypothesi* a man who had devoted a certain amount of time in his Service to gaining knowledge of, and taking an interest in, the agricultural problems of the country, and in all problems connected with agricultural life. Therefore, each of those Departments would be certain, when it came into contact with the big machinery of Government, of obtaining a hearing, and of putting its suggestions before a man who would be sympathetic, and who would be able to co-ordinate their work, and to balance the claims of one or other Department to favourable treatment by Government. It seemed to him, however, that the Rural Commissioner would really be what the Director of Agriculture at present ought to be, only under another name. In the Bombay Presidency the Director of Agriculture did at present control the Veterinary Department, and the Co-operative Credit Society. He agreed, however, that the principle had a good deal to recommend it. It would be desirable that a person so appointed should be called a Rural Commissioner rather than a Director of Agriculture, so as to avoid friction with certain Services.

68280. An Indian certainly possessed qualities which made him more valuable than a European in popularising the work of the Department. The extent to which he did so would vary in different tracts, but, taking it generally, an Indian was necessary in order to popularise the work. The reason he said it would vary in different tracts was because in some tracts cultivators were more, and in other tracts were less, impressed, when a European arrived on the scene. Some Indians had shown very great aptitude for that special class of work. It was in that direction that he looked for the greatest benefit to the country from the larger employment of Indians.

68281. (Mr. Madge.) There would be no objection to interchanges between Research Officers and Administrative Officers, provided that they were limited to suitable cases. The advantage of having research work going on in Bombay Presidency would be enormous, partly because the conditions were different from those which pre-

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vailed in other provinces, and partly because there would be created in the midst of the Presidency an atmosphere of research, which would have an extraordinarily educative influence on the students and staff.

68282. It might be necessary to import specialists in research work for short periods, but it would be very difficult to get suitable men to break their connections in England in order to come out to India for a short time.

68283. He did not know that many landlords indulged in scientific study themselves, but they were interested in results obtained, and they were interested in the subject of agriculture generally. There was a short course at the College which was attended by young landowners, or the sons of landowners who wished to improve the cultivation on their own lands. Some of the bigger landowners also sent their sons to the College.

68284. Many of the cultivators' methods were extremely good, and the Department did not try to work against them. The difficulty of introducing many scientific methods was lack of means on the part of the cultivator to adopt them. Cheapness had driven him to methods which he would abandon if he were better off.

68285. (Mr. Fisher.) Some of the six assistant professors at Poona College were trained in the College; others had been to Cambridge, and others had not been to either Poona or Cambridge. Those who had been to Cambridge had profited by the training they had received there. It was to the advantage of their general education that agricultural students should go to Cambridge in order to become qualified for teaching work in agricultural colleges. The mere fact of seeing another country greatly enlarged their experience.

68286. Some of the assistant professors were doing original research work, and were good at it. He would be in favour of sending assistant professors of Provincial Colleges to Pusa for a term of study in mycology and entomology.

68287. His main desire was to get such a strengthening of the staff at Poona as to enable them to devote more time to research, but he did not want any hard and fast separation between teaching and research work. He also thought that research and teaching should be combined with district work. It would be difficult for district men to keep in efficient contact with research work, as their time was fully occupied. He agreed that the spreading of the results of the work of the Department depended a good deal on district inspectors, but he thought a man of the calibre of Deputy Director kept himself in touch with research work. The difficulty had been felt more keenly in the case of the members of the Subordinate Staff, who, after leaving the College, did not keep sufficiently in touch with scientific knowledge generally.

68288. Some extremely good men had been obtained in the Bombay Presidency under the present method of recruitment, and he knew of no better system.

68289. (Mr. Sly.) When he referred to the District Staff, he included under that term the Deputy Director. He would like to give that Officer time for research. From the nature of the case research must always form the smaller part of his work. What his recommendation really came to was that he desired more staff, and not mere sub-divisions into classes; he wanted more Deputy Directors and more specialists. He did not mean

to suggest there should be any firm line of division of function between the Deputy Directors who were going to do administrative work, and the Deputy Directors who were going to do research work.

68290. It was very desirable that young Europeans coming out to the Agricultural Service in India should have had previous practical experience. On the whole men who had been recruited at an older age in England, and who had practical experience were more suited for the work of the Department.

68291. The Indians who had been sent for special training to England had been sent immediately after their College course. There were four such men. He did not regard that as an ideal method, but the men thus sent to England had profited in their general education, and had widened their general experience. It depended entirely on the man himself whether that was a satisfactory method of recruiting Officers for the Imperial Service.

68292. There were young men in the present Provincial staff who were fit for promotion to the Imperial Service.

68293. He would not like to see Poona College without some European Professors in it.

68294. He would not contemplate the transfer of the Senior Officers of the Department from one part of India to another in order to fill the post of Director; this would involve sacrificing the great advantage of their local experience. The transfers should be mainly within the provinces themselves. If the Directorship was to go to a member of the Agricultural Service, he would support the proposal for the appointment of a Rural Development Commissioner.

68295. He would much prefer a system under which a man would be sent to serve under the Officer best qualified to give post-graduate instruction, rather than that Pusa should be made the one centre for post-graduate study.

68296. (Chairman.) With reference to his evidence that there was no firm line of distinction between the Deputy Director who was doing administrative work, and the research officer, he did not necessarily mean there should be interchange between those branches. What he meant was that he would not prevent a Research Officer from taking up some other work in addition, provided it did not interfere with his primary functions as a Research Officer. A District Officer was well informed as to the methods of modern agriculture, and he had to show his subordinates how to educate the agriculturists in the district. The Research Officer was the discoverer of those methods, either in the laboratory or in the field. Whilst he desired that there should be close contact between such officers, he would not suggest that there should be any interchange between them except on very rare occasions.

68297. (Mr. Ganehalli.) He considered that the present prospects in the Provincial Agricultural Service were sufficient to attract a superior class of students to the college. He doubted whether students at the time of joining the College paid much attention to what the ultimate salaries of the higher posts were. They would primarily look to the fact whether, in the earlier stages of their service, they could obtain congenial work. As time went on, the Service would not be able to offer employment to a large portion of the students, and it was to be hoped that they would look out for employment elsewhere than in the Agricultural Department.

(The witness withdrew.)

Dr. H. H. MANN, Principal, Agricultural College, Poona.

Written Statement relating to the Agricultural Department.

68298. Before attempting to answer the questions which have been issued by the Commission regarding the agricultural services, I should like to

make a few remarks on the purpose of the services which will indicate the reasons for the views which I take on the questions issued.

In the first place, the agricultural departments are essentially, if not wholly, missionary depart-

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ments. Their administrative, their purely educative, functions are wholly secondary. They have a very small amount, relatively, of work set which they must do, and which, having done, they may count their purpose accomplished. The work they do, on the other hand, is essentially that of missionaries. We believe that we can, by the aid of science and knowledge of what has been and is being done elsewhere, bring about more profitable methods of agriculture than those in vogue. We are not going to carry out these ourselves except as an illustration: our purpose is to carry the knowledge which we possess or find out and persuade the people to carry out the resulting methods. This position places us in an entirely different position to any other department of Government. In all of them the missionary work, though important, is secondary, the administrative predominant: in ours we want to do nothing permanent ourselves, but to bring the people to do everything.

If this be the case, then we may define, in my mind, more closely what the immediate aims of each department should be. They are these:—

(1) To find out what the cultivators and other agricultural classes want, and, if we know a means of meeting these wants, show them the way of meeting them; if we do not know, then to investigate till we find out.

(2) To find out what, beyond their wants, the cultivators, etc., need and, again, if we know a way of meeting these needs, proclaim such ways abroad; if we do not know, then to investigate till we find out.

(3) After investigation and discovery, to act as missionaries of what we have discovered through the tracts in which our work lies.

If this definition is true, then all work must begin with a knowledge of the people, with acquiring their confidence; in short, to know the people, to acquire their confidence, to investigate with their benefit solely in view, to have the power to get them, either singly or as local bodies, to try what is suggested: this is the work of the most important man in an agricultural department, of the man who must be the leader of all. Such a man may be a civilian: I have known such. He may be a pure farmer: I have known such. He may be himself a scientific investigator: I have again known such. He may have devoted much of his time to teaching: I have again known such. But if we once recognise that missionary power, as I have tried to define it above, is the most essential thing for the real purpose of an agricultural department to be fulfilled, then I think the answering of the questions set by the Commission will be much simplified.

This is the central point and leads to the general question of qualifications for positions in an agricultural department, whether in Imperial, Provincial, or other services. The first qualification which any member of the agricultural department must have is ability to get into touch with the people, and to inspire confidence in them. This is important for all members: it is important for men who are purely investigators; it is more important for those who are educators; it is all important for those who are directly and constantly in touch with the people in farm and district work.

The second qualification which any member must have is that he is himself an agriculturist, and a good one in some line, so that his knowledge in one direction at least may inspire confidence with those with whom he has to deal. If a man is a chemist, I want him to be more than a chemist, to be a man who has studied, both in the laboratory and in the field, the relations of chemistry to agriculture; if a man is a botanist, I want him to be an agricultural botanist, more interested in the problems that are important to cultivators than in any other, and able to judge himself of the practicability of what he suggests; if a man is an entomologist, I want him to study entomology from the agricultural point of view, and especially to know, as an agriculturist himself,

the value and use of the methods he suggests, and so on. We have had and have men chemists, botanists, entomologists, etc., who have been all this; we have had and have men who have been pure scientific men, and whose interest in the great industry to which we are missionaries is purely incidental.

The third qualification which any member of the agricultural departments must possess is knowledge of the country, of local conditions, of agricultural possibilities. Without depreciating in the least the value of high scientific attainment, nay, while insisting that it has not been enough considered in the past, yet without intimate local knowledge, far more intimate than most of the European and a large proportion of the Indian members of the departments have usually had, a great deal of damage may easily be done, confidence destroyed and the work of years spoilt.

These qualifications being recognised, I may proceed to answer, from my point of view, the questions which have been put by the Commission.

68299. (I) **Method of Recruitment.**—The recruitment of the Imperial Agricultural Service is on the whole unsatisfactory. If the qualifications which I have laid down be the chief ones, then there can be no distinction between Indians and Europeans in the Service. Missionary power, devotion to agriculture, either as "farming" or through his science, knowledge of local conditions: if these are the qualifications, then it must be recognised that no method of college training alone can give what is required. And few colleges, Indian or European, attempt to do so. They give the technical knowledge of farming, or of a connected science certainly, but beyond that a student is not equipped with the qualifications desired when he leaves college, whether in England or India. And in England there is the additional disadvantage that the agriculture which is before the eyes as an illustration is an agriculture which in its organisation is quite foreign to most parts of India, and will be for a long time to come.

Therefore, I would say that any attempt to bring to India, or engage in India, young men who have just left even the best of colleges as responsible heads of offices giving agriculture advice or doing agricultural teaching (whether in agriculture as a business or in the sciences on which it depends) must result in failure in a large proportion of cases, and long delay in getting what you want. It seems to me that this may be all very well as a preliminary training, but a man must have had long experience before he takes such a position, either in the agricultural departments in a non-responsible position, or outside in another sphere. This probation, whether of Englishmen or Indians, whether in the departments or elsewhere seems to me essential. Given this, and, as I shall indicate directly, a definite process of weeding out at the end of each year of probation, I do not think there should be any difference between equally qualified Europeans and Indians, and those trained in England or India.

68300. (II) **System of Training and Probation.** I have already stated that I consider that special agricultural training is important for all members of the Department. If the terms of probation are strictly defined, I am not prepared to say that a specially good chemist, botanist, or entomologist should not be engaged, provided that he fully understands that his work afterwards must specialise along agricultural lines, and that his probation will be judged by his success in specialising along those lines.

68301. (III) **Conditions of Service.**—If a man joins the Imperial Agricultural Service as a man without experience, I would insist on three years probation, which may be terminated at the end of each year if there is not promise of the man developing the character and missionary power we want. I look on the training of Indian agricultural students as one way in which missionary power may be shown. I would make it a real probation, with probably 25 per cent., at

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least, of rejections. The standard for rejection should be as severe for Indians as for Europeans, and as severe for Europeans as for Indians. I would rather have no agricultural department as get it staffed by men who have not the qualifications I want, at least in some measure: without them it will be merely a costly and all but useless luxury.

During probation I would make it essential—

(1) That a man must have a fairly easy conversational knowledge of a vernacular, and I would give him time to acquire it. The literary knowledge required in some other services is not needed, but easy conversational knowledge he must have. This has not by any means been insisted on in the past, but seems to be absolutely essential, and no excuse should ever be given.

(2) That a man should work in the Province, one of whose languages he is learning, under a man with Indian service, who is able to inspire.

(3) That a man, whatever be his line, should spend a considerable time in the field.

(4) That a man should be given full opportunity of doing investigation on problems suggested by himself, or suggested to him.

I doubt whether training at a central institute like Pusa is right or wise. I hardly think it can be so, except in technical training in some cases for a few months, and I feel that a man ought to get to know the conditions of the country in which he is to work, and its special problems, whether he be chemist, botanist, or anything else.

At the end of each year the man's papers, opinions on him, etc., and especially on his possibilities in the directions already indicated of adapting his knowledge to the needs of the people, should be submitted to the agricultural adviser to the Government of India, together with any statement by the man himself; and on his report the Government of India should act, and continue the probation and make the man permanent, or close the contract, as seems wise.

I think the older agricultural officers should consider the training of the new men as a peculiarly important part of their work, should consider them as juniors and trusted colleagues, and strive to give them an insight into all that is going on, and the reason for it. I do not think this has by any means always been done in the past.

The pay during probation in the Imperial Agricultural Service is, in my mind, satisfactory.

68302. (IV) **Conditions of Salary.**—I have little to say with regard to the pay in the Imperial Service. But if you insist on a high standard of men, even if these are few, you must pay well. In a service which will, and I think must, be staffed by Englishmen and Indians without distinction, there is something to be said in favour of what I may call an "exile allowance" for the former, of definite amount, and not proportionate to the pay, but I am not sure of this.

I think the present rate of pay is high enough for average men, but I think that a proportion—say not exceeding 25 per cent. of the service in each Province or at Pusa at any one time, might rise to a grade with a maximum pay of Rs. 1,500 per month at least.

To my mind it is very important to have an easy passage from the Provincial Service to the Imperial. A Provincial Service must exist, and a very considerable proportion of the members should have the chance to rise to the Imperial Service. The qualifications should be excellence. At present, in Bombay, there is more than one member sent, in the Provincial service whom I should like to see in the Imperial, and who, I believe would be an ornament to it. It should be easy for a man in the Provincial Service to act for an Imperial officer, and, if so, he should, for the time being, be given the ordinary acting allowances for doing so.

I want the Imperial service to be ultimately very largely recruited from the Provincial Service: hence the development of the Provincial as a highly-paid independent service is doubtful policy in my mind. If such large recruitment does not

take place, then the possibilities of rising much higher in the Provincial Service itself must be made much greater.

68303. (V) **Conditions of Leave.**—I think it is likely to be much more advantageous for men in the Provincial Service, or Indians in the Imperial Service, to go abroad to gain experience, whether of agricultural organisation or research, after some years of actual work in the Agricultural Department, than to go as students. They will know better what they want: they will know better what is adapted to the conditions with which they have to deal. I would give every member of the Provincial Service and the Indian members of the Imperial Service facilities for one year's leave after about five years' service for this purpose, the exact method of employing the time being, of course, fully understood before the man goes.

68304. (VII) **Such limitations as may exist in the employment of non-Europeans, etc.**—I have already stated that I strongly feel that there should be no limitation to the employment of Indians in the Agricultural Service. Rather would I look forward to the time when all are Indians, provided they have the qualifications I have named to the full. This is not an administrative department, it is a missionary department, and if the proper man is available, an Indian will be a better missionary than an outsider. In this department no difficulty ought to arise. I would be stringent indeed in making appointments and casting out unsatisfactory men on probation. I would make it easy, relatively, to cast a man out if he becomes slack in his subsequent service, with no pension or a diminished pension; but, if these matters are attended to, there seems no reason for any distinction. Some of the most successful missionaries in the Bombay Department are Indians, and would do brilliantly if they were in the highest positions in their particular branch.

I do not think foreign training as students is necessary: it has, in my mind not always done good in the past. The abandonment of this idea would involve, I think—(1) Definite post-graduate Preliminary training for men suggested for the Provincial service, and (2) the possibility of going abroad after a certain amount of service has been satisfactorily performed.

68305. (VIII) **The Relations of the Service with the Indian Civil Service and other Services.**—I do not think that the teaching and research and administrative functions should be divorced more than is the case at present. Give additional assistance if you like; create associate professors or associate chemists, etc., to assist if you like. But, for my own part, I would not like to teach as I do if I had not the close contact with the needs of the cultivators which my position as Agricultural Chemist to Government gives. I rarely take a class without what I say being modified by inquiries from outside or observations I have myself made in the field, and 75 per cent. of my illustrations while teaching are from my own Indian experience. I should welcome an associate agricultural chemist or an associate professor of chemistry as a colleague, but I should feel it fatal if I were cut off and limited to academic teaching work. It would tend soon to be nothing else than "academic."

I find I have been able to carry out and keep in close touch with research work being done by my assistants under my control, without interfering with administrative and teaching work, and this while being at the same time Principal of the Poona Agricultural College. This is precisely what is done by the great Professors of Europe, who are nearly always also consulted as experts.

Then again the consulting work which any of us undertake is largely personal, and will always remain so. It is no use sending an inquiry to someone else to deal with: in many cases if the inquiry is made to one man, an answer from another does not satisfy, and is not what is wanted.

The power of Director of Agriculture is one

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which should be held by a man with missionary power. If he is a member of the Indian Civil Service it is well. We have had excellent directors of this type. If he is not, it is also well. But missionary power including the power of organisation of such work there must be. And I would use it in this position whenever I found it, and keep a man in the position for long enough to have the chance to make his policy effective. I would use any man available in the department, limiting my selection to no group, neither to Deputy-Directors, to experts, or anything else. The best agricultural missionary and organiser of missionary effort as I have defined it at the beginning of this paper—this is what I want. It evidently cannot be found without careful knowledge. The fact of a member of the Indian Civil Service

Dr. H. H. MANN called and examined.

68307. (Chairman.) The witness had occupied his present position for six years and had been 14 years in India. He was previously holding the position of scientific adviser to the tea industry.

68308. He laid down three qualifications for entry into the agricultural service, facility to keep in touch with people, practical experience or applied knowledge, and knowledge of the country. He agreed, in regard to selection from England, that the only one of these three qualities which could be ensured was experience of farming and specialist qualifications, but his point was that he would not put such men into a superintending or superior position until he had acquired a knowledge of the country.

68309. He laid very great stress on the probationary period. The length of that period would depend altogether on the man. He knew men who, within two years of being in India, had acquired all the necessary knowledge, and he knew others who had not done so after being 10 years in India. He agreed that there must be a normal probationary period, but it could very easily be made elastic. He would not allow a man to go from his first year of probation to the second year of probation unless he was satisfactory. He had introduced a rule of that sort in dealing with his own subordinates.

68310. He suggested very extensive weeding out under the probationary process; he expected that at least 25 per cent. of the men would have to be discharged, judging by the standard of men already in the Department. If so rigid a system was introduced, he agreed that it would have a serious effect on recruitment, but the conditions of the Service should be made sufficiently attractive to overcome that difficulty. Government should not attempt to satisfy the needs of the Service by making probation easy, but by improving the terms which a man would get when his probation was over. Perhaps he was taking almost an unduly pessimistic view of the recruits now coming out by assuming that a quarter of them would always be unsuitable for the Service, but he was judging from actual experience. Since the service had been instituted, about six men had been discharged during the probationary period.

68311. He attached importance to the college diploma, because it was a guarantee of a certain amount of intellectual attainment, but he attached more importance to post-graduate experience. A diploma was not of much value in itself unless it was backed up by efficient practical attainments. If he himself had taken a responsible post out in India after he had obtained his degree, he felt that he would have made a complete failure in it.

68312. There were some Indians in the Presidency who were competent to occupy superior posts in the Imperial Service; he knew of three such men, one of whom had been to England for his education, the second had not been to England, and the third had been to Europe not for his

having taken a two years' course at an English University may be an additional qualification if the man is right and has proved his missionary power in other ways before; otherwise it is no qualification, and may be a nuisance.

68306. (IX) Other points. I do not think the suggestion that Indians cannot do research in agriculture and the associated societies has any real foundation in fact. A number of those who have been trained at the Poona Agricultural College have done such work under my supervision, and have done it well. This is not the case with all; very few Europeans ever get the research faculty. But some have shown initiative and capacity at least as great as one is accustomed to find among young men of the same age and chances in England.

education, but in order to gain practical experience.

68313. Of the three alternatives—(1) work in the Provincial Service and then direct promotion into the Imperial Service with merely Indian experience; (2) work in the Provincial Service with early promotion and a course in England; and (3) training in England and direct recruitment to the Imperial Service—the second would be most likely to give the best results.

68314. On the whole he was satisfied with the present system of recruitment for the Provincial Service.

68315. The educational qualification for admission to the Poona College was Matriculation, plus one year at an ordinary arts college. There was not very keen competition to enter the college, but for the last five or six years the college had been fairly full. About 25 per cent. of the students came from the cultivating classes. They had the educational qualification he had just referred to.

68316. Many men came to the college who did not contemplate entering the Service, but who merely attended with a view to taking up agriculture on their own account. Out of 14 graduates last year, six had actually gone back to work connected with agriculture, and had no idea of entering the Service. The number of these men was on the increase.

68317. There was a rule in Bombay that the Revenue Service should take a certain proportion of qualified students for whom there were no Government vacancies in the Agricultural Department. The figure was not more than 5 per cent. A certain number of students went into the Agricultural Service, some took up farming on their own account, and there was now an increasing demand for students from private land owners.

68318. This was a very satisfactory development, and he would say that it was the result, to a considerable extent, of the work of the Agricultural Department. On the other hand, to attribute it wholly to the Agricultural Department would be wrong. The cultivator was becoming more and more appreciative of the more scientific methods of cultivation. The difficulty in the past had been to meet the cultivators' needs. Now they were able to meet them, and they were being met. With a view to furthering agricultural profits, there was room for an increase in the Agricultural Department, but the personnel of the increase would have to be very carefully considered. He would rather let the Department wait for the men than create a big department straight away. He would most emphatically like to see an increase on the demonstration side, and also on the side of research. He desired to see an increase in the amount of research work done on problems laid before them by the cultivators themselves. The first preliminary was to find out what the cultivators needed, and when that was done there would be plenty of opportunity for research.

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68319. One of the difficulties in the past had been that men had come into the Agricultural Department who had been trained to recognise the difficulties which were felt in Europe and America. Those were not the difficulties which were met with in India, and a great deal of time and money had been spent in making investigations on questions which really did not interest the people of India. Agricultural science had to be applied to the peculiar and indigenous conditions of India. Future research officers coming to India would have to be men possessing a good deal of patience, and capable of applying their knowledge to local conditions. Their chief ambition would have to be to satisfy the people's needs.

68320. (Mr. Sly.) The outcome of his suggestions was that he desired to recruit men of a somewhat older age, who had been tested in practical work in England before joining the Department. He thought, however, that England and America were the two worst countries in the world for a man to get that preliminary training. In England and America more than in any other country in the world the conditions of agriculture were markedly different from Indian conditions. For appointments on the district side men were wanted who had done a certain amount of practical work elsewhere than in England before joining the Department. If officers of the Service obtained their preliminary training in Belgium or Italy, they would do very much better than by getting it in England or America. For the specialist appointments men were required who had not only had a college course, but had also carried out practical research in connection with some agricultural problem.

68321. He would lengthen, and very much stiffen, the course of probation which a man had to undergo in India. At present a man could not be discharged until his three years' course of probation had been completed. He would make it possible to get rid of an unsuitable man at the end of each year.

68322. The best method of recruiting Indians for district demonstration work would depend very largely on the nature of the college course. If the college course was a good one, the best plan would probably be to recruit men straight from college, but in any case a man who had merely been through college course could not expect to be anything more than a student.

68323. With regard to the best method of recruitment to the specialist branch, his own strong feeling was that if the college course was efficient, an agricultural graduate who could get subsequent training in science under a good man was probably the best material, because it was much more difficult to get the agricultural bias afterwards than it was to get the scientific bias.

68324. He went so far as to say that the present courses of scientific teaching in universities were calculated not to bring out the right type of man required for work in the Agricultural Department, and that in many cases it was a distinct disqualification. The science course at a university was designed to prepare a man for one thing, and one thing only, namely, to become science teachers. The university science courses, though they were good in their own line, did not prepare men for fruitful work. When he himself took the Science Honours degree, he had an altogether unreasonable bias against all the work which he was at present doing, and that was due to the training he had received in college.

68325. Five per cent. of the students in the college were drawn from agriculturists in the strict technical sense of people who had lived and worked on the land. That five per cent. was distinctly better material for pure district work than the remaining 95 per cent., but they were not better material for the research and teaching appointments because they had less natural ability.

68326. The Poona College did not attract men who were likely to take a high degree; it started with less promising material than the ordinary

Indian arts college, or science college. That was not due to lack of prospects in the Provincial Service, but to the fact that agriculture was still looked upon by the student world, and by those who inspired them, as a rather derogatory career.

68327. He did not support the recommendation for a liberal system of study leave, because in his opinion India itself was the best place for studying agricultural problems. He agreed that conditions in India were not altogether conducive to habits of study and research, but the keen men would remain in India.

68328. The best method of filling the Pusa appointments would be to promote the best men from the Provinces, but the best men from the Provincial Service would probably not go there because they could do better work in their own Provinces. If the atmosphere of Pusa could be made more like that of the central bureau in Washington, then probably everybody would be ambitious to go to Pusa. Pusa should be so developed as to become a central bureau for the whole of India, and it should be recruited from the very best men in all India.

68329. (Mr. Fisher.) The object of the central bureau at Washington was to minister to the needs of the whole country. Pusa should be a central bureau for those who were working in the Provinces. That did not involve divesting Pusa of its functions in research. Its particular function must always be research. It did research work now, but the work was very largely of its own choice. The main criticism he had to make of Pusa at present was that the questions they were looking at were viewed not in relation to the actual conditions which prevailed in various parts of India, but in relation to ideal conditions, which were for the most part non-existent in India. His suggestion was that the Provincial Department should provide the scientific staff at Pusa with the problems on which Pusa should work. It was not to be inferred from this statement that all the scientific papers hitherto published by the researchers at Pusa had no useful bearing on agricultural conditions in India, but the proportion of valuable papers was nothing like what it ought to be.

68330. He did not think that measures need be taken to prevent overlapping in agricultural research in India. All that was necessary was to secure free inter-communication between research officers. It would paralyse research if any attempt were made at over-organisation.

68331. The three Indians in the Agricultural Department in Bombay, whom he regarded as fit to be in the Imperial Service, were all district workers. Some of the Indians at present in the Agricultural College were capable of carrying on independent research without close supervision, and their number would be increased in the future.

68332. There was considerable discontent in the Provincial Service with regard to rates of pay, but that was only because the avenue from that Service to the Imperial Service was blocked, or made difficult. He did not think there would be any discontent if the avenue to the Imperial Service were made easy. If the initial pay of the Provincial Service were raised, a better class of recruit would be attracted to the Agricultural College, and so to the Provincial Service; but he doubted whether it would be a good policy to get men by that means. It was much more important to provide a free passage from the Provincial Service to the Imperial Service than to raise the salaries of the Provincial Service.

68333. (Mr. Madge.) In the applied sciences of Chemistry, Botany and Entomology, he desired men who had either a decided bias towards agriculture, or who had given to agriculture a very large proportion of their time and study. Those conditions could only be obtained in an Agricultural College such as Poona, in which, after a certain stage, a man could devote himself specially to a certain side of the subject. He

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did not think that for the purposes of the Indian Agricultural Service the English universities gave any better training than the Indian universities.

68334. Research could not be divorced from district work. In the districts a research officer found a large field for putting into practice the lessons which he had learnt in research, and in the process he got suggestions for further research, which he would not otherwise get. It was only in field work that one could obtain useful suggestions for research work.

68335. He looked forward to the time when India might be so far advanced as to be wholly independent of foreign recruitment to the Agricultural Department. Speaking for the Bombay Presidency, he would say that this time was not more than a generation ahead.

68336. The methods which cultivators used were, very many of them, quite sound in themselves, and deserved to be persevered in for all time. In many cases all that was wanted was slight modification. For instance, the Indian method of interculture of the crops on the Deccan was an admirable one.

68337. (Sir Valentine Chirol.) He could not quote any instances in which problems arising out of local conditions of Provinces had been suggested to Pusa for further investigation and which had not been so investigated. If any important

problem arose, and the help of Pusa was desired, the Service simply wrote to the head of the department at Pusa. It was extremely difficult for him to put in words the suggestions he would make for quickening the relations between Pusa and the different Provincial centres, because it depended so largely on the attitude which Pusa adopted towards the Provincial Departments. It was extraordinarily difficult to describe. He could not make any suggestions; after all it was a matter of personality.

68338. (Mr. Gonchalli.) There must be either an easy passage into the Imperial Service for the Provincial Service officers, or they must receive higher pay.

68339. He was aware that the Government of Bombay had sent five students in all to England, of whom one died. Of the remaining four, one had been placed in the Imperial Service, and he himself had been able to testify that two were quite as competent for the Imperial Service as English graduates of the same standing. He did not in the least agree that this proved that the policy of the Government of Bombay in sending students to Cambridge had been successful. Nor did he consider that the method of recruitment of Englishmen for the agricultural service was an ideal one. The English graduates who came out to India were not suitable for the positions which they were expected to occupy.

(The witness withdrew.)

S. L. AJREKAR, Esq., Assistant Professor of Mycology, Agricultural College, Poona.

Written Statement relating to the Agricultural Department.

68340. (I) **Methods of Recruitment.**—Selection is the only feasible method of recruitment. The lower grades in the Service should be recruited from graduates from the agricultural colleges and the higher grades from men in lower grades who have distinguished themselves, or by direct appointment of men who possess the suitable qualifications. Indians should be preferred whenever available.

In selecting experts in the various sciences bearing upon agriculture, like botany and chemistry, clear evidence of capacity for original work should be insisted on. In selecting officers for district work, a good knowledge of practical agriculture and capacity for organisation have to be taken into consideration. A knowledge of the vernacular of the district is essential, especially to District Agricultural Officers. Sympathy with Indian agriculturists and the desire and ability to mix with them freely are absolute conditions of success for an Agricultural Officer.

Selection for the higher grades should be made by the Secretary of State in consultation with a special committee of experts with Indian experience. Selection for the lower grades should be made by the Provincial Director of Agriculture in consultation with the Deputy Directors and the Principal of the local agricultural college.

As long as facilities for research in India remain poor, scholarships should be instituted to encourage the best Indian agricultural graduates to go abroad and obtain the necessary training in research and selection to the higher grades may be made from the most successful of such scholars.

68341. (II) **System of Training and Probation.**—Agricultural training is essential to every member of the Service. All employees who do not possess an agricultural diploma or degree should devote part of their probationary period to the study of the agriculture of the district in which they are employed. A working knowledge of the

vernacular of the district should be made an absolute condition of confirmation. The present standard of the vernacular test should be raised.

The probationary period for the lower grades should be two years, and for the higher grades three years in the case of direct appointments. No probation is necessary when the appointment is to a higher grade from the next lower one. In the case of Europeans appointed direct to the higher grades the period of probation should be five years, which should be divided into two parts. The first two years should be devoted to the general study of Indian agricultural conditions and the vernacular of the district where the final appointment is to be made, and during the next three years the officer should be given independent work. Before confirmation his work should be subjected to a test by an independent, competent agency, like the Board of Scientific Advice.

68342. (III) **Conditions of Service.**—The present conditions of the Provincial Agricultural Service compare very unfavourably with those of the other Provincial Services. If the distinction between the Imperial and Provincial Services is not abolished and the highest places in the Service are not thrown open to Indians, the pay and prospects of the Provincial Service should be at least so improved that the change from the Provincial to the Imperial Service should not appear too violent.

In making new appointments to the Imperial Service, careful inquiry should be first made whether a member of the Provincial Service is available for the place, and, if so, he should be preferred. Notice of such vacancies in the Imperial Service should be given to members of the Provincial Service in due time, so that they may be in a position to bring their claims to the view of the selecting authorities. Men who have distinguished themselves in the Provincial Service will then have something to look forward to and the present wide gulf between Provincial and Imperial will disappear.

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A greater independence is necessary than at present to members of the Provincial Service, especially to those engaged in research.

68343. (IV) **Conditions of Salary.**—The present scale of salary in the Provincial Service is quite inadequate: the maximum is too low and the increments too small and too slow. If the distinction between Provincial and Imperial is not abolished, the maximum of the Provincial must be raised to at least Rs. 800 per month, any further lift, if deserved, being given by promotion to the Imperial Service at a starting salary of Rs. 900 per month. It is extremely urgent, however, to abolish the distinction between the two branches of service, and the attached statement giving scales of pay, periods of probation, mode of recruitment, etc., will show how this is feasible.

Increase in salaries is demanded also by the increase in the cost of living, education and travelling.

There should be no difference in the pay and prospects of Indians and Europeans in the Agricultural Department.

68344. (V) **Conditions of Leave.**—All officers should be entitled to study leave for a maximum of two years after five years of service, and this may be taken all together or in parts of six months at a time, and may be combined with furlough, privilege leave or any other leave except leave on medical certificate. An officer proceeding on study leave should be given half the pay that he may be getting at the time and, in addition, a sufficient daily allowance. Officers with a salary of less than Rs. 500 per month should be allowed passage-money if they leave India for the purposes of study.

68345. (VI) **Conditions of Pension.**—Members of the Agricultural Service may be allowed to retire on full pension after 25 years, and on a proportionately reduced pension after 20 years of active service. It is likely that many of the District Agricultural Officers would take advantage of this permission and take up private agriculture and thus indirectly help the work of Agricultural Departments by increasing the co-operation between cultivators and Government.

68346. (VII) **Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of Services into Imperial and Provincial.**—There are no limitations in the employment of Indians in the higher grades of the Service, except the present absence of proper facilities for training in research, due, chiefly, to the employment of inexperienced men in the position of experts. This state of affairs could be improved, however, by exercising greater care in the selection of Professors and experts, and then there would be no limitations. There is no evidence to prove the supposed inherent incapacity for research, want of originality and of organising capacity of Indians. Experience points rather to the contrary. Indeed, in the Agricultural Department, other things being equal, Indians should be even preferred to Europeans, because the difficulties of language, the totally different conditions of soil, climate, crop and society, the aloofness and inaccessibility of the average European officers, are serious difficulties in the way of the cultivators deriving the greatest benefit from them. District Agricultural Officers, especially if they are Indians, would be more useful and would understand the needs of the people better.

Another reason why Indians should be preferred is that the experience obtained in service remains in the country and can be utilised in advancing the cause of agricultural improvement among the people. The retired Agricultural Expert, if he is an Indian, will be a valuable source of inspiration to the people among whom he lives, because of his accessibility and of his experience and interest in Indian Agriculture.

Further, it is felt that the present prospects of the Imperial Agricultural Service do not attract

the best class of European Scientists. The compensation is not regarded as sufficient for the exile which service in India involves. This difficulty does not apply to Indians, and if the highest posts in the service are thrown open to them there is every possibility that the service will be rendered more efficient, without further increase of expenditure, by the best Indian intellect being attracted to it.

The present distinction into Imperial and Provincial does not work satisfactorily. It does not create an *esprit de corps* between the two branches of service, and it throws undue responsibility on the members of the Provincial Service for producing work of a quality comparable to that of the Imperial but with opportunities and remuneration far inferior to those of the latter. Also under the present system members of the Provincial Service are regarded as assistants rather than colleagues, and the credit of much work that they do goes to a member of the Imperial Service under whom they happen to be placed for administrative reasons. The Provincial posts do not carry with them a sense of sufficient dignity and independence.

For these reasons the distinction between Imperial and Provincial should be abolished, and one general Agricultural Service, including various grades of salary, with no difference in the pay and prospects of Indians and Europeans, should be established. (*Vide* attached statement.)

The advantages of such an arrangement may be pointed out as follows:—

- (1) An unfair distinction will be removed.
- (2) The legitimate aspirations of Indians will be recognised.
- (3) A much better class of Indian students will be attracted towards agricultural education than at present.
- (4) The higher places in the Department will only go to men who have proved their worth.
- (5) The filling up of temporary and permanent vacancies will be more conveniently managed than at present, there being a larger field for selection. Under the present system, supernumeraries are appointed in the Imperial Agricultural Service, who are intended to relieve officers on leave, transfers, etc. This arrangement is not always the happiest, especially when a supernumerary having experience amidst one set of agricultural conditions is likely to be planted in totally different conditions.

68347. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—The post of Director of Agriculture should be preferably held by a member of the Indian Civil Service with agricultural training and for not less than eight years by one man. In exceptional cases the post may be filled by non-civilian members of the Department if they possess the necessary administrative capacity and influence.

There should be a closer inter-relation between the agricultural and the Revenue Departments. Agricultural education should have greater value attached to it in making appointments to the Revenue Service, subordinate and superior. It should be possible for District Agricultural Officers to get transferred to the Revenue Department under certain conditions.

It is desirable to separate purely administrative duties from those of teaching and research.

68348. (IX) **Any other points within the terms of reference to the Royal Commission not covered by the preceding heads.**—The present strength of the staff of Agricultural Departments is inadequate to the work they are called upon to do. Considering the enormous sizes of the charges of the District Agricultural Officers, and considering the great variety of agricultural problems dealing with an immense diversity of crop, soil and climate, it is very necessary to increase the strength of the staff considerably.

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Mr. S. L. AJREKAR.

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Statement showing proposed scale of salaries, grades, &c., of a general Agricultural Service without distinction between Provincial and Imperial (vide paragraphs 68343 and 68346).

Grade.	Designation.	Probation in case of direct appointment only.	Salary.	Recruited from
Higher Grades.			Rs.	
1	Director	3 years	1,500-100-2,000	The I. C. S., and in special cases from members of the 2nd Grade.
2	Deputy Directors, Senior Experts and Professors	Do.	1,100-75-1,400	From the 3rd Grade—rarely by direct appointment.
3	Assistant Directors, Junior Experts and Junior Professors	Do.	500-50-1,000	From the 4th Grade, or by direct appointment, selection being based on practical experience, educational qualifications, clear evidence of capacity for original work, and organisation and sympathy with the Indian agriculturist.
Lower Grades.				
4	Lecturers, Divisional Inspectors, Assistants to Experts	2 years	250-20-450	From the 5th Grade, and from graduates in science with specially good record, experience in teaching and training in research obtained in India or abroad.
5	Senior Agricultural Overseers... Do. Scientific Assistants ...	Do.	120-10-200	The 6th Grade, exceptionally from distinguished non-agricultural graduates.
6	Do. Demonstrators ... Junior do.	Do.	50-6-110	Agricultural graduates.

Mr. S. L. AJREKAR called and examined.

68349. (Chairman.) The witness was Assistant Professor of Mycology in the Poona Agricultural College. He had been four years in the Service. He had been trained at Cambridge in his particular subject. He took the B.A. degree there, and a diploma in agriculture. He had obtained no practical agricultural experience in England before returning to India.

68350. He objected to putting into two classes men with the same qualifications, who were required to do the same duties. The post of Extra Deputy Director of Agriculture was a provincial post, and both the Extra Deputy Directors of Agriculture in the Bombay Presidency did exactly the same duties as Imperial officers holding similar positions in other parts of the country. Both had charge of divisions. It was on that ground that he proposed that the distinction between Imperial and Provincial should be abolished. If that suggestion were not carried out, the pay and prospects of the Provincial Service should be improved. The pay should be at least as high as that which prevailed in the Provincial Civil Service. Rs. 800 would be a reasonable maximum. The present maximum was Rs. 550. He preferred easier access to the Imperial Service to an increase of pay in the Provincial Service.

68351. If the best European specialists were not to be had for the ordinary Imperial prospects Government ought to be prepared to pay a higher salary. They should insist on qualifications and not on any scale of salary. Each specialist should have his own terms and be employed for short periods only for any special work; but in the immediate future he was of the opinion that there would be a sufficient number of Indians of high qualifications in scientific branches of agricultural study to man the ordinary Imperial service without resort to England.

68352. (Mr. Madge.) At present the members of the Provincial Service were not free to select their own work or problems in research, and there should be greater independence in that respect than at present existed.

68353. (Mr. Fisher.) He did not frame his lectures from text books. He had read some literature on the subject. He took his notes from the papers on Indian agricultural subjects published either at Pusa or elsewhere. Only two of the papers used for his lectures had been written by Indians. The science of Mycology had been practically built up

by Europeans, and was being extended mainly by Europeans, but not exclusively.*

68354. (Mr. Sly.) His complaint was that the provision for Mycological work in the Poona College was inadequate if he was expected to do work which was to be compared with the work of officers in the Imperial Service. Nor was he allowed a sufficient measure of freedom to do what work he considered necessary. The lecturer on entomology, who was placed directly under the Principal of the College, put forward the same complaint. The sense of over interference from Imperial officers was general in the Provincial members.

68355. During his four years of service he had published two small papers, one in the *Annales Mycologici*, Berlin, and the other in the *Bombay Natural History Society's Journal*. He had not yet published any in the *Memoirs of the Agricultural Department*, nor had he submitted any.

68356. His reason for recommending that the Agricultural officer should be permitted to retire at the end of 20 years' service was that it was desirable to encourage some of the district officers to take up private agriculture. That might be a very expensive method of popularising the work of the Agricultural Department, but the results would be well worth the expense. He also wished that it should be made possible for agricultural officers to be transferred occasionally to the Revenue Department, because the Agricultural Department depended very largely on the co-operation of the Revenue Department in the work of popularising agricultural improvements.

68357. (Mr. Gonchalli.) His object in proposing a five years' probation for Europeans was to give them a better chance of acquiring a knowledge of the language. He did not think the fact of keeping a man in suspense for five years would be a hardship; he would know the conditions before joining the Service. Opportunities were not given to Provincial officers for promotion to the Imperial Service. He was aware there was a Government Resolution on the subject, but it was not always acted on. Vacancies in the Imperial Service were never actually announced, and members of

* The witness subsequently explained that this was due to the fact that all the Imperial posts of Mycologist were held by Europeans.

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the Provincial Service did not know when vacancies were likely to arise.

68358. There were some Indians who were fit to enter the Imperial Agricultural Service, as judged

either by the qualification which was at present considered necessary for admission to the Imperial Service, or by the higher standard of the qualification which he himself considered necessary.

(The witness withdrew.)

E. J. BUTLER, Esq., Imperial Mycologist; and
S. MILLIGAN, Esq., Imperial Agriculturist.

Written Statement relating to the Agricultural Department, being the corporate views of the members of the Indian Agricultural Service (Imperial).

68359. (I) **Methods of Recruitment.**—The present system of recruiting for each vacancy as it occurs is unsatisfactory. It leads to hasty selection from amongst such candidates as may present themselves. Even though there may be a large number of applicants, there appears to be a difficulty in obtaining suitable men. There is no inducement to good men to prepare specially for the Service. The institutions from which such men might be obtained are not always aware of vacancies, and in any case cannot foresee them. The technical advisers of the Secretary of State do not appear always to be fully informed of the conditions of service in India, nor of the standard required not only in academic qualifications, but still more in character, energy, breadth of view and initiative.

We suggest, therefore, that there should be a definite policy of recruitment for the agricultural section of the Service, spread over a fixed period of time, so that the Secretary of State could announce that there will be not less than, say, two appointments for agriculturists annually for the next five years. For specialists it is not usually possible to foresee requirements, but the longest possible notice of impending vacancies should be given.

We attach great importance to the formation of a small permanent Selection Board to deal with all appointments. It should consist of men of established agricultural and scientific repute, with not less than one retired member of the Indian Agricultural Service.

In addition to academic qualifications and character, we consider that post-graduate experience of at least two years should be insisted on.

68360. (II) **System of Training and Probation.**—Under the present system probationers are posted, on appointment, either to Pusa or direct to a Province. In the latter case they have usually been given an independent charge at once. This has been due to the insufficient number recruited and should be remedied by the formation of a reserve.

We consider that each Province or small group of Provinces with similar conditions should have its own reserve. Probationers should be trained either at the headquarters station or under one of the district officers of the Department, according to requirements. The period of training before assuming independent charge should be at the discretion of the Provincial Government. For specialists a short period (three to six months) at Pusa may be advisable.

The present period of probation (three years) is unnecessarily long. It should be possible to judge of the suitability of a probationer in two years. If it is desired to retain the three years' probation, we would strongly urge the advantage, both to Government and to the officer concerned, of being able to terminate service at any time after the first year, if the probationer is judged to be unsuitable, without the additional fine of a refund of his passage-money to India. If the service is terminated by the Government, passage-money

home should, of course, be granted. If terminated at the request of the officer, at any time after the second year, it is better to pay his passage than to induce him to remain for his full period in order to avoid having to pay it himself. It does not pay Government to keep a probationer in the Indian Agricultural Service, under training, if he means to go at the end of his time.

68361. (III) **Conditions of Service.**—We consider that the aim should be to attract the best type of university man with post-graduate experience. It is not less important to keep good men once they have entered in service. There is, perhaps, a greater prospect for men in the Indian Agricultural Service of obtaining employment on good terms elsewhere, than in most other Indian Services, and our losses in this manner have already been severe. A further point to be borne in mind is that the age at which men enter the Service is frequently greater than in, possibly, any other Indian Service. There are eight senior posts at Pusa (seven heads of Sections and the Assistant Agricultural Adviser) and of these all but one are held by men who were more than 30 when they entered the Service.

The present conditions of service are, we suggest, unsatisfactory in the following points:—

(i) **Total length of service.**—This is at present 30 years, which is, we believe, the maximum period in any service, and now only applies to a few, in which, besides, the age of recruitment is generally low. We consider that the length of service should be reduced to 25 years. We do not believe that Government would suffer by this change as it is probable that few men engaged in original scientific work, or in the very exacting life of a Deputy Director of Agriculture, will preserve their freshness of outlook and capacity to initiate new work, after 25 years' service in this country.

With a view further to attract men with post-graduate experience, we recommend that the system, under which certain officers appointed for professional or other special qualifications are allowed to count as service the number of years (up to a maximum of five) by which their age exceeds 30 at the date of appointment, be extended to the Service as a whole. There is, we believe, ample precedent for this.

(ii) **Ultimate prospects.**—At present these are poor. The maximum salary is reached in from 10 to 13 years' service. There are no high posts, all being at present held by members of the Indian Civil Service. All officers being on the same grade there are no acting appointments carrying increased emoluments as in most other Services. In one or two cases personal allowances have been granted to officers who have had special facilities for bargaining with Government, but this system has little in its favour.

To remove these disabilities, we recommend that the time-scale of the Service be extended to a higher maximum, reached towards the end of the full period of service (this will be more fully dealt with under the next Section) and that the post of Agricultural Adviser and Provincial Directors of Agriculture be reserved for the members of the Service (this will be more fully dealt with under Section 8 below).

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68362. (IV) **Conditions of Salary.**—Under the present system a man is ordinarily posted to the Supernumerary list on appointment, and draws progressive pay of Rs. 400, 430 and 460 during his three years' probation. But a considerable number of direct appointments to posts on the regular establishment have been made on initial pay of Rs. 500. This has acted unfairly in several cases, where men junior both in years and university standing commenced service on higher pay in a post on the establishment list, than their less fortunate colleagues appointed supernumeraries. In such cases the man appointed direct continues to draw Rs. 150 per mensem more than the supernumerary until he reaches his maximum pay.

While recognising that in some cases it may be necessary to offer a higher initial salary than the normal, we consider that care should be exercised in securing that men so recruited are senior in age and standing to the ordinary run of recruits.

We further consider that Supernumeraries posted to full charge of a gazetted post on the regular establishment should be at once brought on to the establishment list in the Rs. 500 grade.

From the fourth to the fourteenth years of service the pay progresses from Rs. 500 by annual increments of Rs. 50 to Rs. 1,000, the present maximum possible pay, except in the case of Imperial Experts who get local allowances of Rs. 100 after 3 years' service, Rs. 150 after 10 years' service, and Rs. 200 after 15 years', and Principals of Colleges who get an allowance of Rs. 100. Thus the maximum pay is reached before the period of service is half completed (a man at the end of his service may be drawing the same pay as one 20 years' his junior) and is less than half the maximum pay of such services as the Public Works Department, Forest, Education and Indian Medical Service. It cannot be contended that the required standard of educational or other attainments is less than in these Services; in length of training and educational equipment required it is at least equal, and the age of recruitment is generally greater. Nor are the duties less onerous. The district work of Deputy Directors is at least as severe a strain on health and energy as in the Forest or Public Works Departments. The officers on the staff of the Agricultural Colleges are much harder worked than in the Educational Department, as they have research and routine work outside their teaching duties, and, besides, do not get the long vacation of that Service. For men holding research posts the strain in this country is admittedly very severe. That the Service cannot compete in attractiveness with other Indian professional Services is evident from the difficulty in obtaining suitable recruits. On every ground, therefore, in justice to its officers, for the sake of efficiency, in view of the value of the work of the Department to the country, we hold most strongly that the pay and prospects of the Indian Agricultural Service should not be inferior to those of any other Indian professional Service.

In the earlier years the pay is not inadequate, though the absence of any chance of extra emoluments in acting appointments may be used as an argument for more liberal treatment. Even Supernumeraries appointed to act in higher posts get no extra allowances, and as the charge frequently involves greatly increased responsibility and very heavy work we consider that this rule operates unjustly, and should be modified. Higher initial pay is required in the case of recruits whose age and experience demands special treatment.

The normal time-scale of pay should, we consider, be extended to Rs. 1,500 per mensem, reached in 23 years, irrespective of any special appointments. A good proportion of men in the Service should be able to rise to higher pay than Rs. 1,500, as in the Public Works and other professional Services. We do not wish to claim more than an equality with these Services, and do not think we are doing so in holding that good men should have a good prospect of reaching Rs. 1,750 before retirement.

Provincial Directors of Agriculture, when recruited from the Service, should get an additional allowance of Rs. 300 or Rs. 400, together with such local and other allowances to cover increased cost of living in headquarters' stations and of maintaining their position as are granted to other heads of Departments.

The local allowances now given to Imperial Experts are insufficient to ensure that the Imperial branch should, as is desirable, consist of the best men available for research work. We are of opinion that Imperial officers should receive additional pay of Rs. 250 per mensem after three years' service.

68363. (V) **Conditions of Leave.**—We understand that the leave rules at present in force are under revision by the Government of India. The present rules are antiquated and full of harassing restrictions. We do not know what modifications are proposed, but believe that the principle that an officer should be allowed to take what leave he has earned subject only to the exigencies of the Service is recognised. It is of special importance in the Indian Agricultural Service that this principle be accepted, as it is a decided advantage that the members should take home leave at frequent intervals so as to keep in touch with the developments of agricultural science, which are so marked in Europe and America at the present time. The period of eight years' service at present required before the first furlough can be taken is too long, and should be reduced to four years.

As the age of recruitment is frequently higher than in other Services, many members of the Service cannot afford to take any furlough except the limited amount which counts as service, which in a total service of 25 years is, at present, only three years. Otherwise they reach the age of 55 before qualifying for full pension. This is not sufficient to enable an officer to preserve his health and to keep in touch with the progress of work elsewhere, and we consider that four years' furlough should be counted in 25 years' active service. Failing this concession, we consider that officers should be allowed to count as service, for furlough only, the number of years (up to a maximum of eight) by which their age exceeds 25 at the date of appointment, the first furlough becoming due after four years' actual service.

At present the leave reserve is insufficient to permit officers taking leave when due. Early action in increasing the reserve is called for, as a large number of officers will soon have completed eight years' service and will want to take furlough.

There is a very general feeling that the present scale of leave allowances is too low. The cost of living, both in India and in England, has risen. Officers find it difficult or impossible to live on half pay at home, especially in the earlier years of service, and it is equally difficult to save towards leave expenses while on full pay in India. We understand that the Government rules in this respect do not compare favourably with the practice of business firms in India, and consider that the whole question of leave allowances should be carefully examined. There is no doubt that many officers are afraid to face the expense involved in taking long leave, and that this is detrimental to their efficiency. We are confident that the result of such an inquiry would be to show that the present Government rules require modification either in the direction of increasing the furlough allowances or of defraying the cost of passage to and from Europe. The demand which has come from some Departments that officers should be allowed to commute a certain proportion of furlough on half pay to half that proportion on full pay is evidence of the genuine nature of this feeling. We do not, however, believe that the adoption of any system which would lead to the reduction of the total amount of leave taken by officers would be an advantage either to Government or to the officers themselves. Freshness of

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outlook, energy and readiness to undertake new work are of the utmost importance in our Service, and these are attributes which are bound to suffer through long, unbroken periods of service in the country.

It is desirable that officers should be encouraged to keep in touch with new developments of agricultural science in other countries by the granting of study leave, on conditions similar to those in force in the Indian Medical Service. It is inevitable that officers of a scientific department in India (particularly where such rapid developments are occurring as in the agricultural sciences) should find that in certain directions they are getting left behind, and should desire to improve their knowledge. The extra efficiency thus gained at small cost to Government has not received sufficient recognition in the past, and the granting of study leave has been unwisely discouraged.

68364. (VI) **Conditions of Pension.**—As already stated under Section III above, we consider that the qualifying period of service should be reduced from 30 to 25 years.

To enable men who find the conditions of life in India too severe as they grow older, to retire earlier, we suggest that a smaller pension be given after 20 years' service, as in the Forest and some other Services. Really efficient men are not likely to wish to retire as long as they feel capable of doing good work.

The present rates of pension entitle an officer to £437 10s. per annum after 25 years' service. The arbitrary maximum of Rs. 5,000 per annum allowed, renders the sliding scale under Article 640 of the Civil Service Regulations practically inoperative. In practice the amount of pension does not increase according to length of service in the case of senior men. The maximum fixed is insufficient to allow an officer to live in any comfort at home or to provide adequately for his family after retirement. We believe that the limit of Rs. 5,000 per annum was originally fixed to be equivalent to £500. It is probable that the equivalent of this at the present time would be not less than £600 or £650, instead of the £437 10s. to which it has been reduced by the fall in the rupee. This is in a large measure due to the increase in both the cost and the standard of living in England. Wages increased by nearly 20 per cent. in the last 20 years of the last century and have remained at the higher level ever since, and the incomes earned by accredited professional men have increased in at least as great a proportion. A salary or pension of £600 a year now would thus correspond to one of £500 30 years ago. It may be said that the members of this Service, nearly all of whom joined since 1903, accepted the conditions of pension then obtaining; but there was at that time no reason to suppose that the great rise of prices that began about the time of the South African War was not only permanent but would be intensified to such an extent that the prices of a large number of representative articles in daily use are now on the average 30 per cent. higher than in the middle 'nineties, instead of having fallen as was previously the tendency.

We submit, in effect, that the cost and purchasing power of gold have been permanently lessened by recent developments in the mining industry, and that pensions, which are paid in gold, should be increased accordingly.

We suggest, therefore, that the pension earned after 25 years' service should be made equivalent to what was considered a fair rate when the present regulations were introduced, and that taking this amount as standard, voluntary retirement at a reduction of £40 per annum of each year less service down to 20 years, be permitted, while on the other side a progressive increase of £20 be given for each completed year up to 30 years' total service.

Invalid pensions should be at the same rates, but the reduction for each year less service below 20 years should be £20.

The scale proposed would thus work out as follows:—

Year of completed service.	Nature of pension.	Rate of pension.
10	Invalid	£200
11	"	220
12	"	240
13	"	260
14	"	280
15	"	300
16	"	320
17	"	340
18	"	360
19	"	380
20	Invalid and Retiring	400
21	"	440
22	"	480
23	"	520
24	"	560
25	"	600
26	"	620
27	"	640
28	"	660
29	"	680
30	"	700

An officer who receives promotion above Rs. 1,500 should, we consider, receive a proportionally higher pension, say £750 per annum if he reaches Rs. 1,750, and £800 if he reaches Rs. 2,000.

There is a wide-spread feeling in the Service in favour of a Family Pension Fund of a nature analogous to that in force for the Indian Civil Service. This should be contributory and compulsory for all new recruits, but should be optional to officers at present in the Service.

68365. (VII) **Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of Services into Imperial and Provincial.**—We wish at the outset to deprecate the tendency which has been apparent at times to regard the minor and largely scientific departments as offering a suitable field for the employment of non-Europeans, regardless of efficiency. There is a feeling apparent in some quarters that the natural aspirations of Indians to an increased share in Government employment in the higher posts, can be met in the lesser departments without the same injury which diminished efficiency would cause in the larger and more administrative Services. We contend that in a Department such as ours an inefficient man is a greater deal loss to the State than in the administrative Services. The value of the Service to the country depends entirely on the efficiency of the individual members of it; there is little routine work of importance, and there is no possibility of effective control of the actual work of the individuals, particularly in the more specialised posts. No outside person can make an inefficient botanist or chemist do work of any permanent value. The position of a Deputy Director is also one in which it is exceedingly difficult to get work done except by a thoroughly efficient officer and much actual harm may result from misdirected activity.

The Service consists of district officers, generally termed Deputy Directors, specialists engaged in research work, and the staff of the Agricultural Colleges, some of whom do research work when their college duties allow of sufficient time to be devoted to it.

The very general experience in the Service, hitherto, has been that it is only in the last of these three divisions that there is any considerable field for the employment of Indians. In teaching they have shown capacity. Effective supervision is also more readily exercised than in the other divisions.

As district officers the class of men available does not appear to be satisfactory. It is difficult to attract recruits of the classes more directly connected with the land and the educated literary classes carry little weight in practical matters when brought into contact with cultivators.

Until conditions are greatly altered in the direction of the improved education of the classes directly connected with the land, we do not con-

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sider that there is much scope for the employment of Indians as Deputy Directors.

As specialists engaged on research work, very few indeed show any promise of capacity to fill the higher posts. The Department contains a large number of Indian University graduates holding posts as Assistant Professors, and scientific assistants, in the colleges and research laboratories. Several of these have been through English Universities. Scarcely any have done independent research of value, though they have carried out a considerable volume of work under the guidance of European members of the Service. They have, in many cases, ample facilities for independent work. A glance at the list of publications of the Imperial Department will show how far they have availed themselves of these facilities. It is probable that in this section of this Service there is a better opportunity for the discovery of real merit than in any other, and while we should be prepared at once to recognise such merit should it appear, there is little indication that any appreciable proportion of the specialist posts in the Imperial Service can be efficiently filled by recruitment in this country for some time to come.

The employment of a large provincial service, predominantly Indian, is necessary. There is a large demand for good men as Agricultural Supervisors, Managers of the Farms and the like. These should be mostly recruited from the Agricultural Colleges. Difficulty is experienced in getting suitable recruits, and it is probable that the pay and prospects are insufficient. The conditions at present compare very unfavourably with such services as the Revenue, Education, Forests, etc., and should be made such as to keep officers from constantly seeking employment in these services.

The gazetted assistants at Pusa should be

placed on the same footing, as regards pay and prospects, as the Provincial Service Officers in the provinces, which is not the case at present.

68366. (VIII) Relations of the Service with the Indian Civil Service and other Services.—In a highly professional Service such as ours, we consider that it is not merely important but inevitable that the controlling posts, such as those of Directors of Agriculture in the Provinces and that of Agricultural Adviser to the Government of India should be filled from the Service itself, as is the case in the Public Works, Education, Forest and other professional services. At present all those posts are held by members of the Indian Civil Service. It is recognised that this is largely due to the fact that there are few senior men available within the Service. There are obvious disadvantages in appointing as Director of Agriculture an officer who has many years of service before him. But the argument can be pushed too far and it would not be difficult to point to cases where the development of the Department has been probably less effectively promoted by the appointment of untrained civilians, who ordinarily hold the post of Director for a short period only, than if a member of the Service, even if relatively junior, had been selected.

We desire to urge that a start be made at a very early date by the appointment of members of the Service as Directors in, say, two or three provinces, and that this policy be steadily adhered to in the future as occasion arises and competent men are available until all the posts mentioned are so filled.

It follows as a corollary to this recommendation that the Civil Veterinary Department, which is at present under the control of the Director of Agriculture, should be separated administratively from the Agricultural Department.

MESSRS. E. J. BUTLER and S. MILLIGAN called and examined.

68367. (Chairman.) Mr. BUTLER said his colleague and himself were elected to represent the whole Imperial Service, which numbered about 60, and included officers of the Imperial Service serving in the Provinces.

68368. The present system of recruiting for each vacancy as it occurred was unsatisfactory. The posts were not sufficiently advertised. What happened at present when a vacancy occurred, or a new post was created, was that the Government of India applied to the Secretary of State for an appointment to that specific post, generally in a hurry. The Secretary of State consulted individual advisers. There was always a feeling of urgency. There was no machinery at the India Office for keeping fully informed the institutions that might have likely men. There was an absence of that considered selection which he regarded as important. He would surmount the difficulty by instituting a roster of candidates, and inaugurating a permanent Selection Board which should have on it a representative conversant with Indian Agriculture. It would be better to have a retired Agricultural officer on the Board, rather than a senior man on leave. If the former got out of touch with the rapidly changing conditions of India, his appointment could be limited to five years.

68369. His scheme assumed there would be very substantial increase of staff. At present it was increasing at the rate of three or four a year, and that rate was likely to be kept up for the next five years. It was very probable that the Service would have to engage two, and possibly four Deputy Directors annually for the next five years. The pressure from the Provinces for an increase was becoming very strong.

68370. Mr. MILLIGAN said that in the case of agriculturists the post-graduate experience should consist of two years' actual work in the field. It would be useful also for a man to have had such experience as could be gained by working under the Board of Agriculture in England. What was

really wanted was to know more about the man before he was selected.

68371. Mr. BUTLER said he would require that specialists should have done some research work before coming out to India. That was absolutely essential. A man who has just taken his degree was not ordinarily fitted to undertake the class of work which he would have to do in India. A training in research methods, an opportunity of seeing the application of science to economic problems, and increased technical experience such as could only be got after the ordinary college course was completed, were exceedingly important qualifications. In fact, for both branches of the Service they require practical experience as well as educational qualifications.

68372. Six or eight Indians had been tried on independent district work. He did not consider any of them were qualified to occupy positions in the Imperial Service—at any rate, not for the work which the Deputy Director at present was called upon to do. Many of them were quite satisfactory for demonstration work, but he considered that the demonstration work proper was work which could be carried out by a less highly paid agency than the Deputy Director. The function of a Deputy Director was to carry out experimental research on his farms, and to control the demonstration work.

68373. Mr. MILLIGAN agreed, and said that the Deputy Director should not do propaganda work himself, but merely control it. A Deputy Director was a research officer just as much as a chemist or botanist was.

68374. Mr. BUTLER said the time occupied by research officers in teaching depended on the subject. In Mycology the average course was only about three months in the year, and the Assistant Professors in that subject had an immense amount of time available for research work. At Pusa there was plenty of time for research work.

68375. Pusa ought to be an institution for the promotion and encouragement of research. The

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only training that could be undertaken at Pusa was post-graduate research training, and it was a decided advantage to have a certain number of research students there. He had written a note on the position of Pusa in that respect, which he would be pleased to hand in.*

68376. In his view it was essential that at Pusa they should carry out research work of an Imperial character; that was to say, referring to the whole of India. Local research was a class of work which ought not to be performed in Pusa. The problems to be undertaken by the Pusa staff ought to refer to the whole of India, or they ought to be problems which were too large to be taken up by any one Provincial Department. He did not agree with the witness who said that the work now carried out at Pusa was more or less of a local character. It would be very regrettable if that were the fact. The authorities had steadily aimed at avoiding that. He quite agreed with the witness who said that Pusa ought to model itself on the lines of the central Institution at Washington, and that was what they were trying to do. He thought Pusa would always be criticised by other workers, and this was all to the advantage of agricultural science. He had no fear of the injury which would accrue from any overlapping which might take place. It was rather a healthy form of rivalry. In other words he would make Pusa, as far as possible, the centre of scientific research in India, but he would do it without in any way detracting from the research work which might be carried on by the local Provincial Departments.

68377. He thought if Indian Officers for the research side were recruited, they should be recruited in India from among the men who were actually working in the Government laboratories. He was more in favour of that method of recruitment than of recruitment by direct appointment. After recruiting such men, or with a view to preparing them for recruitment, he would send them to England on study leave after they had completed their post-graduate training in India.

68378. Mr. MILLIGAN said that the best system of recruiting Indians for the demonstration side was a system of selection. It was absolutely essential to know as much as possible about the men before making appointments, and one would be much surer of getting a suitable man by selection than by taking him at random from one of the Universities in England, or even a man trained in India at one of the Indian Universities. A man might be quite good on paper, but might fail utterly afterwards. His course would be to keep men under close observation whilst they were working in the Provincial Service, and if it was seen that they possessed singular merit and quality, they should be promoted, and sent home on study leave. The work these men had been doing in the Provincial Service of a more subordinate character would in no way disable them for the superior positions they would occupy in the Imperial Service. Provincial officers after some few years' service generally were given some independent work, and were left a good deal to themselves.

68379. He suggested that each Province or group of Provinces should have its own leave and training reserve. He would group the Provinces in the following way. There would be the Indo-Gangetic group, consisting of the Punjab and Gangetic group, consisting of the Punjab and Sindh, the United Provinces, Bihar, Bengal and Assam, where the conditions were all very much the same from one end to the other. An officer who knew something about agriculture in Bihar could easily take up work in the Punjab. Another group would be the Central Provinces and Bombay, which would certainly be able to work together, and probably Madras and Burma might be included as another group.

68380. He recommended optional retirement after 25 years, because some officers were afraid that they would not retain their efficiency for a longer period of service.

* Vide Appendix XI.

68381. Mr. BUTLER said that he could not agree with the suggestion that departmental officers should not be promoted to the rank of Director with less than 15 years' service. Previous Directors had been appointed after a shorter period. He agreed that an officer ought to be over 35 before he became a Director, but it largely depended on the man.

68382. He generally agreed with the scheme that there should be an officer in general control over all the different services connected with agriculture, and that he should be the intermediary between those services and the local Government. In principle the idea was very sound.

68383. Mr. MILLIGAN agreed. The scheme was sound from the point of view that it would bring the co-operative movement and the agricultural movement together, and he regarded that as very important.

68384. (Mr. Sly.) Mr. BUTLER said he would be opposed to a longer period of probation than two years. He would discard unsuitable officers freely. He did not think the rejections would be so many as to affect recruitment.

68385. He contemplated that Pusa should be recruited by selection from the best officers of the Provincial Department rather than by officers directly appointed from England. He did not think there was much in the argument which had been raised against the former system, namely, that it took away from a Province its best men. He did not think either that there was much in the statement that a good man would never consent to leave his provincial work in order to go to Pusa unless he was paid a very substantial salary. He agreed, however, that the salaries at Pusa ought to be improved. Service there ought to be made specially attractive. The present allowances to the Pusa staff were not sufficient to attract the best men of the Provincial Service, but it was largely a matter of climate. An officer serving in some of the Provincial Departments could remain with his family during the whole of the hot weather at the head quarter station but if he came to Pusa he would practically have to keep up two establishments for six months.

68386. It would not be desirable to recruit direct from England on more or less special salaries for a short period men who had made their reputation. Appointments of that sort were not at all likely to be successful in the Agricultural Department. Local experience was necessary in all branches of the work. Men were not likely to prove useful until two or three years after coming out, and a scientific man with a reputation would not come out for ten years. He might come out for five years, but if out of that he had to spend two or three years picking up local conditions, there was not much time left for productive work. Again, an expert of that kind coming out for a short time might be able to write useful reports, or to make specific discoveries, but he would not be able to put his discoveries into practice; his driving force would be lost at the very moment it was required. Very useful work might be done in certain subjects by bringing senior men out in permanent posts at the age of, say, 35, but they would have to be paid a very substantial salary. The practice of bringing men into the Agricultural Service on special agreements had caused great discontent. At present the most satisfactory system was to have a service in which all the men were employed on more or less uniform terms.

68387. For employment of Indians on the research side, he did not consider that a course in an agricultural college was essential, though it was desirable. Science graduates of the universities, and even in some cases non-graduates, had provided in the past suitable material, and from some of the universities he thought Pusa might hope to obtain useful material for the science side, but they ought to enter the laboratories as scientific assistants, as was at present the practice. It was by their research work in the laboratory that their work had to be judged in the long run.

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68388. Indians employed at Pusa had full facilities for carrying out any research work which they desired, and so had some of the officers in the Provincial Colleges.

68389. Up to the present time Indians had not been good enough for recruitment to the Imperial Cadre, except in teaching posts. He had had experience of men from some of the universities, and he was of opinion that in the future good research workers would be obtained from that source. The scientific standard of education in the universities was not likely at present to turn out such officers. He was most emphatic on that point. There was, for instance, no full-time Professor of Botany in any college affiliated to the Calcutta University, and it could not be expected that research workers in Botany would come out of that university. There had been, however, a great awakening in that direction, and he would not be at all surprised if good research officers were obtained in future.

68390. He did not think there was much in the objection put forward in regard to the filling of the Directorship from the Department itself, namely, that it was undesirable to transfer an officer of the Department from one Province, where he knew local conditions, to be Director in another Province. A good man would very quickly pick up new conditions. It should be possible to transfer a man to a Province where the conditions of agriculture would not be very widely dissimilar.

68391. Very few research men would be willing to take on demonstration work until they were old enough to lose their keenness for research work, and in such cases it would be quite a good thing for them to be taken off research work.

68392. He agreed that there was no real necessity for a leave reserve for specialists.

68393. (Mr. Fisher.) He would not like to say that there was provision at Pusa for carrying on every branch of agricultural research which might be required in India.

68394. It should be possible to have a staff at Pusa composed simply of the most distinguished agricultural experts in India, but there would be some difficulty in recruiting the whole of the staff from the Provinces. No Provincial Department had an Agricultural Bacteriologist, for instance, and it might be better to bring out a man direct from England for that post. The real remedy was to strengthen the Provincial Departments, and there would then be no difficulty in getting suitable officers for the Institute at Pusa.

68395. Pusa sometimes received requests from different parts of India for the solution of special problems. Under the internal rules of the institution, its officers were obliged once a year to write to every Province in India, to inquire whether there were any problems of this kind, but the Provinces, so far as he was aware, very seldom made any suggestions.

68396. There were means of assessing the value

(The witnesses withdrew.)

C. E. Low, Esq., C.I.E., I.C.S., Director of Agriculture and Industries, Central Provinces.

Written Statement relating to the Agricultural Department.

68405. I have been Director of Agriculture in the Central Provinces and Berar during three periods, aggregating some three years in all, from the year 1905 onwards. I am at present on furlough, but am returning to take up the same appointment in October. I am not a member of the Indian Agricultural Service.

Unlike the Police, Judicial, and Medical Departments, whose existence in any civilized community is usually taken for granted, in the case of the Agricultural Department I feel it necessary to explain why I believe in its future, and why I look upon it as affording the most beneficent expression of the spirit of the British Government in India.

of the research work done in the different Provincial colleges, first by touring, and secondly by means of reports received under arrangements with the local department. At present the authorities at Pusa were in a position to give advice as to the general direction of the scientific agricultural work of India, where a Province had shown any indication that it required assistance.

68397. In his opinion, a great increase in the staff devoted to scientific agriculture in India was required.

68398. He would not care to say whether it would be more desirable to increase the staff of researchers than to increase the staff of practical agriculturists. He would not care to make any distinction at all. He thought the Deputy Director did a good deal of experimental research himself. That there was any doubt on this point had not struck his colleagues when they were preparing the written statement, and they had, he feared, rather helped to foster the impression that the district officers were not primarily concerned with research. Such was not their intention. They held that experimental research was a very important part of the Deputy Director's work.

68399. (Mr. Madge.) The India Office ought to have some method of registering the names of candidates for the Service. Candidates would probably be able to find some sort of employment in England, or even abroad, while they were waiting for an appointment in India.

68400. By Imperial research he meant research into fundamental problems which affected India as a whole, and not merely one Province. Whatever affected the whole country should be done at Pusa, and what peculiarly affected the Province should be done locally.

68401. With a good scientific education and some post-graduate experience in England as a basis, an officer could adapt himself readily to local conditions.

68402. It was far more important to have at the head of the Department a man who was a technical expert in the work of the Service than a Civilian who had had an agricultural training at home, even although the latter might bring the Department into touch with Government on a number of points which would not occur to specialists. He believed suitable men were available for making a start in this direction at once.

68403. (Sir Valentine Chirol.) Research workers wanted all the facilities they could obtain for study leave. At present study leave was discouraged.

68404. He would be satisfied with the regulations which now existed in theory for study leave, if they were applied in a more liberal spirit. Possibly the period of one year allowed during total service was too short. He thought the period might with advantage be raised to 18 months or two years.

The work of cotton improvement was first seriously undertaken in the Central Provinces in the year 1903. Up to three years ago, some 40 private farms for the growing of improved seed had been started. There are now 120 such farms supplying improved seed for 100,000 acres, and adding six lakhs of rupees to the yearly profits of the growers. An increase in the number of farms sufficient to supply the 3½ million acres of cotton grown in the Central Provinces is prevented by the lack of supervising staff, but an attempt is being made to render organisation and supervision possible by co-operative management, and 25 unions were formed for that purpose this year.

A very large proportion of the rice grown in the Central Provinces, some two or three million acres

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at least, is broadcasted instead of transplanted. After five years' work the area transplanted by the cultivators reached in the year 1910 some 6,000 acres, with a saving of 80 per cent. of the seed, and a gain of some 700 lbs. of grain per acre, valued at about Rs. 17. This year the area transplanted is, I hear, about 30,000 acres, and the annual gain to the cultivator is valued at over five lakhs of rupees.

Similarly in wheat, oil seeds and sugar-cane, a great advantage has been gained by the cultivator from the improved methods and varieties introduced by the Department. It has helped the cultivators of one or two of the northern districts to destroy some 20,000 wild pig in the past two years. A large number of improved implements have also been sold.

The cash benefit to the cultivator, as ascertained by actual measurement and experiment, exceeded 11 lakhs of rupees this year.

The points that have especially impressed me are—

(1) The rapid rate at which the improvement has been taken up after the first few years. (2) The fact that Agriculture and Co-operative Credit are the only public Departments with which the cultivating, as opposed to the intellectual, classes actively and willingly co-operate. The deduction from this is, that the work of the Department should be extended as rapidly as funds allow and should be permitted to have its fullest effect in elevating and organising the agricultural community. This is the first chance the Indian farmer has had of being anything else but a passive payer of taxes. Let us help him to make the most of it.

IMPERIAL SERVICE.

68406. (I) **Methods of Recruitment.**—Candidates are at present recruited by the Secretary of State. In doing this, his office freely avail themselves of the opinion of scientists and educationists of repute and of members of Indian Services when at home on leave. I do not think this procedure could be bettered. A formal committee, constituted for the express purpose of examining and recommending candidates, would possess several disadvantages in comparison with the present procedure, and it might be apt to look with too friendly an eye upon combinations among the scientific professions to raise salaries or obtain other advantages. At present recruitments are made to fill actual vacancies. This is objectionable, because (1) there may not be such suitable men forthcoming at that particular time as at some other period when no vacancy happens to exist; (2) an irregular demand does not help to create a regular and good supply; (3) considerable delay is often caused; (4) a man often had to proceed straight to responsible work without time for preliminary training.

A preferable course is to recognise at once that the Department will have to be largely expanded; to estimate its probable strength some ten or fifteen years hence, and recruit annually the number required, on actuarial considerations, to reach and maintain the total. Recruits for whom no vacancies exist can be placed under training, and, when trained, used as a reserve (Provincial rather than Imperial) until absorbed. Even if any Province, from financial or other considerations, does not work up to its estimated figure at first, other Provinces are certain to exceed it, and the net excess or deficiency is not likely to be large or long continued. I am strongly opposed both to the training of all supernumeraries at Pusa and to the maintenance there of the entire leave reserve. The men under training should be allotted, as far as possible, to individual Provinces, especially those to be employed on demonstration work. Such men require a thorough knowledge of local conditions, which vary widely in different parts of India. It has been well said that the problem of agricultural improvement in India is almost entirely a local one. Crops, even varieties of crops, and methods of cultivation, that are suitable in the Indus and Gangetic alluvial soils, are unsuitable in the black soil tracts. Chemical and probably bacteriological

facts regarding the one are not true for the other. Equally wide differences exist between the irrigated tracts and the dry areas of the Deccan or the tropical tracts of high rainfall below the Central Indian table-land. In demonstrating to the cultivator, it is useless to appeal to general agricultural theories; he must be shown that the actual fields he cultivates or the crops he grows can be made to yield him more money by certain definite methods. Thus, for the purpose of demonstration, the control must be divided according to areas of similar agricultural circumstance. The field in any one of these areas, each of which will extend over tens of thousands of square miles, is so large that it will be more than sufficient for a single man. An intimate knowledge of the existing methods of cultivation and of the complex of past effort in experiment and demonstration in any one of these areas is as much as one man can be responsible for. The difference in language between one part of India and another is a further argument for keeping a man in his original Province. No success can be gained in demonstration work without close personal acquaintance with the leading cultivators, who are proverbially slow in giving their confidence to a new comer. A man brought in from another Province or from an Imperial Reserve to fill a leave vacancy will not be able to do more than mark time for a few months for which such a vacancy usually lasts. If the vacancy is filled by a man who has been under-studying the permanent incumbent, progress will be continuous.

The above arguments do not apply so strongly in the case of men engaged on research, though even here it is difficult for a man coming from outside to pick up the lines of an investigation, while work done under such circumstances often leads to friction and recriminations. The pure scientist pays the penalty, in a somewhat jealous susceptibility, for that disinterested devotion to the progress of knowledge which in his case takes the place of the personal ambition usually found among the best men engaged in executive work.

I would, therefore, propose that the reserve should be mainly Provincial, and that men should be recruited for, or at any rate immediately appointed to, a particular Province.

The present method of selection has hitherto secured men of suitable qualifications. Scientists intended for research, however, should have done post-graduate work in Europe before coming to India, and no such man should be appointed merely on his success in examinations. Emphasis should also be laid on the necessity of practical experience in farming in the case of candidates required for demonstration work. In order to carry conviction to the minds of cultivators, a demonstrator must see things from the farmer's point of view, must thoroughly understand the *minutiae* of indigenous agricultural practice and must be able himself to perform the ordinary operations of Indian farming. But little regard will be paid to a demonstrator who explains the advantages of an improved plough, for instance, if he cannot himself use the ordinary country implement. The sympathy engendered by a common pursuit and by a common point of view renders it easy for a European agriculturist, to whom a scientific training has given a cosmopolitan standpoint, to gain the confidence of Indian farmers.

68407. (II) **System of Training and Probation.**—As explained in the last part of my note regarding recruitment, probationers should be posted for their training to the Province in which they are to work throughout their service. In addition to the administrative advantages already described, the recruit will himself be a gainer. He is more likely to develop original ideas of value, in the presence of concrete problems awaiting solution, of which the economic importance is always before him; and the individual attention of the man whose helper and under-study he is to be, is likely to be of more use than the more theoretical and general training by an expert at Pusa. I do not consider the results of the training of European supernumeraries at Pusa, so far as I have had the opportunity of observing them, entirely satisfac-

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tory. If men who have had some post-graduate experience, whether in research or in the practice of agriculture, are selected, the period of training need not be long. It should include, even in the case of a man destined for research, enough experience of general agriculture to enable him to appreciate the relative importance of the various factors. A thorough training in one at least of the local vernaculars is essential for men intended for demonstration.

The question of probation represents a serious difficulty. In a small and new service where no established tradition exists, it is especially necessary to avoid unenthusiastic or inefficient recruits. Each man must be a centre of energy for his subordinates and a standard of devotion to the cause of scientific progress. He has no predecessors and few contemporaries to counteract to some extent his example if it be bad, but the difficulty of determining the undesirables is especially great when scientific qualifications are in question. A Civilian head of a Department or a Local Government has not the scientific knowledge. Their fellow scientists in the Province have not the standing, nor, as the Pusa Institute is at present constituted, are the Imperial Officers in any better position. The officer who has the charge of a probationer's training ought not to bear the main responsibility for reporting on what may be considered as to some extent dependent on that training, viz., his fitness for retention. Though the ultimate responsibility must of course rest on Government, still the initiative must be taken and the data supplied by a scientific authority that will command general respect. For other and much more important reasons, I think it necessary that the Agricultural Institute at Pusa should be remodelled; and its reconstitution would, it is to be hoped, furnish a body with the requisite status and qualifications to act as technical advisers to the Imperial or Local Government on this and other more important questions. The longer the period of probation, the harder it is to get rid of an undesirable. In the case of men recruited, as I propose, with post-graduate experience, two years is ample; but the standard should be rigid and no mercy shown to the unfit. One of the duties of the Imperial scientific experts should be to examine, while on tour, the work of probationers and the manner of their training. They should consider the reports of probationers and recommend to the Local Government or, in the case of Pusa supernumeraries, to the supreme Government, their retention or rejection. The final responsibility, however, must lie on the Government concerned, who should not be bound to follow the opinion of the Board in either case.

68408. (III) Conditions of Service.—The posts of Provincial Director of Agriculture should be held as a rule by members of the Indian Agricultural Service, as soon as the time is ripe for it. The reasons that have been hitherto urged against the proposal appear to be: (1) that the members of the Indian Agricultural Service are at present of such nearly equal seniority that the appointment in one would block the others indefinitely; (2) that the Director of Agriculture at present holds also the charge of other Departments, such as veterinary, factories, co-operative credit, etc., for which a wide general knowledge of the country, especially in its economic aspect, is required. None of these reasons have much force. The first is illogical, for it involves an injustice to the whole service in order to avoid an injury to a portion of it. As for the second, many members of the Indian Agricultural Service have gained in the course of their work, especially on demonstration, plenty of administrative experience and economic knowledge; and I see no reason why such men should not be well fitted to hold charge of the other minor Departments. There is, however, a real difficulty, in that the other members of the Indian Agricultural Service, and of the Veterinary Department, would probably be deeply aggrieved by the appointment of any one member of the Indian Agricultural Service as Provincial Director,

seeing that individual merit has not yet had time to gain general and assured recognition; and the result might even be the resignation of capable officers. I do not think that it is desirable, on general grounds, to place a man in charge of a Department over officers of his own Service unless he has had at least 15 years' administrative experience, or is, at any rate, over 35 years of age.

But the prospects of the Service, apart from the increase in the maximum salary, to which I shall allude later, ought not to end with the ultimate chance of a Provincial Directorship, a post which is after all more suited to the special faculties developed by executive work, and I find it necessary at this point to discuss the organisation of the Imperial Institute at Pusa and to state, as briefly as possible, the lines on which I think it might be improved. I must admit that I have not the scientific knowledge to enable me to pose as a critic of the work of such an institution; but the points which I desire to raise are mainly administrative; while the feeling that Pusa is hardly justifying its existence and needs extensive remodelling, is one shared by a large number of persons interested in the future of Indian agriculture. In paragraph 8 of Resolution No. 8 of the Revenue and Agricultural Department of the Government of India, dated the 29th February, 1904, the following were stated to be the main functions of the Institute:—

(1) It was to serve as a model for provincial farms. Here it is surely *functus officio*.

(2) It was to initiate and test lines of experiment. Except in a few matters of a fundamental or highly technical nature, there are not many experiments that cannot be pursued with more advantage in the soil and climate to which their results are to be applied; and, as already stated, most of the problems of Indian agriculture are local ones. Further work by the Provincial Departments is likely, however, to increase the number of lines of research which may properly be handed over to a central institute; but here the necessity of Provincial Departments is logically prior to that of an Imperial one.

(3) The production of improved seeds. This is pre-eminently a local problem.

(4) To test the results of local experiments and to secure continuity. There are many experiments, which relate to a soil or climate not found at Pusa, which could not be so tested.

(5) To train students. A training in general at Pusa is of little use to men who are to work in a Province, for reasons already stated; training in special lines of research and demonstration can no doubt be given, and could be given to even greater advantage, if the experts there were to cease from doing work which more properly belongs to Provincial Departments.

(6) A field for local research work, especially in matter likely to benefit the planting community. It is doubtful if the latter have reaped much advantage from the work of the Imperial Institute, or have provided quite as ready a means for disseminating improved methods in Behar as was evidently expected at the time the Institute was founded.

Similarly, the work of the Imperial expert staff was declared to be:—

(1) To serve as a higher teaching body.

(2) To prosecute lines of research applicable to all India.

(3) To train supernumeraries.

(4) To collate the results of the working of Provincial Departments.

With this dictum, except in so far that supernumeraries can obviously be better trained as a rule in the Provinces to which they are to belong, I am in complete agreement; but I think there are other and even more important functions which can be performed by them and arise necessarily from the above.

But in order to fulfil any of these purposes, the Pusa research staff must possess a status far higher than it does at present. Each man must obviously be the best in his own line in the Indian

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Agricultural Service. This is not the case at present. The Provincial experts do not admit the superiority of the Imperial experts; they were in most cases recruited at the same time and from the same class of men. Both Provincial and Imperial experts alike are capable, and have done much excellent work; but none can claim that the latter are a class apart. This is not at all as it should be. But the pay and prospects of the Pusa staff are not such as to tempt the best men to leave their Province for what are to many the uncongenial surroundings of Pusa. The difference in pay should be substantial; at present it is small. No candidates should be appointed to the Imperial staff who fall short of a high and well recognised standard of scientific attainment. If a suitable Provincial man is not to be found, a short-time appointment might be offered to a scientist of reputation from elsewhere; in default of this, the post should be left in abeyance for the time and the current duties carried on by an assistant in charge. The duties required of the staff so reconstituted should be:—

(1) Investigation into matters referred from the Provinces and into questions more fundamental and of wider application than Provincial Departments can undertake. Lines of enquiry which are too technical or lengthy, or do not offer reasonably early prospects of economic results, may well be handed over by the Provincial Departments.

(2) They should form a Board to advise the Government of India or Local Governments on scientific or technical questions regarding agriculture.

(3) They should study the work of probationers when they inspect the work of Provincial Departments, and advise for or against their retention.

(4) They should inspect and review the work of Provincial experts, especially those engaged on research.

(5) They should advise as to appointments to the higher Departmental posts. It is important for the last two purposes that there should be no possibility of their work overlapping that of Provincial experts, as it does at present in very many cases, otherwise their position of disinterested and respected critics of scientific work would cease to exist.

(6) They should be responsible for the higher training in special branches of research or agricultural practice, of members of the various Provincial and subordinate staffs, and of the general public.

Generally speaking, they should be men who have achieved high reputation, and are near the end of their service; and their duties should be more those of responsible advisers than of active investigators. From such men, whose lines of work did not clash with their own, Provincial experts would readily ask and accept advice. Any special temporary research work that could not with advantage be placed under a Provincial Department might be also in their charge.

The proposal could be worked up to as follows: With the reconstitution of salaries proposed in the next section, the present incumbents of Imperial posts should be retained on ordinary Departmental salaries, unless there are any whom the Government of India think fit to appoint as Imperial experts under the new scheme. But for the most part it would be better to add the existing Imperial officers to the Provincial staff on the proposed new scale of salary, and to fill their posts, if possible, by direct appointment from abroad of senior and highly qualified men on five year contracts. Even if the posts lay vacant for some time, the loss would be more than covered by the ultimate gain. The best work which is now being done at Pusa is really Provincial, and could be done better at one or other of the Provincial centres.

There is no doubt that the Pusa Institute has for the greater part of its existence lost much from its inability to obtain a head of the proper type. It has only once secured an Inspector-General of high scientific qualifications. A civilian Inspector-General was a suitable selection when the Institute was first started and the main work was merely

organisation. But what is wanted now is an all-round scientific agriculturist, whose abilities will command the respect of the staff, and whose knowledge will be sufficient to secure that his fellow workers keep to their proper lines. Much of the present unsatisfactory working of the Pusa Imperial Institute is due to the lack of a head with suitable qualifications. With such a man the staff would be kept to its proper work; overlapping of Provincial research would be avoided, and though I do not propose that his control should be autocratic, he would serve as a president for the Board, and his personal influence should suffice to maintain a strong scientific *esprit de corps* among its members, which would help him to prevent slackness as well as jealousy and encroachment on other officers' fields of work. If it were thought necessary, the strength of his position as regards his colleagues could be greatly increased by making him the channel through which all references were made to or received from other Government Departments, and by giving him the responsibility for the allotment of work among them. The primary duty of such a man would be the management of the Pusa Institute; he would be the head of the Board in their dealings with the Government of India, Local Governments and Provincial Agricultural Departments. Each expert would have, under the scheme I am proposing, the position of the late Inspector-General in respect of his special subject, backed up, if necessary, by the authority of the Board.

The inspection of the work of Provincial experts and probationers would not take more than six or eight weeks at most in any one year; and it is necessary for the Imperial staff to keep in close touch with Provincial work on general grounds. Their principal duties would be the higher training of Indian members of the staff, and of their special research work. Their advisory duties could be fulfilled during their Provincial touring.

68409. (IV) Conditions of Salary.—The present maximum limit of Rs. 1,000 is absurd, and the point need hardly be laboured further, as it has been accepted in principle by the Government of India and, I believe, by the Secretary of State. I would propose an incremental scale of Rs. 500—50—1,500 for the Service as a whole with an efficiency bar at Rs. 1,250 to be passed on the recommendation of the Imperial Board. Provincial Directors should draw Rs. 1,500—50—1,800; and Imperial experts the same. The head of the Board should draw Rs. 2,000. Appointments to the post of Imperial expert would be made by the Government of India after considering the recommendations of the Board; in the case of a Provincial Director the Financial Commissioner or member of the Board of Revenue of the Province concerned should have a seat on the Board, which should present its recommendations to the Local Government. Directors would as a rule be appointed from the demonstration and members of the Imperial Board from the research staff.

There are at present 18 Deputy Directors with about eight more agricultural experts working as Professors or College Principals; and 34 research men (42-8 agriculturists on educational work). These figures are probably only approximate, but errors are of the less importance, when one considers the disproportion in strength between the research and demonstration staff; the latter should certainly be increased as soon as possible up to a total of 40 or 50. This would give a relatively fair allotment of superior posts between the two branches.

The alternative to the above scheme is to provide some form of talent money. The allotment of this is difficult, if not impossible, in the present absence of any generally respected scientific tribunal; to obtain the latter, an improvement in the status and an alteration of the functions of the Imperial research staff are necessary in any case, while, if higher responsibilities are attached to the grant of superior salary, it is consistent with human nature to believe that the Government will exercise a more careful and impartial choice than in

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bestowing a mere pecuniary reward for good service.

The present travelling allowance of Rs. 5 per diem is notoriously insufficient. Most men tour at present at some pecuniary sacrifice; all married men do so. To take only one instance: the daily hire of carts in Nagpur has increased in the last 14 years from 8 to 20 annas; while supplies and wages have all gone up in a nearly similar proportion. This is a matter, however, which must be considered for all services together, European and Indian.

68410. (V) **Conditions of Leave.**—The proposed rules regarding leave recently circulated for opinion by the Government of India should be made applicable to the Indian Agricultural Service. I do not think the proposal of half furlough on full pay is a good one. If the pay during service and the allowance on furlough are not sufficient to enable men to take as much leave as is necessary for the proper performance of their duties, one or both should be increased. The proposal would have the effect of discouraging men from taking as much leave as they need, would increase the cost to the Government with no corresponding increase in the efficiency of its employees, and would, in a graded service, cause loss to the junior officers. I do not think the idea of a leave reserve solely attached to the Pusa Imperial Institute is a good one, because, as already explained in Part 2 of this note, it will not ensure the reserve being employed on really useful work in the intervals of filling Provincial vacancies, and because the Provincial vacancies themselves will not be filled in the most effective way.

I prefer to express no opinion on the subject of study leave. The Service is so understaffed at present that it would be extremely difficult to spare men merely for study leave. If the Service is recruited up to the strength which the programme of work before it logically requires, the matter might then be considered. I am unaware what is the experience of the use or abuse of study leave in other Services.

68411. (VI) **Conditions of Pension.**—An officer invalided before ten years' service should receive a gratuity; and he should have the option of retiring on a reduced pension after 20 years, or on full pension after 25 years. It would improve recruitment were an officer allowed the option of retiring after 10, 15 or 20 years on a gratuity. Agriculture is emphatically a profession in which a man can make good use of capital, and many suitable candidates might be attracted by such a proviso, who would not care, with no experience of Indian life to commit themselves in the first instance to 25 or 30 years' service in a foreign country. The amount of the pension should follow the decision taken in the case of other Services. Admittedly, the pension has remained stationary, while the cost of living has increased very greatly.

In considering the question of furlough and pension it must be remembered that officers employed on demonstration work perhaps under the hardest conditions of any Service in India. I may fairly contrast their lot with that of the Indian Forest Service, whose pensionable period was recently shortened, owing, it is believed, to the arduous nature of their work. This Department, it may be noted, spend a month of the rains at a hill station in most cases, and the whole of that season in office. The Agricultural Department, on the other hand, apart from the fact that the rains are their busiest season, throughout the hot weather, too, are constantly travelling by rail and road making preparations for the programme of work in the rains. Life under canvas at that period, even with the occasional unpleasant interlude of a forest fire, is infinitely preferable to train journeys interspersed with long trips on cycle, horseback or country cart, as I can say from personal experience; and I have year by year noted with regret and apprehension the injury to the health of officers employed under me at this time of the year.

68412. (VII) **Such limitations as may exist in**

the employment of non-Europeans and the working of the existing system of division of Services into Imperial and Provincial.—In the Central Provinces we have not yet succeeded in evolving a type of Indian who combines a scientific knowledge with executive ability. We have two or three men, mostly of cultivated castes or from land-holding families, who do excellent work under close supervision; but they have not the all-round education to enable them to rise beyond a subordinate outlook. I have seen very little in the Provincial Department of Indians of a more intellectual type and better education, but with such as I have seen I have not been favourably impressed. Generally speaking I am of opinion that elementary education has not so far been sufficiently good to form a basis for scientific training. Again, the domestic opinion of the class whence our men are taken is as yet untouched by the spread of scientific truth. An English youth is brought up in a home and taught at school by parents and teachers who have been profoundly influenced by the knowledge of fundamental scientific truths, where his father and masters held it as a matter of course that for every physical ill or inconvenience that arises or exists the remedy is to be sought in scientific investigation. There is a large body of scientists in any Western country whose influence is far-reaching, and who believe that all investigation faithfully conducted on proper lines is bound to lead to results of value. This state of things is not a matter of to-day or yesterday; it is based on the traditions of two or three centuries and has been reached by the toil of generations of workers, who have seen the reward in commercial or sociological improvement for investigations that perhaps seemed useless at the time. The lack of this tradition in India shows itself in two ways. It is obvious that a man developed in such surroundings has not the same deep-seated belief in the results of scientific investigation, the religious adherence to its laws, the same scientific faithfulness, as are to be found in the ranks of English workers. The phrases of science are on his lips, but its truths are not always in his heart.

Again, very few, if any, Indian boys take up any form of scientific study for the love of it. School-boys do not collect plants, flowers, or fossils as a hobby. Those youths who are studying for a scientific degree have chosen their subject either because they have reason to think that it will in their case lead more easily to subsequent employment, or because their special abilities are more likely to yield them success in a science examination. Though these causes are not without their effect among our English youth, quite a large proportion of our science scholars, including nearly all who subsequently attain any degree of eminence, choose a science course because their personal tastes lead them to do so.

I do not wish to be understood as implying that the Indian youth is, as an individual, inferior to his English co-eval. But he has not, as things are at present, the same chance of being influenced in his early youth by the Western attitude towards science; nor, perhaps it is unnecessary to add, are the institutions that profess to teach him later on in any way equal to those in England.

For these reasons I do not think that there will be forthcoming for many years more than an inconsiderable number of Indians suited for the higher ranks of the agricultural service. The best means of generating in India the atmosphere necessary for the growth of such men is to be found in an extension of the operations of the Agricultural Department and in a wider public recognition of its success, not in the mere increase of the numbers passed through our Agricultural Colleges. It is idle to talk of permeating the country with the product of Agricultural Colleges as a means of familiarising the people with the truths of agricultural science. The only result of such a policy will be to fill with unsuitable men a departmental cadre whose work will have very little hold on the agricultural population, and to send abroad among the people a number of unpaid emissaries to preach the blessings of agricultural science, the study of which

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[Continued.]

has led them to nothing better than starvation. But make the people accept as an every-day truth that the farmer can earn more money by improved methods; and some of them will then come forward to learn the science by which these methods have been evolved. In no Provinces in India, save to a very limited extent in Bombay, do more than an infinitesimal number of youths enter an agricultural college except to obtain Government employment. I have, in discussing the suitability of Indians for higher agricultural employment, purposely confined myself to generalities. That is not because I am unable to quote instances enough of the effect of the various factors I have discussed on individuals, but because I think it a mistake to introduce personalities or pillory subordinate officials who are doing their best, and for many of whom I feel a personal liking and respect.

All who have the welfare of the country at heart are agreed that, in order to fit the people for self-government they must be admitted to a larger share in administrative responsibility, even at the cost of some probable falling off in efficiency. The gain must be balanced against the loss. But where the loss to a very large and important section of the public vastly exceeds the gain to a few individuals of a very much smaller section, we cannot apply the general rule. The Agricultural Department exists for the direct and personal benefit of the farmer, not to supply a few educated Indians with employment. The farmer can be benefitted first and most of all by improving his agriculture; next, and to a less extent, by inducing him to accept agricultural education, and to help in the work of teaching his brother farmers. There is no doubt whatever but that the few agriculturists who have so far joined the department are as a class far better demonstrators and farm managers than the members of the intellectual castes. Tradition and custom are at present against us in our endeavour to recruit the farmer; but a determined effort is being made, and will be successful as soon as our demonstration work has sufficiently popularised the improvement of agriculture with the cultivating classes.

I look forward with confidence to a time when the higher ranks of the Department will be wholly or mainly officered by Indians, whose intimate knowledge of the details of every-day life and thought among their fellow-countrymen will produce a service that will exercise an even greater and more beneficent influence with the cultivating classes than our European experts do at present. But such anticipations are, as regards the Agricultural Department, merely the prophecies of hopeful minds, and have as yet hardly emerged from beneath the administrative horizon.

To dilute the strength of the Department before it has had time to gain a hold on the people or form its own traditions would be a grievous error. Let the cadre approach more nearly its ultimate development; and it will then be both possible and necessary for it to include a larger proportion of Indians than would be safe at present.

I may note, incidentally, that it is a complete mistake to consider agricultural demonstration work as other than very largely administrative. Although we do not consider that demonstration work in the Central Provinces has in any way approached its final development, a Deputy Director has in his charge at present three or four large farms; he has to supervise the demonstration work of some 25 assistants working over an area of 40,000 square miles of country; he has to create and maintain close relations with 10 or 12 agricultural associations, sub-associations and a dozen or more agricultural co-operative societies; he has to see that from 50 to 100 private seed farms are looked after and kept up to the mark; he has dealings with Bombay and Calcutta firms and local traders, to say nothing of numerous district officials and irrigation engineers; and his duty is to see that neither money, work nor time is wasted, but that all agencies act together to produce the results which he has in view. His work, in fact, though its tone is given by the scientific spirit he should possess, is mainly administrative. Perhaps, too,

the above remarks will suffice to show, without the necessity for entering into elaborate statistics, that the work of agricultural improvement has begun to gain, in the Central Provinces at any rate, sufficient hold on the cultivating classes to warrant the sanguine forecast of its future success, which is the basis of most of the suggestions in this note.

I would, therefore, provide for the direct recruitment into the Indian Agricultural Service of Indians in exceptional cases only. I think that very few of them are fit to take their place therein, unless they have thoroughly won their spurs in the Provincial Service. An occasional appointment not exceeding one in ten, if a limit be desired, might be made from picked members of the Provincial cadre, who should be sent after four or five years' service to a Western country for training. Practical responsibility and hard manual work are just as necessary an experience for Indians as for Europeans; a man who goes to an English college directly after passing through an Indian one will never gain these. The light manual labour on a college farm under non-commercial conditions is no adequate substitute for the kind of work I refer to. Every man, when he leaves college, must come into contact with practical agriculturists; he must work under them as a pupil or employee, or at any rate have to do with them as a demonstrator. They will laugh at many of his college notions; he will find many difficulties in practice that have never occurred to him in the course of his education, and unless he can learn to surmount these difficulties and to equal the practical farmer on his own ground, he will never gain his respect.

PROVINCIAL AND SUBORDINATE DEPARTMENTS.

68413. On the pay and prospects of the Provincial and Subordinate Departments I have little to say. This is not because I am not keenly interested in the subject. But it has been the policy of the Administration, in respect of my Department, to encourage recruitment by the offer of an ultimate rather than an intermediate cadre; and in the higher grades our establishment rolls offer more promotion than there are men fitted for it, and will do so for several years to come. Turning to the Provincial Department, we have in the Central Provinces a cadre which provides for 12 appointments on a salary of Rs. 200 on confirmation, rising to a maximum of Rs. 400. This scale, though perhaps more liberal than that of any other Province, taking into account the comparative smallness of the Central Provinces, does not go far enough; and I see no reason why the Provincial Agricultural Service should have a lower initial or maximum salary than that of any other service, due regard being had to the relative strength of the respective cadres. Only some three or four appointments have been made so far, from a lack of suitable men; but in four or five years' time a far more rapid rate of recruitment is probable. By that time, too, the existing members will be drawing nearly their maximum salary; and the time will then have come to raise the maximum limit to a figure not much below that which may by then have been determined on for the Provincial Civil Service. For the higher ranks the rate of increment—Rs. 30 every other year—will be too little, considering that direct appointments are not at present made to the Provincial Agricultural Service, and a man is not likely for some time to come, at any rate, to reach it with less than five or ten years' service. Two years ago I tentatively introduced a more rapid scheme of promotion for men who had done specially well in the College final examination; but found it a failure. All-round agricultural experience takes a long time to acquire; for two or three years a passed student is of comparatively little use even in the subordinate service, and I know no other means of fitting him to take his place in the Provincial Service than some years of practical work. In the research and teaching lines, experience is less vitally important; promotion may be more rapid; and for this reason demonstration on the one hand and research and teaching on the other require separate cadres. A considerable improvement in the pay and prospects

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[Continued.]

of the subordinate cadre was proposed for the Central Provinces before I left India, and has, I believe, since been sanctioned; this should suffice for some years to come. The difficulty is, how to offer sufficient prospects at a reasonably early date for men on demonstration work; and I can see no alternative but that the latter should be recruited, as far as possible, from the cultivating classes, and be recompensed by their ultimate prospects for the slow promotion that they will receive at first. It seems unnecessary to make any more detailed suggestions for the improvement of cadres which are not likely to be fully worked up to for some years to come.

68414. To sum up, my recommendations are as follows:—Recruitment for the demonstration appointments in the Indian Agricultural Service through the Provincial Service, by sending promis-

ing men to England for training after a few years' experience, and in the case of one or two, perhaps, of the present members of the Provincial Service even without such training; for the research branch, the first-named procedure should obtain as a rule, though direct appointments might be made in exceptional cases. The limit for Indian members of the Indian Agricultural Service should be fixed at present at 10 per cent; and I do not think that even this figure will be reached at first. The Provincial Service should be divided into a Demonstration Branch and a Teaching and Research Branch; the latter should be on a time scale, allowing for more rapid promotion to start with than the former would receive. The maximum limit of salary should be fixed slightly lower than in the case of the Provincial Civil Service.

Mr. C. E. Low called and examined.

68415. (Chairman.) The witness was at present employed on special duty as a member of the Bengal District Administration Committee. He belonged to the Central Provinces, and had been Director of Agriculture there for some time. He was in his 21st year of service. He had acted as Director of Agriculture on various occasions since 1905.

68416. He had put before the Commission a scheme for the development of the Department, the two most important features of which were the modification of the relationship which now existed between Pusa and the Provincial Agricultural Departments, and a proposal to increase very considerably the staff of Imperial Officers employed on district work. His intention was not to convert Pusa into a central bureau for research to which the Provinces might refer. What he had in mind was to delegate to the Pusa staff the more fundamental and general questions of research, and to make them responsible for advising on questions of the appointment and confirmation of officers in the Provinces. They would not interfere with the work done by the Provincial experts, unless the latter were clashing with work which ought more properly to be done at Pusa. Pusa ought to be in a position to form a fair estimate of the quality of the work done by officers in the Provinces, and in this way they could serve as advisers to the Local Government and the Government of India, when a decision had to be taken in such matters as the retention of probationers, the appointment of members of the Indian Agricultural Service as Directors of Agriculture, the advancement of officers beyond the efficiency bar which he proposed, or the appointment of research officers to posts at Pusa. He regarded it as very important that the work done by officers at Pusa should not clash with or overlap the work done in the Provinces, so as to eliminate as far as possible any question of personal jealousy. He agreed that it would not be easy to define what work should be done at Pusa and what work should be done in a Provincial centre, but some working principle would have to be arrived at. His opinion was that Pusa at present was doing a certain amount of work which more properly belonged to the Provinces. He hesitated to give examples, but he would say, for instance, that the work on wheats was work which could more suitably be done in the Provinces.

68417. Officers undertaking the work at Pusa should be men of a certain age and seniority. He would recruit them from the Provinces wherever possible, and if there were not suitable men in the Provinces he would bring them out from England as a temporary measure.

68418. He did not apprehend that if his scheme were carried out there would be in years to come a body of men at Pusa who had spent the best years of their life in the Provinces, and whose activity was declining. The intellectual energy

of a man did not diminish at the same rate as his physical energy.

68419. With regard to his suggestion that Pusa officers should give their opinion as to the confirmation of probationers, there would of course be no necessity for the whole of the research staff from Pusa to assemble in Madras, for instance, in order to undertake a function of that character; they would probably be visiting Madras on other business. He thought that in practice the Pusa experts would be the best people to decide on the merits of a probationer, as they could give something like a final opinion on certain features of his work. He did not agree that the local officials who had been brought into contact with the probationer would be in a better position to do so. He could not give instances, but he had heard in practice that one or two probationers who ought not to have been retained had been retained in deference to the opinion of the Local Government. It would greatly strengthen the hands of the Local Department of Agriculture if it could have the support of the experts at Pusa, or the Pusa Board as it would be called under this scheme.

68420. In recruiting Indians to the Service he would apply different considerations to officers who were to join the research branch of the Service, and to officers who were to be employed in district work. He would choose them differently, and train them differently. A research officer should go on to Pusa for a post-graduate course of two years if he was selected for the Provincial Service. With regard to district officers, it was no good giving these officers a higher course in agriculture and demonstration. The only training of any value was experience and practical responsibility.

68421. He felt considerable doubt as to the best method of recruiting Indians to the Imperial Service, because there was no one in the Central Provinces who showed any immediate signs of being fit for that service. On the whole, he would say that a man ought to be given a fair amount of practical experience in actual responsible positions, and that he should then be sent to England for a certain amount of extra training. Under no circumstances should a man be sent to England for training unless he had done a reasonable amount of responsible work as a Government official in India. Great difficulty was experienced in the Central Provinces in getting Indians associated with the land and possessing the necessary educational qualifications to come forward, but as the prestige of the Service and of agriculture increased, that difficulty would gradually be overcome.

68422. There were three Indians in the Central Provinces in charge of divisions, but they were under the Deputy Directors. They were allowed as much latitude as possible. They were in immediate charge of the demonstration work, and

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in general charge of farms over the Farm Superintendents, who were immediately responsible for the details of the experimental work.

68423. He did not think there was any present necessity for separating research and teaching in the Central Provinces. They were gradually turning over more of the teaching to Indian Assistant Professors, and the members of the European staff were now doing more research work and less teaching.

68424. At the Agricultural College at Nagpur there was a European agriculturist who was also Principal, a European botanist, and a European agricultural chemist. There were also one assistant agriculturist, one assistant botanist, one assistant chemist, and one assistant entomologist. There were at present 55 students. The average number was 60. The length of the college course was three years. They tried to work up to practically the same standard as other colleges but he would not say that their average standard was as high as it was at Poona. There were a very few students coming to the college who desired to get a training in agriculture without any idea of joining the Service. That number was gradually increasing.

68425. (Sir Valentine Chirol.) One of his objections to any overlapping of research work in India was that under existing conditions there was far more research work to be done than the present staff could cope with; but his main objection was the personal one (i.e., the possibility of friction).

68426. They offered at the Nagpur College 8 or 10 scholarships a year. Half of the students were scholarship holders, and nothing was charged to them, except their food, books, and expenses for games. A scholarship of Rs. 10 would be sufficient to pay for the whole of the college expenses, if the student was careful.

68427. (Mr. Madge.) An administrative staff of six or eight officers would very likely be sufficient for the Central Provinces for the next 10 years.

68428. It would depend entirely on a man's efficiency whether the system of recruiting Englishmen from England, and Indians from India might be departed from in the case of Indians who had an English education. It would not be a good thing to appoint an Indian to the Department simply on his college training, unless he had shown a capacity for practical work. The same applied to a European.

68429. Many landlords in the Central Provinces were actually cultivating their own land. They were rather more intelligent than the rest of the people, and were quite ready to take up any scheme which showed financial results. They did not trouble about the scientific side of the question. Some of them were sending their sons to the experimental farms to learn certain definite processes, but not to get a general agricultural training.

68430. (Mr. Fisher.) He agreed that his recommendation consisted in taking a number of officers who had spent the greater part of their lives working at local problems and transferring them to Pusa where they would have to work on pro-

blems affecting the whole of India. He admitted that such officers would at Pusa have to deal with problems with which they were unfamiliar or else that they would continue under less favourable circumstances the research work which they had been carrying out in their Provinces, and that in the latter case there was a chance of their overlapping with the work of their successors. He admitted that there were difficulties in his scheme.

68431. (Mr. Sly.) His recommendation that a man should be able to retire after 10 or 15 years' service was made in the interest of recruitment. At present an officer might not care to sign on for a life service in the tropics, but he would be perfectly willing to do 10 or 15 years, at the end of which period he might find the work more congenial than he expected and would be prepared to stay on. Another point was that a man would always have a certain feeling of security, in case private circumstances compelled him to go, that he could leave with money in his pocket. On the whole, the Government would gain by treating the Service generously. Government always tended to lose by any uncertainty in prospects.

68432. With regard to the appointment of a Rural Commissioner, he felt the paramount necessity of co-ordinating co-operative credit work and agriculture. Although he hoped to see at an early date an agricultural officer appointed as Director of Agriculture, it would still be a good thing to keep the Indian Civil Service connected with the Department, in order to ensure the close touch which had hitherto existed between the demonstration staff and the district staff, and also in order to strengthen the position of the head of a technical Department with the local Government. He had read the Agricultural Adviser's proposals, but although he agreed with them in principle he did not agree with all their details. For instance, it would be a mistake to attach a member of the Indian Agricultural Service to the Rural Commissioner as a Personal Assistant. He himself would prefer to have a member of the Indian Agricultural Service as Director of Agriculture occupying the same position as the civilian Director did at present; the same thing applied also to the Veterinary Department, co-operative credit, and industries. The officer in general control over all these Departments would have the status of a Financial Commissioner in a province like the Central Provinces; he would enjoy within certain limits the powers of a local Government and he would therefore not be merely a functionary who would delay work. He would be in a position to combine inside knowledge with outside control.

68433. (Chairman.) In the Agricultural Adviser's scheme* the responsibility of the Indian Agricultural Service Officer acting as Personal Assistant to the Rural Commissioner would be very much less complete than what he himself would desire that it should be.

* The witness afterwards explained that this referred to a draft of the Agricultural Adviser's scheme sent to him by the Revenue and Agriculture Department of the Government of India, but he understood that the Agricultural Adviser had subsequently modified the proposal.

(The witness withdrew.)

5 May 1914.

At the India Office, London, Tuesday, 5th May, 1914.

PRESENT:—

THE RIGHT HON. THE LORD ISLINGTON, G.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.
SIR VALENTINE CHIROL.
MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.

ABDUR RAHIM, Esq.
FRANK GEORGE SLY, Esq., C.S.I.
HERBERT ALBERT LAURENS FISHER, Esq.
JAMES RAMSAY MACDONALD, Esq., M.P.

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

T. H. MIDDLETON, Esq., C.B., An Assistant Secretary to the Board of Agriculture and Fisheries,* called and examined.

68434. (Chairman.) The witness said he was Assistant Secretary to the Board of Agriculture and at one time spent six and a half years in Baroda College as Professor of Agriculture.

68435. For the last three or four years there had been some difficulty in getting the type of man wanted for the Indian Agricultural Service, owing to the great demand for men in England, especially since the Development and Roads Improvement Acts were passed. The supply for India had been temporarily affected, but he believed the deficiency was purely temporary and when the immediate demand in England had been met the supply of candidates ought to be better than ever, because the facilities for education had been very greatly increased within the last few years. There might perhaps be a little prejudice in some quarters against going to India, but he did not think that would be sufficient to curtail recruitment if it were not for the home demand.

68436. With regard to the essential qualifications for appointment as an agriculturist in India, the applicant should have a first-rate university training in England and a fair knowledge of ordinary farming. If he did not come from the farming classes, he ought to have two or three years on a farm in England before going out to India. For an agricultural chemist post-graduate laboratory experience was necessary. Scientific men should have the equivalent of Part II. of the Cambridge Natural Science Tripos and subsequently some experience in a research laboratory.

68437. With regard to the machinery by which agricultural candidates were selected, recently there had been a small informal committee consisting of Mr. Drake, Mr. Coventry, and himself. In the first place they called for applications and then he, or someone else, wrote to the teachers for their opinions of the candidates. The candidates were then interviewed and the men were selected whom the Committee thought were most suitable for the Service. All the institutions were notified of vacancies by the India Office. He believed in that way every likely candidate had a knowledge of the appointments.

68438. He quite agreed with the suggestion that there should be a Committee of Selection set up, representative of agriculture in this country, of up-to-date agriculture in India, and of the India Office, with a specialist added when any candidate had to be selected for a special branch. It would be quite easy to arrange for such a committee to have a list of applicants always before them as a basis upon which to work. To some extent that was done already, as a list was kept of all suitable people. Practically everybody available applied for work at one time or another and their names were registered, and thus the Committee knew exactly the possible field of recruitment.

68439. (Sir Theodore Morison.) He was well acquainted with all the agricultural colleges and had some knowledge of many of the persons trained in them, and knew the value of the kind of education provided. There were six or eight departments of agriculture in the universities and university colleges, and in addition there were certain agricultural colleges. He preferred the university training for Indian purposes. The ordinary agricultural college diploma in itself did not as a rule postulate sufficient scientific knowledge. Certain men who came from the colleges were occasionally qualified, but, as a rule, it was preferable to draw the men from the universities, as the scientific education given at a university, supplemented by practical knowledge, was what they chiefly required.

68440. (Mr. Sly.) For the last few years there was such a demand for men in England that students had not been looking to the Indian Service, and India had not been attracting the class that was wanted, but he did not think that condition would long continue. He always advised the right type of man that the Indian Service was a good one, and in that way he had persuaded some very suitable men to go to India. It might be that India occasionally missed very good men who would be willing to go to India at a particular time when there happened to be no vacancy for them, but he had not come across any such case. As a rule, men wanted to know what was going when they were just ready for work and would often take the first thing that came along. If a system of regular annual recruitment for agriculturists could be devised, it might have a slight effect, but not a very substantial one. It would not tempt men to go to universities; they would go for general agricultural work and in the course of their career would think of India.

68441. Men recruited from the farming classes would not require two or three years' experience on a farm, but a lad who had been at an ordinary public school and had then gone to Cambridge would have had no opportunity of getting any farming experience, and if he was going into the Indian Agricultural Service it would be necessary for him to have a year or two on an English farm. The knowledge of English farming required was not very great, as the conditions in India were entirely different, but some training was wanted which would enable a man when he went to India to tackle agricultural questions effectively.

68442. The fact that a considerable number of the administrative posts in the Agricultural Department were held by members of the Indian Civil Service might affect recruitment in England, and he had heard it put forward as a factor which injuriously affected recruitment, but he did not think that influenced the students very much. The main thing influencing students at the present time was the

* This witness did not submit a Written Statement.

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[Continued.]

prospect of employment at home. If men had to look for employment elsewhere quite a sufficient number would come forward for India.

68443. (Mr. Fisher.) The desirable age for recruitment to the Agricultural Service was about 24, but the age should be kept rather elastic, and men as young as 23 and as old as 26 or even more might be taken if they were good men, and specialists might be taken even up to 30 years of age.

68444. It was necessary that men, when they went out, should settle down in particular areas, because the conditions varied so greatly that if a man was moved about a great deal he was not so useful as he might otherwise be, but it would not be possible to say, from a man's educational antecedents in England, what sort of area he would be best suited for. Occasionally a man might be found who would be especially valuable in connection with the improvement of some special crop as, e.g., cotton, and such a man would naturally be sent to the cotton areas.

68445. (Mr. Abdur Rahim.) There had been one or two Indians on the list each year, but he could not say how many were on the list at the present time. There was no process of elimination before candidates were put on the list. The applications were gone through very carefully and the names, with the academic qualifications, placed on the list, and then the men were interviewed after they had been put on the short list. No one was put on the short list whose academic qualifications were not sufficient.

68446. It would be possible for an Indian student to obtain experience of farming in England, but he should come rather older than he came at the present time. An Indian student of 21 or 22 was too young to benefit by the experience. The Mysore Government had sent an older man to study both in America and in England, and that man benefited much more by his experience than the younger lads, who had been sent home in some numbers. English candidates received their practical training at an earlier age, but there was no comparison between the English and the Indians; the conditions for the Indian were so novel that it was very difficult for him to acquire the experience in the two or three years available. Even if he had gone through a university course in England,

it would still be difficult to acquire a satisfactory knowledge of practical farming in so short a time.

68447. There was no difficulty in giving a proper course of education in agriculture to Indian students in India, and, in fact, it was much better given in that country. The position as he saw it was as follows. For the Service in India a very much greater number of men was required than the 70 or so at present in the Indian Agricultural Service, and that extra number could be trained and recruited in India. If they were members of the college staffs they might be given the same status as European professors. As he had had no experience of the administrative work of the Department of Agriculture in India, he could not say anything about that side of the Service. For higher teaching work the training could be given in India.

68448. (Sir Valentine Chirol.) When a candidate was interviewed, an endeavour was first made to find out whether his training had been a satisfactory one. He first of all went through a candidate's academic record. Then he tried to find out whether the candidate had an open, inquiring mind and was the type of person likely to respond to the new conditions he would meet with in India. The questions to candidates varied greatly. The candidate was asked where he had lived; what his experience had been, whether in the country or in a town; and every effort was made to find out whether he was likely to interest himself in Indian work. The great possibilities of doing important work in the Agricultural Service in India were not sufficiently realised by the class of young men who came forward as candidates, but, personally, he had done something to make them known. In that connection he thought it would be well to approach the Secretaries of the Universities' Appointments Boards, as if they were interested in the Indian Agricultural Service it would be of great assistance in obtaining candidates. When at Cambridge he wrote an article for the "University Appointments Board Journal" indicating the openings in the Indian Service, but he did not know that anything had been done since.

68449. (Sir Theodore Morison.) The Selection Committee circularised the Appointments Boards, but his suggestion was that the Boards might bring the attraction of the Indian Agricultural Service to the notice of students.

(The witness withdrew.)

NOTE.

68450. Attention is also invited to the evidence given by Mr. F. C. Drake, Secretary in the Revenue and Statistics Department of the India Office on Monday, 4th May, 1914. This will be found generally in paragraphs 66679-66718 in the section of this volume (XV) relating to the Forest Service, and in particular in paragraphs 66694, 66698-9, 66706-8, and 66715.

68451. Mr. Drake also put in the following notes:—

Notes on the Selection of Recruits for Agricultural, Veterinary, Geological, and Miscellaneous Appointments, by Mr. F. C. Drake, Secretary, Revenue and Statistics Department, India Office.

1. The appointments to which these Notes refer are technical appointments. It is necessary, if possible, to fill them by men who have not only had a technical education but have also proved their ability by practical work in field, mine, laboratory, etc. The selection has to be guided more by the performances of the candidates in the direction of research or original work than by their scholastic successes; the men selected ought to be proved men who can at an early period take an independent part in the work of a small Department without requiring to be taught how to apply their knowledge.

The conditions are thus different from those arising in the selection of candidates for the Public Works Department or the Forest Service, for which men who have just finished their education are recruited.

2. Two considerations result from this, viz.:—

That the posts cannot be filled by competitive examination, which is not a suitable method of testing the kind of qualities required.

That the Secretary of State requires to have, in the selection, the assistance of some person or persons thoroughly acquainted with the conditions of work in the profession concerned and able to gauge accurately the value of the candidates' performances.

3. These are, in effect, the considerations on which the practice of the India Office is based.

The appointments are so numerous and varied that it would be wearisome to give in detail the proceedings in respect of each. The following are given as examples:—

(a) *Geological Survey.*—The Director of the Geological Survey of the United Kingdom, and Sir Thomas Holland, K.C.I.E., F.R.S. (late head of the Indian Geological Survey and now Professor of Geology at Manchester), have on recent occasions been asked to examine the applications

4 May 1914.]

NOTE.

[Continued.]

and testimonials and to interview the candidates who appear *prima facie* to have the required qualifications. They discuss the merits with the Secretary in the Revenue Department, who also sees the candidates. The interview with the geological experts takes the form of a searching *voir dire* examination in respect of the candidates' knowledge and their capacity to do original work.

The conclusions arrived at are laid before the Secretary of State in Council, with all the pros and cons, and the decision is made after this has been considered by the Revenue Committee of the Council.

(b) *Agricultural Service* (other than Botanists, Entomologists, etc.).—Mr. Middleton, Assistant Secretary to the Board of Agriculture, who has a wide acquaintance with agricultural education and the progress of agricultural research in the United Kingdom, examines the applications. On the last occasion, Mr. Coventry, Agricultural Adviser to the Government of India, who was at home on leave, was associated with Mr. Middleton in this work.

The procedure is the same as that described above in the case of geological candidates.

[It is to be noted that in the case of botanists it is usual to get the assistance of Sir David Prain, and of entomologists that of Mr. Lefroy, of the Imperial College of Science.]

(c) *Assistant Mathematical Instrument Maker, Survey of India*.—This was an appointment recently made. The Astronomer Royal was asked to nominate a gentleman qualified to weigh the merits of the candidates. He nominated Professor Dalby, F.R.S., Dean of the City and Guilds Engineering College, who consented to act. With Professor Dalby was associated Major H. L. Crosthwaite, R.E., Deputy Superintendent, Survey of India, who had held charge of the Mathematical Instrument Office, and was at the time on leave.

These instances could be multiplied freely, but perhaps enough has been said to show that the object aimed at is to enlist the assistance of the best available expert, preferably a gentleman holding some official position unconnected with the India Office, and to associate with him a prominent member of the Department for which the recruitment is being made, in order that any peculiar requirements of the Department may not be lost sight of. The arrangements made in each case are such as seem the best available at the

time of the vacancy, and none of the selectors are continuously engaged, excepting in the case of the Veterinary Department, for which Colonel Queripel, formerly Inspector-General of the Department, has for many years conducted inquiries with a view to securing candidates of good quality and choosing the best of them.

The part taken by the Secretary of the Revenue Department is that of seeing that the candidates understand the conditions of appointment, have been passed by the Medical Board, and comply generally with the requirements of the Government of India, and of reporting to the Secretary of State in Council the views and recommendations arising out of the interviews.

4. The methods above indicated may be open, perhaps, to the objection that the number of the selectors is small and that the suspicion of "jobbery" more readily attaches to a small than to a large body of selectors. It is not enough for a selective system to be pure; it ought to be beyond suspicion, if such a thing can be. While it is the case that the existing system is free from any kind of undue influence, there is no doubt the India Office would welcome any suggestions that would make even vague suspicions impossible, while retaining the present system of basing the selection on independent expert advice.

68452-69243. Mr. Drake further put in the following statement with special reference to the Agricultural Department:—

Statement to show the number of Officers appointed by the Secretary of State to the Indian Agricultural Service from 1904-1914 (end of April), inclusive.

Year.	Europeans.	Indians.
1904	...	4
1905	...	6+2†
1906	...	16
1907	...	13+1†
1908	...	4
1909	...	3
1910	...	3
1911	...	3
1912	...	2
1913	...	3+1†
1914 (to end of April)	...	2
Total	...	59+4†

† Figures marked thus represent appointments, made in consultation with the Government of India, of men already in India at the time of appointment.

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APPENDICES I. AND II.

APPENDIX I.

Letter from the Chief Secretary to the Government of the Punjab, dated Lahore, No. 238 (Rev. and Agri.—Agri.), 22nd October, 1913.

With reference to your letter dated the 1st of August, 1913, I am directed to forward 20 copies of a letter from the Director of Agriculture and Indus-

tries, Punjab, No. 3453, dated the 2nd of October, 1913, and of its enclosures, furnishing the information required in connection with the Civil Veterinary and Agricultural Department in the Punjab.

ENCLOSURE IN COVERING LETTER FROM THE DIRECTOR OF AGRICULTURE AND INDUSTRIES, PUNJAB, No. 3453, DATED LAHORE, 2ND OCTOBER, 1913.

Statement showing supplementary information as to the organisation of the Agricultural Department in the Punjab.

The present regulations as to the recruitment, training and probation, and whether these rules are satisfactory.	The rates of pay and allowances in force in 1890, in 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.	The number of posts in each grade and the provision, if any, made in the cadre for leave and training.	What appointments outside the authorised cadre are held temporarily or otherwise by the officers of the various services.	Whether any addition is required to the present cadre.
The latest rules regarding the emoluments and conditions attached to four appointments in the Punjab held by the members of the Indian Agricultural Service are contained in Punjab Government Proceedings Nos. 14-17 of March, 1913.	There was no organised Agricultural Service in 1890 and 1900 in the Punjab. The present rates are for Imperial Agricultural Service :— Rs. For the 1st year 400 For the 2nd year 430 For the 3rd year 460 For the 4th and subsequent years ... 500 rising by annual increments of Rs. 50 a month to Rs. 1,000 a month. Provincial Agricultural Service and Subordinate Agricultural Service :— For Assistant Professors—Rs. 150—12-8-0—400. For Assistant Directors—1 on Rs. 300—10—400 and 1 on Rs. 150—10—300. Not satisfactory. See Memorandum referred to in paragraph 1 and also Memorandum of Provincial Officers.	The number of posts in each grade are :— 4 men on Rs. 500—50—1,000—Imperial Agricultural Service. 5 Assistant Professors, Rs. 150—12-8-0—400. 1 Assistant Director Rs. 300—10—400. 1 Assistant Director Rs. 150—10—300 * No provision exists in the cadre for leave or training. Leave reserve is very urgently needed.	There is no such appointment held by any member of the Agricultural Service in the Punjab.	A new Deputy Director has recently been sanctioned and sanctioned for one more Deputy Director of Agriculture and an Agricultural Engineer has been applied for. Two more Assistant Directors of Agriculture are required.
There are no special rules regarding the members of the Provincial Agricultural Service. They are recruited as far as possible from Diplomates of the Lyallpur Agricultural College.				
Not satisfactory for Imperial Officers. See Memorandum of Imperial Officers.				
Satisfactory for Provincial Service.				

* Both the present incumbents are in the lower grade.

APPENDIX II.

Memorandum prepared by the Government of the United Provinces of Agra and Oudh relating to the Indian Agricultural Service.

(I) *Methods of Recruitment.*—The Lieutenant-Governor is in favour of selection of officers for this department by a committee on the lines suggested. At the same time the power to reject candidates, who have been found unsuitable after probation, should be strictly exercised, and it should be made clear to candidates that this will be done. The period of probation should be extended to at least three years, within which period a strict language test should be passed.

(II) *System of Training and Probation.*—In respect of the proposed re-organisation of the leave reserve His Honour is of opinion that the department is so small that an Imperial reserve seems indicated. In this connection he desires to express his opinion that officers of the Provincial Service are not likely in the near future to be sufficiently well qualified to take the places of officers in the Indian Agricultural Service on leave.

The question of the language is an important one. Even the research officers should keep up

their power to speak in vernacular. The standard of knowledge required from officers in this department should be at least as high as that required for members of the Civil Service or Police.

(IV) *Salary.*—The present scale of salary does not run sufficiently high to enable the Government to retain the services of the officers of the required calibre. His Honour is prepared to support the recommendation that the time scale at present in force should be extended to Rs. 1,500 per mensem. This maximum would be reached in 15 years. Above this there could be a special grade on Rs. 1,750, to be filled by selection from officers of 20 years' service and above. The Lieutenant-Governor is entirely opposed to the proposal that the head of the department should be a departmental officer. The work in the department is now very specialised, and is carried on by specialists in different lines. It would be a mistake to put an expert in one line at the head of all experts. Further, the business capacity and the administrative experience which

APPENDICES II. (continued) AND III.

are required from the head of the department are, in His Honour's experience, rarely to be found among the specialists who come to the department. In His Honour's opinion the present arrangement by which the post of Director is filled by a member of the Civil Service is by far the most suitable. He is an officer with general experience of the whole subject, and is in a better position than any individual expert to co-ordinate the different lines of advance.

(V) *Conditions of Leave.*—The leave rules for this Service should be the same as those for other European Services. There does not appear to be any necessity to grant study leave to this department. Scientific journals keep officers abreast of new developments, and all keen officers will always visit institutions in England during their leave.

(VI) *Conditions of Pensions.*—The conditions of the Agricultural Service are peculiar, and His Honour thinks that it would be fair to allow officers in it to retire for pension after 25 years of service; but, if this is granted, His Honour is entirely opposed to the proposal as to progressive pensions after 17 years' service.

(VII) *Limitations in the employment of non-Europeans.*—His Honour agrees with the conclusions of the memorialists, but for somewhat different reasons. There can be no doubt that at present agriculture as a pursuit and a scientific study has not yet begun to attract the best intellects among the Indian community. This is the main reason why suitable candidates cannot be obtained for the higher posts in this department. Scientific agriculture is a very recent introduction into India, and the more promising students cling to the older professions. Further, the nature of the agricultural work does not appeal to the temperament of the educated Indian, involving, as it does, a keen liking for an active out-of-door work

instead of desk work and literary pursuits. On the other hand, the class of Indians whose natural tendency is towards the more active occupations has not as yet arrived at a sufficiently high standard of education. The position is therefore that the educated classes, who alone are capable of assimilating scientific instruction, are not by habits or inclination suited for the department; while those whose natural qualifications are of the proper kind are unable to take advantage of the training offered. The result is that those persons who do come to this department are such members of the educated classes who can obtain no other employment. Indians so far employed in the higher branches of this province have proved comparative failures, and their endeavour had always been to try and get out of the agricultural line and employ themselves in some side pursuits. The present attitude of educated classes towards agriculture is well illustrated by an actual remark made by one of them to the Director to the following effect: "Here is nothing but looking after crops and coolies; there is no book work." It follows, therefore, that until the attitude of the present educated class towards agriculture changes, or candidates from classes generally interested in this pursuit are available, the higher posts in the department must be filled by Europeans.

(IX) *Other points.*—The matter raised in the third sub-paragraph of VIII appears to come in most conveniently under IX. The Lieutenant-Governor is of opinion that it would not be to the advantage of the work generally that the views of Director, as submitted to the Government, should necessarily be forwarded to any member of the department.

Lack of uniformity in titles.—His Honour cannot see that there is any sufficient ground for this proposal. He would continue to gazette officers according to their official appellations.

APPENDIX III.

Memorandum prepared by the Government of Bengal relating to the Agricultural Department.

(1) *THE INDIAN AGRICULTURAL SERVICE.*
—1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The appointments in the Indian Agricultural Service in Bengal include those of Deputy Director, Agricultural Chemist, Economic Botanist and Fibre Expert.

Appointments to the Indian Agricultural Service are made by the Secretary of State for India as occasion may require. In some cases candidates are appointed direct to these posts, but in most cases they are appointed as supernumeraries, undergo a further course of training in India in Indian agriculture and are appointed to posts as vacancies occur. Candidates must, as a rule, be not less than 23 nor more than 30 years of age. Exceptions are made as regards the maximum only in the case of appointments requiring special qualifications. Candidates must furnish evidence of having received a good general education and of possessing a thorough knowledge of the science of agriculture or of the particular science required for the appointment applied for. Preference is given to British-born subjects and to distinguished graduates of Universities in the British Empire. Importance is also attached to bodily activity and ability to ride, and selected candidates have to undergo an examination by the Medical Board of the India Office as to their physical fitness for service in India. Newly-appointed officers are required, before leaving England, to enter into an agreement with the Secretary of State embodying the conditions of their appointment.

An officer appointed to the Agricultural Service, whether as a supernumerary or otherwise, and whatever his initial salary may be, is on probation in India for three years. He is required to pass an

examination in a vernacular language within two years of his arrival in India or of his first appointment to the Service, whichever is later. His appointment may be cancelled for failure to pass this examination; or at any time for unfitness or misconduct. At the end of his three years' term of probation the Government of India decide whether to retain or dispense with his services.

The present regulations are satisfactory.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—In 1890 and 1900 the Indian Agricultural Service as such was not in existence.

The present rates of pay are ordinarily as follows:—

	Rs.
For the 1st year ...	400 per mensem.
" 2nd " ...	430 "
" 3rd " ...	460 "
" 4th and subsequent years ...	500, rising by annual increments of Rs. 50 a month to Rs. 1,000 a month.

Candidates who are required to undergo a further course of training in India are appointed on the above scale of salary commencing on a pay of Rs. 400. Where, for special reasons, a candidate is recruited for direct appointment to one of the regular posts, his initial pay is determined with reference to the special qualifications and the length of European experience required for the appointment for which he is specially selected, but his subsequent increments of salary are regulated by the foregoing scale.

No exchange compensation is given, and free

APPENDICES III. (continued) AND IV.

quarters are not usually provided, but officers receive either free quarters or a house-rent allowance during the period for which they draw the supernumerary rate of pay, i.e., until their pay rises above Rs. 460 a month.

The existing rates of pay are generally regarded as unsatisfactory, in that an officer rises to the maximum open to the Service generally after 12 or 13 years' service, unless he is fortunate enough to be selected for some special appointment under the Government of India. An officer serving under local Governments cannot, under the present rules, rise above Rs. 1,000 a month, unless he is the Principal of an Agricultural College, in which case he is given a local allowance of Rs. 100 in addition to his time-scale pay. As the Service is of recent creation, comparatively few officers have yet reached their maximum on the time-scale, but it cannot be expected that officers under local Governments will serve contentedly on the same rate of pay for the last 15 or 20 years of their service, and it seems probable that the maximum will have to be raised. The Government of Bengal are not, however, in a position to suggest a detailed scheme.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—There are no special grades. Officers of the Indian Agricultural Service draw time-scale pay as specified above. The present pay of the existing members of the Service in Bengal is as follows:—

	Rs.
(i) Deputy Director	900
(ii) The Fibre Expert	850
(iii) The Agricultural Chemist	700
(iv) The Economic Botanist	550

There is no provision in the Provincial cadre for leave and training. The leave vacancies in the Indian Agricultural Services of the various Provinces are ordinarily filled by the supernumerary officers on the Imperial Department of Agriculture.

4. *What appointments outside the authorised cadre are held temporarily, or otherwise, by officers of the various Services?*—No appointment outside the authorised cadre is held temporarily, or otherwise, by officers of the Indian Agricultural Service.

5. *Whether any addition is required to the present cadre.*—An application has recently been submitted to the Government of India for the appointment of a second Deputy Director of Agriculture. No other additions are required to the Bengal cadre at present, but the Imperial leave reserve is inadequate. Great inconvenience and a considerable set back to the work in this Province have recently been caused by the inability of the Government of India to supply an officer to act for the Fibre Expert while on leave, and similar difficulties would probably occur in the event of any other of the small staff of Bengal experts requiring leave. The remedy is either to increase the number of officers under the Government of India or to add to the cadre of the Provincial Service, so as to provide assistants for

the Imperial officers serving under the Local Government. The Government of Bengal have the matter under consideration.

(11) *THE PROVINCIAL AGRICULTURAL SERVICE.*—1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—No definite rules for recruitment for the Provincial Agricultural Service have been framed as yet. Most of the posts in the Provincial Service in Bengal have been given to young men who have been trained in America. Promotion to the Provincial Service is also made from deserving officers of the Subordinate Agricultural Service. There are also no fixed rules for training and probation. The selected candidates usually remain on probation for a period of one year.

The staff is at present small and no formal regulations are necessary at this stage.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay are satisfactory.*—In 1890 and 1900 the Provincial Agricultural Service was not constituted.

The rate of pay at the present time in Bengal is Rs. 200—10—400. The maximum will probably have to be raised as soon as a regular service is formed.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—There is only one grade, viz., Rs. 200—10—400. Two officers are at present employed and three temporary officers have recently been appointed on probation. There is no provision in the cadre for leave and training.

4. *What appointments outside the authorised cadre are held temporarily, or otherwise, by officers of the various Services?*—No appointment outside the authorised cadre is held temporarily, or otherwise, by officers of the Provincial Agricultural Service.

5. *Whether any addition is required to the present cadre.*—It is proposed to raise the number of officers in the Provincial Agricultural Service to six, and this number will be increased in the near future with the progress of work in the various directions. For several reasons, the most important of which are connected with the territorial re-arrangements effected in 1905 and 1912, the development of the Agricultural Department in Bengal has been seriously hampered. It is only about three years since the laboratories of the experts on the Dacca farm were built and equipped, but they have now obtained results which can be demonstrated to the people at large, and they are still engaged in experiments and research work which will require a very wide field for test and demonstration before they can bear any valuable fruit. The time will shortly come, therefore, when a considerable expansion of the Provincial Service will be required in Bengal, and the Government of Bengal are of opinion that ultimately it will be necessary to constitute a regular service with prospects little, if at all, inferior to those of the Provincial Civil Service.

APPENDIX IV.

Memorandum prepared by the Government of Bihar and Orissa relating to the Department of Agriculture in Bihar and Orissa.

(A) *IMPERIAL SERVICE.*—1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The conditions of recruitment have been described in the Memorandum prepared by the Government of India and the Local Government have no recommendations to make.

Government consider it desirable that before a newly recruited officer is entrusted with the duties of any particular appointment he should undergo at least one year's training in Indian conditions. This training might with advantage be obtained at Pusa. The period of training would count as probationary service.

APPENDICES IV. (continued) AND V.

Government are disposed to think that the present period of probation is unnecessarily long and might be reduced from three years to two years. The present rates of probationary pay are Rs. 400—430—460. These might be altered to Rs. 400—450, and the concession of free residence during the probationary period, which is not enjoyed by the members of other Services, might well be withdrawn, as a grievance is made of the fact that confirmation in the Service is attended with reduction in net pay.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—The rates of pay and allowances now drawn are given in the statement attached to the Director of Agriculture's note which forms an appendix to this Memorandum.

The present maximum of Rs. 1,000 was adopted tentatively. Its continuance up to date has militated against the contentment of officers, and has in some cases led to their resignation, and has adversely affected recruitment. The Local Government are disposed to recommend that the pay of Agricultural Officers should be fixed on the same basis as that drawn by or proposed to be granted to Indian Educational Officers.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—The Service, as already explained, is not a graded Service, and there is no provision for leave and training.

Government are disposed to think that provision for leave and training should be made within the Province, but, pending the settlement of the question by the Government of India, have made no recommendations to this effect in the scheme which is now under submission for the reorganisation of the Department (vide paragraph 5 below).

4. *What appointments outside the authorised cadre are held temporarily, or otherwise, by officers of the various Services?*—There are no appointments in this Province outside the authorised cadre.

5. *Whether any addition is required to the present cadre.*—The Local Government are about to submit a scheme of reorganisation which provides for the addition of two Deputy Directors of Agriculture to the Imperial branch. A copy of this scheme will be forwarded for the information of the Commissioners as soon as it is ready.

It is also proposed to recruit a European officer on special contract to be Superintendent of a combined sugar-cane station and cattle-breeding farm in North Bihar. This appointment will be outside the regular cadre of the Service.

(B) *PROVINCIAL SERVICE.*—1. *The present regulations as to recruitment, training and probation,*

and whether these regulations are satisfactory.—The nature of the Provincial Agricultural Service has been clearly explained in the Memorandum prepared by the Government of India, and the appointments which are held in this Province are shown in the statement attached to the Director's note. Of the five officers in the higher grade of Rs. 250—10—400, four were trained at the Cornell University at the cost of the Government of Bengal, the fifth was educated at Cambridge at his own expense and had a subsequent training at Pusa.

The four officers in the inferior grade were educated in India.

The recruitment of the Provincial branch was made with a view to the special requirements of individual posts and the Local Government have no recommendations to make at present. With the development of the Imperial Institute at Pusa, it should be possible to provide for future appointments in the Provincial Service from students educated at Pusa.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—For the previous history and present rates of pay and allowances of the Provincial Service reference may be made to the Director's note.

The local Government are inclined to think that a clearer distinction should be drawn between the Subordinate Agricultural Service and the Provincial Agricultural Service, that the rates of pay in the latter should be assimilated to those obtaining in the Provincial Executive Service, and that provision should be made for a limited amount of promotion from the Subordinate Agricultural Service to the Provincial Agricultural Service and from the latter to the Imperial Agricultural Service. There should be a time scale of Rs. 250—25—500 in the Provincial Agricultural Service and thereafter promotion should be by special selection to grades of Rs. 600, Rs. 700 and Rs. 800.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—The number of posts in the Provincial Agricultural Service has been shown in the statement attached to the Director's note. No provision exists for leave and training.

4. *What appointments outside the authorised cadre are held temporarily, or otherwise, by officers of the various Services?*—There are no appointments outside the authorised grade.

5. *Whether any addition is required to the present cadre.*—In the scheme for the reorganisation of the Agricultural staff to which reference has been made in paragraph 5 of the memorandum on the Imperial branch, provision has been made for the appointment of an Assistant Director who will be an addition to the cadre of the Provincial Service.

APPENDIX V.

Memorandum prepared by the Assam Administration relating to the Agricultural Department, Assam.

(1) *INDIAN AGRICULTURAL SERVICE.*—1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—At present there is only one officer of the Indian Agricultural Service, represented by the Deputy Director of Agriculture. An Agricultural Chemist has recently been sanctioned and an officer is expected to join in December next.

The regulations regarding recruitment, training and probation are as prescribed by the Secretary of State (vide Government of India's Circular No. 9—37-2, dated the 15th February, 1913). As regards recruitment a reference is invited to Chief Commissioner's Note,* which contains his views on the subject.

* Vide Appendix VI.

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The Chief Commissioner has no remarks to offer with reference to training and probation.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—The Indian Agricultural Service was first constituted in 1905. The salary attached to the service is Rs. 400—30—460 for the first three years, to be followed by Rs. 500—50—1,000 per mensem. No allowance except the usual travelling allowance is attached to Provincial appointments (i.e., appointments in a Province as opposed to the Imperial Department at Pusa).

The present rate of pay is not in the Chief Commissioner's opinion satisfactory. A reference to the memorandum on the Agricultural Department, Assam, submitted to the Public Services Commis-

APPENDICES V. (continued) VI. AND VII.

sion, will show that the maximum is reached after 13 years' service, and therefore there is no prospect of promotion except to the post of Director of Agriculture, from which members of the Indian Agricultural Service are not debarred. In the opinion of the Chief Commissioner a continuation of the increments up to a maximum of Rs. 1,500, which should be reached after 23 years' service, should be allowed.

3. *The number of posts in each grade, and the provision, if any, made in the cadre for leave and training.*—Only one post of Deputy Director of Agriculture and one post of Agricultural Chemist are sanctioned for this Province. No provision is made for leave and training.

4. *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services?*—None.

5. *Whether any addition is required to the present cadre.*—A second Deputy Director of Agriculture may be required with the development of the Department, when the full number of the Provincial and subordinate staffs will be recruited.

(II) PROVINCIAL AGRICULTURAL SERVICE.

—1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The Provincial Agricultural Service comprises the following appointments:—

- (a) Agricultural Supervisor (one).
- (b) District Agricultural Officers (two) (experimental).
- (c) Farm Superintendents (three).
- (d) Entomological Assistant (one) (under training).

In selecting candidates for the Provincial Service weight is given to the possession of a diploma of a recognised College of Agriculture and to practical experience. Before appointment, candidates are

subjected to a post-graduate training which is ordinarily for two years. The period of probation is three years in the case of Agricultural Supervisor and two years in the case of other officers.

The present regulations are satisfactory.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—The Service has been newly constituted in Assam. The rates of pay are as follows:—

(a) Agricultural Supervisor.—During the period of probation of three years, Rs. 150, Rs. 165 and Rs. 180 per mensem, and on confirmation Rs. 200—10—400.

(b) District Agricultural Officers and Farm Superintendents.—During the period of two years' probation, Rs. 75 and Rs. 80, and on confirmation, Rs. 100—10—200.

(c) Entomological Assistant.—Not yet fixed, but will be similar to that of District Agricultural Officers.

In the opinion of the Chief Commissioner the present rates of pay are satisfactory. These officers get the usual travelling allowance.

3. *The number of posts in each grade, and the provision, if any, made in the cadre for leave and training.*—1, Agricultural Supervisor; 2, District Agricultural Officers, and 3, Farm Superintendents. No provision is made for leave and training.

4. *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services?*—None.

5. *Whether any addition is required to the present cadre.*—Should the scheme of the District Agricultural Officers, which has been sanctioned experimentally for two years by the Government of India, be successful, there will be one officer for each district, and consequently another Agricultural Supervisor may be required.

APPENDIX VI.

Note, dated 9th April, 1913, by the Hon. Sir Archdale Earle, Chief Commissioner of Assam, on the Agricultural Department.

1. As the memorandum drawn up by the Government of India in regard to this Department shows, the Department is still in a state of formation, and it appears to be impossible at present to lay down hard-and-fast principles for the selection of candidates. All that I would venture to suggest in regard to this Department is that the principles which I have advocated in connection with other Services should be borne in mind. The chief of these are (1) that Indians required for superior posts should be recruited by the Secretary of State on the same terms as Europeans, (2) that the door of preferment to superior posts should be kept open for selected locally recruited officers,

and (3) that though the latter class of officers should be recruited on a lower rate of pay, all unnecessary distinctions between Officers recruited by the Secretary of State and locally recruited Officers should be avoided.

2. I have only to add that in recruiting Indians direct to the superior Service, the Province from which a candidate hails and for which he is required must be borne in mind as far as possible, as it is important for many reasons, administrative, personal and political, that officers should usually belong to the Province to which they are posted.

APPENDIX VII.

Memorandum prepared by the Government of Burma relating to the Agricultural Department, Burma.

1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The present expert staff was appointed by the Secretary of State. The two Deputy Directors of Agriculture, as the expert Agriculturists are now called, are graduates in Science at a British University and are Europeans, while the Agricultural Chemist is an English graduate and also a European. The Subordinate Scientific Staff is recruited from Science graduates of Indian Colleges; while the staff for the farms is drawn from the Settlement and Land Records Departments. The intention, however, is that with the establishment of a College the 1st grade

posts shall be filled only by promotion from the 2nd grade, that admission to the 2nd shall be confined to those who have passed the Entrance examination of the Calcutta University or an accepted equivalent for it, and have taken the licentiates' or the three years' course of Agriculture at the College; and that, although admissions to the 3rd grade posts, such as that of Sub-Overseer, might be made from the Settlement and Land Records Departments, without these educational qualifications, their absence must debar promotion to the 2nd grade. A scheme of three years' probation, after which candidates will be eligible for promotion according to ability to the higher

APPENDICES VII. (continued) AND VIII.

appointments in the Department has also been formulated. The following rules of recruitment have been adopted as a temporary measure. Agricultural Assistants are ordinarily to be recruited from the rank of Settlement Holding Markers and Revenue Surveyors who have passed the 7th Standard Vernacular or Anglo-Vernacular examination and the examination for certificates for the appointment of Subordinate Revenue and Land Records Officers in Burma, in Arithmetic, Surveying and Revenue Law. During the period of training in practical field work which may extend to two years they are ranked as probationers and receive an allowance of Rs. 30 per mensem. The educational qualification for Scientific Assistants in the higher grade is the Matriculation or the High School Final examination. For the lower grade of Scientific Assistants the minimum qualification is the 7th Standard Anglo-Vernacular. Probationers in the higher grade receive an allowance of Rs. 40 and probationers in the lower grade Rs. 30 per mensem.

The present Regulations for recruitment training and probation are generally satisfactory. It is, however, desirable that Officers intended for administrative posts should have some training in Agricultural Economics and Account-keeping. The popularisation of improved methods of agriculture among the cultivating classes of the Province depends very largely on their applicability to the financial conditions actually existing, and unless this fact is present to the mind of the agricultural expert his research work and experiments are apt to prove of little practical value. The administration of large farms on a sound and economical basis also requires considerable acquaintance with the principles of accounting. Some acquaintance with Tropical Agriculture is desirable, but as conditions differ from Province to Province this knowledge can best be acquired after arrival of the Expert in the Province to which he is posted. A thorough acquaintance with the vernacular of the Province is a *sine qua non* for success in this Department, and it should be made an express condition of employment that no officer shall in the future be confirmed in his appointment in the Department until he has passed in the Vernacular by the Higher Standard.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay are satisfactory.*—The Agricultural Department only came into separate existence in 1906. The rates of pay and allowances then sanctioned are still in force. The Directorship, which is for the present held by a member of the covenanted Civil Service, drawing his regular grade pay, has a special allowance of Rs. 150 a month attached to it. The two Deputy Directors and the Agricultural Chemist draw Rs. 500 rising to Rs. 1,000, and are in receipt of a Burma allowance of Rs. 100. The Agricultural Botanist (when appointed) will draw Rs. 400 rising to Rs. 1,000 per mensem, plus Burma allowance of Rs. 100.

The Subordinate Scientific staff are paid as under:—

	Rs.
The three Assistants (i.e., Botanist, Entomologist and Chemist) ...	150—200
The two Junior Assistants in Chemistry ...	75—150
The Artist's Assistant ...	50—75

The Farm Staff receive:—

	Rs.
Superintendent ...	150—250
Overseers ...	75—100
Sub-Overseers ...	50—75

Leave and pension are regulated by the ordinary rules in the Civil Service Regulations.

The unsatisfactory feature of the present scale of pay, Rs. 500—50—1,000, of the Superior Scientific Staff is that after the Experts reach the maximum salary (i.e., Rs. 1,000) at the beginning of the eleventh year of their service they have no further prospects. An increase of Rs. 100 per annum after three years on Rs. 1,000 and a second increase of the same amount after 20 years' service would be desirable additions.

The scale of salaries of the Subordinate Scientific Staff is also unsatisfactory in that the Subordinate Civil Service offers better and more attractive terms.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—Early in 1906 the Secretary of State sanctioned the creation of a separate appointment of Director of Agriculture to be held by a member of the Indian Civil Service and the engagement of an expert staff consisting of an all-round Agriculturist to be Principal of the College, an Agricultural Chemist and an Agricultural Botanist, and at the end of the year sanction was also accorded to the entertainment of a second expert Agriculturist as Superintendent of Experimental Farms. The post of Agricultural Botanist, however, has never yet been filled.

In 1907 the following subordinate staff was sanctioned:—

- 3 Assistants to the Agricultural Chemist (in two grades).
- 3 Assistants to the Agricultural Botanist (in two grades).
- 6 Field-men (in two grades).
- 2 Farm Superintendents.
- 4 Overseers.
- 8 Sub-overseers.

But in view of the financial stringency and the decision that it would be premature to establish an Agricultural College as yet the subordinate staff actually entertained was as follows:—

A.—Subordinate Scientific Staff.

- 1 Assistant to the Agricultural Chemist.
- 2 Junior Assistants to the Agricultural Chemist.
- 1 Assistant to the Economic Botanist.
- 1 Artist's Assistant.
- 1 Assistant to the Agricultural Entomologist.

B.—Farm Staff.

- 1 Superintendent of Farms.
- 2 Overseers.
- 6 Sub-Overseers.

Up to the present only two experimental farms have been started—one at Mandalay and one at Hmawbi.

There is no provision in the Subordinate Scientific Staff for leave and training.

4. *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services?*—None.

5. *Whether any addition is required to the present cadre.*—The addition of a Botanist and a Mycologist will ultimately be required. Proposals for an increase in the Subordinate Scientific Staff are now under consideration.

APPENDIX VIII.

(See also paragraph 68205—Dr. Barber's evidence.)

Note by Dr. Barber on the need for expansion in the District Work of the Agricultural Department.

The dominant note in all the discussions of the recent meeting of the Board of Agriculture at Coimbatore was that the most pressing need of the Department was the expansion of the district work may be brought into contact with the great advantage of a specially strong staff of scientific

specialists but, in order that the results of their work may be brought into contact with the great body of the agricultural population, a large increase in the number of district officers will be necessary.

(2) The Department is in a very different posi-

tion from what it occupied eight years ago. At that time, after many years of formless effort, the Agricultural Department was given definite shape; various experts were sanctioned, a large College built, and a whole-time Director appointed. During the period which has elapsed since this reformation, two most important changes have taken place.

(a) The attitude of Government, from one of spasmodic interest or easy tolerance, has become one of definite and earnest encouragement. In support of this statement I would quote a few words from a recent speech by Sir Harold Stuart, the Finance member of the Governor's Council:—"His Excellency the Governor has commissioned me to say that he earnestly desires to see the work of the Department developed. To that message of encouragement I will add that the Government are ready to increase the Budget grants of the department, whenever reasonable cause for that course is shown to us. Already this year we have made special grants to the Department of Rs. 67,000, of which the College has obtained a substantial share. I repeat that we are quite ready, not only to give special grants of a non-recurring nature, but to make a substantial increase to the recurring grants."

(b) Public opinion has undergone a still more marked change. In place of the stock assertion that "we could teach the ryot nothing," the various activities of the Agricultural Department are eagerly watched and the help and advice of the experts frequently sought and eagerly followed. A weeping ryot will now allow the officers of the Department to cut down his best cocoanut trees to prevent the spread of disease.

(3) Perhaps the simplest way in which to analyse the causes of this change of attitude will be to mention some half dozen directions in which work has been done together with the results thus far achieved, although this list is by no means exhaustive.

(a) *Sugarcane*.—As the result of several years' work at the Samalkota farm, the growth of sugarcane in the Madras Presidency, threatened in many places with extinction from disease, has taken on a new lease of life. New and better canes have been introduced capable of resisting the prevailing disease, and these canes are already grown on from 7,000 to 10,000 acres; the area under them is still increasing and they have spread to every part of India.

(b) *Cotton*.—The detailed work on two farms in cotton tracts has resulted in the general improvement of the local staple which has received generous recognition by the trade. During the last three years enough seed of improved local cottons has been sold to sow 60,000 acres in these tracts, while in several villages the ryots have taken this work out of the hands of the Department and are saving their own seed of the farm-improved kinds.

(c) *The drill and harrow* have been introduced, after much difficulty, into a region where they were entirely unknown, and the ryots are now using these implements, much to their advantage, on 7,000 acres.

(d) *Sowing green-manuring crops* in rotation with paddy, resulting in a profit of from Rs. 10 to Rs. 15 per acre, has been introduced in other tracts, and this is now regularly done on some thousands of acres, the Department supplying the seed wherever required.

(e) *Paddy*.—A new method of transplanting paddy has been evolved whereby Rs. 3 per acre is saved, and this improvement is already adopted on 100,000 acres.

(f) As the result of the Mycologist's work, the method designed by Dr. Coleman of fighting "mahali" disease in areca palms has come into extensive use in South Malabar. Last year 13,520 trees were sprayed by the officers of the section, and 1,300 by the villagers, and the latter are now wishful to purchase the machines themselves.

Concurrent with these successes, it may be noted that the publication branch of the Depart-

ment has grown enormously. Besides the ordinary bulletins and farm reports, an Agricultural Calendar was issued in 1908, in English and four vernaculars. This met with an instantaneous success, and the distribution during the last three years has been 49,996, 70,000 and 71,000, respectively. In 1909 a series of leaflets on special subjects was started and these have proved surprisingly popular. Fifty-six subjects have been dealt with, and the distributions have been as follows:—English, 108,930; Tamil, 217,340; Telugu, 148,630; Malayalam, 17,380; Canarese, 16,170, making a grand total of over half a million.

(4) From previous experience we have learnt only too well that the mere distribution of pamphlets has little effect on agricultural practice, and, until the results mentioned above had been obtained, there was practically no demand for the publications of the Department. Frequent requests are now the order of the day, and it is fair to assume that this change from apathy to interest on the part of the people is largely due to the successes obtained.

But the fact should here be emphasised that every one of these achievements has been the result of patient work in individual localities, often at the outset attended by disheartening lack of interest. Each has needed the focussing of the whole local strength of the Department upon a small area, in order to obtain effective control of the operations, a mastery of the local conditions, and the sympathy and friendship of the cultivators. It seems fair to conclude that, with an increased staff, the study of other problems, at present tentatively attacked, will yield equally gratifying results.

(5) During the past eight years the district work in the Madras Agricultural Department has been under the charge of two European Deputy Directors, with a small staff of Indian subordinates. The officer in charge of the Southern Division has to study the crops over 24,335 square miles of cultivated land, while the one in the Northern Division has 29,017 square miles of crops under his control. The total cropped area in Egypt is under 13,000 square miles. Each officer has hundreds of miles to travel from one of his farms to another, and the country between is left largely untouched, excepting for occasional tours of observation. The dissipation of energy in these frequent long journeys is considerable, and it is not too much to say that the successes thus far achieved in district work have been obtained rather in spite of than because of the facilities offered for useful work.

(6) These being the facts of the case, I would suggest that the time has now come to look the matter squarely in the face. The figures and instances given above would seem amply to justify the sums of money spent in the development of the Department, and the question arises whether it would not be an exceedingly profitable investment on the part of Government to place all parts of the Presidency within the reach of agricultural advice and assistance. The infant Department has been on its trial, and has, I contend, emerged from this trial with flying colours.

While adverse to any sudden change or expansion, I would strongly press upon the Members of the Commission my view that our aim should in future definitely be to provide each district with its local agricultural officer, just as, say, in the Forest Department. The conditions in this Presidency are of such extraordinary variety, due primarily to the configuration of the country and racial differences, that it is practically impossible for one or two officers to obtain a grasp of the agricultural needs of each portion. As a first step in the direction of an agricultural officer for each district, I would suggest the early division of the Presidency into, say, nine circles, as follows:—The dry area of the Northern Circars; the deltas of the Godavari and Kistna rivers; two circles in Guntur and Nellore with the Ceded tracts; the two Arcots and Chingleput; Salem, Coimbatore, and the dry portion of Trichi-

nopoly; the Delta of the Cauvery; Madura and Tinnevely; Malabar and South Cahara. These form natural divisions.

The revenue at stake appears to me to justify this large increase in the cadre of the Agricultural Department. To continue the comparison with the Forest Department, the land revenue, pure and simple, in the Presidency amounts to 670 lakhs of rupees, and the total produce of the Forests is some 42 lakhs. While not pressing the analogy too closely, it may be noted that the cost of the Agricultural Department in 1911-12 (the latest printed accounts) was 3½ lakhs, while that of the Forest Department was 34 lakhs.

(7) But I would not lose sight of the idea of the district being the ultimate unit of the Agricultural Department for several cogent reasons.

(a) The carefully elaborated local machinery of the district would be at the disposal of the Department, whose officers would be able to count on the assistance and advice of the other services to a much greater degree than at present. The local agricultural officers would be in close touch with the Collector and his assistants, the Tahsildars, and all the Revenue Officials, down to the Revenue Inspectors. In such conditions, the chances of successful experimental farms and demonstration plots, agricultural associations and co-operative societies would be immensely increased, in that there would be, in the district, a nucleus of experts to guide their progress with an intimate knowledge of the resources and needs of the people.

APPENDIX IX.

(See also paragraph 68205—Dr. Barber's evidence.)

Note by Dr. Barber on the inclusion of Indians in the higher posts of the Agricultural Department, especially in District Work.

1. The opening of the higher posts in the Agricultural Department to Indians is a matter by no means so simple as it appears. I consider it eminently desirable to keep it in view, but there are difficulties, and I think that it is best to look these squarely in the face and to be perfectly open on the subject. To ignore them will endanger the success of the Department and, incidentally, the ultimate chances of the Indians themselves.

It is, in the first place, advisable to separate clearly the district work from research and teaching, as the qualifications required for these three branches are entirely different, and the chances of the employment of Indians also differ widely. At present the problems regarding teaching and research are confined to much simpler issues, but it is in the district work that expansion in the near future must take place, and it is, *pari passu*, all the more necessary that Indians should share in this expansion.

We have, perhaps, in the Madras Agricultural Department, a larger staff of Indians than in any other province in India. They are employed regularly in all branches of the Service, and I believe them equal, if not superior, in many respects to any in India. I contend that we have some criteria for forming general conclusions.

2. It cannot be too strongly insisted on that Agriculture is not a science—rather an art, trade or business, and a very difficult and important one. The Department differs in this from most Services. We have to influence people, not to rule them; we have not the law behind us in cases of difficulty. General business capacity and resourcefulness are of more importance than mere mental ability.

Judging broadly, there is no question that, at the present moment, Europeans are better fitted than Indians for the work, by character and training and, so to speak, the "genius of the nation." But, as will be seen later on, I do not consider that we have been able to attract the best or most suitable class of Indians.

(b) I would also venture to suggest that the Collector of the district would receive material assistance in his work by having what would practically be a local agricultural department. There have been complaints that the Collector, owing to pressure of work, is in less intimate touch with his people than formerly, and I believe that the active and intelligent interest which he would be able to take in agricultural matters would be a very efficient means of checking this tendency.

(8) Lastly, the increase in district work would react beneficially on all branches of the Service. There would inevitably be a large increase in the number of Indian subordinates. This I regard as an extremely desirable result. With a scale of pay similar to, say, that in the Forest Department, we should be able to attract a better class than we have succeeded in getting hitherto. The Department suffers at present in that it is less able to offer a certain career to clever and hard-working assistants than other similar departments, and the way is thus barred for the inclusion of Indians in the higher posts of this section of the Agricultural Department. The safest and surest way in which this inclusion can be effected is by the formation of a strong subordinate and Provincial Service in the country. I regard it as impossible to test the suitability of an Indian candidate until he has had experience in actual district work. The reaction would also be felt by the Central College where there would be no difficulty in recruiting a better class of students than can be done at present.

I consider that the Department, in its expanded form, will largely stand or fall by the possibility of including a large number of Indians in the higher posts, and my criticisms and suggestions must be read with the knowledge that there is this opinion behind them.

The qualities required for successful district work appear to me to be chiefly the following: Administrative ability, soundness of judgment and the sense of proportion, energy and initiative, willingness to accept responsibility, power of enforcing respect and obedience, a sense of the dignity of labour and a marked liking for physical exercise and an out-of-door life, and to these may be added a sound general education.

It cannot be denied that the natives of this country are deficient in some of these characteristics. It is a country of service by substitutes. Too much stress should not be laid upon connection with the soil and ownership of land. In Europe this means a good deal, but here, owing to the half-share system, it is an unusual thing and a sign of considerable enlightenment for a land-owner to have any practical knowledge of agriculture. Physical exercise, and particularly manual labour, are unpopular. This I trace to the high value placed upon mental capacity as contrasted with handicraft. A lack of initiative, independence of judgment and willingness to accept responsibility, I regard as due to the general standard and style of education in the country, but more especially to centuries of oral instruction, learning by rote and inculcated reverence for authority. All these latter are especially antagonistic to the spirit of independent enquiry and investigation.

3. The inclusion of Indians in the higher posts of the Agricultural Department therefore appears to me to be a problem of considerable complexity, and deserves to be approached with caution. I do not regard it as impossible of solution, but I would point out that wrong appointments, in the present

state of agricultural development, would not only undo the results thus far achieved with great labour, but, if these appointments should happen to be held by Indians, react most unfavourably upon their future chances. There is, I find, a strong feeling among the European officers of the Department on this subject, but I have convinced myself that this feeling is almost entirely due to the fear lest incompetent officers may be forced into the Department for political reasons. I have met with practically no objection to the inclusion of Indians among the Deputy Directors, provided that they are equal to the work.

I claim that this small and struggling Department is an unsuitable ground on which to try experiments of this nature, and that it is at present impossible to ear-mark any percentage of the higher appointments for the natives of the country. Such experiments should be tried in large and stable Departments, where there are a great number of settled appointments available. If the Agricultural Department is selected, the net result will be to emphasise inefficiency, the weaker men will be quickly detected and, for self-preservation, will be placed in such circumscribed conditions that the amount of harm they can do will be minimised.

Selection should be the rule as heretofore, and selection out here. Examinations at home do nothing but test the mental ability of the candidates, and to appoint direct as the result of these examinations is to ignore all the qualifications required for successful district work. Connection with the land, sometimes urged as a justification, is, as shown above, often illusory.

In these conclusions I am supported by the findings of the Committee appointed by the Secretary of State to enquire into the system of State Technical Scholarships in India. I would especially draw the attention of the Commission to the results recorded in mining and textiles, which show that previous practical acquaintance with industries in this country is indispensable for capacity to profit by European technical training. The Committee lay special stress upon the selection of candidates being made by the local authorities out here. Direct selection at home for the higher posts of the Agricultural Service is practically barred by the findings of the Committee on Technical Scholarships.

There are other ways in which such a selection

will prove unsatisfactory. It is, for instance, a distinct hardship to the carefully trained and promising Indians in the Department already, and likely to cause dissatisfaction among the members of the subordinate and Provincial Services. Further, Indians appointed direct from home, unless first carefully selected and trained by the local authorities, are bound to suffer in comparison with the European officers. This will react adversely on the class of European coming out. Is this desirable at the present juncture?

4. Thus far criticism, which is all intended to clear the way for what I consider the only means by which the aspirations of Indians can be satisfied in the Agricultural Department. While keenly interested in the advancement of Indians, I am still more anxious that the Department should be a success. The first move in the future, as I have drawn attention elsewhere, should be a great expansion in the district work; this will necessitate a considerable employment of Indians as Assistant Directors and Managers. But we shall fail, as we have always failed hitherto, in attracting the right class of men, unless we can offer them the same prospects, in initial pay and promotion, as are offered in the comparable sections of the Forest, Public Works, and Education Departments. Candidates for the Agricultural Department are at present penalised in respect of these kindred services and, until this matter is set right, we shall have to content ourselves with the inferior men. I would pray for a revision of the scale of pay and rate of promotion of the manager class in the Agricultural Service; I would also increase the number of Assistant Directors, and I would place these in independent charges, wherever possible, for training. In both cases I would make free use of acting appointments, until permanent ones could be safely granted. I think that these concessions would meet the present need, but I would carefully guard against any premature action, as it will take some time for these improvements to have their effect. Lastly, I would devote considerable attention to the training work in the Central College at Coimbatore. While this College has, I claim, fully justified its existence, the training is not at present sufficient for the higher posts. It is not at all derogatory to Indian Agricultural Colleges to say that, in the matter of personnel, they are far behind those at home.

APPENDIX X.

Memorandum prepared by the Government of Madras relating to the Agricultural Department.

At the time of the last Public Services Commission the Department of Agriculture in this Presidency had no separate existence as at present. The history of agricultural development in this Presidency dates back to 1863, when Sir William Denison, the then Governor of Madras, drew the attention of Government to the need for improvement in the agricultural practices of the country and indicated the action to be taken in the matter.

While attempts were being made to give effect to his suggestions, the establishment of a farm at Saidapet was proposed by the Collector of Madras. The Government accepted the proposal, and in course of time an agricultural expert was appointed in 1868 as Superintendent of the Farm. In 1874 the appointment of two European Assistants who were called Assistant Superintendents of Farms was sanctioned to help the agricultural expert. In 1876 an agricultural school, which in 1878 became a college, was also opened at Saidapet for imparting agricultural instruction and was placed under the Superintendent of Farms, who was, in his capacity as Principal of the institution, under the control of the Director of Public Instruction.

Up to 1881 there was no Agricultural Department proper; the work of the Department was carried

out by the Board of Revenue with the assistance and advice of the Superintendent of the Government Farm and his assistants at Saidapet. In their Circular No. 6-340-50 G., dated 8th December, 1881, the Government of India directed with reference to the recommendations of the Famine Commission of 1880 that a separate department of Agriculture should be constituted in each Province. The Agricultural Department was thus organised in 1882. As the duties proposed by the Government of India to be entrusted to the new Department were being already performed to some extent by the Board of Revenue in Madras, the Board reported that no new agency was required to carry out the duties of the Department and was of opinion that the new Department should not be a separate one but should be worked by itself. Though the Government generally concurred in the views of the Board of Revenue they considered that a separate Director should be in charge of the Department and accordingly the appointment of Director of Revenue Settlement which had been abolished in 1879 was revived under the title of Director of Revenue Settlement and Agriculture. The Director was assisted by the Superintendent of Farms who became also Agricultural Reporter to Government.

The Director in submitting detailed proposals for the working of the Department suggested that the new Department should be merged in the Board of Revenue. But the Government negatived this proposal. The outcome of the discussions that then took place was, however, that the Director became also a member of the Board of Revenue. This arrangement continued till 1885. On the reorganisation of the Board in 1887 the Agricultural Department was constituted a branch of the Board of Revenue and placed under one of its members and the Department was styled "the Department of Land Records and Agriculture."

As already mentioned, when the Department was organised in 1882, there was an Agricultural Expert who was both Superintendent of Farms and Principal of the Agricultural College controlled in his latter capacity by the Director of Public Instruction. This dual control was considered unsatisfactory as it led to an entire severance of the farm at Saidapet from the Agricultural College, separate officers being appointed in April, 1884, for—

- (1) The Principalship of the College; and
- (2) The duties of Agricultural Reporter and Superintendent of Government Farms.

In 1885, it was decided to abandon the Agricultural farm at Saidapet. The closure of the farm resulted in the abolition of the post of Agricultural Reporter and the officer in charge of the work was appointed Assistant Director of Agriculture. Thus at the time of the last Public Services' Commission (1886-87) the strength of the Agricultural Department was as follows:—

- (1) Director of Agriculture (one of the Commissioners of the Board).
- (2) An Assistant Director.
- (3) A staff of seven Agricultural Inspectors.

In 1888 an addition was made to the staff by the appointment of an Indian to be a Sub-Assistant Director of Agriculture. In 1891, the Government of India sanctioned provisionally for a period of five years, the appointment of an Assistant Director of Land Records, to be in immediate charge of the Land Records Branch of the Agricultural Department. Subsequently, however, both the Assistant Directors were styled Deputy Directors of the Department of Land Records and Agriculture, the words "Land Records Branch," "Agricultural Branch," being added to the designation of the officers respectively in charge of each branch.

In 1894, the post of Deputy Director (Land Records branch) became vacant and the remaining Deputy Director was appointed to be in charge of both the branches of the Department.

The constitution and duties of the Provincial Department of Agriculture came under the review of the Government of India in 1897 in connection with the Agricultural Conferences of 1893 and 1895-96. The Government of India insisted on the employment of a strong and efficient staff of experts in all Provinces. The Board of Revenue was then called upon to report on the strength of the staff required for the Agricultural Branch of the Department of Land Records and Agriculture. It stated that, in addition to the staff of one Deputy Director and one Sub-Assistant Director, another European expert as Assistant Director and a second Indian Sub-Assistant Director should be appointed. The Government agreed with the Board as to the need for a second European expert, but negatived the proposal to appoint a second Sub-Assistant Director. The Government of India were addressed accordingly.

Meanwhile the post of Government Botanist, which had been combined with that of the Director of Cinchona Plantations, was made separate, and a European officer was appointed to that post in 1899. This officer was placed under the immediate control and orders of the Board of Revenue, and was engaged primarily for a period of five years. In 1901 the Board of Revenue submitted proposals—(1) for strengthening the scientific staff of the department by the addition of an Agricultural Chemist; (2) for making the teaching at the College of Agriculture at Saidapet more efficient; and (3) for making the appointment of

Government Botanist permanent. These proposals were accepted by the Government and submitted to the Government of India for sanction. The Secretary of State to whom the Government of India referred the proposals, sanctioned the permanent retention of the Botanist, but held in abeyance the proposals to appoint a second European Agricultural expert and an Agricultural Chemist.

Meanwhile, in 1902-1903, Mr. Mollison (the then Inspector-General of Agriculture) visited the Saidapet College, which was then under the Educational Department, and submitted a report which showed that that college was in every way unsuitable as an institution for agricultural training. He recommended that a new institution, under the control of the Agricultural Department, should be established. He also advised the Government as to the necessity for employing the following staff of European experts:—

- (1) A Deputy-Director of Agriculture.
- (2) A Government Botanist.
- (3) An Agricultural Chemist.
- (4) A Principal of the College.

He proposed that the Deputy-Director of Agriculture should be assisted by a staff of Native assistants. While the Inspector-General's report was under consideration, the Government of India, with a view to accelerating the improvement of Indian agriculture, announced their intention to make large allotments to various Local Governments to be devoted to the purpose. The Government of India also took up the question of the expansion of the Imperial as well as the Provincial staff of agricultural experts, and addressed the Secretary of State in their Despatch No. 336, dated 26th October, 1905. The Secretary of State sanctioned the Government of India's proposals in his Despatch No. 17 of 26th January, 1906. These proposals contained, among other items, a provision for the appointment of a separate head for the reorganised department with the designation "Director of Agriculture."

In connection with the reorganisation of the Agricultural Department, the Government decided to abolish the Saidapet College and to establish an Agricultural College and Research Institute at Coimbatore. Several scientific and agricultural experts have been recruited and the Department is now placed on an improved footing. The reorganised Department is under the control of the Director of Agriculture who is subordinate to the Board of Revenue in the Settlement Department. Thus the Department took its present form in 1905.*

Recruitment, training and probation.—The early recruits were Europeans; but the Secretary of State in according his sanction to the proposals of the Government of India for reorganising the Agricultural Department expressed the opinion that the Agricultural Department should eventually be, as far as possible, manned by the natives of the country. The Indian Agricultural Service is recruited by the Secretary of State in England. Indians possessing the necessary qualifications may be selected by the Secretary of State. Candidates must, as a rule, be not less than 23, nor more than 30 years of age, and preference is given to British born subjects and to distinguished graduates of Universities in the British Empire. Officers selected are on probation for three years.

Every officer of the Indian Agricultural Service is required to pass an examination in a selected vernacular language within two years of the date of his arrival in India, or of his first appointment to the Service whichever is later; but this period may be extended for special reasons by the Local Government. Failure to pass within the prescribed period entails loss of appointment or stoppage of increments of pay. The compulsory vernacular is fixed by the Local Government and the examination is conducted by such officers as the Local Government may appoint for the purpose.

* Letter to Government of India No. 375, dated 2nd May, 1905. Letter from Government of India No. 1,265, dated 25th July, 1905. Letter to Government of India No. 885, dated 15th September, 1905.

APPENDIX X (continued).

Organisation.—The officers of the Indian Agricultural Service correspond to Imperial officers of other Departments. The officers serving in this Presidency are under the control of the Local Government and are paid from Provincial revenues; but they are liable to transfer from one Province to another. It was decided in 1906 that the post of Director of Agriculture should be ultimately filled by officers of the Agricultural Department, but that it should at first, for a period of five years, be held by an officer of the Indian Civil Service of the grade of a collector. When this period expired in 1911, the question of the continuance of a civilian at the head of the Department was considered and it has been decided to retain the civilian officer. The Secretary of State has, however, remarked that as temporary vacancies occur the officers of the Department should be given a chance to prove their fitness for the post.†

Officers serving under special agreement for five years may be offered by Local Governments permanent appointments at the end of the third year of their service and those serving under an agreement for three years on the expiration of that term provided their service has been satisfactory. Confirmation does not require the sanction of the Government of India. The Local Government should, however, report its action to the Government of India. Cases, in which a Local Government proposes to dispense with the services of an officer at the end of the probationary period, should be reported for the previous orders of the Government of India.

Numbers.—In 1886 there was only one Deputy Director of Agriculture. This was the strength of the Department until it was reorganised in 1905-06. The reorganised Department consists of the following officers:—

- (1) Director of Agriculture (for the present a Civilian).
- (2) Two Deputy Directors of Agriculture (a third Deputy Director has recently been sanctioned by the Secretary of State).
- (3) An Expert Agriculturist as Principal of the College.
- (4) One Government Economic Botanist.
- (5) One Lecturing Botanist.
- (6) One Government Agricultural Chemist.
- (7) One Government Mycologist.
- (8) One Government Entomologist (sanctioned for five years).
- (9) One Government Sugar-cane Expert (sanctioned for five years).

An additional appointment of "Scientific officer for the purpose of assisting the planting industries" has been sanctioned by the Secretary of State for five years from April, 1909. This officer works under the immediate control of the United Planters' Association of Southern India.‡

Pay.—At first there was no regular scale of pay fixed for the agricultural experts in the Presidency. The scale of pay in 1886 of the only officer in charge of the department was Rs. 750—50—1,000. But in 1905 a general scale of pay was adopted and it is as follows:—

- (a) during the probationary period of three years, Rs. 400—30—460 per mensem (with no exchange compensation allowance);
- (b) from the commencement of the fourth year, Rs. 500—50—1,000 (with no exchange compensation allowance).

The Principal of the College is also the Superintendent of the Central Farm and he gets a local

† Government of India Letter No. 13-211-1, dated 26th August, 1910, and Letter of Government of India No. 3,924, dated 10th December, 1910.

‡ Letter from Government of India No. 1-14-4, dated 25th January, 1907. Letter to the Government of India No. 2,084, dated 12th July, 1912. Government of India Letter No. 1-186-6, dated 2nd January, 1913. Government Order No. 1,632, dated 4th June, 1913. Letter to the Government of India No. 3,763-A/10-1, dated 25th November, 1910. Letter from the Government of India No. 659-185-2, dated 19th June, 1911. Letter to the Government of India No. 4,110-A/08-1, dated 9th April, 1909. Letter from the Government of India No. 1,016-127-6, dated 27th September, 1909.

allowance of Rs. 100 per mensem. The pay of the officers of the Indian Agricultural Service is personal.

The officers of the Indian Agricultural Service, are admitted to the scale of pay (Rs. 500—50—1,000) mentioned above from the date of their services becoming permanent and will as a rule be protected from loss by Article 157-A of the Civil Service Regulations; but where this is not the case, the officer concerned is allowed the option of remaining on the scale of pay fixed by his agreement until the termination of the period specified in it.

Supernumerary officers when appointed to fill substantive posts in the Service or to officiate in leave vacancies are not entitled to draw more than the supernumerary rates of pay (Rs. 400—30—460 per mensem) even though they may have increased responsibilities. If, however, a supernumerary is to discharge his work as such as well as carry out the work of an absentee and thus carry on double work he should then be given a charge allowance under Article 161, Civil Service Regulations, the amount admissible being decided by the Audit officer. Supernumerary officers should not be denied the privileges (including the right to rent-free quarters while in training at Pusa) which that status may confer when they hold substantive posts or act for officers on leave, if their pay is subject to the restrictions of the supernumerary status.

PROVINCIAL SERVICE.

There is no main line of division between the Provincial and subordinate Services of the Department. In the early days there were Agricultural Inspectors appointed to assist the Deputy Director of Agriculture. Later on in 1888, as a result of the consideration of the proposals of the Board of Revenue for the reorganisation of the Department, a Sub-Assistant Director of Agriculture was appointed. The Board recommended in 1898 the grading of this post with that of Deputy Collectors but the proposal was negated by Government. This post existed till 1909 when on the death of the incumbent it was abolished. Thereupon under the scheme for the reorganisation of the Department inaugurated in 1905, two Assistant Directors of Agriculture were appointed. Generally speaking the Provincial Service may be said to consist at the present day of these appointments as well as those of the teaching assistants at the College of Agriculture who are in the first grade on Rs. 150—20—250, though it is not strictly correct to include the latter in the Provincial Service as they are non-gazetted officers.*

Recruitment and training.—The Assistant Directorships are gazetted posts, whereas the posts of Assistants at the College are not. These posts are intended for men of superior educational qualifications. The Assistant Directors should possess a good scientific training so that they may be eligible to act for, or in course of time rise to the post of, Deputy Directors of Agriculture. Diplomates of the College of Agriculture are eligible for the posts of Assistant Directors and of teaching Assistants. One of the Assistant Directors underwent a three years' course of instruction at the Madras College of Agriculture and has secured the degree of Bachelor of Science of the Edinburgh University. He was recruited direct. The other has passed the B.S. examination of the Californian University and has obtained the diploma of that University. This officer was for some months prior to his appointment employed as Assistant Manager at the central farm.

Organisation.—The members of the Provincial Agricultural Service are not barred from appointment to the Indian Agricultural Service if selected by the Secretary of State, but there is no regular promotion from Provincial to the Indian Agricultural Service. The Provincial officers are all appointed by the local Government. Provincial

* Letter to the Government of India No. 1,411, dated 21st May, 1909. Letter from the Government of India No. 760-173-2, dated 18th July, 1909.

APPENDICES X (continued) AND XI.

officers may be appointed to act in short vacancies in the Indian Agricultural Service.*

Assistant Directors of Agriculture are required to pass the compulsory vernacular test prescribed for Deputy Collectors in two languages prior to confirmation and pending their passing in these examinations they will be on probation. The test in two languages must be completed at or before the fifth half-yearly examination after the officers' appointment, and an officer failing to pass within the prescribed period will be liable to forfeit his appointment.

Numbers and pay.—In 1888 there was one appointment designated Sub-Assistant Director of Agriculture carrying a pay of Rs. 200—10—250. The number of Assistant Directors of Agriculture is at present two, but is ultimately to be four. The pay of the post is Rs. 200—25—400. The teaching assistants who draw Rs. 150—20—250 are five in number, three under the Principal, one under the Botanist and one under the Agricultural Chemist.

II.

[Additional Statement called for in paragraph 1 of the Joint Secretary's letter dated 1st August, 1913.]

INDIAN AGRICULTURAL SERVICE.

(i) *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—(a) An addition of one Agricultural Expert as reserve to the present cadre of Agriculturists in the Presidency seems desirable. It is considered better to have one officer as a special reserve in the Presidency than to indent on a general reserve for India.

As regards selection the suggestion of Dr. Barber in regard to the constitution of a permanent Board of Selection in England (paragraph 1 of his Statement) and the suggestions in paragraphs 4 and 5 of the Memorandum† of the officers of the Indian Agricultural Service in this Presidency, deserve consideration.

(i) (b) *The present arrangements for training are unsatisfactory, inasmuch as many of the recruits are posted to executive work immediately after arrival in India.* If the addition referred to above be made it will allow of suitable training being given. It is considered essential that an Agriculturist destined for this Presidency should be trained here, where the conditions are different from those prevailing elsewhere. The specialists should at present be trained at Pusa.

(i) (c) *No alteration in the period of probation seems called for.*

(ii) *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—The rates of pay are as follows:—

* Letter from the Government of India No. 10-181-1, dated 10th July, 1912. Letter to the Government of India No. 2,087, dated 6th September, 1912. Government of India Letter No. 2-188-12, dated 9th January, 1913.

† 1. Specialists.

4. It is our opinion that specialists should not be recruited directly from College. The work in India on the sciences connected with agriculture is still in its initial stages, and the men who come out as specialists must possess initiative and knowledge which can only be obtained from actual practical experience after completion of their college course. If they are sent out direct from college for training under specialists already in India,

1890.

One Assistant Commissioner of Agriculture, Rupees 750—50—1,000.

1900.

One Deputy Director, Rs. 750—50—1,000 with exchange compensation allowance.

One Government Botanist, Rs. 700.

Local allowance, Rs. 200.

House-rent allowance, Rs. 125.

1913.

Rs. 400—30—460 plus free quarters (for probationers).

Rs. 500—50—1,000 (from the fourth year onwards).

The Principal gets an allowance of Rs. 100 per mensem.

(No exchange compensation allowance.)

(iii) *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—There are no grades in the Department. Besides the Director of Agriculture there are eight officers in the Department. The third Deputy Director of Agriculture is intended to be utilised also as a leave reserve. The training of officers is arranged for by the Government of India.

(iv) *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the Service.*—No appointments are so held.

(v) *Whether any addition is required to the present cadre.*—It is very probable that in the near future further additions to the staff of agriculturists will be required.

PROVINCIAL AGRICULTURAL SERVICE.

(i) *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The present regulations as to recruitment, training and probation seem satisfactory. It seems premature to suggest any change.

(ii) *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—It is too early to offer an opinion as to the adequacy of the rates of pay and allowances.

(iii) *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—There are two Assistant Directors of Agriculture and a Lecturing Botanist. No provision exists for leave and training in the cadre.

(iv) *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the Service.*—No appointments are held.

(v) *Whether any addition is required to the present cadre.*—It has not yet been found possible to recruit suitable men for all the four sanctioned posts of Assistant Directors. It is too soon therefore to say to what extent that number will have to be increased.

there is danger that they will merely follow in the same lines already laid down by the men under whom they may be trained in India, and that their inquiries will consequently not be developed as widely or broadly as they ought to be. These men require much more specialised training and knowledge than men in the other services of India—e.g., Police.

2. Agriculturists.

5. There is no objection to these men on recruitment being younger than those selected to fill appointments as specialists, but it is essential that they should have post-graduate experience—as, for instance, one year's practical work on a general mixed farm, or practical work as closely connected with land and farming as possible.

APPENDIX XI.

(Referred to in paragraph 68375—Mr. Butler's evidence.)

Note by Mr. E. J. Butler on the position of Pusa in the Agricultural Department.

When the establishment of a Central Agricultural Station for India at Pusa was first proposed, there was little provision for technical agricultural education in India. Bombay alone had an Agricultural College, with a three years' course. There

were Agricultural schools at Cawnpore and Nagpur with a course of two years. In Madras and Bengal agricultural instruction was given at Saidapet and Sibpur, but these colleges were very inefficient and were shortly after condemned. It was natural,

APPENDIX XI. (continued).

therefore, that education should bulk large in the original Pusa scheme; there was to be a two years' course of elementary instruction in agriculture, followed by a third year to train men for employment in the Department as farm overseers and the like, and, finally, selected students were to continue for a fourth and fifth year to qualify for higher subordinate posts, scientific assistantships in the Department and private employment as managers of estates.

Concurrent with education it was always understood that Pusa was to serve as a centre for scientific research. This was, indeed, the avowed purpose of the munificent donation of £30,000 placed at the disposal of the Government of India by Mr. Henry Phipps, in 1903, which served as the nucleus of the funds out of which the Institute was constructed.

Whether the primary function was to be education or research does not appear to have been definitely decided by Government up to, at any rate, 1905. In that year the head of the Department gave expression to a view which was becoming widely held by Directors of Agriculture in the Provinces and by the expert staff of the Department, namely, that research was the main object to be held in view at Pusa; impressed by the danger of development into a teaching institution only and the swamping effects on the energies of the staff of a large influx of students, he proposed the abandonment of the lower courses and the provision of well-equipped Agricultural Colleges in the Provinces, leading up to a post-graduate course at Pusa. As a consequence, elementary agricultural education was never undertaken at Pusa; had it been, it is certain that it would have failed to meet the very diverse requirements of the rest of India and proposals for the foundation of the Provincial Colleges would not have been long delayed.

The attention which was directed to the teaching function of Pusa in the early days of the scheme left an impression on the minds of Government and of the general public which was not soon effaced. Thus Lord Curzon, in his speech at the ceremony of laying the foundation stone on the 1st April, 1905, looked forward to the prospect in 50 years' time of finding Pusa the centre of a great organisation, with ramifications extending to all parts of the Indian continent, training a series of native students to devote their acquired knowledge to the practical pursuit of agriculture. In 1910, Mr. (now Sir) R. N. Mukerji, President of the All-India Industrial Conference, referred to Pusa as a technical college, making no mention of its research function, and expressed the gravest misgivings as to the amount of direct good, in proportion to the money expended, to be derived from the training of the sons of the middle classes, with either no land or no capital, for a career as practical cultivators as opposed to their traditional occupation as clerks and the like.

Nothing could be more striking than the contrast between these views and the opinions held and repeatedly expressed by the Agricultural Department itself, throughout India, as to the proper functions of the Pusa Institute. The Department maintains that the primary objects of Pusa are to conduct research into the fundamental principles of Indian agriculture, and to serve as a centre for such investigations in the agricultural sciences, chemistry, botany, entomology, mycology and bacteriology, as cannot, either from their magnitude or the extent of their application to India as a whole, well be undertaken by Provincial Departments.

The Board of Agriculture in 1906 stated that the research work at Pusa should be distinctly imperial in character, involving the application of the principles of each science to broad general problems of Indian agriculture, and that investigations of local importance only, should not, as a rule, be undertaken. In 1908 the Board considered the teaching functions of Pusa, and recommended that the class of instruction provided should be a post-graduate course for students who have already obtained a degree at a Provincial Agricultural

College and, exceptionally, to other science students likely to derive real advantage from the course; the courses should be specially framed for (a) students who will afterwards discharge the duties of Assistants to Provincial Experts in Agriculture, Agricultural Chemistry and, in particular, in Economic Botany, Mycology and Entomology; and (b) students sent for special purposes. Again, in 1909 the Board expressed the opinion that the aim of the higher teaching at Pusa should be to produce a class of men who would be able to carry out original investigations themselves and also be qualified for teaching or specialised work in the Provinces. At the same time the Board recognised that it is impossible to separate the research work and the training to be given at Pusa; the two are intimately connected, and the training that the staff can undertake depends on the class of work being done in the laboratories and experimental fields at Pusa.

Hence, research and the encouragement of research are considered by the Department to be the chief functions of Pusa. The provision of practical agricultural education has been relegated to the Provincial Departments, and there is no doubt as to the wisdom of this course. The organisation is developing, though of course very modestly, on the lines of the United States Department of Agriculture at Washington. Just as in the United States it has been found advisable at times for the Washington Department to undertake, or to co-operate in, demonstration work or large campaigns (as in work against the cotton boll weevil) in individual States, so in India, Pusa has co-operated in the work of individual Provinces, in such matters as the suppression of cotton boll worm in the Punjab and palm disease in Madras.

As to the need in India of research work of the type which Pusa is designed to supply, it is impossible to be too emphatic. The general level of crop production in India is low, and the quality of the produce often inferior. Crop improvement, both in quality and yield, in such staple crops as wheat, tobacco, oil seeds, fibres, pulses, is one of the primary requirements in the development of the agricultural industry, and may be most readily obtained by the application of modern methods of plant breeding, an exceedingly laborious and time-absorbing pursuit. An understanding of the chemistry and physics of tropical soils in their relation to availability of the plant food contained in them, to the water requirements of crops, to the deleterious alkali salts sometimes present in them, and such matters, is greatly needed. Then there is the very large subject of the bacteriological activity in tropical soils, to which we look to solve many of the problems concerned with the proper use of manures and irrigation water, and to explain some at least of the apparent paradoxes in the growth of such crops as rice. A subject which requires very considerable facilities in regard to staff, time and equipment, is the investigation of the various insect pests and fungus diseases which do enormous damage to the agricultural produce of the country. To co-ordinate all this work with agricultural practice, to conduct permanent experiments on the effect of different methods of cropping on the land, to test and improve agricultural implements, and to experiment with a view to the improvement of agricultural stock, are essential features of a well-equipped agricultural research station. These are some of the lines on which the work at Pusa is developing and which are necessary foundations for any considered scheme for the permanent raising of Indian agriculture to a level with that of other countries. It may be said with some show of truth that it would be impossible, in the present state of our knowledge, to write an elementary text book of Indian agriculture, similar to those of which there is a plentiful supply in Europe, which would not soon be shown to contain glaring misstatements of fact in regard to crop physiology and similar fundamental matters as applied to India. The demand which is coming from the Provincial Colleges for further information before the teach-

APPENDICES XI. (continued) AND XII.

ing of even elementary agriculture can be satisfactorily carried out, is thus easily comprehensible.

Research of the nature referred to, as being the most pressing need of the Department, should be as free and unfettered as possible. Any considerable deflection of the energies of the research staff to teaching would most seriously hamper its efficiency. This argument does not apply with the same force to the training of research students, and there are compensating advantages in having such students. The syllabus of studies in the prospectus of the Pusa College makes provision for research training in the scientific sections of the Institute and I attach a statement* of the students who have undergone higher or special training at Pusa. On the whole the material has been unsatisfactory.

* Not printed.

factory in so far as it is intended to turn out men capable of independent research. For scientific assistants, working under the guidance of officers of the Department, the results have been better and a number of useful assistants have been trained. Whether there is any real demand for research training in science as applied to agriculture, outside of the limited prospect which it opens for government employment, is doubtful; there is, indeed, no evidence whatever of such a demand at present. It would seem as if we must be content to confine our energies largely to training men for employment in the various Agricultural Departments, until such time as the prospect of private employment improves or there is an influx of students willing to pursue knowledge for its own sake.

APPENDIX XII.

Memorandum prepared by the Government of Bombay relating to the Agricultural Department.

1. The present regulations as to recruitment, training and probation, and whether these are satisfactory. —(a) Director of Agriculture.—Members of the Covenanted Civil Service should be selected for this post as long as there are no Agricultural Officers in the Province qualified for the appointment, but the latter officers should be given full opportunity as time goes on of proving their fitness for the post, and they should be tried when temporary vacancies occur. For this purpose members of the Indian Civil Service should be selected to go through an agricultural course in England, and in their case the following concessions should be granted:—

(2) The rule which restricts furlough to officers who have served at least eight years in India be so far relaxed as to allow Local Governments to select for the contemplated training any officer of not less than five years' active service who is willing to avail himself of the furlough.

(2) Each Local Government should be authorised to select an officer with reference to the prospective demands of the Department; the selected officer should be on furlough in England on furlough allowances and should go through a complete course of study in agriculture in England; the officer who succeeds in obtaining a diploma or equivalent certificate should be reimbursed his college fees and should count one year of his furlough as service for pension.

(b) Agricultural Officers (Imperial Agricultural Service).—The regulations are given as Appendix XVI.

(c) As at present advised, Government consider that the regulations as to recruitment, training and probation for the Agricultural Department are satisfactory.

2. Rates of pay and allowances in force in 1890, 1900 and on 1st April, 1913, and whether these rates are satisfactory.—(a) They are as follows:—

1890.		1900.		1913.	
(1)	Pay. (2)	(3)	Pay. (4)	(5)	Pay. (6)
(a) Officers of the Indian Agricultural Service.					
Director of Land Records and Agriculture	Rs. 900	Survey Commissioner and Director of Land Records and Agriculture	Rs. 2,325	Director of Agriculture and of Co-operative Societies	Rs. 1,800
Personal allowance	300			Local allowance	150
Superintendent of Experimental Farms	500—50—700	Deputy Director of Agriculture	700—30—1,000	Indian Agricultural Service.	
				Principal, Agricultural College	1,250—50—1,500
				Professor of Agriculture	500—50—1,000
				Economic Botanist	
				Deputy Director of Agriculture, Bombay Presidency	
				Deputy Director of Agriculture, Sind	
				* Supernumerary Agriculturist	400—30—460
				Agricultural Engineer	500—50—1,000
					550—50—750
(b) Officers belonging to the Provincial Service.					
Personal Assistant of the grade of Deputy Collector	500	Personal Assistant of the grade of Deputy Collector	400	Extra Deputy Director of Agriculture, Konkan	350—50—2—550
				Personal Assistant of the grade of Deputy Collector	400
				Divisional Inspectors of Agriculture	200—30—2—350 each.
				Assistant Professors...	

* An appointment of Third Deputy Director of Agriculture has since been sanctioned for this Presidency, and Mr. T. Gilbert, who was Supernumerary Agriculturist, has been appointed to it.

APPENDICES XII. (continued) AND XIII.

(b) Government reserve their opinion on the question whether the present rates of pay and allowances are satisfactory.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*

Director of Agriculture—	No.
Grade of Junior Collector, Rs. 1,800 ...	1
<i>Indian Agricultural Service—</i>	
Rs. 1,250—50—1,500 ...	1
Rs. 500—50—1,000 ...	4
Rs. 400, 430, 460, 500—50—1,000 ...	1
Rs. 550—50—750 ...	1
<i>Provincial Service—</i>	
Rs. 350—50—2—550 ...	2
Rs. 400* ...	1
Rs. 200—30—2—350 ...	10

* The sanctioned grades of Deputy Collector are Rs. 300, 400, 500, 600, 700 and 800.

There are two supernumerary appointments in the Indian Agricultural Service. With this exception no provision exists in either cadre for leave and training. Leave vacancies are filled by appointment of officers from the Provincial or Subordinate Services.

4. *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services.—*There are no such appointments.

5. *Whether any addition is required to the present cadre.—*Government consider that the addition of a second Economic Botanist is needed in this Presidency.

APPENDIX XIII.

Memorandum prepared by the Administration of the Central Provinces and Berar relating to the Agricultural Department.

1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.—*(a) *Imperial Service.*—The regulations for the recruitment, training and probation of the Imperial Service, which apply to all the Provinces of India alike, are contained in the rules circulated with the Government of India's Circular No. 9—37-2, dated the 15th February, 1913. It is presumed that the Royal Commission are in possession of this Circular.

(b) *Provincial Service.*—Recruitment to the Provincial Service may be either direct, or by promotion from the Subordinate Service. For direct appointments to the Executive posts and for the Assistant Lecturership in Agriculture, the Licentiate in Agriculture (L. Ag.) Diploma in the first class is the essential qualification. For the other College appointments recruitment is made from Graduates in Science specially qualified in the subject with which they will have to deal. The probation is for a period of two years.

(c) *Remarks.*—The present system of recruitment for the Imperial Service, viz., selection by the Secretary of State, is, in the Chief Commissioner's opinion, sound.

As regards training, it may be noted that the members of the Agricultural Service are divided into—

(a) Experts dealing with scientific research, such as Agricultural Chemists, Botanists, Entomologists, Geologists, etc.

(b) Executive experts dealing with the general improvement of agriculture.

The training of the first class of experts can probably be secured best by a short course of probation at Pusa under the supervision of the specialists in their branch, though this should be followed by a short course in general agriculture in the Province to which they are to be attached, so as to enable them to realise the problems with which they will have to deal. In regard to the executive experts of the second class, it is essential to secure men thoroughly acquainted with the local conditions of the Province, for the methods of agriculture and the climate of one province differ so much from those of another that any training outside the one in which they are to serve is likely to be of little use. A probationer selected for the executive branch of a given province could therefore be best trained by attaching him to a circle in that Province and placing him under the supervision of one of the experts employed in executive work in it.

As pointed out in regard to the Imperial Service, the officers of the Provincial Service may be divided into the same two classes.

For the research branch an officer should receive

the highest technical training that the Province can give in the branch of work selected, to be followed by a further course at Pusa, after which he would undergo a further probation in the Province before confirmation.

In the case of the members of the executive branch, the essentials before confirmation are a thorough scientific training in agriculture followed by a practical training in the field.

The scientific training can be secured by selecting candidates from those who have obtained the diploma of Licentiate in Agriculture. Such candidates would then be appointed on probation to the Provincial Service, but the period of two years at present allowed is not sufficient to secure their thorough training in the field, and it should be extended to three years. As the practical training in the field is quite as important as the scientific training, the confirmation at the end of this period should only be made if they have shown themselves thoroughly suitable.

The selection of members of the Subordinate Service for the Provincial Service might also be allowed in exceptional cases in respect of members already in employment, as such promotion has been recognised in the past, but such promotion as a rule is undesirable, as though these officers have no doubt great practical experience their scientific training will not be sufficient to justify their selection to the Provincial Service.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.—*(a) *Imperial Service.*—The rates of pay and allowances at the present time for the Imperial branch of the Agricultural Service are given in paragraphs 9—14 of the Circular referred to above.

(b) *Provincial Service.*—The pay of the Provincial Branch during probation is Rs. 100 per mensem, rising to Rs. 150 after one year upon good report, and to Rs. 200 on confirmation. After confirmation the pay is Rs. 200—10—250, and then Rs. 250 rising to Rs. 400 by biennial increments of Rs. 30, the maximum pay being reached in 17 years. There are also six field allowances of Rs. 50 per mensem each for Superintendents of Agriculture.

This Department was not in existence in 1890 or 1900.

(c) *Remarks.*—As regards the Imperial Service, the Chief Commissioner thinks that the present maximum of Rs. 1,000 per mensem, reached after 10 years' service, is not an adequate remuneration for the highly scientific and arduous work performed by the officers of the Department. He believes that it will no longer suffice to secure or retain competent and trained men for appointments

in which experience and continuity of service are of paramount importance. It must be remembered that the demand for trained agriculturists exceeds the supply, and after a successful career of some years in India, the members of the Service are able to secure posts on equal pay in England, or higher pay in other countries. He suggests, therefore, that there should be an ordinary time-scale rising to Rs. 1,250 with a second scale rising to a maximum of Rs. 1,500, promotion to which would only be granted in cases of high efficiency. The adoption of such a scale, together with a prospect of attainment to the Directorship, would give much needed encouragement to recruitment, and go some way to remove the existing dissatisfaction among the officers of the Department.

In the case of the Provincial Service, the rates of pay and allowances were determined in 1911, and the Service is still in its infancy. But the Chief Commissioner considers that if the Provincial Agricultural Service is to attract the proper stamp of men, a scale of pay and advancement more nearly approximating to that of the Provincial Civil Service is necessary. With the extension of the period of probation to three years as proposed above, the present scale of pay would only secure Rs. 400 per mensem after 18 years' service, and the Chief Commissioner recommends the following scale:—

	Rs.
First year ...	100
Second „ ...	150
Third „ ...	200

On confirmation, Rs. 200 rising by biennial increments of Rs. 40 to Rs. 400 with a further scale of Rs. 500—25—800, appointment to which would be made by selection.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*

(a) *Imperial Service.*—There are, excluding the Directorship, which is at present held by a Civilian, six appointments, viz., two Deputy Directors of Agriculture in charge of Circles, one Agricultural Chemist, one Economic Botanist, one Principal of the Agricultural College and one Assistant Director of Agriculture. The Secretary of State has sanctioned another post of Deputy Director of Agriculture or Assistant Director of Agriculture as the case may be.

There is no reserve for leave or training in the cadre.

(b) *Provincial Service.*—The sanctioned cadre contains 12 appointments. The actual staff at present consists of 4 Extra-Assistant Directors of Agriculture, who are employed as Superintendents of Agriculture on executive and field work. The allotment of definite functions to the 12 posts has been left to the Chief Commissioner, and will be considered in relation to the necessities of the Province, as the work of the Department develops, and as competent men become available.

4. *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the Service.—*(a) *Imperial Service.*—One appointment is held outside the cadre, viz., the Directorship of Agriculture, and the present incumbent is an officer of the Central Provinces Commission.

(b) *Provincial Service.*—There is no such appointment.

5. *Whether any addition is required to the present cadre.—*(a) *Imperial Service.*—In addition to the post recently sanctioned by the Secretary of State but not yet filled, two more appointments are required to complete the proposed organisation of the Department, so as to have three circles corresponding to the three main crop divisions of the Provinces, each in the charge of a Deputy Director of Agriculture, with an Assistant Director of Agriculture. Later on the appointment of an Agricultural Bacteriologist may also be found necessary. The cadre will then be:—

Three Deputy Directors.
Three Assistant Directors.
One Principal, Agricultural College.
One Agricultural Chemist.
One Economic Botanist.

This will secure a leave reserve, for an Assistant Director could be withdrawn to act as a Deputy Director proceeding on leave without much loss of efficiency at present, but with the rapid expansion of the work of the Department, and the development of new lines of demonstration it is impossible to say for how long this staff will suffice, and it may be necessary before many years have passed to ask for a further increase.

(b) *Provincial Service.*—No addition to the sanctioned cadre of 12 posts is required for the present, but it will probably be found necessary in future to work up to the staff of 17 posts proposed in 1911, and probably, as the work of the Department increases, to add further posts.

APPENDIX XIV.

Statement of the Civil Appointments on Rs. 200 a Month and over held by Europeans, Anglo-Indians, and Indians on the 1st April, 1913, in the Agricultural Department (Appointments under the Government of India).

Pay		Number of Employés in each Grade or Class.															
		Total.	Europeans.	Anglo-Indians.	Hindus (including Sikhs and Parsis).										Muhammadans.	Indian Christians.	Buddhists.
					Brahmans (including Shenvais).	Kahatriyas.	Kalyasthas (including Prabhus).	Baniyas and Vaisyas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus Sikhs and Parsis (cols. 11 to 13).			
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	
Rs.																	
200—300	6	—	2	3	—	—	—	—	—	3	—	1	4	—	—	—	
300—400	1	—	—	1	—	—	—	—	—	1	—	—	1	—	—	—	
400—500	5	4	—	1	—	—	—	—	—	1	—	—	1	—	—	—	
500—600	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
800—900	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
900—1,000	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
1,000—1,200	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
2,000—2,500	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
Total	24	16	2	5	—	—	—	—	—	5	—	1	6	—	—	—	

APPENDIX XV.

APPENDIX XV.

Statement (with details by Provinces) of the Provincial Establishment of Civil Appointments on Rs. 200 a Month and over held by Europeans, Anglo-Indians, and Indians on the 1st April, 1913, in the Agricultural Department (excluding Appointments under the Government of India).

TOTAL STATEMENT.

Pay.	Number of Employés in each Grade or Class.															
	Total.	Europeans.	Anglo-Indians.	Hindus (including Sikhs and Parsis).										Muhammadians.	Indian Christians.	Buddhists.
				Brahmans (including Shenvis).	Kshatriyas.	Kaiyasthas (including Prabhus).	Baniyas and Vaisyas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs and Parsis (cols. 11 to 13).			
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Rs.																
200—300	39	1	1	14	1	5	2	3	2	27	4	1	32	3	1	
300—400	2	—	—	—	—	—	—	1	—	1	—	1	2	—	—	—
400—500	9	4	—	2	—	1	—	—	—	3	—	—	3	1	1	—
500—600	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	6	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	7	7	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	14	14	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,800—2,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	88	43	1	16	1	6	2	4	2	31	4	2	37	4	2	

DETAILS BY PROVINCES.

I.—Madras.

Rs.																
200—300	7	—	1	3	1	—	—	1	—	5	—	—	5	—	1	—
500—600	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,800—2,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	15	8	1	3	1	—	—	1	—	5	—	—	5	—	1	—

II.—Bombay.

Rs.																
200—300	8	1	—	5	—	—	—	—	1	6	—	—	6	1	—	—
300—400	2	—	—	—	—	—	—	1	—	1	—	—	2	—	—	—
400—500	2	1	—	—	—	1	—	—	—	1	—	—	1	—	—	—
500—600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	18	8	—	5	—	1	—	1	1	8	—	1	9	1	—	—

III.—Bengal.

Rs.																
200—300	2	—	—	1	—	—	—	—	1	2	—	—	2	—	—	—
400—500	1	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	7	4	—	1	—	—	—	—	1	2	—	—	2	—	1	—

APPENDICES.

APPENDIX XV. (continued).

IV.—Bihar and Orissa.

Pay.		Number of Employés in each Grade or Class.															
		Total.	Europeans.	Anglo-Indians.	Hindus (including Sikhs and Parsis).										Muhammadans.	Indian Christians.	Buddhists.
					Brahmans (including Shenvis).	Kshatriyas.	Kaiyasthas (including Prabhus).	Baniyas and Vaisyas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus Sikhs and Parsis (cols. 11 to 13).			
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	
Rs.																	
200—300	9	—	—	3	—	5	1	—	—	—	9	—	—	9	—	—	—
400—500	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
500—600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	13	4	—	3	—	5	1	—	—	—	9	—	—	9	—	—	—

V.—The United Provinces of Agra and Oudh.

Rs.																
200—300	2	—	—	1	—	—	—	—	—	1	—	—	1	1	—	—
400—500	3	1	—	1	—	—	—	—	—	1	—	—	1	1	—	—
500—600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	10	6	—	2	—	—	—	—	—	2	—	—	2	2	—	—

VI.—Punjab.

Rs.																
200—300	6	—	—	—	—	—	—	—	—	1	—	—	1	4	—	—
400—500	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
500—600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	10	4	—	—	—	—	—	—	—	1	—	—	1	4	—	—

VII.—Burma.

Rs.																
200—300	2	—	—	—	—	—	—	—	—	—	—	—	1	1	—	1
700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	5	3	—	—	—	—	—	—	—	—	—	—	1	1	—	1

VIII.—The Central Provinces.

Rs.																
200—300	3	—	—	1	—	—	—	—	—	2	—	—	3	—	—	—
400—500	1	—	—	1	—	—	—	—	—	—	—	—	1	—	—	—
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	9	5	—	2	—	—	—	—	—	2	—	—	4	—	—	—

IX.—Assam.

Rs.																
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—

APPENDIX XVI.

APPENDIX XVI.

Rules for Appointments in the Indian Agricultural Service.

1. The appointments in the Indian Agricultural Service include those of Deputy Director of Agriculture, Agricultural Chemist, Economic Botanist, Mycologist, Entomologist, Bacteriologist, Professors of Agriculture, Chemistry and Botany, at Agricultural Colleges, and the like. Some of these are included in the Imperial Department of Agriculture under the direct control of the Government of India, but the majority are included in the Departments of Agriculture of the several provinces of India. In some cases candidates will be appointed direct to these posts, but in most cases they will be appointed as supernumeraries, will undergo a further course of training in India in Indian agriculture, and will be appointed to posts, for which in the opinion of the Government they are considered suitable, on the regular establishment as vacancies occur.

2. Appointments are made by the Secretary of State for India as occasion may require, and applications regarding them should be addressed to the Revenue Secretary, India Office, London, S.W.

3. Candidates must, as a rule, be not less than 23, not more than 30 years of age. Exceptions will be made as regards the maximum limit only in the case of appointments requiring special qualifications. Candidates must furnish evidence of having received a good general education, and of possessing a thorough knowledge of the science of agriculture or of the particular science required for the appointment applied for. Preference is given to British-born subjects and to distinguished graduates of Universities in the British Empire.

4. Applications should be submitted upon the form provided for the purpose, and should be accompanied by testimonials setting forth fully the candidate's personal and professional qualifications and practical experience.

5. Candidates whose applications are selected for consideration will be required to present themselves for an interview with an official at the India Office. In selecting candidates for appointment, weight will be given to the possession of (a) a University degree in honours in science, or the diploma of a recognised school of agriculture, or other like distinction; (b) qualifications in a special science according to the nature of the vacancy to be filled; (c) practical experience. Importance is also attached to bodily activity and ability to ride, and selected candidates have to undergo an examination by the Medical Board of the India Office as to their physical fitness for service in India.

6. Newly appointed officers are required, before leaving this country, to enter into an agreement with the Secretary of State embodying the conditions of their appointment. They are also required to leave for India within three months of their appointment by the Secretary of State, and are provided at the expense of Government with a first-class passage to India, the cost of which they will be required to refund if they voluntarily relinquish the service of Government before the close of three years from the date of appointment. If an officer's service be determined at the expiration of the term of three years, or if prior to the expiration of that term he be compelled by ill-health (certified to the satisfaction of Government) to give up the service, a first-class passage to England will be provided at the expense of Government. Pay commences from the date of arrival in India.

7. An officer appointed to the Agricultural Service, whether as a supernumerary or otherwise, and whatever his initial salary may be, will be on probation in India for three years. He will be required to pass an examination in a vernacular language within two years of his arrival in India or on his first appointment to the service, whichever is later. His appointment may be cancelled for failure to pass this examination, or at any time for unfitness or misconduct. At the end of his three years' term of probation the Government of India will decide whether to retain or dispense with his services.

8. Officers of the Agricultural Service are expected to give their whole time to the duties of the service, and are liable to transfer from one appointment or province to another.

9. The salary attached to posts in the Indian Agricultural Service will ordinarily be:—

	Rs.
For the first year - -	400 per mensem.
" second year - -	430 "
" third year - -	460 "
" fourth and subsequent years	500 rising by annual increments of Rs. 50 a month to Rs. 1,000 a month.

Candidates who are required to undergo a further course of training in India under paragraph 1 above will be appointed on this scale of salary, commencing on a pay of Rs. 400. Where, for special reasons, a candidate is recruited for direct appointment to one of the regular posts under paragraph 1, his initial pay will be determined with reference to the special qualifications and the length of European experience required for the appointment for which he is specially selected, but his subsequent increments of salary will be regulated by the foregoing scale.

10. In addition to this scale of pay, officers filling appointments directly under the Government of India, as distinguished from appointments under Local Governments (but not including officers holding supernumerary posts, or the post of Agricultural Adviser to the Government of India and Director of the Pusa Institute) will be eligible for local allowances* on the following scale:—

From the 4th to the 10th year of service† - -	Rs. 100 per mensem.
From the 11th to the 15th - -	150 "
Over 15 years' service - -	200 "

An officer appointed on an initial pay exceeding Rs. 400 will be allowed to count service for the local allowance (but not for leave or pension) as if he had served for the period entitling him to that rate of salary on the ordinary scale. For instance, if he commences service on an initial salary of Rs. 500 he will be eligible for a local allowance of Rs. 100 in the first year of his service.

The grant of the local allowance is, in each case, conditional on approved good work, and the Government reserves to itself the fullest discretion as to granting, withholding, or withdrawing them.

11. An officer appointed to be Principal of an Agricultural College under a Local Government will be entitled to a local allowance of Rs. 100 a month in addition to the emoluments otherwise admissible to him. But if personal allowances are hereafter sanctioned, and he is admitted to one of them, he will cease to draw this allowance. An officer serving in Burma will be entitled to a local allowance of Rs. 100 a month in addition to the other emoluments admissible to him, provided that his pay and allowances (exclusive of travelling and conveyance allowances) do not exceed Rs. 1,000 a month.

12. No exchange compensation allowance will be given, and free quarters will not usually be provided; but officers receive either free quarters or a house-rent allowance during the period for which they draw the supernumerary rate of pay, i.e., until their pay rises above Rs. 460 a month.

13. Members of the Indian Agricultural Service draw travelling allowance for journeys on duty as officers of the first class under the Civil Service Regulations.

14. On being confirmed in his appointment, a probationer will become eligible, as from the date

* Note.—A local allowance does not enter into the calculation of pension or leave allowances and is drawn in full by the person actually doing the work of the appointment to which it is attached.

† Including service on a Provincial Staff.

APPENDICES XVI. (continued) AND XVII.

of his arrival in India, for leave allowances and pension, under the provisions of the Civil Service Regulations applicable to the Department. These regulations are liable to be modified by the Government of India from time to time. A copy of an abstract of them will be supplied on application to

the Revenue Secretary, India Office, London, S.W.
15. Retirement is ordinarily required at 55 years of age, but an officer may, for special reasons, be retained after attaining that age.

INDIA OFFICE,
June, 1913.

APPENDIX XVII.

Officials and non-officials who furnished written evidence to the Royal Commission in connection with their enquiry into the Agricultural Department, but who were not orally examined.

1. J. Sen, Esq., and 24 other members of the staff of the Agricultural Research Institute, Pusa.
2. J. H. Barnes, Esq., Principal, Punjab Agricultural College, Lyallpur.
3. (a) Letter from G. Sherrard, Esq. (Deputy-Director of Agriculture, Bihar and Orissa); (b) Memorandum by N. C. Chaudhury, Esq., Travelling Inspector, Provincial Agricultural Service, Bihar and Orissa; and (c) Memorandum from S. N. Sil, Esq., and other members of the Provincial Agricultural Service, Bihar and Orissa.
4. R. C. Wood, Esq., and other European Gazetted officers in the Indian Agricultural Service, Madras.
5. Ananda Rao, Esq., and Ramasastrulu Nayudu, Esq.
6. J. B. Knight, Esq. (Professor of Agriculture), and W. Burns, Esq. (Economic Botanist), Agriculture College, Poona.
7. Bhimbhai Morarji Desai, Esq., D. Ag. Divisional Inspector of Agriculture, Northern Division.
8. William Burns, Esq., B.Sc., Economic Botanist, Bombay.
9. G. Henderson, Esq., and T. F. Main, Esq., Deputy-Directors of Agriculture in the Bombay Presidency.
10. J. B. Knight, Esq., Professor of Agriculture, Agricultural College, Poona.
11. The officers of the Agricultural Department of the Central Provinces.
12. The members of the Provincial Agricultural Department of the Central Provinces.
13. The Imperial officers of the Agricultural Department, Bengal.
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TO THE
REPORT
OF
THE COMMISSIONERS.

Volume XV.

MINUTES OF EVIDENCE

RELATING TO THE

CIVIL VETERINARY DEPARTMENT,

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

WITH

APPENDICES.

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TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

PUBLIC SERVICES IN INDIA

RELATING TO THE

CIVIL VETERINARY DEPARTMENT,

At Delhi, Tuesday, 11th November, 1913.

PRESENT:

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

SIR VALENTINE CHIROL.

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

WALTER CULLEY MADGE, Esq., C.I.E.

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

R. R. SCOTT, Esq. (*Joint Secretary*).COLONEL H. T. PEASE, C.I.E., Principal, Punjab Veterinary College; and
LIEUTENANT-COLONEL J. FARMER, Chief Superintendent, Veterinary Department, Punjab.*Written Statement* by the officers of the Civil Veterinary Department serving in the Punjab.*

69244. (1) *Establishment of the Veterinary School.*—So far as Northern India is concerned the first serious attempt to train Indians in veterinary science was the establishment of the Veterinary School at Lahore by the Military Department of the Punjab Government. This was carried out in 1882 on the recommendation of a special committee. The original scheme contemplated the provision of assistants sufficiently well trained to assist the Veterinary Officers in the horse-breeding districts, transport, and Indian Cavalry. The Committee decided that what was required was a class of men who would be satisfied with moderate pay and who could take the place of the old salutrists who had no training at all.

(2) *Course of study.*—The standard of education

was very elementary, the men being taught to treat simple diseases by rule of thumb. An attempt was made to advance from this position in 1886, but the proposals were disapproved by the Government of India, who, in the letter No. 124 D, Military Department, dated 14th January, 1887, remarked that the course of study appeared to be in advance of the class of man from which the pupils were taken and possibly of what would be required of them in the posts to which they were likely to be appointed. They recognised that the primary education of the students was very low and recommended an even more elementary and practical course of veterinary instruction.

(3) *Standard of education raised.*—The question of cattle disease in the districts was discussed in 1882 and it appeared that some districts had already employed unqualified men to attempt to deal with it. With the extension of cultivation and the consequent rise in value of draught cattle the question of dealing with cattle plagues assumed more importance and the districts began to employ veterinary assistants for the purpose. It was soon found that the duties expected of the men had become far more important and that the standard of education which they had received was not sufficiently high. In the year 1900 therefore a conference on veterinary education was held at Ambala and the present course was prescribed, the period of training being extended from two to three years. Many new subjects were added to the course, but no increase of staff was obtained until 1904 when the Ajmer College was closed, and the students and teachers transferred to Lahore.

(4) *Subordinate Department created.*—In 1901 a subordinate veterinary Department was created by

* This statement was signed by the following officers:—Colonel H. T. Pease (Principal, Punjab Veterinary College), Lieut.-Col. J. Farmer (Chief Superintendent, Civil Veterinary Department, Punjab), Major G. K. Walker (Professor of Sanitary Science, Punjab Veterinary College), Mr. V. de V. H. Woodley (Superintendent, Civil Veterinary Department, N. W. F. Province and North Punjab), Mr. H. E. Cross (Camel Specialist), Mr. G. Taylor (Superintendent, Civil Veterinary Department, South Punjab), Mr. R. Branford (Superintendent, Government Cattle Farm, Hissar), Mr. W. A. Pool (officer under training), Mr. E. Burke (Professor of Surgery, Punjab Veterinary College), Khan Sahib S. Mahtab Shah (Professor of Anatomy, Punjab Veterinary College), Khan Sahib S. Sardar Shah (Professor of Cattle Pathology, Punjab Veterinary College), Mr. Ghulam Hussain Khan (Hospital Surgeon, Punjab Veterinary College).

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amalgamating the men hitherto employed under local bodies with the staff already working in the horse-breeding department. The number of men was 102, of which 31 were occupied in horse-breeding work only. They were under three Superintendents, who were Imperial Officers. Two of these officers devoted their time entirely to horse-breeding duties. In 1903, owing to the transfer of Imperial horse-breeding to the Army Remount Department, the staff was reduced by one superintendent and 34 assistants. In 1904 the grade of Veterinary Inspector was sanctioned and six selected veterinary assistants were appointed. In 1905 a third Imperial Officer was sanctioned for the district work and a third Imperial Officer for the College. These appointments had become necessary owing to the rapid development of the Department and the increase in the work.

(5) *The present position.*—The staff employed in the districts at the end of the year 1911-12 consisted of three superintendents of which one was shared with the North-West Frontier Province, 15 inspectors, and 169 assistants. In the past 11 years the number of hospitals has increased from 7 to 109 and the number of animals treated from 76,796 to 300,719. In 1901-02 when animals were first inoculated against disease in the field, 1,306 inoculations were carried out and in 1910-11 103,714 were performed. It has recently been found necessary to still further improve the standard of education to provide more highly trained graduates and a scheme for this purpose is under consideration. Another scheme for the creation of a grade of Deputy Superintendents for district work has been submitted to Government and it has been proposed to select these officers from the grade of inspector.

In order to improve the qualifications of inspectors a post-graduate course of one year at the College has been sanctioned. It will be brought into effect as soon as the necessary accommodation has been provided.

(6) *Present staff.*—The present constitution of the Civil Veterinary Department in the Punjab is:—

(a) *Imperial Officers.*—(1) Army officers transferred to Civil employ; (2) Civil officers appointed by the Secretary of State for India.

(b) *Provincial Officers* appointed by the Local Government.

(c) *Veterinary Inspectors.*

(d) *Veterinary Assistants* appointed by the Chief Superintendent with the approval of the Director of Agriculture.

The Imperial Officers transferred from the Army Veterinary Corps accepted the rules which relate to their conditions of service in 1901. All the officers had been for some time in Civil employ. Their services were permanently transferred. Their rules have been repeatedly revised and have been the subject of considerable controversy.

69245. (I) *Methods of Recruitment.*—No more Military officers are now being recruited. The present system of selection of Imperial officers by the Secretary of State for India appears to be satisfactory. The system of recruitment of the Provincial Service is also satisfactory.

69246. (II) *Systems of Training and Probation.*

—*Training of Imperial officers.*—The system of training officers in the Punjab is satisfactory in principle. Newly joined officers are posted for training under senior officers. It is considered necessary that the period of training should extend to at least two years and that officers should not be called upon to officiate in responsible appointments before the expiration of this period. Every facility should be given to newly joined officers to learn the vernacular. If possible, young officers should be deputed during their first hot weather to the Imperial Laboratory to gain experience in contagious diseases as they occur in India. With regard to probation it is agreed that five years is too long. Three years should be sufficient.

—*Training of Provincial Staff.*—The system of training the Provincial Staff has already been referred to. Sanction has been given for a post-graduate course for Inspectors. In order to improve the standard of training it appears necessary to

establish a second vernacular college for Northern India. The classes in the present College are far too large as has repeatedly been pointed out by the Board of Examiners. A somewhat higher preliminary education standard should be demanded and the professional course of study should be extended to four years.

69247. (III) *Conditions of Service.*—*Abolition of Inspector-Generalship.*—The fact that the rules for the officers transferred from the Army have proved controversial has already been stated. The Department was started as an Imperial Service with an Inspector-General at its head and the best men were tempted from the Army Veterinary Corps to transfer to the Indian Civil Veterinary Department on the understanding that they would remain under the direction of a professional head and that the best appointments in the various provinces would be open to the best qualified officers including that of Inspector-General. Later Civilian officers were recruited under practically the same conditions of service and the fact that there was a desirable appointment in the shape of the Inspector-Generalship has been held out as an inducement to join. On the 31st March, 1912, the post of Inspector-General was abolished and the result is that owing to his loss there is no cohesion in the professional work in the various Provinces and the Government of India have no veterinary adviser. The abolition of this appointment has had a most disheartening effect on the officers of the Department, who regard it as a breach of faith on the part of Government. It is bitterly resented and there is not a single military officer who does not regret that he transferred his services from Military to Civil employ.

—*Appointments and selection.*—The policy adopted by the Government of India in filling important appointments carrying extra allowances in the various Provinces has operated very unfairly on many senior officers and is contrary to the spirit of the rules. Experienced and approved officers have not been treated with any consideration in this matter, young and inexperienced ones having been given desirable appointments irrespective of the claims of senior men. In a small Department the tendency to the provincialisation of the officers is bound to cause irregular promotion and consequent dissatisfaction. At present Imperial officers are uneasy, as they do not know in whose hands their official careers are placed, and this gives rise to much uncertainty. This is especially the case in regard to promotion to the rank of Lieutenant-Colonel, which under the rules for Army officers is to be made by selection. It is not understood how it is possible to exercise selection fairly, now that there is no professional head of the Department to give advice in the matter, and the Government of India have no adequate means of judging the relative claims of officers employed immediately under them and under the provincial Government.

—*Provincial Staff. Insecurity of Service.*—In regard to the provincial staff employed in the Punjab, one matter which causes considerable dissatisfaction is the insecurity of the conditions of service. So long as the Service is provincial, carrying pension and ensuring supervision and direction by professional officers who understand the work and conditions, the men are contented and work well. Any attempt to change the conditions of service leads to great unrest and uncertainty, reacts unfavourably on the recruitment of students, the training at the College, and is prejudicial to the interests of Government and of the public.

69248. (IV) *Conditions of Salary.*—*Rates of pay.*—The salaries of the different branches of the Service may be briefly summarised as follows:—

(a) Army officers in Civil employ receive their army pay plus Civil allowances ranging from Rs. 150 to Rs. 500 per mensem according to rank.

(b) Imperial officers appointed by the Secretary of State commence on Rs. 500 per mensem and receive an annual increment of Rs. 40 up to Rs. 1,100 when the increments cease. On attaining 21 years' service the pay is Rs. 1,200 per mensem.

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(c) The salary of the abolished post of Inspector-General was Rs. 2,000 per mensem.

(d) The pay of the Provincial Officers at the Punjab Veterinary College ranges from Rs. 200 to Rs. 400 per mensem. One officer is in receipt of Rs. 625 per mensem; but this is a special case. Deputy Superintendents, when appointed, will probably receive Rs. 200 to Rs. 400 per mensem.

(e) The assistant teachers at the College draw salaries ranging from Rs. 45 to Rs. 200 per mensem.

(f) Veterinary Inspectors commence on Rs. 75 per mensem and receive two septennial increments of Rs. 25 per mensem to bring their pay up to Rs. 125.

(g) Veterinary Assistants are paid Rs. 30, Rs. 40 or Rs. 50 per mensem, according to their grades. All the above are subject to the ordinary rules regarding leave, and all ranks are pensionable. The pension of the Inspector-General was £700 per annum.

The Provincial Staff employed at the College and the Veterinary Assistants have had their salaries revised fairly recently. The pay of the Imperial Officers and the Inspectors was fixed when the cost of the necessities was considerably less. Better conditions are indicated. The abolition of the post of Inspector-General has affected the prospects of some of the Imperial Officers very seriously, and compensation in both pay and pension should be given.

—*Increase of pay necessary.*—The civil allowances of Lieutenant-Colonels and Colonels should be increased. At present there is no increase in the Civil allowances after 20 years' service.

—*Military officers.*—The pay and pension of military officers depend on their rank promotion and not on length of service. When the Department was formed this fact did not receive sufficient consideration, and the consequence is that a number of officers of very much the same standing were recruited and a serious block in promotion has resulted. If the present rules are adhered to, it is possible that some officers might never be promoted to the rank of Lieutenant-Colonel, however deserving they might be, whilst a more fortunately placed officer has been promoted Lieutenant-Colonel at 17½ years' service. The only way to remedy this anomaly is to introduce a time-scale as in other Services. Majors should be promoted to Lieutenant-Colonels at 20 years' service as in the Indian Medical Service.

—*Civilian officers.*—Civilian Veterinary Officers should have their pay increased by annual increments of Rs. 50 per mensem up to the pay of a Lieutenant-Colonel and a senior selected officer should receive Rs. 1,800 per mensem.

—*Provincial Staff.*—It may be stated that none of the provincial staff are satisfied with their present rates of pay, and this is a matter which militates against obtaining better material for training. It is hardly to be expected that men who have passed the entrance examination of an Indian University will be induced to take a four years' course in scientific training by the pay now offered to Veterinary Assistants.

69249. (V) *Conditions of Leave.*—It is understood that improved conditions of leave are contemplated for the Civil Service, and these will naturally be applied to all officers serving under the conditions laid down in the Civil Service Regulations. All officers should be allowed furlough pay at the minimum rate of £500 per annum.

—*Furlough reserve.*—The question of furlough reserve in each Province is an important one. Since

the abolition of the post of Inspector-General no adequate arrangements appear to have been made to carry out the rules regulating furlough. Arrangements for filling furlough vacancies should be made in each Province, an adequate reserve being maintained. In the Punjab two reserve officers at least are required in addition to the officers under training.

—*Study leave.*—Imperial officers should be encouraged to avail themselves of post-graduate instruction when on furlough. The recent reduction in study leave allowances for Military officers of the Department has caused dissatisfaction.

69250. (VI) *Conditions of Pension.*—Military officers of 30 years' service should be entitled to a consolidated pension of £700 per annum to bring them in line with other Services (Indian Army and Indian Medical Service). Civilian officers should be allowed good service pensions of Rs. 1,000 per annum as granted to other Departments.

69251. (VII) *Such limitations as may exist in the employment of non-Europeans, etc.*—It has been shown above that until better prospects are offered and the standard of education is improved, it is not possible to give many more higher appointments to non-Europeans than those offered at present.

As many superior appointments as possible are at present held by non-Europeans at the Veterinary College. The men have been specially selected and trained by the European Staff and are quite satisfactory as teachers. Deputy Superintendents should be capable of carrying out the work of Superintendents under the general supervision of the latter, who must be European officers.

There should be one Superintendent or Deputy Superintendent for each revenue division of five or six districts, and eventually, as qualified men become available, charge of half the number of divisions might be held by Deputy Superintendents (non-Europeans). It is recommended that eventually each district should have its own district Veterinary Officer, the district being the most convenient administrative unit.

69252. (VIII) *Relations of the Service with the Indian Civil Service and other Services.*—*The Director of Agriculture.*—The arrangement under which the local head of the Department is a Director of Agriculture has hitherto worked fairly well, but it is felt that when the Department grows stronger it would be more satisfactory to select its head from among its own members. So long as a civilian Director of Agriculture is prepared to accept the advice of his veterinary officers and content himself with administration only, there is no great objection to the present system, but any interference in professional matters is naturally resented. It has been stated that the appointment of Director of Agriculture might eventually be given to an officer of the Agricultural Department. This would not be acceptable to this Department even if the appointment of Director of Agriculture was made equally open to a veterinary officer.

—*A Bureau of Agriculture.*—It is suggested that a Bureau of Agriculture should be formed by the Government of India in charge of a senior officer of the Civil Service and that he should be given the assistance of two advisers, one veterinary and one agricultural, on an equal footing. These advisers would practically be the heads of their respective Departments and would have the benefit of the administrative authority of a member of the premier Service. This is a system very generally adopted in western countries and is found to work satisfactorily on the whole.

COLONEL PEASE and LIEUTENANT-COLONEL FARMER called and examined.

69253. (Chairman.) COLONEL PEASE said the written statement which had been sent to the Committee represented the unanimous views of the Veterinary Service in the Punjab. Recruitment from the Army to the Veterinary Service had ceased in 1901, but there were still ten military officers remaining in the Department.

69254. He did not think the present method of selection could be improved. In selecting candidates the Secretary of State took the advice of Sir John M'Fadyen, the Principal of the Royal Veterinary College in London, and he also had the assistance of a retired member of the Civil Veterinary Department, Colonel

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Queripel, so that in practice, Indian experience was represented on the Selection Committee. The work of the Veterinary Department at the present time was almost entirely devoted to cattle. He thought all candidates for the Imperial branch of the Service should have a diploma of the Royal College of Veterinary Surgeons, and take a post-graduate course in one of the branches of veterinary science. He did not think insistence on those qualifications would in any way unduly limit the area of selection. The average age of recruits was 27, which he thought rather old, but it had been impossible to obtain men who had been through a post-graduate course at a younger age. There was no precise age-limit, but he thought it would be better from the point of view of the service that a man should come out younger; he would fall into the ways of the country more quickly and learn more easily.

69255. With regard to the comparative merits of a system for the direct recruitment of Indians and of a system for the promotion of Indians from the subordinate ranks, witness said it was very difficult to give an answer in the case of the Veterinary Department. Veterinary education in India was started in 1882 by the Military Department, who found a lack of men who could assist veterinary officers in minor operations. Those men were supposed to work in the Army Remount Department, and also in the native cavalry regiments, and they dealt largely with horse veterinary work. Men were selected who had some knowledge of animals and how to handle them. They went through a very short and elementary course of training at a veterinary college in the Punjab. This went on until 1886, when the Department thought it was not obtaining good enough men and suggested that the course should be somewhat improved. After consideration, the Military Department decided that they did not want any better men and would not improve the course, because they said that the men who were being taken into the Service were not qualified to go through any severer course of training. Nothing was done to improve veterinary education until the time of the conference to which reference had been made in the written statement. Then a three years' course was inaugurated, and certain subjects were added to the curriculum.

69256. It was found at the present time that this course was not sufficient for the requirements of the Department, and a course lasting as long as the English course had been suggested, which it was thought would provide the Department with Indians who would be capable of becoming Deputy Superintendents. Such Deputy Superintendents would be placed either in teaching institutions as teachers, or in charge of districts under the general supervision of English superintendents. So far the Department had not produced any Indians who were capable of taking independent charge. There were certain selected men in the Department who had been doing the work of a European in so far as teaching was concerned, under supervision, and they had worked exceedingly well. It was hoped that in the future Deputy Superintendents would be able to take charge of divisions. At the present time there were three such Deputy Superintendents sanctioned for districts in the Punjab, and there were three in the Punjab Veterinary College. Men in the rank and file would be eligible for promotion to the post of Deputy Superintendent. The best men would be selected, sent to the Punjab College to take a post-graduate course, and if they passed the examination which would be held at the end of the course, they would be given the appointment. From the present time, therefore, there would be two methods of recruitment. There would be officers entering direct after a post-graduate course and promoted officers coming up from the subordinate ranks.

It would be very difficult to suggest any fixed proportion of these officers as the Civil Veterinary Department was a growing concern. It was of recent origin, and in many

of the Provinces there was only one Superintendent. He thought the pioneer work should fall on the men recruited in England, but he thought when the Department as a whole arrived at the stage at which it was in the Punjab, it could look to the indigenous material to supply some of its wants. His Department had suggested for the Punjab that there should be one Provincial Superintendent in charge of each revenue division—which consisted of five or six districts, and that half of the divisions should be held eventually by English trained men, and half by Indian trained men. The Indian trained men would occupy a somewhat different status and position from that of the European trained men, but it was difficult to give any opinion as to how the experiment would succeed. He did not apprehend that as the Indian officer's responsibility increased the same difficulties and the same grievances would be encountered as had been found in other Services, but he could give no reason for his opinion on this point.

69257. At present there were five Veterinary Colleges, one in the Punjab, one in Bombay, one in Bengal, one in Madras, and one in Burma. There was a very excellent supply of candidates for the vernacular colleges and a very fair supply for the English colleges. The vernacular colleges had not sufficient room to accommodate the number of men wishing to join. Very nearly all the students from the colleges obtained Government appointments. Those who did not do so went to foreign countries, or to Native States. He would like to see the educational standard for entry to the Punjab College improved a little, provided there was a four years' course, but he would not insist on raising it very much. He should like the period of training to be lengthened. A loophole should be left for men who had not the necessary educational qualifications, but who were suited to the work. Many of the men in the Service were agriculturists who had not had opportunities of acquiring an education. There were Government scholarships for college students. He could not tell how many scholarships there were in the Punjab, but they were sufficient for all Civilian students. A certain number of Indians have the diploma of the R.C.V.S.; he could not say the exact number. He did not think the possession of a diploma would be fair evidence of fitness for the Imperial Service. The test was a high one, but he thought men who were coming out to India should be selected. He did not think there would be any great objection to the Government providing facilities to enable some educated Indians to go to England with a view of obtaining the diploma of the R.C.V.S., but it would give rise to some dissatisfaction in the Department unless these men were selected from the rank and file.

69258. If Indians had to be given the opportunity of entering the Imperial Service of the Veterinary Department, he thought the most effective course would be to select them from the Provincial Service rather than to adopt a method of direct recruitment. Although the possession of a diploma was evidence that a man had been through a very considerable course, he thought there was a considerable difference between a man's ability in college and at work. The colleges gave very little practical experience of a technical nature, and this applied especially to an English college, where it was hardly possible to acquire any knowledge of Indian conditions. At the present time the Indian college was very much behind the English college owing to the shortness of the course. For instance, in physiology, an Indian college had no time to give a laboratory course, and in pathology a student could not do histology and practical microscopical work. The Indian colleges had sufficient staff, but not sufficient time. The subjects were now so numerous in the final years' examinations, that no teacher got students for more than an hour a day, and that left no margin of time for practical work. Such a state of things should be rectified by extending the training to four years, but even so he was afraid the Indian

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colleges had not the equipment or the general machinery to be able to give as good an education as the Royal College gave in England, unless the services of special teachers were secured.

69259. He did not see any very great objection to officers engaging in private practice, but the idea of Government was that it would be as well to prevent officers from doing so, from a fear that possibly in a very large town, where a very lucrative private practice could be obtained, they might devote more of their time to their own private practice than to Government work. The demand for the revival of the post of Inspector General was put forward on the ground that such a post was required in the interests of the Service, and also because it would afford means of improving the prospects of officers in the Department. In the first place, there was no one to give advice and assistance to Veterinary Officers in Provincial appointments. They were not represented in any way. When a discussion arose with regard to veterinary matters, there was no one to advise the Government of India. The work of Veterinary Officers was not understood by the people who were supposed to supervise it. Under the present system there was no one to judge whether a man was doing good work or bad work, and the bad man had just as much chance as the good man. Again, there were certain posts for which men had to be selected, and some opinion had to be formed as to their qualifications, and there were no means at present of that being done. The present method of selection was unsatisfactory from the point of view of the Military Officers in the Department who urged that there was no one to say when they deserved promotion, and so on. His colleagues did not agree that the discretion in matters of promotion lay with the Director of Agriculture. Veterinary Officers claimed that it was impossible for a layman to take up such a position. The main reason why it was desired to see a revival of the post of Inspector-General was in order that he might make selections for promotion, and co-ordinate the work of the Department. He admitted that the latter was administrative work, but he did not think that an officer without technical qualifications could undertake such work. For instance, if the Veterinary Department desired to make an enquiry into some disease in India, there were no methods by which it could do so. It could not arrange what was to be done or what material was to be collected. The instructions for such work would come from the Adviser of Agriculture, but there ought to be somebody to advise him.

69260. He was opposed to the idea of organising the Service on a Provincial basis. He thought it was far too small. Officers had entered the Service on the understanding that if desirable appointments fell vacant in other Provinces, suitable officers would be transferred to those appointments. That had, so far, not been done, with the result that a great deal of dissatisfaction had arisen. Junior officers had been given desirable posts by Provincial Governments over the heads of fully qualified senior officers from other Provinces. He knew of at least two instances of that nature which had caused a great deal of heart-burning in the Service.

69261. At the present time the Department in the Punjab was sufficiently staffed and had an adequate leave reserve.

69262. Cattle breeding and horse breeding was supposed to be under the control of the Veterinary Department, but he believed the Agricultural Department undertook certain experiments with milch cattle. In the course of their ordinary work in regard to stock, Veterinary Officers were very seldom brought into contact with Agricultural Officers, as very few of the latter are working in the districts.

69263. The complaint that the maximum salary of Civil Officers in the Department was reached after 16 years' service could be met by lowering the minimum salary of Rs. 400 by increasing the maximum, and by slightly lowering the annual

increment, but he did not think if such a scheme were adopted a sufficient number of recruits would come forward. The present position was that the Civil Veterinary Department, which formerly was one of the most popular Departments amongst graduates in England, had now become one of the least popular. A Departmental Committee had been appointed in England to consider the question of veterinary training, and evidence had been given to the effect that "the best men now qualifying at home preferred going into the Army Veterinary Corps to going into the Indian Civil Veterinary Department." Owing to the abolition of the Inspector General and to the lack of any prospects after 15 years' service the impression had got abroad that the Service was not worth the attention of good men. Many of the best men who came out to the Service seven or eight years ago had resigned and had obtained better appointments in other countries. The salary offered in the first place seemed very good to a man who did not know anything about India, but after he arrived in India, he found that in 15 years he came to the end of his prospects, and that he had to serve 30 years before obtaining a pension. He desired to see the salary raised after 15 years' service, his contention being that the civilians in the Department were doing the same work as men who came from the Army, and had in fact in some instances longer training. He laid stress on the importance, in the interests of the Service, of an advance in pay, because unless such an increase was granted good recruits would not be obtained, and, if they were obtained, they would not remain in the Service.

69264. The pay of Deputy Superintendents varied in different Provinces, possibly because the cost of living varied in different parts of India. His opinion was that Deputy Superintendents should start from Rs. 250, rising by annual increments of Rs. 25 up to Rs. 500.

69265. Under present conditions officers did fail sometimes to obtain the leave and furlough due to them. One officer had been refused leave twice, not so much because the leave reserve was inadequate as because there was no one to see that the regulations regarding furlough were carried out. With regard to the suggestion which had been put forward by certain witnesses, that the Director of Agriculture should be appointed from within the Department, and should not be an Indian Civil Service Officer, the witness said that the Veterinary Department would rather have an unbiassed head. There was such a thing as Departmental jealousy, and Veterinary officers feared that if they were placed under the head of another Department, which was junior to the Veterinary Department, they would have a bad time. His objection applied both to Provincial Directors of Agriculture and to the Agricultural Adviser to the Government of India.

69266. (Sir Valentine Chirol.) He objected to being placed under the Agricultural Adviser because such an officer would not be in a position to know what were the interests and desires of the Service. The Veterinary Department would not regard him as competent to represent to the Government of India what were the real interests and wants of the Department. If veterinary officers were not placed under a member of their own Department they would prefer to be placed under a Civilian. At the present time there was nobody who could voice their claims or their interests to the Government of India, and to whom the authorities of the Department in the Punjab could appeal.

69267. Of the Indian Colleges two were vernacular, one in Burma and one in the Punjab, the rest were English. Such colleges were very much behind the Royal Veterinary College as regards staff, but not in regard to equipment. He thought the Punjab Veterinary College was as well equipped as any other. The present professorial staff was satisfactory for the four years' course, but if it was proposed to establish a degree of a standard equal to that obtained in England, then better qualified specialists would

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have to be secured. This inadequacy of resources was far greater in other parts of India than in the Punjab, where the organisation was much more advanced than it was elsewhere.

69268. (*Mr. Madge.*) The Veterinary Department and the Agricultural Department were, in his opinion, of equal importance to the industrial development of India. If a veterinary officer were promoted to be the head of both Departments he would be absolutely disqualified to advise the Government with reference to agriculture, unless he happened to have had Agricultural experience. His Department did not ask to be put in charge of agriculture. The suggestion was that there should be a Civilian Minister for agriculture, who would have under him an Agricultural Adviser and a Veterinary Adviser. He did not set much store by the diploma obtained after four years' study, because it was of little value without practical experience.

69269. (*Mr. Sly.*) It was the case at present that in matters of importance the Director of Agriculture consulted not only the senior officer of the Veterinary Department, but also all other Veterinary Officers; but in so doing he only got confused.

69270. With regard to the Provincial Service, Deputy Superintendents were recruited by promotion from the lower grade in the Service after having undergone a special post-graduate course at the Veterinary College. None of them were recruited direct to the Department. He preferred a scheme under which Deputy Superintendents should be recruited by promotion from the subordinate Veterinary Department, rather than by direct recruitment. At present in the Punjab, recruitment was made to very low grades. That was one of the chief difficulties which had to be dealt with. The pay of Veterinary graduates on first entry was really no better than that of a coolie—Rs. 30 a month. In the past it had been possible, on account of the cadre having to be filled up, to recruit men direct to the first or second grade, but the prospects to the Veterinary graduate in future were that after three years hard work he would get an appointment worth Rs. 30 a month. He thought if the salary was raised to Rs. 50, officers would be obtained of sufficient ability to fill the post of Deputy Superintendent. He thought a scheme for entering direct recruits on a scale of salary comparable with that of the Provincial Service in other Departments would cause dissatisfaction to the rank and file of the Service. An Inspector who had proved himself a satisfactory officer, would not like to see a man who had been sent home at the expense of Government brought in over his head. No doubt the solution of that difficulty in other Departments had been found in setting aside a certain number of appointments to be filled by the promotion of exceptional subordinates, but in the Punjab Veterinary Service there were so few appointments that he did not think it would be possible to apply the same remedy.

69271. He did not think, taking into account the very limited demand for graduates in the Veterinary Department, that there would be any justification for suggesting to the Government of India the institution of an Imperial College in India for the training of Indians to become members of the Imperial Service of the Veterinary Department; the expense would be too great. He thought it would be cheaper to send men to England for

training. He agreed, however, that in a first class Veterinary institution in India, and amid his own surroundings, a Veterinary Officer could be taught better, and on a higher standard than he could in England. He thought English surroundings were to be avoided.

69272. (*Chairman.*) He was assuming the institution of an entirely new college, and not the utilisation of material already available in India.

69273. (*Mr. Sly.*) He thought the allowances granted to Principals of Colleges were necessary and justifiable. He did not know of any other Province where the Principal of an institution did not get more than his Professors.

69274. With regard to the claim put forward by certain Provincial Officers that they should be permitted to retire at 25 years' service instead of 30 years, he thought the latter period was far too long to ask a man to serve for a pension. The pension question was creating a great deal of dissatisfaction.

69275. (*Mr. Gokhale.*) The three members of the Provincial Service who had signed the written statement had done so in their personal capacity. All the 175 members of the Provincial Service had not been consulted, and therefore the statement could not be taken to represent the views of the entire Service, Imperial and Provincial.

69276. The Provincial Officers at the Punjab Veterinary College, whose present rate of salary ranged from Rs. 200 to Rs. 400 per mensem had entered the Service 25 years ago on Rs. 15 per mensem and had risen to the rank of professor. The assistant teachers in the college, whose present pay was from Rs. 45 to Rs. 200 per mensem had begun on Rs. 30.

69277. He reiterated his opinion that there was no demand at the present time for an Imperial College in India, although it had been the ideal of many officers that in the course of time the Veterinary Department would be sufficiently developed to allow of such an institution being inaugurated. Until that time arrived, he agreed it would be an advantage to send selected Indian graduates to England from the different colleges, and if they qualified then recruit them into the Imperial Service, but he did not recommend the adoption of any such scheme. If some of the best graduates of the colleges were selected to be sent to England with scholarships, he did not think any objection could be raised by the rank and file of his Department.

69278. (*Chairman.*) The fact that the allowances for study leave of the Imperial Officers had been recently reduced from Rs. 8 to Rs. 6 a day had had a discouraging effect. He would recommend that study leave to Europe should be given to Provincial Deputy Superintendents, provided they did not go to Camden Town, but were sent to some place, such as a University, where they would be looked after. But personally he was of opinion that such men would obtain more benefit from the post-graduate course which was going to be started in India.

69279. COLONEL FARMER said it was suggested that the salary for Veterinary assistants on joining the Service should be Rs. 50, Rs. 65 and Rs. 80 instead of the present rates of Rs. 30, Rs. 40 and Rs. 50. He thought these rates were urgently required and would in fact be adequate to induce better men to enter the College.

(The witness withdrew.)

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At Calcutta, Thursday, 22nd January, 1914.

PRESENT :

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

SIR VALENTINE CHIROL.

WALTER CULLEY MADGE, Esq., C.I.E.

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

HERBERT ALBERT LAURENS FISHER, Esq.

R. R. SCOTT, Esq. (*Joint Secretary*).

MAJOR A. SMITH, Principal of the Bengal Veterinary College.

Written Statement relating to the Civil Veterinary Department.

69280. (I) **Method of Recruitment.**—The present method is considered satisfactory.

69281. (II) **System of Training and Probation.**—It is suggested that all officers on arrival in India should be considered as under training for at least two years, more especially as during this period he is required to pass his vernacular tests, and would allot their periods of duty somewhat as follows:—

- (a) Nine months attached to a college;
- (b) Three months at the Muktesar laboratory; and
- (c) One year touring in the district under a Superintendent.

The probationary period might remain as at present.

69282. (III) **Conditions of Service.**—The abolishment of the post of Inspector-General has materially changed the conditions of service and prospects. In addition to the loss of an appointment carrying extra pay and pension, it deprives the Department of an officer to whom the other officers of the Department could appeal for professional advice and assistance.

69283. (IV) **Conditions of Salary.**—The civilian officers of the Department attaining their maximum salary at 16 years' service (with the exception of a rise of Rs. 100 at 20 years) is unsatisfactory. An improvement of salary between the 16th and 30th years of service might, with advantage, be considered.

69284. (V) **Conditions of Leave.**—Unsatisfactory, for the reason that sufficient provision is not made for leave reserve officers.

69285. (VI) **Conditions of Pension.**—As mentioned in paragraph 69282 the loss of the special pension attached to the abolished post of Inspector-General detracts from the conditions under which we were induced to join the Department.

It is considered that officers of the Department should become entitled to the special pension of an extra Rs. 1,000 per annum for long or meritorious service.

69286. (VII) **Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of Services into Imperial and Provincial.**—I am not aware of any

limitation to the employment of non-Europeans in the Department.

The existing system of division of services into Imperial and Provincial is satisfactory.

69287. (VIII) **Relations of the Service with the Indian Civil Service and other Services** are satisfactory.

69288. (IX) **Any other points.**—The Department, since the post of Inspector-General has been abolished, is working at a great disadvantage. It is considered that a professional head is most necessary in a country like India.

The Department is very much undermanned in Bengal, perhaps more so than in any other Province in India. There is urgent need for a second Imperial officer at the Bengal Veterinary College. Other colleges doing similar work in India, have at least two and at the Punjab Veterinary College five Imperial officers are sanctioned.

To bring the Bengali students up to an efficient standard in the veterinary profession, they require a considerable amount of personal attention from the European staff. With only one officer, as at present, who, in addition to his duties as Principal, is also Superintendent of Glanders and Farcy operations in Calcutta and its suburbs, it is impossible for him to give necessary time and personal attention to the students.

Again, there is a well-equipped laboratory at the College which requires a specially trained European officer whose time would be well occupied in routine diagnostic work, research work, teaching bacteriology and serum therapy in connection with contagious diseases and in conducting the post-graduate classes.

In Bengal a second officer could well be employed in the districts. It is most difficult for one man to efficiently supervise his staff distributed over such a large area. His time is so taken up with routine work that little time is left to personally attend outbreaks of infectious diseases, to investigate the numerous diseases which at present are little understood, or give attention to the important subject of the improvement of cattle.

The Province of Bengal could very advantageously employ a second permanent Superintendent, with a third temporary junior or temporary officer who could be called on to officiate when either of the first named were either ill or on leave.

MAJOR A. SMITH called and examined.

69289. (*Chairman.*) The witness had occupied his present position for two years and he had been 21 years in the Service.

69290. The best means of recruiting Indians to the Imperial Service of the Veterinary Department would be by direct recruitment with an English qualification.

69291. There were no Indians in the service at the present time who held the English qualification of R.C.V.S. There had been one, who had died.

69292. He would also agree to Provincial Officers of exceptional merit being promoted to the Imperial Service.

69293. Since the post of Inspector-General had been abolished, the Veterinary Department had been working at a great disadvantage. In the first place, without any direct representation to the Government of India, it was very difficult for

anyone in Bengal to ascertain what work was being done in other Provinces. Then, if an officer wanted leave, it was very hard for him to obtain anyone to officiate in his place. The greatest objection to not having an officer of the rank of Inspector-General was that no two Provinces in India were working on the same lines. The subordinate officers were paid differently, their work was not co-ordinated; they were either under the Local Government or under district boards and municipalities, and the system in every Province was different.

69294. The post of Inspector-General had been abolished two years ago. The unsatisfactory conditions he had just described did to some extent obtain even during the period in which there was an Inspector-General, but there were signs of improvement and all Provinces were being brought

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Major A. SMITH.

[Continued.]

into line. As soon, however, as the post was abolished, every Province was left to its own account, and progress became very difficult.

69295. At present the witness communicated with the Director of Agriculture in Bengal, and any communication to him went through him to the Agricultural Adviser to the Government of India. The objection to that procedure was simply that it had no value, as the adviser was incapable of giving advice to the service on any point. The service was suffering from the absence of an expert official adviser.

69296. He did not think a Commissioner of Rural Development if appointed would be of any value outside the Province, but in the Province he would be of great assistance. The service would gain much more help from him than was possible under the present arrangement, as he would be a stronger representative with the Local Government than the present Director of Agriculture; but he could not see how such an officer was going to replace the Inspector-General of Veterinary Services.

69297. The veterinary staff in Bengal was undermanned for the outdoor work. It was very difficult for an officer efficiently to supervise a staff distributed over so large an area. A man's time was taken up with routine work and little time was left for him to attend to outbreaks of infectious diseases. He did not admit that that suggested the desirability of increasing the staff for routine work, rather than the desirability of increasing the Imperial staff. Bengal required at least two Imperial Officers; in fact three could be well employed, especially as each Province would have to keep up a leave reserve, for which at present no provision was made. For instance, only the previous day he had had a communication from one end of the Province to say that glanders had broken out, and he had had another communication from the other end saying that there was an outbreak of hæmorrhagic septicæmia of a virulent form.

69298. The outbreak of disease entailed much work of a routine character, but at the same time it was essential that an Imperial officer should get to the spot as soon as he could. In outbreaks of glanders, an animal was never allowed to be destroyed without the sanction of an Imperial Officer, as compensation had to be given by Government. There were no reliable Provincial Officers in the Department who could undertake the work, because there was no one higher than an Inspector in the Province.

69299. With regard to leave, the witness was doing the work of two men at present. An extra officer was required as a leave reserve. The whole Department had been undermanned for some years, especially in regard to routine work.

69300. He suggested an improvement of salary between the 16th and 30th year of service. After the 16th year there should be a rise of Rs. 200 at intervals of four or five years.

69301 (Mr. Madge.) One of the first difficulties in the way of raising the standard of training for the veterinary profession in India would be expense. There would have to be a separate college, a separate staff of English teachers, and there would have to be insistence on a certain standard of general education before students were admitted. Students would have also to be given some guarantee of future prospects. If those difficulties could be overcome, and if Government would guarantee recruitment to the Imperial Service, he saw no paramount obstacle. It would take some years before competent men were turned out. Again, the expense of such a system as compared with the present scheme of sending specially selected men to Europe to qualify would be very large.

(The witness withdrew.)

69302. There were certain conditions so peculiar to India as to give an advantage to the locally trained man, provided a higher standard of training was possible.

69303. There was nothing to prevent any suggestions made provincially being communicated through the Secretariat to the Supreme Government, and being carried out in that way, if only there was someone at the head who could receive the communication, and intelligently interpret it from a professional point of view. He did not agree with the opinion that what was required by the head of a Department was statesmanship and not professional knowledge.

69304. It was possible to train subordinates so as to make them qualified for the time being to meet and report on crises as they arose in different parts; but it would be better for the subordinate, for the owners of the cattle and for Government, if the Imperial officer himself was able to go and advise on the spot.

69305. (Mr. Fisher.) There were about 90 students in the Bengal Veterinary College, most of whom were Hindus and non-agriculturists. Their object was to enter the Government Service. The course was three years. A four years' course was not necessary, but he would suggest a five years' course for the superior grades. There was a decline in the number of students wishing to enter the college. He attributed that to bad prospects. The posts offered were insufficiently paid, and other departments paid their subordinates better. He had often admitted 50 students at the beginning of a session, and at the end of two months had lost 20. Practically no test was exacted for admission. The college was not in a position to do so. He would favour an entrance test, such as the matriculation examination. Students undergoing their course of training at the Veterinary College were usefully employed.

69306. (Mr. Sly.) There were signs in India of the rise of the independent veterinary practitioner. He knew of six successful Indian private practitioners, all of whom came from the Punjab College. They were not students who had failed to secure Government appointments; they simply preferred private practice. There was not much scope for private practice in Bengal.

69307. The proposal that the Directorship of Agriculture should be filled from the ranks of the Agricultural Service would be very unpopular with the Veterinary Department. He would much prefer a system under which the Veterinary Service would have direct representation with the Revenue Member as in Madras.

69308. It would be a suitable system of management in Provinces like the Punjab, where there were several veterinary officers, for the senior veterinary officer not only to hold charge of his own particular circle, but also to be an adviser to Government.

69309. (Sir Valentine Chirol.) He agreed that information as to what was being done in other Provinces might still be obtainable through ordinary official channels, but when it arrived it would not be of much value, as six months would probably elapse between the time of writing and reply. If there was an Inspector-General, he might wire to him and ask him what to do under certain circumstances, and he would get a reply at once. What he meant was that the service, by the abolition of the post of Director, had lost the brains of a man who knew the conditions of the service, and who was able to advise as to whether they were working on the right lines in one Province or not. The service wanted a man who was able to travel from one Province to another, and see the conditions of work and diseases as they existed in the various Provinces.

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Mr. E. H. BRAND.

E. H. BRAND, Esq., Assistant Principal, Bengal Veterinary College.

Written Statement relating to the Civil Veterinary Department.

69310. (I) Methods of Recruitment.—The Provincial Veterinary Department at present consists of:—(1) Deputy Superintendents, who are gazetted, and (2) Inspectors, who are non-gazetted, officers. These officers are recruited from graduates of the Bengal and other Indian Veterinary Colleges either directly or by promotion from the Subordinate Service.

I am of opinion that appointment to the Provincial Service should be as a rule direct; a small proportion of appointments, not exceeding 10 per cent. of the total, may be filled by promotion of specially capable and deserving men from the Subordinate Service. The Provincial Service should consist of Inspectors and Deputy Superintendents; Inspectors recruited under this system should be gazetted after five years of approved service. Candidates for the Provincial Service should have passed at least the Matriculation examination; this standard should be raised as soon as practicable to the I.A. or I.Sc. examination in the case of Indians, or the Matriculation or an equivalent examination in the case of Europeans or Anglo-Indians. Appointment to the Deputy Superintendent grade may be made direct in the case of exceptionally capable or qualified graduates. Promotion from the Inspector to the Deputy Superintendent grade should be by selection, with due regard to seniority.

69311. (II) System of Training and Probation.—Candidates would first go through the ordinary college course, and on passing their final examination would go through a post-graduate course of at least one year under a specially qualified and experienced officer appointed as post-graduate Professor. On completion of this course, they would again appear before the Examining Board to pass in selected subjects. They would then be appointed as Inspectors or, in special cases, Deputy Superintendents. In the former case they should be on probation and under training in their actual duties for one year, receiving the minimum pay of the grade; in the latter they should be on probation for two years, one of which should be under training, receiving Rs. 150 per mensem, after which they may be confirmed in the lowest grade of Deputy Superintendent, or placed in the Inspector grade (if found unsuitable). The prospect of direct appointment to the Deputy Superintendent grade would tend to attract a still better class of candidates. Officers promoted from the Subordinate Service should go through the one year post-graduate course and subsequent examination.

In the course of a few years, as these higher trained men become available, a number of higher posts may be thrown open to the Provincial Service, at two-thirds the salary of the Imperial Service, especially as the establishment of a School of Tropical Medicine in Calcutta will enable them to go through as high a course of post-graduate scientific training, as will be obtainable anywhere. That well-trained graduates can be turned out from Indian colleges is shown by the remarks of Professor Steel and Colonel Raymond.

Professor Steel was Principal of the Bombay Veterinary College, before which he was Lecturer on Anatomy at the Royal Veterinary College, London. So he had considerable knowledge of both English and Indian students. Moreover, he was one of the most eminent Veterinary Surgeons of his time. In his annual report of the Bombay Veterinary College for the year 1887-88 he says:—"I am in hopes that the average amount of knowledge conveyed to our students before they become practitioners will equal that given in British schools, but differ somewhat in adaptation to Indian practical needs. Doubtless our best men will not equal the best European graduates, but they will not fall far short, and the discrepancy will disappear with time and the further development of the college."

Colonel Raymond, who was Principal of the Bengal Veterinary College for over 15 years, at the

meeting of the Veterinary Board, in 1908, stated that the standard had been raised in Bengal to such a point, that in bacteriology, pathology and chemistry it was below the standard of any English college, but as regards cattle diseases, surgery and infectious diseases and other things likely to be of use in this country he ventured to say that the standard was as high as any college anywhere.

As the Provincial Service will, to an extent, be recruited from the Subordinate Service, and as candidates who fail to qualify for the higher service will have to fall back on the Subordinate Service, the pay and prospects of the latter should be improved. I would suggest that the starting pay should be Rs. 50, rising by annual increment of Rs. 2-8 to 100 (in 20 years), and after 25 years of approved service the pay should be raised to Rs. 120.

69312. (III) Conditions of Service.—The Deputy Superintendents of the Provincial Service are uncovenanted gazetted officers recruited in India, and liable to be transferred from the college to the department and *vice versa*. The Inspectors are non-gazetted Provincial Officers recruited in India, and are also liable to be transferred from the college to the department and *vice versa*. The conditions of the Service are regulated by the Civil Service Regulations.

69313. (IV) Conditions of Salary.—At present there are three grades of Deputy Superintendents, as under:—

1st grade	...	...	Rs. 250—15—400
2nd "	...	...	Rs. 200—10—250
3rd "	...	...	Rs. 150—10—200

The number of officers in the Deputy Superintendent grade being small, they have to wait a long time before they can expect, by casualties or retirement, promotion to the next higher grade, and thus have to draw the maximum pay of their present grade for an indefinite period; the pay and prospects of the sister Provincial Services in Bengal, such as Executive, Judicial, Educational and Public Works, are much better than those of the Provincial Veterinary Service. Moreover, in the case of the former, certain appointments ordinarily held by Imperial officers are open to the Provincial Services. I would suggest that the minimum and the maximum pay of the Deputy Superintendent grade should be raised, and a system of progressive pay, which would result in an equitable flow of promotion instead of leaving this to chance, be introduced. The Deputy Superintendents should get from Rs. 250 to Rs. 500 by an annual increment of Rs. 25 (in ten years).

There are seven grades of Inspectors at present as follows:—

1st grade	...	...	Rs. 150
2nd "	...	...	130
3rd "	...	...	115
4th "	...	...	100
5th "	...	...	90
6th "	...	...	80
7th "	...	...	70

As regards the Inspectors, considering their hard and arduous work in the district, and also in connection with the glanders work in Calcutta and the suburbs, I suggest a progressive pay of Rs. 100, rising to Rs. 200 by annual increments of Rs. 10 (in ten years).

69314. (V) Conditions of Leave.—Study leave should be given on full pay. Privilege leave should be allowed to accumulate for six months; an officer should be allowed to take half the furlough due to him on full pay, provided he forfeits the remaining half; this would allow poorly-paid officers, and those with large families, who cannot afford to go on half pay, to take long leave, which they often need but cannot take. Otherwise leave and furlough rules should be the same as adopted for other Provincial Services.

69315. (VI) Conditions of Pension.—Full pension should be allowed on completing 25 years' service.

69316. (VII) Such limitations as may exist in the employment of non-Europeans and the working

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Mr. E. H. BRAND.

[Continued.]

of the existing system of division of Services into Imperial and Provincial.—(a) No limitation exists.

(b) In Bengal there are two Imperial officers; one as Superintendent, Civil Veterinary Department, and the other as Principal, Bengal Veterinary College. The rest of the staff belongs to the Provincial and the Subordinate Veterinary Services. In the Department there are no Deputy Superintendents at present. In the college there are six Deputy Superintendents, the senior being designated Assistant Principal and the rest Lecturers. The actual teaching staff consists exclusively of Provincial Officers. Some of these officers have to lecture on subjects and perform duties similar to those lectured on and performed in other colleges by Imperial Officers. They have discharged their duties during the past 15 years with conspicuous success, inasmuch as the results and general standard of efficiency of this college for that period have been the most satisfactory of all colleges. This is borne out by the appended remarks of the Boards of Examiners and extracts from reports of the Inspectors-General, etc.

As regards the Inspectors, those working in the Department are placed in charge of a Division, and are responsible for the inspection and proper supervision of the work done at the dispensaries, horse and cattle fairs, checking outbreaks of infectious diseases, study of different breeds of cattle, etc. While those engaged in glanders work are responsible for the proper inspection of all stables and byres in their districts, and for combating outbreaks of infective diseases in cattle. There is also a Chief Inspector who supervises the work of the District Inspectors.

The Assistant Principalship of the Bombay Veterinary College is held by an Imperial officer, but in Bengal by a Provincial officer, where the duties have been carried on creditably since the establishment of this college. I, therefore, suggest that the Assistant Principalship should be reserved for the Provincial Service on special pay of Rs. 600, rising to Rs. 800 by annual increments of Rs. 40. I would also here cite the case of a former Bengal Provincial Officer, Mr. Burke, who has been appointed to fill an Imperial post of Professor in the Lahore Veterinary College on special pay. On appointment to these posts officers may be required to undergo a recognised post-graduate course in England or India.

69317. (VIII) *Relation of Veterinary Service with other Services.*—It bears no direct relation with other Services, but may be compared with other Provincial Services.

69318. (IX) *Any other points.*—The pay and prospects of the Veterinary Provincial Service at present compare unfavourably with other Provincial Services; the result is that very few well educated and better class men are attracted to it; and the veterinary profession, as a profession, is unpopular in Bengal for several reasons, religious and other. These prejudices are gradually dying, and the improvement in pay and prospects will materially help in this direction.

The Secretary of State, in his despatch of the 23rd January, 1903, states:—"And in this connection I would suggest that as the Department is now to be more or less closely confined to agricultural cattle, the veterinary colleges which are at work in India might, in future, be more largely drawn upon for suitable officials, and the staff recruited in Europe kept at the minimum necessary for the purposes of supervision." In a later despatch, in reply to a demand for an additional officer on the Imperial cadre, he gives the Government of India to understand that they need no such addition.

From the spirit of the aforesaid despatches it follows that indigenous agency should be trained for higher posts in preference to foreign enlistment. Provincial officers, as has been shown, have for years been carrying out the duties of higher posts satisfactorily; and in future, if specially selected men of approved service are appointed and undergo a course of post-graduate study, there is no reason why they should prove unequal to the higher charges that have already been, and

may hereafter be, thrown open to their division of the Service. The Board of Veterinary Conference held at Calcutta in 1908 suggested that suitable veterinary graduates may be sent to go through a special course to an English Veterinary College. The same procedure is adopted in the Agricultural Department.

In view of these declarations of the Secretary of State, I suggest that, if it is found necessary to create any additional appointments of the class at present held by officers of the Imperial Service, a proportion of such appointments should be added to the Provincial Service on a special rate of pay of Rs. 600 rising to Rs. 800 by annual increments of Rs. 40. This would not only be more economical, but would also have the effect of attracting a better class of men to join the Provincial Service.

69319. ANNEXURES TO THE ABOVE.

1. *Extracts from Resolutions on the Annual Reports.*
1911-12.—"The results of the final examination were satisfactory."

1909-10.—"The uniformly satisfactory result from year to year reflects great credit on Colonel Raymond and his staff."

1908-09.—"The high percentage (86.2) of the third year students who passed the diploma examination testifies to the efficiency of the instruction."

1906-07.—"The results of the last annual examination are highly satisfactory."

1904-05.—"The results of the examinations are, in the opinion of the Lieutenant-Governor, highly creditable to the principal and teaching staff."

1903-04.—"The results of the examinations of the three classes were extremely satisfactory, and the Lieutenant-Governor agrees with the Director of Land Records that they are highly creditable to the principal and the teaching staff of the college."

1902-03.—"These results reflect the greatest credit on the principal and his staff."

1901-02.—"The results of the examinations at the end of the year were creditable both to the students and the lecturers."

1900-01.—"The results of the examination were creditable to the students and their instructors in all three classes, more especially in the Diploma examination, in which all the candidates were successful."

1899-1900.—"The results of which were very creditable to the Principal and tutors."

1898-99.—"The results of the annual examination of the institution were most satisfactory."

2. *Extracts from Inspector-General's Administration Reports.*

1910-11.—"Taking the percentage of passes, Bengal stands first."

1909-10.—"This year the Bengal Veterinary College takes the lead as regards the percentage of graduates passed by the Board of Examiners. The results were considered to be very good."

1908-09.—"The results of the year's work are good; 38 out of 51 students passed the first year's, 37 out of 45 the second and 25 out of 29 the final year's test. Taking all things (College) into consideration, the results of the work done are satisfactory."

1901-02.—"The Examining Boards have reported very favourably the results of the Punjab and Bengal Veterinary Colleges."

1900-01.—"Bengal again heads the list so far as the percentage of passes are concerned."

1899-1900.—"Bengal heads the list, and it is satisfactory to learn that in the important subject of operative surgery the students showed scientific skill."

1898-99.—"The success obtained at the Bengal Veterinary College is most satisfactory."

1897-98.—"This school has made most rapid strides during the past year."

3. *Examiners' Remarks.*

1911-12.—"We consider the results to be satisfactory."

1910-11.—"We consider the results to be very satisfactory, reflecting credit on the teaching staff."

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Mr. E. H. BRAND.

[Continued.]

1909-10.—"We are glad to be able to report a considerable improvement in the standard of education; this is specially marked in the practical subjects. We consider the results to be very good."

1908-09 and 1907-08.—"We consider that the results are very satisfactory."

1906-07.—"The Board is of opinion that the above results are very good, and reflect great credit on the Principal and teachers."

1904-05.—"The Board considers that as a whole the students display a very good knowledge of the various subjects."

Mr. E. H. BRAND, called and examined.

69320. (Chairman.) The witness was Assistant Principal of the Bengal Veterinary College, and was a member of the Provincial Veterinary Department.

69321. The salaries in the Provincial Veterinary Service in Bengal did not compare favourably with other departments. The Inspector grade started at Rs. 70, rising to Rs. 150. He suggested it should commence at Rs. 100, rising to Rs. 200. He also recommended that the Deputy Superintendents who now received Rs. 150 rising to Rs. 400 a month should go from Rs. 250 to Rs. 500.

69322. There were six Deputy Superintendents in Bengal, all of whom were employed in the college. None were employed out of doors. They were graduates of an Indian college. Some had gone through a post-graduate course. They were specially selected men. None of them had been to England. Some of them had to perform duties similar to those performed by Imperial Officers. For instance, the Assistant Principal of the college in Bengal was a Provincial Officer, whereas the Assistant Principal in the college at Bombay was an Imperial Officer. Yet the Assistant Principal's duties in Bengal were heavier and more responsible than those of the Assistant Principal in Bombay, or the corresponding officer in the Punjab (who was also an Imperial Officer), inasmuch as in Bengal the Assistant Principal was the senior teaching officer, while in Bombay and the Punjab the Principal was the senior teaching officer. The hospital duties in Bengal were heavier, owing to a different system of management and to the fact that the Assistant Principal was also senior resident officer. The witness's salary started at Rs. 150 rising to Rs. 400, and Imperial Officers started at Rs. 500, rising to Rs. 1,200 in the course of time. He sometimes discharged the duties of Principal in the absence of the head of the college. During the vacation he took charge of the college.

69323. He suggested that in the course of time, as men were trained more highly, more opportunities should be open to the Provincial Service to enter the Imperial Service.

69324. The best means of recruiting officers to the Imperial Service would be by direct appointment, but capable provincial officers of experience, who had done good work, should have a chance of being promoted. He would not at present recruit direct to the Imperial Service in India; he would insist on a course in England. He had not himself been to England. The Provincial Officer promoted to the Imperial Service should take a post-graduate course in England. If a Central Veterinary College was instituted in India the course in England might be obviated, but the Veterinary Department was so small, and

there were so few vacancies that there would be very few students available, and a central college would not be worth the cost.

69325. Under his scheme, the men who were appointed direct as Inspectors at Rs. 100 a month would have been trained in the same classes as the men who would enter direct as Deputy Superintendents. He did not anticipate that that would lead to any administrative difficulties. A specially qualified Deputy Superintendent might be recruited direct without having to pass through the Inspector grade.

69326. Twenty to twenty-five students took diplomas every year. The majority of those entered the service as veterinary assistants. Of the rest, some went to other provinces, or waited for appointments, and a few went into private practice. Those who did not obtain the diplomas went into other departments. There was accommodation at the college for about 160 students. Students from other provinces than Bengal were taken in, and the majority of them obtained appointments in the Service.

69327. It was reasonable that Europeans coming out to India should be paid upon a higher basis of salary to the officer recruited in India. If opportunities were given to Provincial officers to enter the Imperial Service, the promoted officers would be satisfied with lower rates of pay than those granted to Imperial Officers.

69328. The ground on which he recommended that study leave should be given on full pay was that an officer was going to improve himself in order to take up a higher post, and also he probably would be a man with a family.

69329. His reason for pressing that full pension should be allowed on the completion of 25 years was that in the Veterinary Department an officer's work was continuous; he had to work on holidays and Sundays. Further in Technical departments, officers had to spend several years in acquiring their technical training before they began to serve. The average age of recruitment was 23 to 25. In asking for a reduction in the period of service, he did not consider 53, 54 and 55 too advanced an age for an officer to be serving in the department.

69330. (Sir Valentine Chirol.) Poor prospects in the subordinate service accounted for the disparity between the numbers contemplated and the actual number at present in the college.

69331. He would not press the claim for full pay while on study leave if the salaries of the officers in the department were increased.

69332. (Mr. Madge.) If a man failed the first time, he was allowed to go up on two or three subsequent occasions. There was no strict limit laid down.

(The witness withdrew.)

26 January 1914.]

At Madras, Monday, 26th January, 1914.

PRESENT :

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

SIR VALENTINE CHIROL.

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

WALTER CULLEY MADGE, Esq., C.I.E.

HERBERT ALBERT LAURENS FISHER, Esq.

And the following Assistant Commissioner :—

L. E. BUCKLEY, Esq., I.C.S., Commissioner of Revenue Settlement, Madras.

R. R. SCOTT, Esq. (*Joint Secretary*).

D. A. D. AITCHISON, Esq., Principal, Madras Veterinary College.

Written Statement relating to the Civil Veterinary Department.

69333. (I) **Methods of Recruitment.**—I think the present method is probably the best which could be adopted, and I have no suggestions to make.

69334. (II) **System of Training and Probation.**—A newly appointed officer to the Department will, as a general rule, be young and inexperienced. It is essential that such men, even though they possess the most up-to-date professional training, should also be trained in the special work they will have to do in this country. They should therefore be posted under experienced officers for a period of about two years before they are given independent charge. Unfortunately, a shortness of officers in the department has not always permitted such a system to be followed, and junior men with not more than a few months' experience of India have been posted as "Reliefs" to act in independent charge. It is only in such cases that I consider the present system of training falls short of what is desirable.

The present period of probation might, with advantage and justice to junior officers, be reduced from five years to three years. Five years is a long period of probation to serve if one does not happen to be selected for continuation of service. Government work is of an entirely different nature to that of a private practitioner. In the first place, an officer is debarred, and very unjustly I consider, from private practice—even the examination of a horse for soundness. After five years' loss of experience and being out of touch of practice for that period, it would be most difficult for any one to return to it with much hope of success for several years. Three years would seem a more reasonable period of probation.

69335. (III) **Conditions of Service.**—Since the abolition of the appointment of Inspector-General of this department on 1st April, 1912, we are a department without a single higher paid appointment, and we have been deprived of the only opportunity we had of earning the enhanced pension of Rs. 6,000 per annum. In consideration of this admitted hardship, it seems reasonable to expect that the Government of India will be willing to consider such representations as the officers of this department have already submitted in the form of memorials. The increase of pay, which I suggested as best calculated to meet the requirements of equity, was that the annual increment of Rs. 40 should continue unbroken to the close of the twenty-fifth year.

69336. (IV) **Conditions of Salary.**—Apart from any reason mentioned above in connection with "Conditions of Service," why the officers of this Department should be given an increased scale of pay, it has been the experience of myself and many other officers that a salary which, before we came out to India, we considered liberal, we find in reality that it is inadequate to meet the requirements of a home in India. By the time an

officer of this department reaches his maximum pay, viz., Rs. 1,200 after 20 years' service, it is reasonable to presume that he has household and family expenses. Were all the advantages of home education and surroundings available out here, there would not be the same ground for discontent at the amount of our maximum pay. It is necessary, however, to send children home for education and home influences, and I think it is not expecting too much that one's maximum pay should be sufficient to meet such necessary expenditure. Each year, unfortunately, living becomes more expensive in India, and one's pay more inadequate, so that the necessity for readjustment of salaries in this department is strongly justified.

69337. (V) **Conditions of Leave.**—Very few departmental officers can afford to take more than about one-quarter of the leave due to them on account of leave being on half-pay. I believe that, if only half of the present amount of leave could be earned on full pay instead of the full amount on half-pay, the majority of officers would avail themselves of it and would, consequently, remain much fitter and more energetic than men who are compelled to live for long stretches of time in India could possibly do.

69338. (VI) **Conditions of Pension.**—My remarks on this are necessarily in continuation of those on Heading 3. In view of our present inability to attain to the enhanced pension of Rs. 6,000, which was previously within our scope, the amount of pension should be increased so as to be equivalent to the sum of £500 sterling at 25 years' service, an amount which is considerably less than that for which I might have made myself eligible if the conditions prevailing at the time of my joining the Service had not been altered.

69339. (VII) **Limitations to the employment of non-Europeans.**—There are no limitations in the Indian Civil Veterinary Department.

Since the abolition of the Inspector-Generalship of the department there does not appear to be the same necessity for the department remaining Imperial except that it is a very small department, and that for the purpose of leave a small relief staff is necessary.

I believe that, if the department were provincialised, the local governments would rescind the rule that officers of the department are not allowed to practice. At present, this rule operates in Madras, to the great disadvantage of the public, who have to put themselves under an obligation to either Mr. Ware or myself if they want the opinion of European Veterinary Surgeon.

69340. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—Both the educational and the executive branches of this department come directly under the control of the Board of Revenue.

I consider this arrangement works admirably and could not be improved upon.

MR. D. A. D. AITCHISON called and examined.

69341. (*Chairman.*) The witness had occupied his present position since February, 1909. He had completed nearly eight years' veterinary service in India, and five and a half years in South Africa. 69342. He looked forward to the time when the Service would be largely staffed by Indians, if the

proper men were selected, and sent to England for training. Before Indians were promoted to the Imperial Service they should be sent to England with the object of passing through the Royal Veterinary College, and of seeing English veterinary practice. An English qualification for

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MR. D. A. D. AITCHISON.

[Continued.]

the superior ranks of the Service was essential. He did not consider the veterinary colleges in India could educate up to the required standard at the present time. The staff in the Madras Veterinary College consisted of himself, as Principal, an Assistant Principal, and three Indian lecturers. His contention was that under the present circumstances the Provincial College fell appreciably short of what was essential.

69343. It would hardly be worth the while of Government to go to the enormous expense which the institution of a central college in India would entail for the sake of filling the higher ranks of the Veterinary Departments by direct recruitment in India. He did not see where the overflow from such a college would be employed. There was no private practice, and if the central college was going to try to compete with the English colleges, special professors would have to be recruited. Therefore, both on the score of economy, and of efficiency, the English training was the best. He would let the Indian veterinary colleges develop with the advancement of agriculture and scientific work, provided the necessity for private practitioners was established. He had to admit, however, that he did not see any likelihood for the native practitioner, as Government at present did the work free.

69344. The Department was decidedly understaffed for the purpose of leave and training. He suggested that the Imperial Department should be increased. He wanted another officer for duty at the college. The work of the college had increased considerably during the last five or six years, and would go on increasing, and he himself could do no more work than he was at present doing.

69345. He suggested as a compensation for the loss of the Inspector-Generalship a considerable increase in the general time-scale. Since the Imperial horse-breeding was handed over from the Civil Veterinary Department to the Remount Department there had not been the same necessity, as there was formerly, for an Inspector-General. With regard to the complaint that the Service was suffering from the lack of a technical head, that difficulty could be surmounted by the appointment of the senior Superintendent as Veterinary Officer to the Government of India.

69346. He recommended that officers should be allowed private practice. There was no room for an independent private practitioner in the Province, and therefore any member of the community who desired help had to put himself under an obligation to the Government Veterinary Officer. He thought the privilege of private practice could be allowed, without undue prejudice to the work of the Department, because up to the present he had never refused to oblige people. He did not suggest that if private practice were allowed the salaries should be correspondingly decreased, but he would lay it down as a rule that an officer should only be allowed to practise with the permission of his Government, and he would limit the concession to consulting practice.

69347. (*Sir Valentine Chirol.*) The cattle and dog practice was all done free at the College.

69348. (*Mr. Sly.*) The salary of the Assistant Principal of the College was Rs. 200 rising to Rs. 400. The lecturers' salaries were respectively Rs. 120 to Rs. 200, Rs. 100 to Rs. 150, and Rs. 80 to Rs. 120. There are 20 students in each year. The full course lasted three years. The scale of

(The witness withdrew.)

G. T. D'SILVA, Esq., Assistant Principal, Madras Veterinary College.

Written Statement relating to the Civil Veterinary Department.

69357. (I) **Method of Recruitment, and (II) Systems of Training and Probation.**—Under both these heads I consider the existing systems and methods suitable, and have no suggestions to offer.

69358. (III) **Conditions of Service.**—I suggest that:—

(a) In regard to promotions to higher appoint-

salary attracted the best class of officer obtainable. They were all young men, and to all appearances they were very satisfied to be in the College. As the work increased, and the College expanded, and the men got older, he would suggest that there might be a revision of grade pay.

69349. The prospects in the Provincial Service for Veterinary Assistants, Veterinary Inspectors and Veterinary Deputy Superintendents were sufficient to attract a certain class to the profession, but the best class of Indians would never be attracted to the veterinary profession at all, except in very exceptional cases.

69350. At present there were two Imperial officers in the Veterinary Department in Madras. Both worked independently of each other, and both reported independently to the Board of Revenue. They were not under the Director of Agriculture, but directly under the Board. That had been found to be a most satisfactory system. If there was an increase in the number of Imperial Veterinary Officers in Madras the present system would be still satisfactory, provided the Commissioner could undertake the work, but as the Department grew, the Commissioner might think it would relieve him of some of his work if they were put under the Director of Agriculture. Provided the Director of Agriculture was an Indian Civil Service man with a certain amount of experience and service, well and good, but if the Director of Agriculture was taken from the Agricultural Department it would be very unsatisfactory indeed for Veterinary officers to serve under him. The position would be intolerable. A system under which the senior officer in the Civil Veterinary Department would hold the position of Adviser-General for veterinary work to the Government would be quite satisfactory.

69351. (*Mr. Fisher.*) To all intents and purposes the Veterinary Service was a Provincial Department, except in name.

69352. He did not think there was anything in the argument put forward to the Commission, that one of the reasons for re-establishing the Inspector-Generalship was that the Inspector-General enabled the Veterinary Department in one Province to become acquainted with what was going on in another Province. He thought the Inspector-General might occupy the whole of his time on inspection duties throughout India, but that would be a life which no man could stand.

69353. No religious objection was taken to the Veterinary Department. That was a question he had put to all Brahman students when they entered the College, but they all replied that they had no objection.

69354. (*Mr. Madge.*) He did not think men trained in India were equal to men trained at home, because results of experiments in India were reported to the central schools in England, and they were probably as well up to date in England in Indian diseases as the latest research man in India. The training received in England would fit a man for service in any part of the world.

69355. (*Mr. Buckley.*) Five years was too long a term of probation. If a man did five years' Government work in India he gradually became unfitted for private practice in England. He thought a man would easily prove himself fit, or otherwise, within three years.

69356. Private practice kept a man up to date in his work.

ments no distinction be made or preference given to graduates possessing higher educational qualifications. The matter should depend upon professional capabilities.

(b) The system of requiring newly-passed graduates to enter into agreements to serve the department for a period of five years be discontinued and that they be permitted to take up service in the department voluntarily. The necessity of the agreement system arose from the

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Mr. G. T. D'SILVA.

[Continued.]

difficulty experienced in getting the majority of passed graduates to enter the service chiefly owing to the low scale of salary upon which they had to begin service; if then the starting salary were increased to Rs. 50-5-75, it would encourage and attract graduates and do away with the necessity of adopting the method of compulsory service.

(c) The rules and conditions relating to private practice, as at present exist, be cancelled, and all officers of the department permitted to practise, without any restrictions as to scale of fees, etc., provided it in no way interferes with the performance of their legitimate duties.

(d) Instead of tuition being free and students joining college having to enter into agreements for three years, a nominal tuition fee of, say, Rs. 5 monthly, be prescribed and no agreement be entered into.

69359. (IV) Conditions of Salary.—As the starting salary in the executive branch of the

department is too little I suggest that the following scale of salaries with grades be adopted:—

Annual increments:—
Second-grade Veterinary Assistant—Rs. 50-5-75.
First-grade Veterinary Assistant—Rs. 75-5-100.
Second-grade Veterinary Inspector—Rs. 100-10-150.
First-grade Veterinary Inspector—Rs. 150-10-200.
For the educational branch of the department I suggest that the teaching staff be placed on the same footing in regard to salaries, allowances, etc., as those in Veterinary Colleges of other Presidencies.

69360. (VII) Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of Services into Imperial and Provincial.—There are no limitations to the employment of non-Europeans.

69361. (VIII) Relations of Service with the Indian Civil Service and other Services.—The educational and executive branches of the department are under the control of the Board of Revenue.

Mr. G. T. D'SILVA called and examined.

69362. (Chairman.) The witness held the position of Assistant Principal of the Madras Veterinary College. He had fourteen years' service. He had occupied his present position since December, 1903. He passed out of the Bombay Veterinary College in 1895 and was appointed to be one of the inspecting officers at Penang, where he stayed only for three months. He returned on account of ill-health, and was appointed to the Bengal College as one of the teaching staff. In 1897 he was again taken ill, and was obliged to resign. He held no other appointment until 1900, when he was appointed as Veterinary Overseer in the Civil Veterinary Department of the United Provinces. His services were later transferred to the Army Remount Department at Babugarh. From there he was applied for by the then Superintendent to join him as an Assistant Principal in Madras. He had therefore had considerable experience in different parts of India. He himself had no education qualification, but his colleague at the College was a matriculate.

69363. No preference should be given to graduates possessing high educational qualifications in making selections for higher appointments, but promotion should depend entirely on capacity as shown in the Service, the work being more of a practical nature which could only be gained from experience. Educational qualifications should be taken into account, but first consideration should be given to practical capacity. He agreed that officers recruited direct from India should have the full advantage of an English training, i.e., take special courses in England to render them more fit for service in higher appointments than those of Inspectors and Deputy Superintendents, which latter appointments should be given upon consideration of fitness, seniority, experience, and class, without English training, but where a man displayed exceptional ability in the subordinate Service, he should be given the opportunity of promotion, without an English education.

69364. He desired to abolish the agreement which recruits had to enter into, of remaining in the Department five years. That agreement was peculiar to Madras. The object of Government in insisting on the agreement was to prevent men, after obtaining their diplomas, from refusing to serve in the Department. Students when they entered the College had now to sign a three years' agreement. That arose in the following way. When the College was first organised it was proposed that graduates passing the College should start on a salary of Rs. 50 to Rs. 75 a month. Under those conditions no less than 600 to 1,100 applications were made. Subsequently the rate of salary was lowered to Rs. 30 rising to Rs. 50, and from that time the number of applications fell off. The students at the College on hearing that their starting salaries would be reduced, left in

(The witness withdrew.)

large numbers. In order to overcome those difficulties, the agreements just referred to were drawn up. He would ensure the same result by offering a sufficient inducement in the way of salaries. If the salaries were increased there was no particular reason why the agreement should be abolished, but he thought that if the pay was raised the necessity for an agreement would disappear.

69365. He asked permission to take up private practice. Private practice was at present permitted but under undesirable restrictions and conditions which should be cancelled. The same concessions were asked for as had already been granted to the Medical Service. He would have time to spare for it. The amount of practice—which should be of the consulting kind—would be quite substantial.

69366. With regard to the educational branch of the Department, he suggested that the teaching staff should be placed on the same footing as regards salary, etc., as officers in other Provinces. In the Madras Veterinary College there were five men in the Subordinate Service. In the Bombay Veterinary College the Principal and Assistant Principal were Imperial Officers, and had six lecturers under them. In Bengal College there were six. He recommended that the salaries, allowances, grades, etc., should be on the same footing as those of Bengal, as the amount of work in the two Colleges was much the same. The educational Staff should receive higher salaries than Deputy Superintendents engaged in out-door work, because their responsibilities were much greater.

69367. It would be very difficult to suggest any means of encouraging private practice, because there was very little private practice to be had in India among cattle. All work was done free by Government. The only method he could recommend was to enlarge the Department, and spread it over a large area, so as to enlighten the natives of India to the fact that veterinary surgeons desired to do good. He thought the expenditure involved by this would be remunerative. It was so at present as regards work in connection with inoculations against cattle plague, and so on.

69368. (Mr. Sly.) Students in the College paid no fees. They were given twenty scholarships in each year, eighteen of which were of Rs. 10, and two of Rs. 20, the latter being granted only to graduates. Practically the students received their education at Government expense.

69369. The reason why a good many posts in the cadre of Deputy Superintendents were unfilled was that there were no competent men available at present.

69370. The College had no post-graduate course for graduates, but such a course could be arranged.

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At Bombay, Monday, 9th February, 1914.

PRESENT:

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

SIR VALENTINE CHIROL.

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

WALTER CULLEY MADGE, Esq., C.I.E.

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

HERBERT ALBERT LAURENS FISHER, Esq.

R. R. SCOTT, Esq. (Joint Secretary).

J. D. BUXY, Esq., Deputy Superintendent, Civil Veterinary Department, Bombay.

Written Statement relating to the Civil Veterinary Department.

69371. (I) Method of Recruitment and (II) Systems of Training and Probation.—The present method of recruitment of men in the Subordinate Civil Veterinary Department is as follows:—

Men who have some knowledge of English and who are above 16 years of age and below 19 can join the Bombay Veterinary College provided they are physically fit. Here a course of three years has to be undergone and three examinations for the three years taken by a Board of Examiners, and when at the end of three years the student has passed according to the rules laid down, the student is qualified as Graduate of the Bombay Veterinary College. All the examinations are oral and practical.

After passing the examinations a graduate may get a service in the Subordinate Civil Veterinary Department, if there happens to be a vacancy. This very much depends on the various District Local Boards who maintain the Veterinary Dispensaries; if the financial circumstances of the District Local Boards are poor no dispensaries are opened and the Veterinary Assistants must either join some other Service or go away from this Presidency. No guarantee for service is given by Government.

Government, however, give a monthly scholarship of Rs. 15 to deserving students during their three years' studies. There are 21 such scholarships.

The present system of recruitment was so far workable when this science was hardly understood by the mass of uneducated people, and even educated people availed themselves of this science to a limited degree. But times have much changed within the last two decades, and this Service has made a headway so far as to make the people understand its utility, and with this progress, together with the progress of education in India, people take or like to take much more advantage of this science, but it is regrettable to note that the development is so slow that no appreciable benefit can be made visible. But there is no doubt that the science is making a very steady progress in very good, deserving, and useful work. However, it is very urgently necessary that a more and fuller scope be given and a better system be now adopted, and that higher knowledge in this respect be imparted.

It was all well and good for the men who had passed years ago, with a very preliminary knowledge, to advertise veterinary science, but now it does not require any advertisement but high professional knowledge to work out good results, and thus make this science more popular and of further utility both to the public and to State. To do this thoroughly it is very desirable to go to the very root and first of all to start this profession on a better basis and impart an up-to-date and thorough knowledge of the veterinary science to the students who pass out from the Veterinary College. It is, therefore, quite necessary that the present curriculum of the College be changed and a higher course of studies be introduced. To do this the College staff requires to be strengthened by at least three European professors from home who have a thorough knowledge of their subjects. The three professors required should be specialists in their

subjects, viz., a "Pathologist," an "Anatomist," and a "Hygienist." When the staff is thus strengthened it would be desirable that the entrance to the college be raised to at least Previous examination.

Every year only a limited number of the most suitable type of Previous students should be selected from the candidates that may apply for admittance. The course in the college should be raised from three years to four years, and a thorough grinding in the different subjects be given, more attention being particularly paid to work in connection with cattle than horse. The college should be affiliated to the Bombay University, and a university degree granted. Besides practical and oral examination a written paper in important subjects should be set. To make this service more popular, Government should at least guarantee every year two posts to the first who pass out in their final examination.

Probation.—On passing out, those men who are selected for service in the Subordinate Civil Veterinary Department should further undergo a course of training in bacteriological work at the Imperial Laboratory at Muktesar for a further period of ten months and then put in a period of two months in the office of the Superintendent, Civil Veterinary Department, to undergo a knowledge of office work. From the date the man has been selected for appointment to the Subordinate Civil Veterinary Department he should receive his pay until he completes his period of deputation, at the rate of Rs. 50 a month. After this period he should be given charge of a dispensary but still kept on probation for two years when he should receive Rs. 60 a month until he is confirmed, when he should draw Rs. 75 per month. (Within two years he must know the language of the district where he is stationed.) During the probation at the laboratory if a student does not prove to be fit he may be given a further chance for two months, and even at the end of this period if he still proves a failure he may be dispensed with. Thus, after passing out of the college until he is confirmed the man will draw within three years his pay at Rs. 75. If after a probation of two years in a dispensary he shows no initiative power or he is unable to spread the veterinary knowledge in a satisfactory manner his services should be dispensed with.

69372. (III) Conditions of Salary.—After seven years' approved service a man must be promoted from Rs. 75 to Rs. 100, and after further service of ten years he should draw his maximum of Rs. 125 as a Senior Veterinary Assistant.

The Inspectors, who should be selected from the most able men, irrespective of seniority, should start on Rs. 125 (if selected from the Rs. 75 or Rs. 100 grade) and put on a probation for two years before getting the pay of the Inspector, which ought to be Rs. 150 per month, rising to Rs. 200 by Rs. 10 increment every year.

The Deputy Superintendents should be selected from the most able men serving in the Inspectors' grade, irrespective of seniority. They should start on Rs. 250, rising to Rs. 450 by annual increment of Rs. 25.

69373. (IV) and (V) Conditions of Leave and Pension.—Leave and pension rules for this depart-

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Mr. J. D. Buxy.

[Continued.]

ment should be on the same lines as prescribed for the Provincial Civil Service.

Some consideration of pension should be made regarding the past services of the Veterinary Assistants when they were Local Board servants and then transferred to this department. A majority of them are prepared to pay half pension contribution.

69374. (IX) General.—The pay shown here seem very liberal, but a close scrutiny will show that if we want this service to be more popular, productive, and efficient it is absolutely necessary to give these pays, looking at the hard work that will be required of them to do and the thorough studies they will have to undergo. Their work in their respective charges will not be limited only to treatment of animals but as Veterinary experts in their own areas. They will do original and research work as well as advise people on live-stock and popularise the science all round. They can be useful helpers to Revenue officials during famine and scarcity; they can look after improvement of cattle, etc.

With such a staff, well paid and well educated, it is quite certain that the work in this direction will within a very short time show very useful and interesting results. To supervise such a staff it is quite necessary that there should be two officers of the Imperial Department in a Presidency like Bombay, and at headquarters of each of these men there should be a small laboratory for practical and research work.

If the Government were to see their way this Service can be still further made popular if two or three appointments of Superintendents in India are specially reserved, as in other Provincial Services, for Indians. These men should be experienced men, who have at least put in 20 years' service in the department, of which at least five as Deputy Superintendent. The pay of these men should be at least Rs. 550, rising to Rs. 700 by Rs. 30 per annum increment. The name Subordinate Civil Veterinary Department should be changed into Bombay Civil Veterinary Service, and the Veterinary Assistants to be called Veterinary Assistant Surgeons.

In conclusion, it will be seen that looking at the arduous nature of the work a veterinary man has to do dealing with animals, the suggestions made above to better their prospects and at the same time better the Service and make it popular and efficient are quite necessary. Even Arts graduates will be found to join the Veterinary College if they find the salaries suitable, and with educated men joining the department the department must develop, and there is ample field in India for its development, not only as regards treatment of animals but in all respects which deal with live stock. Contagious diseases and famines have been constantly carrying off cattle worth lakhs of rupees, which means a great loss both to public and to State in revenues. This department is still in its infancy and must be made attractive to entice the best young men to join and with their combined labour to find out means and ways to combat with diseases and scarcities.

MR. J. D. BUXY called and examined.

69375. (Chairman.) The witness was a Deputy Superintendent in the Civil Veterinary Department. He entered the Service in 1901, at which time he was a passed student of the Bombay Veterinary College. The other four members of the Provincial Veterinary Service had the same qualification.

69376. Men of a suitable class would be attracted to enter the Veterinary College by the prospect of a salary of Rs. 50 a month.

69377. There would be no objection to recruiting men from outside for the higher appointments, but it would be far better if they rose through the ranks, as they would have more experience, and practical knowledge of the work.

If compared with any other professional service, it will be seen that the Veterinary Service is not only the most poorly paid for the work it has to do, but has no future. This is a most important branch of the Agricultural Department, and as such it ought to receive all help and impetus in its birth to make it efficient and useful in future. With the very poor pay offered at present the men recruited are only third class, and with such a staff it is quite impossible to even develop this department to any great utility.

The pays suggested in these notes are most absolutely necessary if good men are required to join. The pays mentioned are in no way exorbitant if compared with the present sanctioned scale. According to the present scale a man receives Rs. 30 per month, rising to Rs. 100 within 25 years, while the scale suggested here is that a man starts on Rs. 50 and rises to Rs. 125 in 20 years, which cannot be said to be too much. Only the starting pay and for the first three years the salary is kept high because at this time only when a man is just starting in life he feels the pinch, and taking into consideration the high price of living, which has increased by nearly 25 per cent., the pay suggested is very essential. In this Service in the Presidency up to date the majority is of Bráhmíns, who are supposed to be very economical in their living, but even they feel that Rs. 30 a month with a family of about four or five persons to maintain in such dear days is quite impossible, and what could they save or lay aside for their children at the time of death or incapacity to work? The work of Veterinary men is fraught with dangers—they have to work with animals and not with human beings. Their constant travelling in all climes, etc., generally deter their health sooner than of men serving in other Services.

If as I have noted above Bráhmíns, who are proverbial for their economy, feel the difficulty in these days, it is best imagined what men of other castes, like Christians, Parsees and Mahomedans would feel. Their ways of living are quite of a different type, and it is next to impossible for them to accept service in this department on Rs. 30 a month, with hardly any prospects in the future. It is, therefore, for this reason only that we have hardly five or six men of other castes serving as Veterinary Assistants in this Presidency. There is at present much importance given to higher education. I do not see why education in the Veterinary Science should not receive its due share.

From my personal experience of nearly 12 years in this Presidency, I say that the men just now recruited from the Veterinary College may be good, but not of the type one requires to popularise a new service and make it efficient and useful, and I am of opinion that a thorough revision of the department is necessary, keeping only one point in view and that is "the efficiency of the Service." Some may think that these proposals are very expensive, but I can confidently say that what little expense the State will have to make in the beginning will be thoroughly recompensed in the near future when it has been efficiently worked up.

69378. Men who after completing their course in the Veterinary College did not enter Government Service, usually joined the service in some other Province, or went into other departments of the State, or started in private practice. There was very little private practice to be had. The majority of students entered Government Service.

69379. It would improve recruitment if guaranteed posts were given to the two or three top men passing out from the College.

69380. He agreed with the proposal that State aid might be given to exceptional students to enable them to go to England. If the standard of the Indian college course was raised, students might fit themselves for an English course

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leading up to a degree. He would make it an essential condition that before an officer joined the Imperial Service of the Veterinary Department, he should undergo a course in England for a short period.

69381. The years of service which men served formerly under local boards should be counted towards pension. Some of these men had put in as many as 10 or 15 years' service under the old conditions.

69382. He suggested the reservation of two or three appointments of Superintendent in India for Indian officers of at least 20 years' service. He considered that such officers would be able to carry out their administrative work in that responsible position with the same ability as younger officers who had received a higher training. A great deal of experience was required for carrying out the work of a Superintendent and men with 20 years' service would have that experience.

69383. He admitted that the training in the local colleges was very deficient at the present time. His aim was to get the standard of the college course raised, so that men might be made fit to hold higher appointments. It would be of great benefit to have one central college for the whole of India. An alternative was to have colleges in the various Provinces, with a uniform course and a uniform standard.

69384. (Mr. Madge.) One of the reasons why there was but very little private practice was that ryots had not progressed sufficiently to take advantage of veterinary science; they had their own views of treating animals, and did not require the services of Veterinary Assistants. There was nothing to commend their treatment of animals; it was simply prejudice.

69385. The other reason was that these were Local Board Veterinary dispensaries which treated animals free and hence people do not care to call in a Veterinary Assistant and pay him.

69386. With regard to his recommendations for improving teaching in Indian Veterinary Colleges,

(The witness withdrew.)

K. HEWLETT, Esq., Principal, Bombay Veterinary College.

Written Statement relating to the Civil Veterinary Department.

69392. (I) Methods of Recruitment.—The present practice of recruitment is briefly as follows. The Principals of the chief Veterinary Colleges in the United Kingdom are informed of impending vacancies, and invited to suggest names of likely candidates, and the vacancies are also in some cases advertised in the Press. Independent confidential inquiries are made regarding candidates whose names are received through these and other sources by Veterinary-Colonel A. E. Queripel, late Inspector-General of the Indian Civil Veterinary Department. The more promising candidates are then interviewed in the Revenue Department of the India Office, and selected by the Secretary of State, who bases his selection on a consideration of the information collected from different sources. Endeavour is made to obtain men who have either taken the post graduate course of the Royal Veterinary College, Camden Town, or who have laboratory experience as demonstrators or assistant lecturers, and candidates are encouraged to improve their qualification by taking the post graduate course. Candidates must not (except on special grounds, to be approved by the Secretary of State) be over 26 years of age, and must possess a diploma of the Royal College of Veterinary Surgeons. Evidence of a knowledge of bacteriology and of capacity for carrying out original research is specially taken into account in estimating the claims of candidates. Good health, a sound constitution and active habits are essential, and candidates must be physically fitted for service in India.

The present method of recruitment is satisfactory.

he had not calculated what would be the cost of bringing out suitable men as professors. At present it would be far better that qualified men should be brought out from England, than that Indians should be sent to England, but when veterinary science had progressed to a much greater extent in India, it would then be a question whether men should not be sent to England.

69387. With reference to the facilities which existed in India at the present time for original work and research work, there was the Imperial Bacteriological Laboratory at Muktesar, and in certain of the Provinces there were smaller laboratories attached to the Superintendent's office. He was of the opinion that all research work should be carried out in one central institution.

69388. (Mr. Fisher.) No Indian University granted a degree in veterinary science. If the course was raised, as he proposed, there was reason to suppose that the Universities would grant such degrees. One particular advantage which would ensue if his recommendation was carried out would be that the English Universities would recognise the degree, and thus give students exemption from a certain number of years' study.

69389. This would enable many young men to go to England and get experience and an English degree, which at present was very difficult owing to the heavy expense of living in England for 4 or 5 years in order to get an English qualification.

69390. (Mr. Sly.) He joined the department as Special Assistant to the Superintendent to carry out work in connection with inoculations against rind pest, and to diagnose certain contagious diseases in the Presidency. He started on Rs. 75. He had previously undergone a three years' course in the Bombay Veterinary College.

69391. Private students in the college of whom there were very few paid Rs. 60 a year. Students holding Government scholarships paid nothing. The whole of the students of the college were being trained with the idea of entering Government service.

69393. (II) System of Training and Probation.—The standard of professional knowledge required by the Royal College of Veterinary Surgeons, combined with the post-graduate course at the Royal Veterinary College, Camden Town, is quite sufficient professional training for a newly joined officer of the Indian Civil Veterinary Department. The young officer on arrival in India is supposed to be trained in the ways of the country and administration by a senior officer, and is posted for training for that purpose. This is quite satisfactory in theory, but in practice it is not considered satisfactory, because, owing to a shortage of officers, the new recruit is put into a responsible position long before he has been sufficiently trained. It is generally held that a newly joined officer should be under training for two full years, and that this time should be spent partly at a Veterinary College, partly under a Superintendent of a Province, and partly at the Muktesar Laboratory. During these two years full facilities also should be given the recruit to learn the vernacular of the Province to which he is posted.

The present period of probation extends to five years. It is generally held that this is an excessive period, and that three years' probation would be sufficient. It has been urged that, if a man's services could be dispensed with after five years' service in India, under the special conditions of the department, he would find very great difficulty in obtaining other suitable employment, and that it is quite possible to arrive at a correct opinion as to a man's suitability after three years. This is probably quite true, and the period of probation might be reduced to three years with advantage both to Government and to the probationers.

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69394. (III) **Conditions of Service.**—The conditions of service have changed very considerably since the department was reconstituted in 1901, when it was determined to recruit Civilian officers for the department, and when the Government of India published the terms of service for these officers.

In 1901, horse breeding for the Government of India was one of the chief duties of Civil Veterinary Department officers, but the Imperial horse breeding was taken away from the Civil Veterinary Department in 1903, and handed over to the Army Remount Department.

In 1901, the Civil Veterinary Department was a separate department, and officers served under the Inspector-General, Civil Veterinary Department, a member of their own profession and department, but the Inspector-General's authority was weakened after 1903, and steadily declined until the appointment was altogether abolished in 1912. Now Civil Veterinary Department officers are entirely subordinate to Indian Civil Service Directors of Agriculture.

In 1901, the Civil Veterinary Department offered a congenial, pleasant life, and one which would appeal to anyone keen on horses, but now the life of the Civil Veterinary Department officer is one of considerable responsibility, much discomfort and hardship.

In 1901, the Civil Veterinary Department officer in many cases lived in a small, cheap station, now nearly all the headquarter stations are in Provincial capitals.

In 1901, the administration work of a Superintendent, Civil Veterinary Department, was inconsiderable. He now has to administer a whole department with a large staff of subordinates.

In 1901, the educational work in the Veterinary Colleges was inconsiderable, whereas now the Colleges are large, thoroughly equipped institutions, with extensive hostels for resident students.

(See also Heading II.)

69395. (IV) **Conditions of Salary.**—The salary of Civilian members of the Civil Veterinary Department commences at Rs. 500, and rises by annual increments of Rs. 40 to Rs. 1,100, which rate continues from the beginning of the 16th year to the end of the 20th year of service; after the beginning of the 21st year Rs. 1,200 a month. Before 1912, there was the prospect of obtaining the appointment of Inspector-General on a salary of Rs. 1,800 per mensem. Certain appointments carry extra allowances of Rs. 100-200 per mensem and a house rent-free, or house-rent is allowed in certain cases. In addition to this, exchange compensation allowance, amounting to 6½ per cent. is permitted.

The conditions of salary are generally considered to be unsatisfactory and to call for revision.

(See also under Heading IX.)

69396. (V) **Conditions of Leave.**—The conditions of leave of Civilian members of the Civil Veterinary Department are governed by the ordinary Civil Leave Rules for European Services which are considered to be satisfactory on the whole. But it is considered that the furlough pay is insufficient, and that an enhanced minimum allowance per annum should be granted. It is also considered that the furlough reserve required should be one-fifth of the number of active posts, that is to say, that there should be at least five fully-trained officers for this purpose, and that recruits under training should not be counted as furlough reserve officers, but as supernumerary.

69397. (VI) **Conditions of Pension.**—The pension rules are those contained in the Civil Service Regulations for European services. Civilian officers of the Civil Veterinary Department were eligible for the extra pension of Rs. 1,000 per annum, if they had held the Inspector-Generalship for three years of approved service, in the same way as other officers of some other Indian Services are eligible for the increased pension if they have served as head of their department. The possibility of obtaining this increased pension was withdrawn when the appointment of the Inspector-General was abolished in 1912.

The pension rules are considered most unsatisfactory, both as regards the period at which voluntary retirement is permitted and as regards the amounts of the pension. The pension of the Civilian Civil Veterinary Department officers not only compares most unfavourably with the Military Civil Veterinary Department officers but also with the pension of Veterinary Surgeons in the Army Veterinary Corps.

(See also under Heading IX.)

There is some demand among members of the department for a family pension on similar lines to that of the Indian Civil Service.

69398. (VII) **Such limitations as may exist in the employment of non-Europeans, and the working of the existing divisions of Services into Imperial and Provincial.**—No limitations exist as to the employment of non-Europeans, and in my opinion no limitation should exist, and Indians of suitable qualification and education should be freely admitted to the department. In addition to admitting Indians who possess the requisite qualifications to the department in the same way as any other recruits, I consider that, in time, some of the superior appointments should be held by Indian officers, who have been selected from the Provincial service. I do not consider it practicable, at present, for Provincial officers to hold these appointments, as the department constituted on its present basis is too young a department for a radical change of this nature. For the present, I consider that the professional knowledge and scientific training of the more promising members of the Provincial service should be improved by deputing them to Europe for study, so that they may be better fitted professionally for the Imperial service than they are now. Later, certain of those men of the Provincial Service who have been through the courses of study in Europe and are considered to be professionally qualified, might be taken into the Imperial Service, provided they have proved their suitability for administration and capability of taking responsibility.

69399. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—The only services with which the department is brought into close connection are the Civil Service and the Agricultural Department.

Civil Veterinary Department officers are, with the exception of the Muktesar staff, who serve under the Agricultural Adviser to the Government of India, serving under the various local Governments and are usually under the control of the Director of Agriculture or Director of Land Records and Agriculture or similar official, who is in all cases, at present, an Indian civilian. In the Madras Presidency, however, the Civil Veterinary Department officers serve directly under the Commissioner of Revenue Settlement Survey, Land Records and Agriculture of the Board of Revenue.

The internal administration of the various Civil Veterinary Departments varies somewhat, and in Burma the entire internal administration is left to the Superintendent, Civil Veterinary Department.

It is generally understood from one of the Secretary of State's despatches that eventually, and perhaps shortly, the Directors of Agriculture of the various Provinces are to be members of the Agricultural Department and not members of the Indian Civil Service. If this were to come about, the Civil Veterinary Department officers would be controlled by members of the Agricultural Department.

The Agricultural Adviser to the Government of India has been given certain powers over the Civil Veterinary Department officers, and such powers are much resented in certain quarters, as the powers deal with the publication of scientific work done by members of the Civil Veterinary Department.

The present arrangements are considered to have worked fairly well, and so long as a Civilian Director of Agriculture is prepared to accept the advice of his veterinary officers and content himself with general administration only, there is no great objection to the present system, but any

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interference in professional matters is naturally resented. It is, however, very generally considered that the arrangement at present in force in Madras is preferable, and might be adopted elsewhere.

It is without doubt necessary that the Veterinary and Agricultural Departments should work cordially together, and they must in each province be under one officer to co-ordinate the works of the two branches of the service. But neither Veterinarian nor Agriculturist is a suitable officer for this, as the co-ordinating officer must be impartial and unbiased. In my opinion the officer who co-ordinates should be a senior Indian Civil Service man with the rank of Commissioner. This officer should have wide experience of district life and conditions, but should not be specially trained in Agriculture. The two departments, that is to say the Agricultural Department and the Veterinary Department, should be co-equal, one not subordinate to the other, and a professional agriculturist and a professional veterinary surgeon should each manage his own department respectively and have wide powers. But the co-ordination and supreme control should be in the hands of the Commissioner.

The above suggestions would satisfactorily solve the questions of control of the department in the various Provinces, but it is generally considered that the Government of India should not be without an adviser on veterinary matters affecting the live-stock of the country generally, a position in which they have been since the abolition of the appointment of the Inspector-General of the Civil Veterinary Department in 1912. It is not necessary, or even desirable, that the appointment of Inspector-General should be re-created, for the reasons for that officer's existence largely disappeared when the Imperial Horsebreeding was taken from the Civil Veterinary Department and handed over to the Army Remount Department in 1903. But it is very necessary that there should be a veterinary adviser to advise about the many questions dealing with live-stock, animals, diseases and sanitation which must continue to arise from time to time, and it is essential that such an adviser be intimately acquainted with the ways of the civil community and the needs of the rural population. The work of a veterinary adviser to the Government of India would not be heavy, if strictly confined to technical advice, as it should be, and it is not necessary to have a whole-time officer for the purpose. It is suggested that one of the officers of the department be appointed veterinary adviser to the Government of India in addition to his own duties, and that an extra allowance be given to him for doing the work in addition to his own proper duties.

69400. (IX) **Any other points within the terms of reference to the Royal Commission not covered by the preceding heads.**—(A) The chief causes of dissatisfaction among civilian officers of the Civil Veterinary Department; (B) the remedies suggested for the above; (C) minor causes of dissatisfaction.

(A) There is considerable dissatisfaction among the civilian members of the Imperial Civil Veterinary Department arising out of the changed conditions of their service, the alteration in their relative position and status, and the changing conditions of life in India; and it is considered that an improvement in their terms regarding pay, retirement and pension should be conceded.

The following are the chief causes of dissatisfaction which are considered to afford grounds for making the request for improved terms:—

(i.) The appointment of Inspector-General has been abolished, and so a well-paid appointment with increased pension has been removed from Civil Veterinary Department officers' prospects. This appointment was held out as one of the inducements to join the department. It was distinctly stated in the rules embodying the terms to be offered to civilian candidates for employment in the Civil Veterinary Department published for general information under Government of India Resolution No. 10-8-4, dated 2nd August, 1901,

under the heading of pay that "The pay of the Inspector-General, the administrative head of the department will be Rs. 1,800 a month" and again under paragraph 7 dealing with pension that "The Inspector-General will be eligible for the extra pension of Rs. 1,000 per annum admissible to an officer after at least three years' approved service as head of a department, if considered deserving of the special concession."

By abolishing the appointment of Inspector-General the prospects of Civil Veterinary Department officers have been curtailed, by removing their chance of well-paid appointment of good position and of the increased pension attached thereto.

(ii.) The Civil Veterinary Department has been greatly reduced in status, and has become to all intents and purposes a Provincial Service. The Civil Veterinary Department was in 1901, for all practical purposes, a self-contained Imperial Department serving under an Inspector-General of its own, who was a member of the same profession and department as the officers subordinate to him, and to whose appointment any officer of the department could aspire. The Inspector-General, although for all practical purposes the head of the department, never had been the administrative head of the department in theory, although candidates were led to believe by the printed conditions of service supplied to them that he was so. Nevertheless, the powers of the Inspector-General were considerable. He controlled several officers serving directly under him and all the Imperial Horsebreeding, and as this in several appointments was almost the sole work of Civil Veterinary Department officers, he practically controlled most of the Civil Veterinary Department officers entirely. But the Inspector-General, Civil Veterinary Department, had very real authority over Civil Veterinary Department officers not engaged in Imperial Horsebreeding or serving directly under him. He arranged their postings, transfer and leave; confirmed officers on probation; recommended officers for promotion; was consulted about posting officers to particular appointments; reviewed their annual reports, and expressed his opinion on their work, etc., etc. But certain changes have taken place which have altered all this. First, the Imperial Horsebreeding was taken away from the Civil Veterinary Department and given to the Army Remount Department. This change really destroyed the department as an Imperial one, because the work to be done ceased to be Imperial and became Provincial. But notwithstanding this the department continued to be more or less an Imperial service and the Inspector-General to hold some authority for some years. But the Inspector-General's authority was weakened from time to time, and eventually his appointment was abolished in 1912. In this way the service became entirely a Provincial service for all practical purposes, and Civil Veterinary Department officers became entirely subordinate to the Provincial Government under the control of the Director of Agriculture (in most cases) or under the Agricultural Adviser to the Government of India.

(iii.) The removal of Imperial Horsebreeding from the Civil Veterinary Department in 1903 deprived officers who had entered the department in 1902 because they were fond of horses and horsebreeding of a congenial life.

The horsebreeding duties of a Civil Veterinary Department officer, which before 1903 had been considerable and almost the exclusive duties of a large proportion of officers became after 1903 inconsiderable and of a different nature. It is true that Provincial and District Local Board horsebreeding continued over large areas under the Civil Veterinary Department. But District Local Board stallions are scattered widely over the country, are not taken up into depots, and the Superintendent, Civil Veterinary Department, only inspects them occasionally and checks returns. But with Imperial Horsebreeding things were different; the Civil Veterinary Department officers were in charge of studs and depots as at Nagar, Babugharh and Abottabad and had a great deal to do with practical horsebreeding and horse management, and their work necessitated a great deal of

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their time being spent among horses. To most veterinary surgeons the love of horses and being among horses is one of the greatest pleasures in life, and it is usually the prospect of being able to spend their lives among horses that makes them select their profession. It was, therefore, a very great hardship on those who entered the department in the beginning of 1902 with the prospect of doing horsebreeding to find themselves within a little more than a year deprived of the opportunity of devoting themselves to the side of the profession which appealed to them.

(iv.) The removal of the horsebreeding resulted in the Civil Veterinary Department officers having to abandon as headquarters small Mofussil stations and the change of work necessitated their headquarters being situated in Provincial capitals or large stations. This resulted in the Civil Veterinary Department officer having to spend very much more than formerly on his living expenses, because all things are more expensive in big stations than small ones; and besides this the standard of living is much higher in Provincial capitals than in outstations. The above is of very great importance when comparing the pay of the Civil Veterinary Department officer with the pay of officers of other departments. In nearly all other departments a very fair proportion of stations may be classed as cheap stations, and officers may obtain such stations and economise if they desire to do so. But for the Civil Veterinary Department officer all stations are expensive stations, and he has no chance of obtaining a transfer to a station in which he can economise.

(v.) The terms of the civilian members of the Civil Veterinary Department were prepared and published in 1901, and at that time the department offered a pleasant life with congenial work and without wide responsibility. But since then the conditions of work have been greatly altered, the scope of the department vastly extended, and the department now offers a life of hard, strenuous work. This change is partly due to the removal of the horsebreeding, but chiefly to the very rapid extension in all branches of veterinary work in India, to the rapid expansion of the veterinary departments in all Provinces, and to the fact that in most provinces these departments have been provincialised and are immediately subordinate to the Civil Veterinary Department officer.

(vi.) The terms of pay, etc., for the civilian members of the department were settled in 1901, and were settled for the work and the conditions which then pertained. Moreover, the terms were settled at the same time as certain terms then deemed suitable for the military members were sanctioned. The terms for the civilians were so arranged that they were about the same or slightly better than those of the military members. But subsequently the terms for the military members were raised because of great improvements being made in the terms of the Army Veterinary Service which were improved in consequence of the great strides which had been made in the veterinary profession. But the terms of the civilians remain the same as in 1901 and have not been improved, and so the relative position which the civilian was supposed to hold to the military man in 1901 has been altered at the expense of the civilian. This is a very great hardship. The civilian officers of the Civil Veterinary Department

are men who have spent more time and money on their qualifications and education than the military men, the civilians having been through a four years' course before they could take their diplomas, whereas the military men only went through a three years' course. Several of the civilian officers hold additional qualifications to the diplomas of the Royal College of Veterinary Surgeons, which additional qualifications they have taken at their own expense. No military officer possesses any additional qualification except two, and these officers obtained them at the expense of Government. The civilian officers are better qualified for their professional work than the military men; they do the same work, hold the same appointments and have the same responsibility as the military officers, but notwithstanding this their terms are inferior to those given to the military men. This inferiority in the terms is especially noticeable towards the end of service, i.e., from the 16th year onwards. The poor prospects for future advancement have no doubt been responsible for the resignations of civilians from the department which have occurred from time to time, it being felt by the best men that the department is not sufficiently attractive to induce them to remain in it.

In 1901 the Indian Civil Veterinary Department was considered the best veterinary service open to veterinary surgeons, and there was keen competition for entrance into it, but of late years the popularity of the service has declined, and now it is not such a popular service with graduates of the British Veterinary Colleges as the Army Veterinary Corps. The decline in popularity is due to many causes, but among them are the causes mentioned in this written statement.

(b) The following are the improvements in the terms which are suggested to remedy the above causes of dissatisfaction:—

Pay—The pay should be improved by the annual increment of Rs. 40 per mensem, being continued up to 25th year of service, so that the pay would be Rs. 1,500 per mensem. Exchange compensation allowances should be allowed as at present.

Retirement—(a) Voluntary retirement should be permitted after 20 years' service on pension.

(b) Voluntary retirement should be permitted after 25 years' service on full pension.

Pension—(a) The amount of the pension for 20 years' service should be £365 per annum.

(b) The amount of the full pension should be £500 per annum.

(c) A good service pension of Rs. 1,000 at 1s. 9d. to be awarded to those officers who have done meritorious service.

The following gives some idea of the pay of the Military Civil Veterinary Department officers as compared with the Civilian Civil Veterinary Department officers:—

The scale of pay for civilians was in 1901 Rs. 500 for the first year, rising by annual increment of Rs. 40 up to Rs. 1,100 per mensem after 15th year, and then rising after 20th year of service to Rs. 1,200 per mensem. The pay of the Inspector-General's appointment was Rs. 1,800 per mensem.

The following was the scale of pay for military officers of the Civil Veterinary Department sanctioned in 1901 (*vide* Government Resolution, Revenue Department, No. 6194, dated 3rd September, 1901, and its accompaniments):—

	Indian Military pay and allowances.	Civil allowances.	Total.
Veterinary Lieutenant—			
Under 5 years	Rs. 400	Rs. 150	Rs. 550
After 5 years	450	200	650
After 10 years	500	250	750
Veterinary Captain	600	300	900
After 5 years as such	650	350	1,000
Veterinary Major—			
After 10 years as Veterinary Captain	750	400	1,150
After 5 years as Veterinary Major	750	500	1,250
Veterinary Lieutenant-Colonel	1,020	500	1,520

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The pay of the Inspector-General, Civil Veterinary Department, will be Rs. 1,800 a month, irrespective of rank.

At that time lieutenants became captains after 10 years' service and majors after 20 years' service (*vide* Classified List, July, 1902).

The following is the scale of pay sanctioned by the Secretary of State in 1908, superseding a similar scale which was sanctioned in 1905, which in its turn superseded the scale of 1901 (*vide* Government Resolution, Revenue Department, No. 3419, dated 1st April, 1908). This scale was in force on 1st April, 1913, except that the Inspector-General's appointment had been abolished:—

	Indian Military pay and allowances.	Civil allowances.	Total.
Lieutenant—			
Under 5 years	Rs. 480	Rs. 150	Rs. 630
Captain—			
After 5 years' total service	570	200	770
" 7½ "	570	300	870
" 10 "	650	300	950
" 12½ "	650	350	1,000
Major—			
After 15 years' total service	750	350	1,100
" 17½ "	750	400	1,150
" 5 years' service as such	800	500	1,300
Lieutenant-Colonel	1,120	500	1,620
Colonel	1,220	500	1,720

The pay of the Inspector-General, Civil Veterinary Department, will be Rs. 2,000 a month, irrespective of rank.

At present all the majors in the department have obtained their majority at 15 years' service, and all lieutenant-colonels at 25 years' service or under.

It may be seen, therefore, that the Civilian Civil Veterinary Department officers' prospects do not compare at all favourably with the Military Civil Veterinary Department officers' prospects. The civilian can never obtain more than Rs. 1,200, whereas the military man can obtain Rs. 1,750. The military man gets Rs. 1,300 after 20 years, the civilian only Rs. 1,200; the military man gets Rs. 1,620 after 25 years, and may reach that salary earlier (in one case in 17½ years), the civilian has no such prospects.

The reason for wishing retirement at the times stated are that there are reasons which may make a residence in India prolonged beyond a certain period distasteful or positively hateful, and it is unwise to retain by compulsion officers who entertain such feelings with regard to their surroundings. The reasons I refer to are domestic reasons and temperamental reasons.

Most Civilian Civil Veterinary Department officers come into the department late, and to complete 30 years' service will have to remain until they are 55 years of age, but the nature of the work necessitates a good deal of exposure at all seasons of the year and a very trying mode of life (in the case of superintendents), and it is not to be expected that all men over 50 can or care to stand such a life.

Military Civil Veterinary Department officers are permitted to retire after 20 years' service if they wish to do so, and there are no just grounds for distinguishing between Military and Civilian Civil Veterinary Department officers in this way, more especially as some Civilian Civil Veterinary Department officers joined the department under the impression that they would be allowed to retire after 20 years' service.

Again, retirement before 30 years' service is permitted to some other services. The Indian civilian can retire after 25 years' service, the Forest officer after 20 years' service, and the Indian Medical officer after 17 years' service. What is deemed necessary and just for these services is

equally necessary for the Civil Veterinary Department officers.

If the proposed amounts of pension for Civilian Civil Veterinary Department officers be compared with the pensions now permissible to the Military Civil Veterinary Department officers, it will be seen that the suggested pension will place the civilian more nearly on an equality with the military man, but still he will not be so well off. The Military Civil Veterinary Department officer as a major after 20 years' service gets a combined pension of £396. The Civilian Civil Veterinary officer after 20 years' service would get a pension of £365. The Military Civil Veterinary Depart-

ment officer as a lieutenant-colonel after 25 years' service gets a combined pension of £520. The Civilian Civil Veterinary Department officer after 25 years' service would get a pension of £500.

Besides this the Military Civil Veterinary Department officer has prospects of obtaining pensions of £570 or £620, whereas the Civilian Civil Veterinary Department officer would have no such prospects unless he obtained the good service pension, which would then only amount to £587 10s.

If the present pensions for Civilian Civil Veterinary Department officers be compared with the pensions now permissible to the veterinary surgeon serving in the Army Veterinary Corps it will be seen that the Army Veterinary Corps officer is treated better than the Civilian Civil Veterinary Department officer is now treated and that in spite of the fact that the Army Veterinary Corps man will have spent a considerable portion of his service in Europe.

In the Army Veterinary Corps a major after 20 years' service can retire voluntarily on £300 per annum; whereas a Civilian Civil Veterinary Department officer after 20 years' service can only retire if he is invalided or superannuated, and in that case gets £350. Again, in the Army Veterinary Corps a lieutenant-colonel after 25 years' service can retire voluntarily and gets £400 per annum pension, whereas the Civilian Civil Veterinary Department officer gets £437 10s. if he is invalided or superannuated.

In the Army Veterinary Corps a lieutenant-colonel gets £450 after 30 years' service, whereas a Civilian Civil Veterinary Department officer gets only £437 10s.

In the Army Veterinary Corps a colonel after 30 years' service gets £500.

It is generally considered that the pensions of Civilian Civil Veterinary Department officers, who have to spend their whole lives in India, should be somewhat better than those of the veterinary surgeons of the Army.

The proposed pensions for the Civilian Civil Veterinary Department officers place the Civilian Civil Veterinary Department officer in a suitable relative position with regard to pension to the Army Veterinary Corps officer.

(c) There are two minor causes of dissatisfaction, which are felt keenly by certain members of the department.

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Mr. K. HEWLETT.

[Continued.]

(i.) Private Practice.—In the terms of service published by the Government of India in 1901 it is laid down that officers of the Indian Civil Veterinary Department are debarred from private professional practice in India. This rule has very awkward results in certain stations both to horse owners and to veterinary officers. In the case where no other veterinary surgeon is available in the locality horse owners have to ask the Civil Veterinary Department officers to do gratuitous work for them as a personal favour, and have to put themselves under an obligation, which many people dislike. The veterinary officer who does the work does it because he wishes to oblige his fellows and not to be considered churlish. He does not like doing work gratuitously, and he sees no reason why he should receive no remuneration for work done in his spare time. In the case where other veterinary surgeons are available in the locality the prohibition against private practice deprives the Civil Veterinary officer of the only effective means of protecting himself from undue calls on his good nature, as some people either from thoughtlessness or other cause make constant requests to have their animals attended to privately.

The Military Civil Veterinary Department officer under the rules applicable to him is debarred from private practice unless he obtains the permission of the Local Government under which he serves.

This rule, it is suggested, should be made applicable to civilian officers in place of the present regulations.

(ii.) Publication of professional papers.—Under present orders the publication of scientific papers is restricted. Some years ago a journal entitled the Quarterly Journal of Tropical Veterinary Science was started by certain officers of the de-

partment as a private concern, but later this journal was taken over by Government and conducted as a Departmental paper. It was resolved at the Veterinary Conference held in 1908 at Calcutta that officers should only publish papers in the Departmental Journal. This restriction narrowed the field of possible papers to subjects dealing with Tropical Veterinary Science. The paper did not deal with surgery or with clinical cases and so no publications on these subjects were permitted. But now things are far worse as the Quarterly Journal of Tropical Veterinary Science is defunct, and the officers of the Civil Veterinary Department have been informed that the Agricultural Journal is open to them and that papers for other Journals must be submitted to the Agricultural Adviser to the Government of India for scrutiny before publication. The Agricultural Journal is no doubt an admirable paper for agriculturists, but it is not read by Veterinary Surgeons or research workers into animal diseases, and should an article be published in it, it would be overlooked by all and would be absolutely buried.

The other alternative necessitates the submission of articles to the Agricultural Adviser for scrutiny, and he is not a professional man and is therefore incapable of judging of the merit of the article.

It is considered that the whole policy in this respect is wrong. In other services it is customary to encourage as much as possible keenness on scientific work, but in this it is discouraged by prohibiting publications of papers except under conditions which are difficult to comply with.

It is suggested that the present orders be modified so that papers may be published in any of the recognised Veterinary publications.

Mr. K. HEWLETT called and examined.

69401. (Chairman.) The witness came before the Commission to represent the Civilian members of the Veterinary Department. He was Principal of the Veterinary College, Bombay. He had occupied that position since 1910. He had 12 years' service.

69402. He looked forward to a time in the future when the Veterinary Department would be largely staffed by non-Europeans. One way of getting qualified natives of India into the Imperial Service was by promotion from the Provincial Service, but he was not prepared to say it was the best. The best class of recruit for the Imperial Service would consist of men who had been to England of their own accord in order to go through the Veterinary College there, and had then been selected by the Secretary of State. There should, however, be openings also for the promotion of a certain number of officers from the Provincial Service after a course of training in England. He would insist on an English qualification for any Indian officer recruited direct to the Imperial branch, but this would not be necessary in the case of officers promoted from the Provincial branch.

69403. The training given in Indian Veterinary Colleges was not nearly as good as that given in England. It would be almost impossible for some years to bring it up to the same level. He was not in favour of the suggestion of the institution of one central college. It would be very expensive, and there would not be sufficient openings for the graduates of such a college. He would rather proceed on the lines of improving the local colleges.

69404. When he referred to the abolition of the Inspector-Generalship, he did not mean to suggest that there had been any breaking of faith on the part of the Government. He would not favour the re-establishment of the post: but there should be a Veterinary Adviser to the Government of India. He would appoint a selected officer of the department to the post of Veterinary Adviser. His duties would be to advise the Government of India on technical subjects, but he should not be called

upon to advise the local Governments with regard to the management of their own departments.

69405. He would favour the appointment for each Province of an officer, preferably from the Indian Civil Service, who would be placed in general charge over the Veterinary and kindred departments. Such an officer need not have had any practical training in Veterinary science; his value would consist in his administrative knowledge, and his knowledge of the country, and his duty would consist in co-ordinating the work of the several departments.

69406. Private practice should be allowed to the members of the Service at the option of the local Governments. Under present conditions private persons had to put themselves under obligations to officers of the departments. He had never received any orders to the effect that a fee could be charged, and be handed over to Government.

69407. (Mr. Sly.) It was a fact that the abolition of horse-breeding had prejudicially affected the recruitment of the Department. Most Veterinary Surgeons were very keen on horse-breeding and on horses, and the prospects of being able to do horse-breeding work had been a great attraction to men desiring to enter the Department—much more so than the prospects of doing original research work.

69408. His reason for putting forward the suggestion that a pension should be granted after 20 years' service, was that it was desirable to permit men who found their surroundings uncongenial, and their work unsuitable, to retire. He agreed it would also give an opportunity to the very best officers in the service to leave, but they would not want to go if they were well treated. He was quite prepared to agree that Government should have the power of compulsorily retiring an officer after 20 years' service.

69409. With regard to the scrutiny of papers before publication, the orders of Government referred to technical matters, and scientific theses. All officers of the Civil Veterinary Department in India were prohibited from publishing purely professional technical papers without previous

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Mr. K. HEWLETT.

[Continued.]

scrutiny. A similar rule was not in force in any other technical professional department in India. The matter had been brought up at the Veterinary Conference in Calcutta in 1908. The quarterly Journal of Veterinary Science was started by the Department, and officers were only allowed to publish in that journal. When that journal was done away with, the same orders applied to the Agricultural Journal which took its place.

69410. (Mr. Fisher.) A Veterinary Surgeon in England would make on the average about £500 or £600 a year in private practice.

69411. (Mr. Madge.) The training at present given in Indian Veterinary Colleges was sufficient for the agricultural requirements of the present day. The Veterinary Assistants which the colleges now turned out were quite good enough for the work they had to do.

69412. As far as he had seen it, the treatment of cattle disease by the ryots was wholly unsound, and barbarous in many cases.

69413. Private practice, if allowed, would not interfere in any way with the performance of official duty; if it did, it ought to be at the option of the local Government to prohibit the continuance of it.

69414. Officers of the Department should be allowed to publish their own original papers in any of the Veterinary Journals published in England. Officers could be trusted not to go outside their subject.

69415. (Sir Valentine Chirol.) The function of the Veterinary Adviser to the Government of India would be to advise on technical points. Such an officer could be located at his own headquarters, and any question on which the Government of India required his advice could be referred to him there. There would be no personal intercourse between him and the Government of India. The functions could be discharged by correspondence. The Revenue Department of the Government of India would be the department which the Veterinary Adviser would address officially.

69416. At present the Government of India obtained information with regard to Veterinary

(The witness withdrew.)

At the India Office, London, Wednesday, 6th May, 1914.

PRESENT :

THE RIGHT HON. THE LORD ISLINGTON, G.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.

SIR VALENTINE CHIROL.

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

ABDUR RAHIM, Esq.

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

HERBERT ALBERT LAURENS FISHER, Esq.

JAMES RAMSAY MACDONALD, Esq., M.P.

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

LIEUT.-COL. A. E. QUERIPPEL,* called and examined.

69422. (Chairman.) The witness had been Inspector-General of the Civil Veterinary Department and now acted as adviser to the India Office in connection with the selection of candidates for appointments to the Indian Veterinary Service. He had held the post of Inspector-General for seven years, when the Department was differently constituted from what it was now. At that time recruitment was entirely from the Army Veterinary Corps, whereas since 1902 the recruitment had been purely civilian. The Selection Committee for the

last ten years had consisted of himself and the Revenue Secretary at the India Office.

69423. He did not think the conditions of the Service had altered since he left it, except that the work was now more directly connected with cattle than with horses. He had always divided the work of the Department into three branches: First, the work done by Superintendents, who were in charge of either a Province or a series of districts; secondly, the educational work; and thirdly, the higher research work. Original research work was

* This witness did not submit a written statement.

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LIEUT.-COL. A. E. QUERPEL.

[Continued.]

very difficult to obtain in England before a man went out to India, but there were sometimes men who had been specially trained, such as Major Holmes, who had two years' training at Cambridge and Paris and Berlin. Every Presidency or Province should have a research officer. Men who trained for research work went as a rule to Cambridge in the first place, and there was a post-graduate course under Sir John MacFadyen at the Royal Veterinary College, but it was not sufficiently long. He advocated a post-graduate course for every man who went to India, and his advice hitherto had been to select the men carefully, put them through the post-graduate course, and send them to India for five years, which would really be a probationary period for the Civil Veterinary Department, and then bring them home.

69424. The qualifications laid down were that a man should have obtained his diploma and should have had a successful college career. Occasionally a man might fail to pass one of his examinations and would get through in five years, but it was better still if he went through the course for his diploma in four years. No man was accepted for the Service who had not taken a diploma.

69425. Having obtained a diploma, the men should go through a two months' course at the Royal Veterinary College before being sent to India. At the college they would be taught all the simpler rudiments of laboratory work, sufficient to enable them to take specimens, prepare slides, and generally perfect themselves in knowledge of the microscope. With their previous training, two months were sufficient for that, because it was quite preliminary work. Then the officer should be sent to India for five years and make himself acquainted with the country and with the work to be done, and then he would be in a position to come home and profit by further training. That was a system which was in practice now, not a single man being taken who had not gone through the post-graduate course and he was selected on the understanding that he would go through the course. It was a very great hardship that he had to go to the college at his own expense, because a young man had to spend something like £500 in order to get a diploma, and he was not as a rule recruited from the monied classes. Ordinarily a veterinary surgeon as soon as he had taken his diploma obtained work either as an assistant or as a *locum tenens*, getting probably £3 or £4 a week. When he came up for an appointment in India, he was told that he would have to go through the post-graduate course, and he then had to relinquish his appointment and come up to London for two months and pay 10 guineas for the course. He had also to get an outfit. He received no pay until he landed in Bombay, and consequently he was rather crippled financially, and a knowledge of that prevented good candidates from coming forward. To meet that difficulty the fees of the post-graduate course should be paid and a subsistence allowance of £2 or £3 a week should be given to the candidate, contingent on a certificate of satisfactory work.

69426. At one time there was an ample field of selection, but difficulties would be experienced if many men were required in future. As it was, only one or two men were required each year, and in some years none at all. In 1902, four officers had to be selected; in 1903, none; in 1904, two; in 1905, four; in 1906, six; in 1907, five; in 1908, one; in 1909, none; in 1910 and 1911, one each; and in 1912 and 1913, two each. In 1906, eight had to be selected but two refused the appointments. There were very often two or three very good men up for one vacancy and several men in that way had to be sent adrift. In the following year, perhaps, when the men were written to in connection with other vacancies, they were found to be employed in Rhodesia, Egypt, or some other out of the way place. As a rule, the India Office made the vacancies known at once, but there were many unexpected vacancies. Having regard to the small numbers, averaging about two a year, it would no doubt always be possible to get good men.

69427. The method of selection was for the Secretary of the Revenue Department to write and say there would be one or two vacancies to be filled up in the next July, and those vacancies were advertised in the different Veterinary Journals. Being in close touch with all the colleges, he himself approached the Principals, and found their help of very great assistance. No man was selected for the Indian Veterinary Department unless he was recommended by the Principal of the college from which he had graduated, as the Principal had known the candidate for four years and would not recommend any man who was not suitable. The candidates recommended by the Principals were asked to submit their applications and the applications were considered by the Revenue Secretary and by himself. As a rule it was possible to tell at once, by looking through the applications, whether the general education of the candidates would qualify them for appointment, and candidates who were considered suitable were brought before the Committee, generally about half a dozen candidates for one or two vacancies. He did not think the presence of someone on the Committee who was still in the Service and knew the conditions would be of very material assistance, as veterinary work in India had not changed much since he himself was in India. He was certainly of opinion that the present system was quite sufficient. His objection to having a Senior Officer home on leave to assist in the selection was that the officer would have many friends in England and would be continually asked to say a good word for some special candidate. A large amount of interest was brought to bear to help a candidate through; in fact, he had had one candidate up before him three times who was strongly recommended by a late Member of Council because he knew the candidate's father very well.

69428. No Indians had come home to undergo the course and no applications had been received from Indians. He did not think any Indians were on the register of the Royal College of Veterinary Surgeons. Indians would not be allowed to take the diploma of the Royal College of Veterinary Surgeons without going through the course at one of the recognised colleges, and he did not see how facilities could be given to Indians to attain a position in the superior ranks of the Service by coming to England and going through a good post-graduate course. It was a recognised thing in England and in all the Colonies and Protectorates that every candidate for the post-graduate course should be a qualified member of the Royal College of Veterinary Surgeons. He did not think any college would take an unqualified man from India to train; in fact, it would be rather an unprofessional thing to do. The qualifications obtained in India were not recognised in England, and any Indian trained in India could only obtain a subordinate position in a Colony or Protectorate, as he would not be considered a qualified man. Many Indians came home to qualify in medicine, but up to date no Indians had come home to qualify for the diploma of the Royal College of Veterinary Surgeons, and he had never been able to understand why. Probably the Department was too young and not sufficiently known, and probably it had not sufficient attractions for Indians. He did not see how teaching could be obtained in India which would qualify a man to take his diploma, as the curriculum and training in the colleges in England and in India were as different as chalk and cheese, one being quite a scientific training and the other simply a preliminary training. The only way an Indian could get into the Service was by coming to England and going through the college and obtaining a diploma, and no man in the superior Service should have a qualification lower than that of M.R.C.V.S. It would be a great pity to lower the standard of qualification for the Indian Veterinary Service below that which was recognised all over the world.

69429. (Lord Ronaldshay.) No one who had not obtained the diploma of the Royal College of Veterinary Surgeons could under any circum-

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[Continued.]

stances go in for a post-graduate course in England. It was laid down in connection with the Royal Veterinary College: "Post-graduate courses, open only to qualified veterinary surgeons and medical men, in veterinary pathology and bacteriology will be held in October and November of each year." He did not think the governors of the College would sanction an exception in the case of Indians recommended by the India Office.

69430. He did not think a Board of Selection would be less liable to the influence of outside pressure than a single individual, because pressure could be brought to bear on each individual member of the Board of Selection. It might be that each individual on the Board would have pressure brought to bear upon him by different people in the interests of different candidates, and the pressure might thus be neutralised, but he thought the best thing was to have one or two people who did not care a rap for anybody.

69431. The Indian Veterinary Service had recruited a very high class of men but India had not had sufficient attractions to keep them, and he instanced the case of Sir Stewart Stockman, Mr. Montgomery, and Mr. Martin. In order to keep good men in India it would be necessary to offer the attraction of an increased scale of pay and that was why he recommended that men for research work should receive higher pay.

69432. (Sir Theodore Morrison.) At present the Royal College of Veterinary Surgeons did not admit training in any other part of the Empire as part of the qualification for a diploma, but he believed it was proposed, though the scheme was not yet passed, that men who had taken their degree in arts at one of the universities should be allowed to cancel their first year, i.e., that they should go through a three years' course at the veterinary colleges instead of four.

69433. The Principals of veterinary colleges kept closely in touch with their old pupils, and he was very careful in inquiring, when a candidate came up, what he had been doing from the time that he qualified to the time of his application, and if he had any doubt on the matter he wrote to the different members of the profession under whom the candidate had been working.

69434. He recognised that it was very necessary there should be confidence in the Board of Selection, but he did not think that that confidence would be considerably increased if there were upon the Board men who were still actually in the Service.

69435. (Mr. Chaubal.) For the past ten years the average number of men who had qualified as veterinary surgeons by taking the diploma of the Royal College of Veterinary Surgeons had been about 80, as compared with 120 in the previous decade. Taking all Public Services in the Colonies and Protectorates and India and Great Britain, there were about 400 appointments in which vacancies had to be filled up. The Army Veterinary Department consisted of about 180 to 200 members and vacancies had to be filled up there. Private practice also absorbed a good many.

69436. It was impossible to train Indians in India as no veterinary institution there would go to the expense of maintaining a very expensive teaching staff from England for the purpose of training men to fill one or two vacancies per annum in the Indian Civil Veterinary Department. It would certainly be possible if money was spent on getting the best professors out from England, but he could not see why that expense should be incurred when there were already institutions in England where the men could be trained. He would like to see Indians appointed to the Superior Service so that by living in the country amongst the people both during their service and after retirement they might create the right kind of scientific atmosphere, but it was absolutely necessary for them to obtain the diploma before they entered the Service.

69437. (Mr. Sly.) The statistics he had given with regard to the number of candidates each year for vacancies related only to candidates selected for appointments; he was unable to give statistics of

the number of candidates who applied. In the year when six were required 14 were selected to come up for interview by the Secretary.

69438. With regard to the attractions of the Indian Veterinary Service as compared with the attractions of the Army Veterinary Department, candidates preferred the Army, which had other attractions besides pay. India undoubtedly got better men than the Colonial Service. If vacancies occurred in India and in the Colonies or Protectorates the men preferred to go to India; they only took appointments in the Colonies when they found there were no vacancies to be had in the East. He placed the Army first, India second, and the Colonies third in point of attractiveness. It was difficult to compare home appointments as there were so many which were not pensionable.

69439. There had been a material diminution in the number of candidates since the abolition of the Inspector-Generalship. That had directly influenced recruiting and he had evidence from men who said they would have applied had the Inspector-Generalship not been abolished. Their objections were based both on professional reasons and material prospects; the men had a very strong objection to being under laymen who could not judge of their professional abilities.

69440. During recent years there had been a very large increase in the number of official appointments for veterinary surgeons in England, as veterinary officers of health under local bodies, inspectors of meat, milk inspectors, etc., but there had been no difficulty in filling those appointments. A Committee had sat in England to consider the question and came to the conclusion that it would be a false policy to try to increase the number of men without being able to guarantee appointments for them, and thought it was better to leave things as they were.

69441. There had been a movement to endeavour to impose a university education on veterinary surgeons, but if the proposal was adopted it would interfere with the whole of the Services as it would materially reduce the number of candidates. The expenses connected with the training of veterinary surgeons were sufficiently great now without adding to them. There was a great hardship on the men who were recruited when the Inspector-Generalship was in existence, as then they had a possibility of rising to Rs. 1,800, with Rs. 1,000 extra pension on retirement, whereas now they could only rise to Rs. 1,200 a month.

69442. (Mr. Fisher.) The main work of the Veterinary Department in India now concerned cattle, not horses, but that change had not greatly affected recruitment in the Civil Veterinary Service. The change caused by the disappearance of horses had not involved any change in the curriculum of the Royal College of Veterinary Surgeons, as the training in the various colleges had as much to do with cattle as with horses.

69443. (Mr. Macdonald.) He saw no use in having a competitive examination, because if the candidate had gone through the college satisfactorily and had the diploma, he was fully qualified. A competitive examination might bring in very undesirable men. There were a certain number of men who went into the college and just scraped through the bare matriculation; their education was absolutely deficient before entering, and yet they might do very well in the professional examinations.

69444. (Mr. Abdur Rahim.) The only suggestion he could make in regard to Indians was that they should go through the diploma course in England. It would be impossible to guarantee appointments for Indians who did this, but having obtained their diploma they would be eligible for any Government appointment either in England or in the Colonies or in India. A good man always had his chance. Men who had been sent out from India to subordinate appointments in the Straits and Ceylon and other places had been very well treated. If an Indian student's choice was limited to India and he took his veterinary diploma and was not selected he would be stranded, although there was

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LIEUT.-COL. A. E. QUERIPPEL.

[Continued.]

no doubt that there was a good field for private practice in India at the present time. As a member of the Army Veterinary Corps, when he was in India he had no difficulty in obtaining in private practice Rs. 400 or Rs. 500 a month, and sometimes Rs. 900, although he did not lay himself out for it.

69445. (*Sir Valentine Chirol.*) There was no means now by which a man who had had a certain amount of education elsewhere and desired to acquire a higher education in veterinary science could acquire it in England without going through the College. There was a Veterinary College in London, one in Edinburgh, one in Glasgow, one in Dublin, and a school attached to the Liverpool University, and there was a post-graduate course at the Univer-

(The witness withdrew.)

At the India Office, London, Thursday, 7th May, 1914.

PRESENT :

THE RIGHT HON. THE LORD ISLINGTON, G.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.S.I.

SIR VALENTINE CHIROL.

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

ABDUR RAHIM, Esq.

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

HERBERT ALBERT LAURENS FISHER, Esq.

JAMES RAMSAY MACDONALD, Esq., M.P.

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

SIR JOHN M'FADYEAN, M.B., B.Sc., M.R.C.V.S., LL.D., Principal, Royal Veterinary College, London, N.W.

Written Statement relating to the Civil Veterinary Department.

69448. (1) From the nature of the duties which members of the Civil Veterinary Department in India have to carry out, and the circumstances in which they are placed, it is desirable that the best of the recent graduates in point of intelligence and education should be induced to enter the Service.

(2) During recent years the attractions of the Service have been reduced, while competition for suitable officers on the part of other public Services has increased, and the total number of suitable candidates has fallen considerably.

(3) The chief competitor for candidates is the Army Veterinary Service, but there are also now more numerous appointments for whole-time veterinary officers in the self-governing Dominions and the Colonies.

SIR JOHN M'FADYEAN called and examined.

69449. (*Chairman.*) The witness was Principal of the Royal Veterinary College, Camden Town. He had nothing to do with the selection of candidates for the Veterinary Department in India, except that when consulted by Colonel Queripel he might be called in to advise regarding students whom he knew personally. He believed he had known personally 80 per cent. of the students who had been recruited for the Department in the last ten years or more, so that to that extent, he had taken part in the selection, when his opinion had been called for.

69450. Of recent years the attractions of the Service had been considerably reduced and there was a falling off in the candidates. He saw no other way of reviving the popularity of the Service than by improving the prospects. He did not know that an Indian career would ever be a very popular one, and he believed that to get recruits equal to the standard of those who went into the Army Veteri-

nary Service it would be necessary to make the attractions in respect of pay and pension better than those offered in the Army Service; otherwise the Indian Service would have to take the leavings of the Army. There were special cases where men for some reason or other would not enter the Army under any circumstances, and yet would like to go to India, but, speaking generally, he was quite satisfied that what he had said was true.

69446. (*Sir Murray Hammick.*) He believed there were certain colleges in Canada and Australia that were recognised in Great Britain, but he could not say definitely.

69447. He had made himself acquainted with the advance in veterinary instruction which had taken place in India since he left, especially in Madras. He did not think it would be well to have somebody sitting on the Board of Selection in England who was in touch with the recent developments in India, as he believed there was no difference in the conditions of service in Madras or Calcutta or Lahore.

(4) If the present conditions of service are not substantially improved it will soon be quite impossible to recruit the Department with men possessing the desirable qualifications.

(5) To prevent this the scales of pay and pension ought to be equal or slightly superior to those of the Army Veterinary Service.

(6) The number of officers in the Service ought to be increased to such an extent as will allow the youngest officers on probation to be adequately trained before they are thrown on their own responsibility in carrying out field work. Probably two years would not be too long for that training.

(7) With a view to providing a reserve of officers capable of filling up vacancies on the staff of the Veterinary Colleges and of the Muktesar Laboratory a system of study leave for selected junior officers is very desirable.

nary Service it would be necessary to make the attractions in respect of pay and pension better than those offered in the Army Service; otherwise the Indian Service would have to take the leavings of the Army. There were special cases where men for some reason or other would not enter the Army under any circumstances, and yet would like to go to India, but, speaking generally, he was quite satisfied that what he had said was true.

69451. The work in the Civil Veterinary Department was different from that of the Army Veterinary Service, and within recent years the differences had become more marked. He did not think, however, that this would have the effect of diminishing the competition between the two Services. Both Services had to take young men. The qualifications for one Service were substantially the same as those required for the other. What was desired was the highest possible intelligence, the best possible general education, and the best

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SIR JOHN M'FADYEAN.

[Continued.]

possible professional education, combined with certain personal qualifications, and those things were wanted equally for both Services.

69452. In the Civil Veterinary Service the men ought to have a more specialised knowledge, but as the candidates were young any great amount of specialisation could not be looked for. That was why he had made suggestions with regard to study leave in his written statement, and proposed to allow a period of a couple of years in which an officer of the Department, after a term of service in India, could go through a post-graduate training in particular Indian diseases.

69453. There were five veterinary colleges in Great Britain, two in England, two in Scotland, and one in Ireland. The college with which he was connected was much the largest, turning out nearly as many candidates as the other four put together. All the colleges had to educate to the same standard and the students had to take the M.R.C.V.S. diploma.

69454. At present there were no Indian students in the Royal Veterinary College, but generally there were one or two. He did not think any Indian student had completed the course and obtained the diploma for the past ten years.

69455. There were post-graduate courses held at the Royal Veterinary College, to which Indians could be admitted, and Indians had been admitted to them from colleges in India. There were, however, no post-graduate courses which could be utilised for the purpose of giving Indians who had not a European qualification a training sufficient to enable them to take their place in the higher branches of the Service. The nature of the work in the post-graduate courses was partly based on the tuition the student had received before graduation and the courses were very short. If it was suggested that a post-graduate training should bring the professional knowledge of a student who had studied in one of the Indian Veterinary Colleges up to that of the European graduate, his answer was that it would be possible but it would require a long post-graduate course, owing to the fact that the training in the Indian colleges was admittedly inferior to the training in England. But although it would be possible it had to be remembered that at present Indian students were recruited of a different standard of general education, and this was a very important point. Assuming that such a course could be devised, it would take one or two years for an Indian from an Indian Veterinary College to take a post-graduate course that would bring him on an equality with the European entering the Service, but it would require to be a special course, as the existing classes would hardly do. The numbers were not sufficient to make it worth while establishing such a course. It could be done, but from the money-point of view it would appear to be impracticable. All the subjects, as he understood, were taught in a more elementary fashion in India than in England. Men came from all parts of the Empire to attend the post-graduate course—Australia, Canada, New Zealand, etc.—but all of them had taken the British diploma before they came. It was very rare that men came straight from Australian or Canadian veterinary colleges to take the post-graduate course. There were no veterinary colleges in South Africa. There was a veterinary college in Canada and one or two veterinary graduates had come over. He did not think an Australian graduate had ever come from Australia for the course. Veterinary education in Australia had within recent years been brought up to the European standard, but in Canada it had not.

69456. There should be an extended period of training for the younger officers after their arrival in India; and he suggested this should be two years, so that the officer might acquire knowledge of the country and of the language and have some knowledge of the special diseases of India. It was also important to provide a reserve of officers capable of filling up vacancies on the staffs of veterinary colleges and a system of study leave. A few years ago he had recommended

that study leave should be granted to some of the officers in the Civil Veterinary Department, and arrangements were made accordingly, but study leave had been only granted to two of the officers and he understood the system had been stopped. Provided study leave was granted he would leave the selected officers considerable latitude. He would be prepared to grant facilities for a post-graduate course in his own college or allow them to spend the time at any place where they could get a proper training in research. It was possible that they might also be allowed to see the research which was going on at other recently established research institutes for the study of animal pathology in this country. They should also be given the alternative of going to Paris or spending part of their time in England and part in Paris or in Berlin or Budapest. The period of study leave would be definitely fixed and the officers should have permission to divide it up between the different selected places. The same course of study leave could not be provided for a candidate coming from an Indian Veterinary College. The average Indian veterinary graduate would not be qualified for a research course; he would not be like officers who had had a good general education and professional education on the top of which they had had practical experience. Such officers would be able to take part in research investigations and that was the best sort of training. He did not see any simple way by which an Indian trained in an Indian college could perfect his education in the colleges in England. The only way was to endeavour to improve the education in the Indian colleges. If an Indian student simply came to England and put in one complete year in attending the final courses of instruction at a British veterinary college it would considerably improve his knowledge, and if on the top of that he attended a short post-graduate course in pathology and bacteriology that would still further improve his knowledge. That was quite practicable. But he could not make suggestions for giving courses to Indian veterinary graduates which would bring them up to the same level as European graduates. A year, together with a certain amount of research, was the nearest approach possible, without organising a special class; and unless there was a sufficient number of students the organisation of a course would be difficult and costly.

69457. (*Lord Ronaldshay.*) It was a mistake on Colonel Queripel's part to say that no one who did not possess the British diploma could attend the post-graduate course at any of the British colleges. The College did not admit to the post-graduate courses any other persons than qualified veterinary surgeons or medical men, but for that purpose a student was recognised as qualified who had obtained a diploma from one of the Indian Veterinary Colleges; and several Indian graduates had gone through the course.

69458. (*Sir Theodore Morison.*) The standard for admission to the Royal College of Veterinary Surgeons for the last sixteen or eighteen years had been the same as for admission to the profession of medicine; the Royal College of Veterinary Surgeons had adopted the regulations of the General Medical Council with regard to general education and those regulations were accepted. Latin was compulsory. He did not know whether that operated to keep Indian students out. As a matter of fact, the Royal College of Veterinary Surgeons at present were revising the rules with regard to general education, and a proposal had been put forward that Latin should not be insisted upon as a compulsory subject, as it was rather preferred that candidates should take modern languages like French or German. All the higher educational qualifications throughout the civilised world were accepted as equivalent to an entrance examination, especially those of British Possessions and India. The degrees in Arts of the different universities in India and some of the tests for admission to universities were accepted by the Royal College of Veterinary Surgeons. The Indian B.A. degree would not be accepted at present if it did not include Latin. There might be 70 or 80 different

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[Continued.

qualifications granted throughout the world that were accepted provided they satisfied certain conditions.
69459. (Sir Murray Hammick.) Indians had come from Indian colleges to attend the post-graduate course, but he did not think a special course could be formed to enable Indians to become qualified up to the standard of the English qualification even by special lectures and special teaching, because their professional education from top to bottom had been elementary. An exceptional Indian stu-

dent who had a good educational qualification and had taken a diploma from an Indian Veterinary College would be permitted to attend any of the ordinary courses of instruction given to undergraduates and if he had a qualification from an Indian Veterinary College he would be admitted to the post-graduate course, but not otherwise.
69460. (Chairman.) There had been several Indians who had done that, but no examination had been conducted to test the benefit they had derived from the post-graduate training.

(The witness withdrew.)

NOTE.

69461-70043. Attention is also invited to the following :-
I. Evidence given by Mr. F. C. Drake, Secretary in the Revenue and Statistics Department of the India Office, on Monday, 4th May, 1914. This will be found generally in paragraphs 66679-66719 in the sections of this volume (XV.) relating to the Forest Service and the Agricultural Department, and in particular in paragraphs 66696-7, 66708 and 66716.
Mr. Drake also put in the following statement with special reference to the Civil Veterinary Department:-

Statement to show the number of Officers appointed by the Secretary of State to the Indian Civil Veterinary Department from 1904 to 1914 (end of April) inclusive.

Year.	Europeans.	Indians.
1904	2	—
1905	4	—

Year.	Europeans.	Indians.
1906	6	—
1907	5	—
1908	1	—
1909	1*	—
1910	1	—
1911	1	—
1912	2	—
1913	2	—
1914 (to end of April)	2	—
Total	27	—

* Includes one appointment to Muktesar in each year.

II. Memorandum on appointments made by the Secretary of State for India in Council to certain branches of the Government Service in India—vide Vol. I., Appendix.

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APPENDIX I.

APPENDIX I.

Letter from the Chief Secretary to the Government of the Punjab, No. 238 (Rev. and Agri.—Agri.), dated Lahore, 22nd October, 1913.

With reference to your letter* dated 1st August, 1913, I am directed to forward 20 copies of a letter from the Director of Agriculture and Industries, Punjab, No. 3453, dated 2nd October, 1913, and of its enclosures, furnishing the information required in connection with the Civil Veterinary ... Department in the Punjab.

Enclosures in covering letter from the Director of Agriculture and Industries, Punjab, No. 3453, of Lahore, 2nd October, 1913.

Statement showing supplementary information as to the organisation of the Civil Veterinary Department in the Punjab.

1. The present regulations as to recruitment, training and probation and whether these regulations are satisfactory.—(a) Army Officers of the Civil Veterinary Department.—The practice of recruiting Civil Veterinary Department Officers from amongst the Army Veterinary Officers has been discontinued.

(b) Indian Civil Veterinary Department Officers.—The rules on these points are contained in the Government of India resolution, No. 10—8-4, dated 2nd August, 1901.

Satisfactory.
(c) Provincial Service Officers.—There are at present one Professor of Surgery and three Senior Assistant Professors in the Punjab Veterinary College who belong to the Provincial Veterinary Service. Recruitment is from graduates of the Punjab Veterinary College.

Not satisfactory. Post-graduate training is necessary.

2. The rates of pay and allowances in force in 1890, 1900 and the present time, and whether the present rates of pay and allowances are satisfactory.—(a) Army Officers of the Civil Veterinary Department.—

	1900.	Military pay.	Civil allowance.
	Rs.	Rs.	Rs.
Veterinary Lieutenants under 5 years' service ...	400	150	
Veterinary Lieutenants after 5 years' service ...	450	200	
10 years' service ...	500	250	
Veterinary Captains ...	600	300	
Veterinary Captains after 5 years' service in that class ...	650	350	
Veterinary Major after 10 years' service as Veterinary Captain ...	750	400	

Army Veterinary Officers serving in the Civil Veterinary Department were entitled to military rank and title and all other advantages conferred on Army Veterinary Officers by the Royal Warrant of pay and promotion.

The salary and rank of the Inspector-General, Civil Veterinary Department corresponded with those of Provincial Veterinary Officers in India, his total emoluments being Rs. 1,020 per mensem irrespective of rank.

	1913.	Military pay.	Civil allowance.
	Rs.	Rs.	Rs.
Lieutenants under 5 years' service	480	150	
Captains—			
After 5 years' total service ...	570	200	
After 7½ years' total service ...	570	300	
After 5 years' service as such (or on completing 10 years' total service, if he received his commission before 5th October, 1898) ...	650	300	
After 2½ years' total service ...	650	350	
Major—			
After 15 years' total service ...	750	350	
After 17½ years' total service ...	750	400	
After 5 years' service as such (or after 20 years' total service if promoted on or before the 20th March, 1902) ...	800	500	
Lieutenant-Colonel ...	1,120	500	
Colonel ...	1,220	500	

* Not reprinted.

The post of Inspector-General, Civil Veterinary Department, carrying a salary of Rs. 2,000 per mensem, had been abolished with effect from 1st April, 1912.

Not satisfactory. See paragraph 69248.

(b) Indian Civil Veterinary Department Officers.—

The Civil Veterinary Department came into being in 1901. The pay is progressive. The pay on appointment is Rs. 500 per mensem, rising to Rs. 1,110 by annual increments of Rs. 40. After 20 years' service Rs. 1,200. The post of Inspector-General, Civil Veterinary Department, carrying a salary of Rs. 2,000, has been abolished from 1st April, 1912.

There are two allowances, viz., a local allowance of Rs. 100 per mensem, attached to the post of the Principal, Punjab Veterinary College, and a conveyance allowance of Rs. 50 per mensem has recently been sanctioned for the Superintendent, Government Cattle Farm, Hissar.

Not satisfactory. See paragraph 69248.

(c) Provincial Service Officers.—The post of Professor of Surgery in the Punjab Veterinary College is usually held by an Imperial Service Officer, but is at present held by a Provincial Service Officer drawing pay Rs. 600—25—700. The pay of the three senior Assistant Professors is Rs. 200—20—400.

Not satisfactory. See paragraph 69248.

3. The number of posts in each grade, and the provision, if any, made in the cadre for leave and training.

—(a) Army Officers of the Civil Veterinary Department.—Further recruitment into Civil Veterinary Department of this class of officers has been discontinued. There are only three officers of this class serving in the Punjab, one of whom is Colonel, one Lieut.-Colonel, and one Major of 17½ years' standing. There is no reserve for leave and training in the Punjab.

(b) Indian Civil Veterinary Department Officers.—Apart from the three posts held by the Army Officers in Civil employ seven officers of the Indian Civil Veterinary Department are employed in the Punjab, one of whom is in transit from long leave. There is no leave or training reserve for the Punjab.

(c) Provincial Service Officers.—Three posts in the grade. No leave or training reserve.

4. What appointments outside the cadre are held, temporarily or otherwise, by the officers of the various Services.—(a) Army Officers of the Civil Veterinary Department.—None.

(b) Indian Civil Veterinary Department Officers.—One temporary appointment of Camel Specialist is held by a member of the Indian Civil Veterinary Department.

(c) Provincial Service Officers.—The post of the Professor of Surgery is held by a Provincial Service Officer temporarily. On his vacating it will be filled up by an Imperial Officer.

5. Whether any addition is required to the present cadre.—(a) Army Officers of the Civil Veterinary Department.—None.

(b) Indian Civil Veterinary Department Officers.—It is not clear what is regarded as our existing cadre. The posts required are:—

College.	
1 Principal.	
4 Professors.	
District Work.	
1 Chief Superintendent.	
2 Superintendents.	
Special.	
1 Superintendent of Cattle Farm.	
1 Camel Specialist.	
Total ...	10 Indian Civil Veterinary Department Officers.

(c) Provincial Service Officers.—Yes. Three more Deputy Superintendents on Rs. 200—20—400 are required.

APPENDICES II AND III.

APPENDIX II.

Letter from the Government of the United Provinces, Industries Department, to the Secretary to the Government of India, Department of Revenue and Agriculture, No. 1293, dated the 15th September, 1913, containing the views of the Government of the United Provinces of Agra and Oudh on the Civil Veterinary Department.

I am directed to invite a reference to the correspondence* ending with Letter No. 2666, dated the 12th May, 1913, from the Appointment Department of this Government, submitting for transmission to the Public Services Commission a copy of the memorial* of Messrs. E. W. Oliver and C. W. Wilson of the Civil Veterinary Department of this Province, and to convey the opinion of the Lieutenant-Governor on the points raised in the memorials.

2. As regards the request for some compensation for the loss of the post of Inspector-General of the Civil Veterinary Department, it is obvious that although a very small number may be prejudiced by the abolition of the post the majority of the members of the Service could not hope to hold it. But at the same time its abolition does remove one desirable post from some of the ablest men of the Service who had reasonable hopes of attaining to it. Moreover, while the Secretary of State, in order to compensate the members of the Military Veterinary Officers in civil employ, has directed that no reduction should be made in the number of posts of Colonels, nothing has been done for the civilian members of the Department.

3. As regards the request for some general improvement in the conditions of the Service the complaint of the members of the Civil Veterinary Department is that their scale of pay was fixed before the recent rise in prices, that they have to live in expensive centres such as Lucknow, and that a great deal more work and responsibility is being imposed on them than formerly. Such drawbacks are common to most Services and but slowly reduce their popularity; combined, however, with other circumstances they may seriously affect recruiting. It is stated that appointments in the Veterinary Department are becoming unpopular in England owing to the fact that the emoluments do not compensate for the expenses of the scientific training

* Not printed.

now demanded. The great fall in the number of students at various British colleges within the last ten years is evidence of the decrease in attraction, and the reasons for this unpopularity are readily understood. A good deal of the work is of a distasteful nature, and it is probably the fact that the profession is not held in a very high social esteem. At the same time, partly owing to the spread of knowledge of the nature of animal diseases and partly owing to their intimate connection with public health, a much higher standard of scientific knowledge is being demanded from the members of the profession. This is specially true of India, where the Service calls for a sound bacteriological training. It therefore seems probable that some action will be necessary to improve the prospects of the Indian Civil Veterinary Department if a sufficient number of recruits to man the Department is to be forthcoming.

4. His Honour trusts, however, that this probable increase in the cost of the Service will be fully provided for before the Service is provincialised. I am in this connection to refer to my letter No. 571, dated the 19th April, 1913.

Sir James Meston is unwilling to regard this increase as an additional burden in the future on Provincial revenues, and hopes that the Imperial Government will see its way to cover the improvement by an assignment from the Imperial revenues.

5. I am to add that for the reasons already mentioned it appears to the Lieutenant-Governor to be highly improbable that Indians will be forthcoming of sufficient training to be appointed to the higher posts in the Department. Veterinary work has always been unpopular among educated Indians, and a man with the education and means to go through a course in an English veterinary college would almost certainly prefer some other line of life, while the Indian veterinary colleges must develop greatly before they could turn out men sufficiently well trained. They have not yet begun to attract the class of men who would profit by a higher scientific education.

APPENDIX III.

Memorandum prepared by the Government of Bengal relating to the Veterinary Department.

THE IMPERIAL VETERINARY SERVICE.

1. The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.—The Imperial Civil Veterinary Department, as at present constituted, is composed of officers of the Army Veterinary Department electing to remain permanently in civil employ and of civilian officers recruited from the Veterinary Colleges in England. It has been decided that the Department in future is to be recruited entirely from the latter source.

The civilian officers are selected by the Secretary of State for India from among candidates ordinarily under twenty-seven years of age and possessing a diploma from the Royal College of Veterinary Surgeons. They are first appointed on probation for five years and are required to qualify in the vernacular within two years. It is usual for all officers on arriving at this country to obtain some training partly in the Bacteriological Laboratory at Muktesar and partly under a Superintendent in the provinces before being entrusted with responsible work.

The present regulations are working satisfactorily.

2. The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the

present rates of pay and allowances are satisfactory.—The Imperial Service was not organised before the year 1892. In 1900 the salary of Civil Veterinary Officers who were recruited from the Army Veterinary Department consisted of the Indian military pay and allowances of rank and a staff or civil allowance on the following scale:—

	Indian Military pay and allowances.	Civil allowances.
Veterinary-Lieutenant—	Rs.	Rs.
Under 5 years' service ...	400	150
After 5 " ...	450	200
After 10 " ...	500	250
Veterinary-Captain—		
After 5 years' service in that class ...	650	350
Veterinary-Major—		
After 10 years' service as Veterinary-Captain ...	750	400

The present rates of pay are as follows:—

(a) The pay of the civilian officers of the Department is on a time scale beginning on Rs. 500 a month and rising by Rs. 40 each year to Rs. 1,100, a further rise to Rs. 1,200 being given in the 21st year of service.

APPENDICES III. (continued) AND IV.

(b) The scale of pay for the military officers now in force (omitting ranks below that of Major, which are no longer represented in the service) is—

	Indian Military pay and allowances.	Civil allowances.
Major—	Rs.	Rs.
After 15 years' total service	750	350
After 17½ " "	750	400
After 5 years' service as such " " " "	800	500
Lieutenant-Colonel " " "	1,120	500
Colonel " " " "	1,220	500

Both the Superintendent, Civil Veterinary Department, and the Principal, Bengal Veterinary College, get house-rent according to salary under the special conditions applicable to the Calcutta House Allowance Scheme. The latter also gets a local allowance of Rs. 100 per mensem. They both get exchange compensation allowance.

So far as the Government of Bengal are aware suitable candidates are obtained for the present rates of pay, and if this assumption is correct, there seems to be no necessity to alter them.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—These officers are borne on a single cadre for the whole of India, and their pay being on time scale there are no grades. There are two officers attached to this Province. The Imperial cadre provides for a leave reserve.

4. *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services.*—None.

5. *Whether any addition is required to the present cadre.*—Yes; proposals are being formulated for the appointment of (1) an additional Veterinary Superintendent and (2) an additional Imperial Officer at the Belgachia College.

THE PROVINCIAL VETERINARY SERVICE.

1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The Provincial Veterinary Service consists of Deputy Superintendents and Veterinary Inspectors.

The Deputy Superintendents are recruited from specially selected veterinary graduates who have undergone a post-graduate course of study and have received the necessary training. They are appointed with the sanction of the Local Government.

Inspectors are recruited by selection from among the Veterinary graduates at the Bengal Veterinary College and by promotion from the ranks of Veterinary Assistants and are appointed with the approval of the Local Government.

There are no special rules for the recruitment, etc., of the officers of the Provincial Service. The Service is at present a small one, and the existing methods of recruitment are satisfactory.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the*

present rates of pay and allowances are satisfactory.—In 1890 the Provincial Veterinary Service had not come into existence. In 1900 there were only three lecturers on Rs. 150–10–200 in the Provincial Service.

The existing rates of pay are shown below:—

Deputy Superintendents.			
1st grade	...	Rs. 250–15–400	
2nd "	...	" 200–10–250	
3rd "	...	" 150–10–200	
A local allowance of Rs. 100 per mensem is drawn by the Assistant Principal of the Bengal Veterinary College.			
Inspectors.			
1st grade	...	Rs. 150	
2nd "	...	" 130	
3rd "	...	" 115	
4th "	...	" 100	
5th "	...	" 90	
6th "	...	" 80	
7th "	...	" 70	

Local allowances of Rs. 50 per mensem are attached to the posts of the Chief Inspector under the Glanders and Farcy Act and of the Prosecuting Inspector under the Cruelty to Animals Act.

The Government of Bengal are of opinion that in view of the important and responsible work falling on the Provincial Service the rates of pay of Deputy Superintendents should now be raised to Rs. 200–500 and of Inspectors to Rs. 100–200.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*

Deputy Superintendents.				Number of posts.
1st grade	...	Rs. 250–15–400		
2nd "	...	" 200–10–250		1
3rd "	...	" 150–10–200		2
Inspectors.				
1st grade	...	Rs. 150		
2nd "	...	" 130		Nil.
3rd "	...	" 115		3
4th "	...	" 100		1
5th "	...	" 90		1
6th "	...	" 80		2
7th "	...	" 70		5

N.B.—There are also two Inspectors on Rs. 100 and Rs. 110 each transferred from Eastern Bengal and Assam.

There is no provision in the cadre for leave and training.

4. *What appointments outside the authorised cadre are held, temporarily or otherwise by officers of the various Services.*—None.

5. *Whether any addition is required to the present cadre.*—The sanctioned cadre is sufficient for the present, but will have to be raised gradually as the staff of the Subordinate Service of Veterinary Assistants, who are mainly employed by local bodies, is increased.

APPENDIX IV.

Memorandum prepared by the Government of Bihar and Orissa relating to the Civil Veterinary Department.

IMPERIAL SERVICE.

1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The Superintendent of the Civil Veterinary Department in this Province is the only officer who belongs to the Imperial branch of the Service. The appointment of superintendents rests with the Government of India, and the conditions of recruitment, training and probation are described in the memorandum prepared by the Government of India. The Local Government have no recommendations to make under any of these heads, except that the period of probation might

with advantage be curtailed from five years to three years. The objection to the longer period is that after the lapse of five years it is difficult for an officer to strike out a fresh career for himself and the resulting tendency must be to retain officers who are not altogether satisfactory and whose services might have been dispensed with more freely after the shorter term.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—The present limit of pay is Rs. 1,200 per mensem which is attained in the 21st year of an officer's

APPENDICES IV. (continued) AND V.

service. The Local Government are disposed to think that a special grade limited to 10 per cent. of the Service might be created on Rs. 1,400, promotion to it being made by selection after 23 years' service.

This addition to the respects of the Service would be a compensation for the loss of prospects entailed by the abolition of the Inspector-Generalship in 1912.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training; and 4. What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services.*—There is only one appointment of superintendent in the Province and there are no appointments outside the authorised cadre. The provision for leave and training is an Imperial arrangement. One officer has recently been posted to Bihar and Orissa for training.

5. *Whether any addition is required to the present cadre.*—Proposals have recently been submitted by the Director of Agriculture for strengthening the supervisory staff of the Veterinary Department by the immediate addition of one superintendent and the ultimate addition of four superintendents. Government are disposed to think that the whole Province is too big a charge for a single officer, but they have not yet considered the Director's proposals in detail and are unable to say at present what increase, if any, will be recommended to the Government of India.

PROVINCIAL SERVICE.

According to the Memorandum prepared by the Government of India, the Provincial branch of the Veterinary Department includes Indian professors, assistant professors, lecturers, deputy superintendents, and inspectors. The first three classes are not represented in Bihar and Orissa as

the Province does not yet possess a separate Veterinary College.

Provision exists in the present sanctioned staff for two Deputy Superintendents on pay ranging from Rs. 150 to Rs. 400 and for twelve Inspectors on pay ranging from Rs. 70 to Rs. 150. Hitherto no candidates of satisfactory qualifications and experience have been found to fill the two posts of Deputy Superintendent; and the Local Government recruit experience very considerable difficulty in recruiting duly qualified inspectors and the subordinate staff of Veterinary Assistants, whose pay ranges from Rs. 30 to Rs. 70. At present an annual contribution of Rs. 20,000 is made by this Government towards the maintenance of the Belgachia Veterinary College in Calcutta from which its supply of Veterinary Inspectors and Assistants is obtained. The Local Government have now under consideration a proposal of the United Provinces Government for the establishment of a joint Veterinary College at Cawnpore. Before making any recommendations on the subject of the Provincial or subordinate services of the Veterinary Department the Local Government desire to consider the probable effects of the projected joint scheme of veterinary education. The educated middle classes of this Province do not take readily to veterinary work. It is possible that the necessity for obtaining the requisite preliminary training in Calcutta acts as an impediment, and that the difficulty might be lessened by the institution of a Veterinary College at Cawnpore where the language, manners, and character of the people are akin to those of Bihar. The recruitment and training of duly qualified Deputy Superintendents might thus be rendered possible, and this would affect both the strength of the superior supervisory staff and the prospects of the subordinate supervisory staff.

APPENDIX V.

Memorandum prepared by the Assam Administration relating to the Civil Veterinary Department.

IMPERIAL VETERINARY SERVICE.

1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The Imperial Veterinary Service in Assam comprises only the appointment of the Superintendent, Civil Veterinary Department. The methods of recruitment and probation are as prescribed by the Secretary of State. The existing rules contain no provisions regarding training. As regards recruitment, the remarks made in Chief Commissioner's note, dated the 13th December, 1912, on the Agricultural Department, apply generally to this Department also. The Chief Commissioner has no suggestions to offer with reference to training and probation.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—The constitution of the Veterinary Department dates from 1907. The pay of an officer begins with Rs. 500 a month rising by Rs. 40 each year to Rs. 1,100, which rate will continue from the beginning of the 16th to the end of the 20th year of service; after the beginning of the 21st year, the salary will be Rs. 1,200 a month. No allowance is given to the incumbent except the usual travelling allowance.

The prospects of the Service have suffered owing to the abolition of the post of the Inspector-General on Rs. 1,800 a month. The Chief Commissioner would be glad to see the maximum rate of pay raised to Rs. 1,450 with, or to Rs. 1,600 without, private practice, the discretion resting with the Local Government. This would place a senior officer approximately on the same level as a senior Civil Surgeon. The Chief Commissioner would also support the grant of an extra charge allowance of Rs. 100 a month to Superintendents.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*

—One appointment only. No provision is made for leave and training.

4. *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services.*—None.

5. *Whether any addition is required to the present cadre.*—When the full cadre in the Provincial and Subordinate Services of the Department is worked up to, Assam may require a second Superintendent.

PROVINCIAL VETERINARY SERVICE.

1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The Provincial Veterinary Service consists of Veterinary Inspectors. They are recruited from among the Veterinary Assistants in the Province with due regard to their professional merit, academical and general qualifications and seniority in the Service. Their probationary period is one year during which the Inspector is deputed to undergo a post-graduate course in a selected Veterinary College for training in bacteriological work. In the opinion of the Chief Commissioner, the present regulations are satisfactory.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—The present rate of pay of Veterinary Inspectors is Rs. 100–5–175 per mensem. They get no allowance except the usual travelling allowance. The present scale of pay is inadequate, and should be raised to at least Rs. 100–10–200. The Chief Commissioner, however, would not object to a scale of Rs. 100–10–300 as suggested in the memorandum prepared by Mr. Harris.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—There are three posts of Inspectors and no provision is made for leave and training.

APPENDICES V. (continued), VI., AND VII.

4. What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services.—None.

5. Whether any addition is required to the present

cadre.—The Provincial cadre may eventually include two posts of Deputy Superintendents for the Brahmaputra and Surma Valleys and more Inspectors, but no immediate increase is required.

APPENDIX VI.

Note, dated 9th April 1913, by the Hon. Sir Archdale Earle, Chief Commissioner of Assam, on the Civil Veterinary Department.

1. The remarks made in my note on the Agricultural Department apply generally to this Department also.

PROVINCIAL VETERINARY SERVICE.

2. The present rate of pay of Veterinary Inspectors in this Province is Rs. 100—5—175. The Government of Eastern Bengal and Assam originally proposed to pay Rs. 100—10—250, but were overruled. Experience has shown that it is impossible to secure suitable candidates in this Province on the present rate of pay, and that the lowest pay which will attract such candidates is Rs. 100—10—200.

SUBORDINATE VETERINARY SERVICE.

3. The present sanctioned pay of Veterinary Assistants in this Province is Rs. 30—10-5—70 with the following allowances.—

Stationary Assistant.

Pay plus house allowance of Rs. 5 a month or free quarters.

Hill District Assistant.

Pay plus local allowance of Rs. 10 a month and house allowance of Rs. 5 a month or free quarters and fixed travelling allowance from Rs. 15 to Rs. 25.

Plains District Itinerant Assistant.

Pay plus local allowance of Rs. 12-8 a month and fixed travelling allowance from Rs. 15 to Rs. 25.

Staff Assistant.

Pay plus personal allowance of Rs. 30 a month with travelling allowance under the Civil Service Regulations.

Reserve Assistant.

Pay plus personal allowance of Rs. 10 a month when on duty in the moussil.

This rate of pay has been found by experience to be insufficient to attract the class of man required, and a rate of Rs. 45—10-5—75, with the same allowances, is required.

APPENDIX No. VII.

Note, dated the 1st August 1913, by the Hon. Sir Archdale Earle, Chief Commissioner of Assam, on the Civil Veterinary Department, supplementary to his note of the 9th April 1913.

Clause 3 of the Agreement executed by officers of the Civil Veterinary Department runs as follows:—
“3. That the party of the first part will devote his whole time to the duties of the Service, and will not engage, directly or indirectly, in any trade, business or occupation on his own account, and that he will not (except in case of accident or sickness certified by competent medical authority) absent himself from his said duties without having first obtained permission from the Government or its authorised officers.”

1. The Government of Eastern Bengal and Assam instituted enquiries in the year 1909 as to whether Veterinary Superintendents were allowed in other Provinces to practise privately, and ascertained that there was no uniformity in this respect. Mr. Harris, Superintendent of the Civil Veterinary Department in Eastern Bengal and Assam, ascertained from the Inspector-General of his Department that he had no objection to him (Mr. Harris) being allowed private practice, provided that his work as a Government servant was not interfered with. The Government of Eastern Bengal and Assam therefore enquired of the Government of India whether, in view of Clause 3 of the Agreement, Mr. Harris could be allowed to undertake private practice. It was suggested that in places where there was a Veterinary Hospital, owners would be required to send their animals there, and the hospital fee only would be charged. In cases where the superintendent was required to visit the owner's house to give advice or to examine animals for soundness, a fee of Rs. 10 to Rs. 15 would be charged, and for operations a charge from Rs. 15 to Rs. 30 would be made. Private practice was to be undertaken only on condition that it did not interfere with departmental work.

2. The Government of India observed that when it was first decided to recruit civilians for the Civil Veterinary Department, it was definitely settled that they should be debarred from engaging in private practice. A rule to this effect was accordingly embodied in the conditions for appointment

to the Department and the scale of pay offered to the candidates was fixed with reference to the restriction. They considered that this rule should be adhered to. Administrative officers of the Department, such as superintendents, were usually in charge of very large areas and of a number of veterinary assistants whose work required close inspection. It was essential that they should spend a considerable portion of their time in touring through their charges, and it was thought inadvisable to allow them to build up private practices at their headquarters or to engage in private work which might interfere with their duties. For these reasons the Government of India were not in favour of any relaxation of the ordinary rule of the Service in the case of Mr. Harris. It was added that if this officer were permitted to engage in private practice, a precedent would be established which might prove embarrassing.

3. I have considered the matter very carefully, and am of opinion that in a Province like Assam, containing a large number of Europeans, who mostly possess valuable horses, some concession should be made. I learn that the Superintendent, Civil Veterinary Department, is continually being asked when on tour to attend to valuable animals. Heretofore he has done this, as far as practicable, without remuneration, in order to popularise his department. Two alternatives are possible. The Superintendent must either refuse to attend to all calls of this nature, or he must be allowed to charge a moderately high fee, which would have the desirable effect of restricting the number of cases which he was asked to attend. In view of the large number of valuable animals which there are in the Province, and the absence of any other veterinary practitioners, with the exception of the veterinary assistants, whose skill is not of a very high order, the adoption of the first alternative would involve serious inconvenience to the public.

For these reasons I think that the question should be reconsidered, at any rate, as regards Assam, and that the local administration should be given discretion in the matter.

APPENDIX VIII.

APPENDIX VIII.

Memorandum prepared by the Government of Burma relating to the Civil Veterinary Department in Burma.

1. The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.—Superior Staff.—The original system of recruitment was to appoint officers with not less than 18 months' service in the Army Veterinary Department. This was discontinued in 1901, and the system of direct appointment by the Secretary of State from the English Veterinary Colleges was introduced. Candidates were required to be over 26 years of age and to possess a diploma from the Royal College of Veterinary Surgeons; they were to be on probation for five years. Rules for the officers of the Army Veterinary Department who elect for permanent employment in the Civil Veterinary Department were first published also in 1901, and have since been twice revised.

The Regulations governing admission into the Department are generally satisfactory subject to the following remarks:—

(i) The possession of a diploma in Tropical Medicine and practical experience of contagious diseases should, other things being equal, be considered as entitling a candidate to preference.

(ii) The present period of probation (five years) might be reduced to three in view of the fact that most officers join the service at the age of 26 or 27.

(iii) A thorough acquaintance with the Vernacular of the Province is a *sine qua non* for success in this Department, and it should be made an express condition of employment that no officer will be confirmed in his appointment until he has passed in the Vernacular by the Higher Standard.

Inspecting Staff.—The rules and regulations affecting this Staff are satisfactory.

The wishes of the Government of India in respect of appointing a staff of Provincial Deputy Superintendents and Inspectors were laid down in a Circular of 1904 and the Local Government's scheme which was formulated on these lines provided for the recruitment of Deputy Superintendents from the ranks of Inspectors and for the recruitment of Inspectors from:—

(i) Selected students who have passed the University Entrance examination and who would be given scholarships to enable them to undergo a training at the Lahore Veterinary College.

(ii) Selected men from the staff of Veterinary Assistants who have passed the seventh standard examination (Vernacular).

Statement showing the Cadre of the Superior and Inspecting Staffs of the Civil Veterinary Department, Burma, in the years 1890, 1900 and 1913.

1890.			1900.			1913.		
No.	Designation.	Pay per mensem.	No.	Designation.	Pay per mensem.	No.	Designation.	Pay per mensem.
		Rs.			Rs.			Rs.
1	Veterinary Surgeon (Mr. Evans)	450 Military pay + 250 Civil allowance	1	Veterinary Superintendent	1,100	1	Superintendent (Colonel Evans, C.I.E.)	1,220 Military pay, 500 Civil allowance
1	Assistant Veterinary Instructor (Mr. Batthala, a Graduate of the Bombay University).	250	1	Assistant Veterinary Instructor	250 + 30 house allowance	2	Superintendents (Messrs. Rennie and Cameron)	100 additional allowance. 500 — 40 — 1,100 Rs. 1,200 after 21st year + Burma allowance Rs. 100.
							Provincial.	
							Deputy Superintendents—	
						1	1st grade	500
						1	2nd "	400
						2	3rd "	300
						2	4th "	200
							Inspectors—	
						3	1st grade	150
						4	2nd "	125
						6	3rd "	100

APPENDIX IX.

Memorandum prepared by the Government of Madras relating to the Civil Veterinary Department.

History of the department up to the date of formation of the Civil Veterinary Department.—The Civil Veterinary Department was created only in 1892. Prior to this, Veterinary Surgeons were obtained from the Military Department from time to time to undertake remedial measures for dealing with outbreaks of cattle disease. In 1864-65, such a Veterinary Surgeon was engaged for the first time in connection with an outbreak of cattle disease in Kurnool and the Nilgiris. The success attained on this and subsequent occasions, with the help of the Army Veterinary Officers, was so encouraging that the Government contemplated the employment of a Surgeon with the designation of Inspector of Cattle Diseases, to be in charge of operations for the prevention of cattle diseases, but the attempt to secure the services of an officer suitable for this purpose failed, and the matter remained in abeyance till 1881. In this year the Government resolved, in view of the extreme importance of dealing with cattle diseases on a more permanent footing, to obtain a Veterinary Officer with Indian experience as teacher of Veterinary Science in the School of Agriculture at Saidapet, who might also officiate as Inspector of Cattle Diseases. The Board of Revenue was asked to advertise in the Indian papers for an officer. Subsequently, it was decided to keep the post of Teacher of Veterinary Science distinct from that of Inspector of Cattle Diseases, and a Mr. Shunker was appointed as Inspector, while the duties of the Veterinary Instructor at the College were left in the hands of a Military Veterinary Surgeon.

2. The next holder of that post, who was also borrowed from the Army, was, however, entrusted with the dual duties of Veterinary Lecturer and Inspector of Cattle Diseases, the designation of the post held by Mr. Shunker being at the same time changed into "Deputy Inspector of Cattle Diseases." These officers were assisted by a subordinate staff of Stock Inspectors, each of whom was in charge of a district and under the immediate control of the District Collectors.

3. The organisation of the Veterinary Staff came under review of the Committee appointed by Government in 1888 to inquire into the constitution and operations of the Agricultural Department. The Committee found that the system of providing a single Inspector per district was of little or no use, and recommended an immediate and large increase in the number of Inspectors, but Government, in view of the apathy of the ryots and the cost of the operations, directed that the work of attempting to combat disease directly should be given up, and that the post of Inspector of Cattle Diseases should be abolished, the services of the Stock Inspectors, being at the same time dispensed with.

4. On a perusal of the Proceedings of this Government, the Government of India, however, urged the need for the retention of the staff of the Cattle Disease Department under the direction of the Agricultural Department, with a subordinate staff of an executive character; the Government of Madras thereupon accepted this recommendation and modified their former order.

5. In 1892, at the time of the organisation of the Civil Veterinary Department by the Government of India, there were on the staff of the department in Madras one Inspector of Cattle Diseases, one Deputy Inspector of Cattle Diseases, a few Stock Inspectors in the subordinate staff (corresponding to Veterinary Assistants of the present day).

6. *Formation of the Civil Veterinary Department.*—The question of the creation of a separate Civil Veterinary Department for the whole of India had been mooted as early as 1882, but was kept in abeyance till 1891, on financial considerations. The Government of India again took up the matter in 1891, and addressed the Secretary of State in their

Despatch No. 82, dated 21st October, 1891, on the expediency of constituting a Civil Veterinary Department for the whole country. The Secretary of State sanctioned the proposal in his Despatch No. 18, dated 18th February, 1892. The superior staff of the department, as then sanctioned, consisted of 18 officers, including an Inspector-General, at their head. The staff was to be recruited from the Army Veterinary Department, and the officers were to receive the Indian pay and allowance of their military rank and a civil allowance on the scale laid down in paragraphs 18 and 19 of the Government of India Despatch No. 82 of 1891. The whole staff was to be borne on the Imperial list, but the officers were to carry out their duties under the orders of the respective local governments.

7. As already noted, there was one Army officer in Madras at the time of the constitution of the department, and he became the first Superintendent, Civil Veterinary Department, Madras. The Deputy Inspector of Cattle Diseases was thereafter designated "Deputy Superintendent, Civil Veterinary Department."

8. In 1901, a change was effected in the system of recruitment of the superior staff by obtaining officers for Civil employment from Army Veterinary Department, and the Government of India then decided that the candidates should in future be appointed by the Secretary of State direct from the English Veterinary Colleges, and rules for the recruitment of such candidates were also published. Officers of the Army Veterinary Department who elected to continue in the Civil Department do not come under these rules.

9. The Government of India, in 1905, took up the question of the general reorganisation of the department, and addressed the Secretary of State for sanction to increase the number of officers (25) on the Imperial staff of the department, in order to provide additional European officers for some of the more advanced Provinces. The scheme was accepted by the Secretary of State and the number of officers was then increased to 32 (at present 34). The increased cadre did not, however, provide for any additional officer in this Presidency. But the need of a second European Veterinary Officer was strongly felt, and, as a result of repeated requests, the Government of India sanctioned in 1909 the appointment of a second Superintendent to this Presidency. This second officer was posted as Principal of the Madras Veterinary College, under the control of the Superintendent, Civil Veterinary Department. In order, however, to avoid confusion of functions between the two officers, the Government subsequently defined the duties and responsibilities of each, and made the Principal of the College independent of the Superintendent. One is in charge of the executive branch and the other the educational branch of the department. The two officers work directly under the control of the Commissioner of Revenue Settlement, Land Records and Agriculture.

10. *Proposals of the Royal Commission on Decentralisation.*—The Royal Commission on Decentralisation suggested in paragraph 327 of their report the provincialisation of the superior officers of the Department serving in the Provinces. They stated:—

"Having regard to the local character of the Civil Veterinary work, and to the circumstance that in each Province it is under the general administrative control of the Provincial Director of Agriculture, we think it desirable that the superior Veterinary Officers serving in the Provinces should be paid by and recruited on account of the local governments, as Provincial Agricultural experts now are. This provincialising of the staff would eliminate a number of references which now have to be made to the Government of India, and would enable the Veterinary Inspector-General to become in such

"matters the Advising Officer of the Provincial Governments instead of being the head of a centralised controlling staff."

This suggestion was referred by the Government of India to the local governments for opinion. The Government of Madras in replying to their reference observed as follows:—

"So far as this Presidency is concerned no difficulty has up till now arisen from the fact that the two superior officers of the Civil Veterinary Department in this Presidency . . . are borne on a single Imperial list and are paid from Imperial revenues. This Government are of opinion that, unless the staff of the Civil Veterinary Department is materially increased, a system of direct recruitment for Provincial appointments is undesirable . . . As regards the question of pay of these officers, His Excellency the Governor in Council is of opinion that, so long as the Government of India control the recruitment and posting of officers of the Civil Veterinary Department, it is desirable, as the Government of India recognise, that the cost should continue to be debited to Imperial revenues."

The Government of India, after ascertaining the views of the local governments, decided not to disturb the existing arrangements under which the superior officers were borne on the Imperial list and were paid from Imperial revenues. The question of provincialising the pay of the veterinary officers is again engaging the attention of the Government of India.

11. *Recruitment.*—When the Civil Veterinary Department was constituted in 1892, the Government of India laid down that as a rule the superior grades of the Department should be filled by European officers who should supervise and control the subordinate native agency employed on the bulk of the work of the Department. The Government of India also expressed the opinion that the European element in the service was indispensable, but that the possible expansion, in the number of European officers which, with the growth of responsibilities, may be demanded by Local Governments, might be confined within the narrowest limits by the employment of the educated natives of the country to relieve the labours of the European staff. The Government of India again reiterated the same policy in 1904 in the following terms:—

"While we desire to confine the European staff within the narrowest limits consistent with securing the efficient working of the Department and to employ the assistants trained in our Veterinary Colleges as far as is possible in the circumstances of each Province, we feel no doubt that for the present and for a good many years to come the superior supervising staff must as a rule be European."

12. *General remarks.*—The rules regarding pay, allowances, etc., applicable to Army Veterinary officers of the Civil Veterinary Department are different from those applicable to Civilian officers of the Department.

13. The salary* of Army Department officers consists of the Indian Military pay and allowances of rank and the staff or civil allowances according to a prescribed scale. Travelling allowances are granted under the Civil Service Regulations. Leave and leave allowances are regulated by the rules in the Civil Service Regulations applicable to Military officers subject to the Civil Leave rules with certain special conditions. Military officers may retire at 20 years' service. The rules in the Civil Service Regulations relating to the compulsory retirements of Military officers in Civil employ upon attaining the age of 55 years apply to Army officers in Civil Veterinary Department. Officers in the Civil Veterinary Department are debarred from private

* The scale of pay is as follows:—

	Indian pay and allowances.	Civil allowance.
Major—	Rs.	Rs.
After 15 years' total service . . .	750	350
After 17½ years' total service . . .	750	400
After 5 years' service as such . . .	800	500
Lieutenant-Colonel . . .	1,120	500
Colonel . . .	1,220	500

practice without the permission of the Local Government under which they serve.

14. The Civilian officers of the Department are debarred from private professional practice. The pay of these officers is fixed at Rs. 500 per mensem on arrival in India, rising by Rs. 40 each year to Rs. 1,100 a month, which rate will continue from the beginning of the sixteenth to the end of the twentieth year of service; after the beginning of the twenty-first year, Rs. 1,200 per mensem. All officers, Military and Civil, get exchange compensation allowance. Appointments of Civilian officers are made on probation for five years and subject to such rules as the Government of India may lay down in regard to qualification in the vernaculars. Officers who, after satisfactory completion of the probationary period, remain in the service of the Government of India will become entitled to the benefit of the leave and pension rules for European officers contained in the Indian Civil Service Regulations and will reckon service for leave and pension from the date of arrival in India on first appointment. Retirement is obligatory at 55 years of age.

15. The study leave rules for scientific departments are also applicable to officers of the Civil Veterinary Department. Every officer of the Civil Veterinary Department is required to pass an examination in the vernacular of the province in which he is serving within two years of the date on which he is posted to the province. Officers serving in Madras are required to pass in either Tamil, Telugu or Hindustani as the Government may decide; failure to pass entails loss of appointment.

16. The Principal of the College is allowed in addition to his pay a local allowance of Rs. 100 per mensem and a house-rent allowance of Rs. 50 per mensem debitable to Provincial revenues until he is provided with free quarters. The Superintendent is also granted a house-rent allowance of Rs. 50 per mensem. The Imperial officers of the Department are liable to transfer from one province to another. All questions affecting their appointment, promotion, leave for more than six months (for less than six months also if a substitute is required), transfer and retirement are dealt with by the Government of India in the Department of Revenue and Agriculture.

PROVINCIAL SERVICE.

17. A scheme for the organisation of a staff of local Cattle Disease Inspectors was formulated in 1878, but allowed to remain in abeyance until 1882, when the subordinate staff was first recruited. This staff comprised nine Inspectors to start with and was employed under the Inspector and Deputy Inspector of Cattle Diseases.

18. The Provincial supervising staff consisted of only one Deputy Inspector of Cattle Diseases until 1887. In that year a proposal was made to combine the functions of the superior officers of both the Veterinary and Agricultural branches of the Agricultural Department, so as to allow of better results being obtained with the small staff then available; but the only change effected was the appointment of a Sub-Assistant Director of Agriculture who was practically an Assistant to the Inspector of Cattle Diseases, but was also available for agricultural work on special occasions. The same staff continued until 1892 when the Civil Veterinary Department was constituted, and even then no actual change was effected except that the designation of the Deputy Inspector was changed to that of "Deputy Superintendent, Civil Veterinary Department."

19. After the constitution of the Civil Veterinary Department the Government of India themselves took up the question of subordinate veterinary establishment required to help the European Veterinary officers appointed to each province. They formulated schemes, one in 1893 and another in 1895, both of which were, in the opinion of the Madras Government, not suited to the circumstances of this Presidency. On a further reference from the Government of India in 1899, it was finally decided to retain the appointment of Deputy Superintendent and to add two Senior Veterinary Assistants (afterwards called Inspectors). The Government of India agreed to this arrangement. But

APPENDIX IX. (continued).

the post of the Deputy Superintendent was allowed to remain vacant from 1901 owing to the paucity of trained hands competent to fill it. In 1904 the question of the development of the Civil Veterinary Department engaged the attention of this Government with reference to certain suggestions of the Supreme Government, and proposals were submitted in 1905 to the Government of India for the reorganisation of the Department. The scheme provided for the appointment of—

3 Deputy Superintendents	...	6 in the first grade	...	Provincial service.
15 Veterinary Inspectors	In	9 in the second grade	...	
132 Veterinary Assistants	As	13 in the first grade	...	Subordinate service.
		40 in the second grade	...	
		79 in the third grade	...	

This scheme was sanctioned by the Secretary of State in his despatch No. 57 (Revenue), dated 26th April, 1907.

20. *Recruitment and training.*—Up to 1895 there was no recognised system followed by Government; but there was no bar to the appointment of Indians. In 1895 the Government of India proposed that a complete scheme of Senior Veterinary Assistants should be organised in each Province. This was not, however, adopted. In 1904 the Government of India suggested, with a view to afford relief to the Imperial officers, the employment of indigenous agency, and observed as follows:—

“The Secretary of State has recently urged upon the Government of India the desirability of employing as far as possible the cheaper agency of native Veterinary Graduates. . . . It appears to the Government of India, therefore, that the system on which the Veterinary Department should in future be developed is that each Province should have one, or in the case of larger Provinces, two European Superintendents drawn from the Imperial staff, and that this staff should be supplemented by the appointment of Native Assistants as ‘Deputy Superintendents.’ The men would be specially selected Veterinary Graduates with a thorough knowledge of English and good educational qualifications. They would be capable of filling the important subordinate appointments at the Veterinary Colleges.” The Madras Veterinary College was established in 1903, and a diploma awarded to students after a three years’ course at the College is a necessary preliminary to appointment to the rank of Inspector. Appointments to Inspectors’ grade are made mainly by promotion from the subordinate service, while Deputy Superintendent’s posts are intended to be filled either by direct recruitment or by promotion from among the Inspectors. One of the three sanctioned posts of Deputy Superintendents is now held by an Indian—a graduate of the Bombay Veterinary College—who was promoted from the grade of a Veterinary Inspector. There are an Assistant Principal and three lecturers at the College. The Assistant Principalship is a gazetted appointment. The Assistant Principal is placed on the same status as Deputy Superintendents. The present incumbent is a student of the Bombay Veterinary College. He was previously employed as Veterinary Overseer in the Remount Department, United Provinces of Agra and Oudh.

Organisation.—The Deputy Superintendents, the Inspectors, and teaching assistants at the College are all paid from Provincial funds. The executive staff is under the direct control of the Superintendent, Civil Veterinary Department, and the teaching staff under the Principal.

Numbers and pay.—The strength of the Department on 1st April, 1887, was—

One European Inspector of Cattle Diseases on Rs. 800 (no longer on the Provincial List).

One European Deputy Inspector of Cattle Diseases on Rs. 300.

Twenty-three Local Cattle Disease Inspectors (on pay* ranging between Rs. 50 and Rs. 100).

The present strength is—

Staff contemplated.	Staff on 1st April, 1913.
Three Deputy Superintendents (200–25–400).	One Deputy Superintendent.
Fifteen Inspectors { Six in the first grade. Rs. 100–4–120; nine in the second grade, Rs. 85–3–100.	Seven Inspectors.

The staff employed on teaching in the college is as under:—

One Assistant Principal on Rs. 200–25–400.
First Lecturer on Rs. 120–8–200.
Second „ on „ 100–5–150.
Third „ on „ 80–4–120.

The posts of Deputy Superintendents, Inspectors and Teaching Assistants are held by Indians.

Leave and pension rules.—The ordinary Indian Service leave and pension rules of the Civil Service Regulations apply to the Provincial Service.

II.

[Additional statement called for in the Joint Secretary's letter dated 1st August, 1913.]

INDIAN CIVIL VETERINARY DEPARTMENT.

1. *The present regulations as to recruitment, training, and probation, and whether these regulations are satisfactory.*—(a) The present system of recruitment is satisfactory.

(b) In the past there has been difficulty in arranging for an officer to become familiar with the actual conditions of the country and to acquire some knowledge of general administration, owing to the fact that by reason of the paucity of the leave reserve he is very often drafted into executive posts soon after his arrival. It would be advantageous if this could be remedied.

(c) The present period of probation may be reduced to three years.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—

1890.

One Inspector of cattle diseases, Rs. 550 (now Superintendent, Civil Veterinary Department), house rent allowance, Rs. 50 per mensem.

1900.

One Superintendent, Civil Veterinary Department, Rs. 650 with exchange compensation allowance (Rs. 450 per annum) and house rent allowance, Rs. 50 per mensem.

1913.

Rs. 500–40–1,100; after the beginning of the twenty-first year, Rs. 1,200 a month; also draws exchange compensation allowance. (This rate applies to Superintendent, Civil Veterinary Department, and Principal, Veterinary College.) Principal gets Rs. 100 local allowance, and Rs. 50 house rent allowance. The Superintendent gets only Rs. 50 house rent allowance.

The allowances are satisfactory.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—There are no grades. The Superintendent and the Principal are the only two officers serving in this Province. Leave and training are arranged for by the Government of India.

4. *What appointments outside the authorised cadre are held, temporarily or otherwise, by Officers of the Service.*—No appointments are so held.

5. *Whether any addition is required to the present cadre.*—A second Superintendent may be required as soon as the operations of the Department expand.

PROVINCIAL SERVICE.

(i) The need for recruitment of Deputy Superintendents is beginning to be felt. It is

* Aggregate pay Rs. 17,200.

APPENDICES IX. (continued) AND X.

under contemplation to institute a post-graduate course at the Veterinary College for the purpose. Until the results of the experiment are known, it seems premature to consider the matter. The same remark applies to the training and probation of Deputy Superintendents.

(ii)—

1890.

One Deputy Inspector, Rs. 300.

1900.

One Deputy Superintendent, Rs. 150–10–200.

1913.

(1) Deputy Superintendent, Rs. 200–25–400.

(2) Assistant Principal, Madras Veterinary College, Rs. 200–25–400.

(3) Veterinary Inspectors, first grade, Rs. 100–4–120. Second grade, Rs. 85–3–100.

The rates of pay would seem to be sufficient.

(iii)—

	Sanctioned cadre.	Number now employed.
Deputy Superintendents	3	1
Assistant Principal graded with Deputy Superintendents	1	1
Veterinary Inspectors—		
First grade	6	2
Second „	9	5

No provision exists in the cadre of Deputy Superintendents and Inspectors for leave and training. The Inspectors are, however, recruited from among the Veterinary Assistants, in which class 22 posts have been created as reserve for leave and other contingencies.

(iv) There is an appointment of Special Veterinary Inspector in the Forest Department to which the Assistants and Inspectors of the Civil Veterinary Department can aspire. It is at present held by an Inspector of the Civil Veterinary Department.

(v) No additions are at present necessary.

APPENDIX X.

Memorandum prepared by the Government of Bombay relating to the Civil Veterinary Department.

1. *The present regulations as to recruitment, training and probation.*—(a) *Rules for the officers of the Army Veterinary Department in the Civil Veterinary Department.*—1. The selection of officers for particular appointments will be made by the Government of India.

2. An officer who accepts permanent appointment in the Civil Veterinary Department elects for continuous Civil employment in India.

3. Officers of the Civil Veterinary Department will be liable to transfer from one appointment to another or from one province to another. They will be under the control of the Local Government under which they are serving for the time being.

Rules for the civilian members of the Indian Civil Veterinary Department.—1. The officers of the Indian Civil Veterinary Department perform or supervise all official veterinary work in India, other than that of the Army, and are debarred from private professional practice in India. Their duties may be divided into three classes under the following heads:—

- Educational work in Veterinary Colleges;
- Horse and mule breeding;
- Cattle disease and cattle breeding.

2. Appointments to this Department are made by the Secretary of State for India, and applications regarding them should be addressed to the Revenue Secretary, India Office, London, S.W.

3. Candidates must not (except on special grounds to be approved by the Secretary of State) be over 26 years of age and must possess a diploma from the Royal College of Veterinary Surgeons. Evidence of a knowledge of bacteriology and of capacity for carrying out original research will be specially taken into account in estimating the claims of candidates. Good health, a sound constitution, and active habits are essential, and candidates must be certified by the Medical Board of the India Office to be physically fit for service in India.

4. Appointments will be made on probation for five years. Officers may be required from time to time to qualify in the vernacular language of the province within two years from the date of arrival in India, and in the event of transfer from one province to another, within two years from date of transfer.

(b) *Rules for the examination of officers of the Civil Veterinary Department in the Vernacular language.*—

1. An officer of the Civil Veterinary Department must pass an examination by the Lower Standard in the vernacular of the province in which he is serving within 18 months of the date of his final election for Civil employ, or of the date on which he is posted to the province, whichever is later.

Within three years of this date he must also pass a further examination in the vernacular of his province by the Higher Standard, unless he joined the Civil Veterinary Department before July, 1895. Failure to pass within the prescribed period will, in the absence of special orders to the contrary, entail loss of Civil allowances. But the Local Government may extend the period for passing.

2. The Lower and Higher Standards in vernacular shall ordinarily mean the Lower and Higher Standards in Hindustani prescribed by Army Regulations, India, Volume II. The Higher Standard examination shall include ability to transliterate from Persian into Nagri and vice versa.

(c) As at present advised, Government consider that the regulations as to recruitment, training, and probation for the Civil Veterinary Department are satisfactory.

2. *The rates of pay and allowances in force in 1890 and 1900 and on 1st April, 1913, respectively.*—(a) These dates are not suitable for the Civil Veterinary Department. The Department commenced in 1892–93; new terms were issued in 1901 both for Military men and Civilians, and the terms for Military men were revised in 1908. It has been considered advisable to alter the dates to 1892, 1901, and 1st April, 1913.

(b) (1) In 1892 the following rates were in force for Military officers. These terms were issued for general information in 1895, but the rates of pay and allowances were in force from 1892:—

	Indian Military pay and allowances	Civil allowances.	Total.
<i>Veterinary Lieutenant—</i>	Rs.	Rs.	Rs.
Under five years' service	400	150	550
After five years' service	450	200	650
After ten years' service	500	250	750
<i>Veterinary Captain—</i>	600	300	900
After five years' service in that class	650	350	1,000
<i>Veterinary Major—</i>			
After ten years' service as Veterinary Captain	750	400	1,150

The salary and rank of the Inspector-General of the Civil Veterinary Department corresponded with those of the Principal Veterinary Officer in India, his total emoluments being Rs. 1,620 a month irrespective of rank in the Army (vide rules for the Civil Veterinary Department published in Govern-

APPENDIX XIII.

APPENDIX XIII.

Statement (with details by Provinces) of the Provincial Establishment of the Civil Appointments on Rs. 200 a Month and over held by Europeans, Anglo-Indians, and Indians on the 1st April, 1913, in the Civil Veterinary Department.

TOTAL STATEMENT.

		Number of Employés in each Grade or Class.															
		Hindus (including Sikhs and Parsis).															
Pay.		Total.	Europeans.	Anglo-Indians.	Brahmans (including Shenvis).	Kshatriyas.	Kaiyasthas (including Prabhus).	Baniyas and Vaiyas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs and Parsis (cols. 11 to 13).	Muhammadians.	Indian Christians.	Buddhists.
1.		2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Rs.																	
200—300		12	—	—	—	1	—	—	1	1	3	—	3	6	5	1	—
300—400		2	—	1	—	—	—	—	—	—	—	—	—	—	1	—	—
400—500		2	1	—	—	—	—	—	—	—	—	—	1	1	—	—	—
500—600		4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700		1	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800		11	11	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900		1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000		3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200		4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,600—1,800		3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,800—2,000		1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	...	44	28	2	—	1	—	—	1	1	3	—	4	7	6	1	—

DETAILS BY PROVINCES.

I.—*Madras.*

Rs. 200—300	1	—	—	—	—	—	—	—	1	1	—	—	1	—	—	—
300—400	1	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total ...	4	2	1	—	—	—	—	—	1	1	—	—	1	—	—	—

II.—*Bombay.*

Rs.														
200—300	5	—	—	—	—	—	—	—	—	—	—	—	—	—
300—400	1	—	—	—	—	—	—	—	—	—	3	3	1	1
800—900	1	1	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—
1,600—1,800	1	1	—	—	—	—	—	—	—	—	—	—	—	—
Total ...	9	3	—	—	—	—	—	—	—	—	3	3	2	1

III.—*Bengal.*

Rs.														
200-300	2	—	—	—	1	—	—	1	—	2	—	—	2	—
400-500	1	1	—	—	—	—	—	—	—	—	—	—	—	—
500-600	1	1	—	—	—	—	—	—	—	—	—	—	—	—
1,000-1,200	1	1	—	—	—	—	—	—	—	—	—	—	—	—
Total	5	3	—	—	1	—	—	1	—	2	—	—	2	—

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V.—*The United Provinces of Agra and Oudh.*

[illegible]VI.—*Punjab.*[illegible]

VII.—*Burma.*

[illegible]

VIII.—*The Central Provinces.*

[illegible]IX.—*Assam.*[illegible]

APPENDIX XIV.

Regulations for appointment to the Indian Civil Veterinary Department.

1. The officers of the Indian Civil Veterinary Department perform or supervise all official veterinary work in India other than that of the Army, and are debarred from private professional practice in India. Their duties may be divided into three classes, under the following heads:—

- (a) Educational work in veterinary colleges.
- (b) Horse and mule breeding.
- (c) Cattle disease and cattle breeding.

2. Appointments to this Department are made, as vacancies occur, by the Secretary of State for India, and applications regarding them should be addressed to the Revenue Secretary, India Office, London, S.W.

3. Candidates must not (except on special grounds to be approved by the Secretary of State) be over 26 years of age, and must possess a diploma from the Royal College of Veterinary Surgeons. Evidence of a knowledge of bacteriology, and of capacity for carrying out original research, will be specially taken into account in estimating the claims of candidates. Good health, a sound constitution, and active habits are essential, and candidates must be certified by the Medical Board of the India Office to be physically fit for service in India.

4. Pay will be as follows:—On arrival in India Rs. 500 a month, rising by Rs. 40 each year to Rs. 1,100, which rate will continue from the beginning of the 16th to the end of the 20th year of service; after the beginning of the 21st year Rs. 1,200 a month.

Extra allowances of Rs. 100 to Rs. 200 a month are attached to certain appointments, and house rent is allowed in certain cases.

5. Appointments will be made on probation for five years. Officers may be required from time to

time to qualify in the vernacular language of the province within two years from the date of arrival in India, or, in the event of transfer from one Province to another within two years from date of transfer.

6. On appointment a free first-class passage to India will be granted, subject to the condition that its cost shall be refunded in the event of an officer resigning the Service, on grounds other than certified ill-health, within five years from the date of his arrival in India. If on the expiry of the five years of probation the officer's Service is determined, or if he is compelled by certified ill-health to resign the Service before such expiry, he will be provided with a free first-class passage back to England.

7. Officers who, after satisfactory completion of the period of probation, remain in the service of the Government of India, will become entitled to the benefit of the Leave and Pension Rules for European officers contained in the Indian Civil Service Regulations (regarding which information can be obtained from the Revenue Secretary, India Office, London, S.W.), and will reckon service for leave and pension from the date of arrival in India on first appointment. Retirement is obligatory at 55 years of age.

8. Officers will be required to make provision for their families by subscribing to a Provident Fund under such regulations as Government may from time to time lay down.

9. Each officer will be required, before leaving this country, to enter into an agreement with the Secretary of State for India embodying the conditions of his appointment.

India Office, June, 1912.

APPENDIX XV.

Officials and non-officials who furnished written Evidence to the Royal Commission in connection with their enquiry into the Civil Veterinary Department but who were not orally examined.

- | | |
|--|---|
| 1. C. W. Willson, Esq., Offg. Superintendent, Civil Veterinary Department, United Provinces. | 6. F. Ware, Esq., Superintendent, Civil Veterinary Department, Madras. |
| 2. Lieut.-Col. G. H. Evans, Superintendent, Civil Veterinary Department, Burma. | 7. Major F. S. H. Baldrey, F.R.C.V.S., D.V.H., Superintendent, Civil Veterinary Department, Central Provinces. |
| 3. W. Harris, Esq., M.R.C.V.S., Superintendent, Civil Veterinary Department, Assam. | 8. N. D. Dhakmarwala, Esq. (1st Professor), V. E. Vakhara, Esq. (2nd Professor), and P. Miranda, Esq. (Assistant Professor), Bombay Veterinary College. |
| 4. D. Quinlan, Esq., Superintendent, Civil Veterinary Department, Bihar and Orissa. | 9. Major W. O. Dawson, Superintendent, Civil Veterinary Department, Central Provinces. |
| 5. The Chief Justice of Madras and 22 other gentlemen. | |

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APPENDIX

TO THE

REPORT

OF

THE COMMISSIONERS.

Volume XV.

MINUTES OF EVIDENCE

RELATING TO THE

SURVEY OF INDIA DEPARTMENT,

Taken at Delhi and Calcutta,

WITH

APPENDICES.

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MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

PUBLIC SERVICES IN INDIA

RELATING TO THE

SURVEY OF INDIA DEPARTMENT,

At Delhi, Monday, 10th November, 1913.

PRESENT:

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

SIR VALENTINE CHIROL.

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

WALTER CULLEY MADGE, Esq., C.I.E.

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

And the following Assistant Commissioner:—

COLONEL C. T. F. B. RENNY-TAILYOUR, C.S.I., R.E., Superintendent, Southern Circle, Survey of India Department.

R. R. SCOTT, Esq. (*Joint Secretary*).

LIEUTENANT-COLONEL G. P. LENOX-CONYNGHAM, R.E., Superintendent of the Trigonometrical Survey, Dehra Dun.

Written Statement relating to the Survey of India Department.

70044. (I) *Methods of Recruitment.*—(a) *Imperial Service.*—Officers are recruited from the Royal Engineers and the Indian Army in the proportion of three of the former to one of the latter. There is also one special officer designated "The Mathematical Adviser," who is appointed by the Secretary of State from time to time. The system of recruitment is satisfactory.

(b) *Provincial Service.*—Before entering upon any question concerning the Provincial Service it is necessary to point out that that of the Survey of India differs largely from the Provincial Service of the Public Works Department, with which it is often compared, and from some others. In those departments the Provincial Service has been formed in order to give to Indians and the domiciled European community, who are unable to send their sons to Europe, an opening into the more important branches of Government Service. Their Provincial Officers perform duties of the same kind as the Imperial Officers; their numbers are restricted to some moderate proportion of the whole; and the service does not form a link in the chain of organisation.

In the Survey of India the state of things is quite different. The Provincial Officers outnumber

the Imperial Officers in the proportion of about three to one; the service constitutes a link in the chain of organisation intermediate between the Imperial Officers and the Surveyors; and in consequence, its duties are to a large extent of a different and less responsible nature than those of the Imperial Service. Moreover, the designation Provincial is quite inappropriate. All officers of the Survey of India (with the exception of the Mathematical Adviser) are liable for service in any part of India or Burma; they have no special connection with any particular locality.

The idea of creating Provincial Services originated, I believe, with the Public Service Commission of 1886, and it seems that in a desire for uniformity of nomenclature in all departments they recommended that what had till then been known as the "Junior Branch" of the Survey of India should receive the new designation.

The effect of this has been unsatisfactory. The change of designation naturally had no effect on the duties which the officers have to perform, but it has had the effect of gradually causing the officers to resent the fact that they are not on an equality in status and responsibility with similarly styled officers in the Public Works and some other departments, while they ignore the great difference between the qualifications demanded of them and of candidates for the Public Works Department.

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[Continued.]

In the latter candidates for the Provincial Service have to spend three or four years at an Engineering College at their own expense, and after that to take their chance of obtaining an appointment.

Candidates for the Provincial Service of the Survey of India are only required to produce a certificate of having passed the First Arts, or Final School Examination and are then admitted to an elementary competitive examination managed by the department itself. The successful candidates after joining the department are placed under instruction for about a year during which time they receive a salary of Rs. 100 per mensem.

In 1909 a New Provincial Service, with higher pay than the old one, was created, and it was hoped that a more highly educated class of candidate could be attracted. The attempt was not successful, and in consequence of the great and not unnatural discontent aroused in members of the old service by seeing men in no way their superiors given much better terms, it has been found necessary to raise the pay of the old up to that of the new, with the result that the majority of the officers of the old service are now in the enjoyment of very much higher emoluments than they could look forward to when they joined, and it is undeniable that for the pay and prospects now offered Government would have a right to ask for a higher standard of education.

But it is questionable whether it is advisable to take any steps in this direction. At present the Department contains four different classes of officers, namely, Imperial, Provincial, Upper Subordinate, and Lower Subordinate. But there is scarcely room for more than three, namely, Controlling Officers, Supervising Officers and Surveyors. Before 1895 there were only three classes, the Senior Branch, the Junior Branch and the Surveyors; after that there were the Imperial Service, the Provincial Service and the Surveyors; but in 1909 it was decided that the Provincial Service was too expensive an agency for supervising duties, and it was ordered that its numbers should be reduced by degrees from 134 to 87 and that an Upper Subordinate Service should be formed which would in part replace it. The device does not promise to be successful. There is no dividing line between the duties of the two Services. It would be better to have one Service only, modelled on the Upper Subordinate Service of the Public Works Department, which would include a good proportion of non-commissioned officers of the Royal Engineers and other corps, who have been through a course of training at the Thomason Engineering College at Rurki.

I have already mentioned that it was ordered in 1909 that the strength of the Provincial Service should be reduced from 134 to 87. By a more recent order recruiting has been stopped.

The best policy to pursue would seem to be to allow the present Provincial Service to die out and replace it by such a Service as I have mentioned above. This would involve no hardship or injustice to existing members of the Provincial Service, and would provide a body of men who would, I believe, be particularly well adapted to the work of the Survey. Men of this class have proved very useful in the Public Works Department and Military Works Service, and their training and qualities would render them even more suitable for employment in the Survey, in which there is a considerable and increasing number of soldier surveyors recruited from Native regiments. For work in connection with Military operations a survey party consisting of trained soldier surveyors, supervised by non-commissioned officers who had received a technical education at Roorkee, and controlled by an Imperial Officer, would appear to be extremely suitable. I do not mean that the new Upper Subordinate Service should be wholly military; it would probably be advantageous to have a good proportion of Indians and of domiciled Europeans, but for such the education test should be made tolerably stiff, it being recognised that those who had not the advantage of Military

training should be possessed of some other valuable quality.

70045. (II) *System of Training and Probation.*—(a) *Imperial Service.*—Officers of the Royal Engineers receive a good training at the School of Military Engineering, and all that they require is some instruction in the methods that have been found best for this country and in the use of instruments of high precision.

Officers of the Indian Army require a good deal more teaching. After a period of instruction they are required to pass an examination and to serve on probation for a time before they are finally admitted to the Department. No change in the present arrangements seems necessary.

(b) *Provincial Service.*—These officers receive a year's training when they join and are on probation for two years after that.

No change in the system seems necessary.

70046. (III) and (IV) *Conditions of Service and Salary.*—No remarks.

70047. (V) *Conditions of Leave.*—(a) *Imperial Service.*—The amount of leave is adequate, but the grant of it is hedged about by some restrictions which do not seem to me to be useful and which are sometimes vexatious; also the rules are so complicated as often to be difficult to interpret. I think greater simplicity should be aimed at. At present 11 months of duty earn one month of leave on full pay, and four years of duty earn one year on half pay. Retaining these amounts, if leave were treated like money, and an account like a banking account were kept, showing the amounts earned and the amounts taken, I do not think any restrictions would have to be made except that there would be a limit to the amount of leave to be taken at one time (sickness excepted) and that no leave could be given unless the exigencies of the Service permitted it, which would impose a limit on the number of officers on leave simultaneously. The rule that an officer cannot have furlough until he has done eight years' service is frequently a source of hardship and is of little if any benefit to the State.

(b) *Provincial Service.*—The leave rule applying to this Service might also be simplified with advantage.

There is one other remark to make on this subject. Officers appointed by the Secretary of State to such appointments as those of Manager or Assistant Manager in the technical offices of the Survey of India, find themselves under the Indian Leave Rules. This is a hardship. These rules are framed to meet the case of men who are either natives of or domiciled in this country and to whom a visit to Europe is an exceptional thing. When applied to men who are wholly English they are unsuitable as they do not allow them sufficient opportunities for going home. If such men can manage to afford to go home from time to time both they and the Service benefit, and it is both unwise and ungenerous to place obstacles in their way.

70048. (VI) *Conditions of Pension.*—No remarks.

70049. (VII) *Such limitations as may exist in the employment of non-Europeans.*—(a) *Imperial Service.*—This is a Military Service, and the question does not arise.

(b) *Provincial Service.*—So far as I am aware, there are no limitations to the employment of non-Europeans.

70050. (VIII) *The working of the existing system of divisions of Services into Imperial and Provincial.*—As I have explained above, the term Provincial Service is unsuitable to the conditions of the Survey of India. The old term of "Junior Branch" was more appropriate, indicating as it does that the officers of that Branch had less responsible duties than those of the Imperial Service, or as it was then called the Senior Branch.

There is no need for any Provincial Service in the Survey of India, but there is a need of a body of men to undertake the more difficult parts of a Survey, and to be intermediaries between the

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[Continued.]

Imperial Officers and the Surveyors, to check the field-work, allot tasks and generally supervise detail. As I have stated under the head of recruitment I believe that such a Service could be formed by the enlistment of Non-Commissioned Officers of Royal Engineers and other corps supplemented by

LIEUTENANT-COLONEL G. P. LENOX-CONYNGHAM called and examined.

70052. (Chairman.) The witness said he had occupied his present position for 13 months. He had served in the Survey Department from July, 1889. There were three classes of officers in the Imperial Branch of the Service, Superintendents, Deputy Superintendents and Assistant Superintendents. The Superintendents were in charge of circles. Each circle was composed of four parties doing topographical survey, each party being in charge of a Deputy Superintendent. One Assistant Superintendent should be with each topographical party, but at the present time there was not a sufficient number to provide for one being with each party. The duty of an Extra Assistant in the Provincial Service was normally to take charge of a camp, or of a sub-division of a party. The Assistants in the two branches of the Service were not ordinarily employed on the same kind of work. An Assistant in the Imperial Service acted as adjutant to the officer in charge of the party, whereas the Extra Assistant of the Provincial Service would be in charge of a camp, supervising the surveyors and checking their actual work on the ground. The assistant in the Imperial Service would either act in lieu of the officer in charge of the party, or take over his duties, or assist him in carrying out the duty of control, while the Extra Assistant in the Provincial Service would simply supervise the work of the surveyor. Under a very recent re-organisation, seven major charges had been made over to the Provincial Service, and Provincial Officers holding such posts were doing practically the work of the officers in the Imperial Service, the only difference being in the status and pay.

70053. Dealing with the suggestion contained in the written statements which had been put before the Committee, that recruitment in the Imperial Service should be confined to Royal Engineer officers, or alternatively, that posts now reserved for Indian Army Officers should be open to other branches of the Military Service, witness said he should be in favour of the former proposal, because a Royal Engineer was better trained for the purpose. He received a good training at Woolwich and Chatham, and came to India already equipped for the work of a surveyor. Then, there was no prejudice against a Royal Engineer taking up such an appointment. In the Indian Army there was a distinct tendency to prevent the best men from leaving their regiments; Commanding Officers did not like their best men leaving to fill a departmental appointment. Again, the disparity between an officer of the Indian Army and the pick of the Royal Engineers was considerable. Also, apart from the fact of that disparity, an officer from the Indian Army entered the Service quite untrained. There was not a large field of selection for officers from the Indian Army. It was extremely difficult to discover whether such officers had special capacity for the work of surveying. The present method of selection was a recommendation by the Commanding Officer, which came before the Surveyor-General, who had to find out what he could about the men, and this was not a very easy task; there was no intrinsic qualification to go upon. With regard to the suggestion that a system might be devised for sending an Indian Army Officer for a year's training in the survey, the object being to provide a nucleus from which permanent appointments could be made, witness said he would not care to give an opinion without consideration. Some organisation would have to be made for such officers' training, which was not at present in existence.

70054. The present system of training was as follows: Men were generally sent to the Trigonometrical Survey Office, where they obtained some

suitably educated Indians and domiciled Europeans.

70051. (VIII) Relations of the Service with the Indian Civil Service and other Services.—The relations between the Survey of India and other Services have generally been good and satisfactory.

training in the scientific and mathematical branches of the subject from the mathematical adviser. They were attached to a field party, and picked up such information as they could. There was no very good organisation. Appointments were so few that the Department had to manage in that way. A more complete organisation and training could not be undertaken unless there were more men to train. At present the proportion was three engineers to one Indian Army Officer. An appointment from the Indian Army was only made once in two or three years. It would not be fair to say that a man's training during his probationary period was somewhat of a perfunctory character. The training was carried out with some little difficulty and inconvenience to other people, but he thought an officer obtained a satisfactory training. Full attention was paid to him. He did not think it necessary that Royal Engineer Officers should pass an entrance examination for admission to the survey of India. They had been through a good many examinations in England, which he thought were quite sufficient. He should be inclined to think that a longer period of training for an officer in the Indian Army would be of benefit, and he suggested three years. At the end of the present two years' probation, there was still a disparity in an Indian Army officer's knowledge as compared with that of a Royal Engineer's.

70055. With regard to the question whether the rules for admission to the Provincial Service had proved on the whole satisfactory, the witness said it was difficult to say whether the Department had obtained as good men as it might have done by some other system. Of the three methods of entrance into the Service put forward in 1909, the system of competitive examination was practically the only one to which effect had been given. Very few promotions from the Subordinate Service had been made in the past, and none recently. On the average the promotions from the Subordinate Service had proved satisfactory, but there was not a great number of such cases on which to base an average. Personally, he could think of only two. Under the rules for admission to the Provincial Service it had been ordered that at least one-fourth should be Indians, and it was understood that in the Upper Subordinate Service it was the intention to give at least half the vacancies to Indians. In practice, no applications had been received except from Indians.

70056. He had not a very good knowledge of how Survey Officers were recruited in other countries, but he thought in all cases, with the exception of the United States, the Survey Department was under a Military organisation. It was necessary to have a reserve of Royal Engineer officers in India and these officers were employed in times of peace on such work as the Survey. He did not know of any Civilian Survey Officers who had been employed on Military expeditions.

70057. He thought the Provincial Service was "a fifth wheel in the coach," and should therefore be abolished. The duties of the Department should be divided under three heads—controlling, supervising and actual surveying, with the surveyors supervised by a superior service, and directed by the Imperial Service. The three classes should be entirely separate. Prior to 1895 the Service was divided into senior and junior, and when the designation of "Provincial" was adopted, the duties did not change in any degree. The Service was an all-India Service, and therefore he thought "Provincial Service" was a misapplication of terms; it did not in the least express the nature of the Service. The Imperial Service, as he would like to see it, would be confined to officers

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in charge of parties, and their assistants in training under them. The Upper Subordinate Service would be composed of officers employed in definitely inferior work. If the Provincial Service was abolished and the Upper Subordinate Service took its place, the designations of officers would doubtless be somewhat different.

70058. He thought Circle Superintendents were really necessary to act as a link between the Surveyor-General and the field parties. It would be bad organisation for the Surveyor-General to try and keep in touch with the whole 18 or 20 parties. A Circle Superintendent had five parties under him, and his duty was to be in constant touch with them. The Deputy Superintendents in charge of parties communicated with the Surveyor-General through the Circle Superintendent. He thought that after one year's training a Royal Engineer Officer would be quite competent to take charge of a camp, and that after four years' experience he could be entrusted with charge of a party. He would suggest a longer period in the case of an officer from the Indian Army, but he would be adverse to laying down any hard-and-fast rule, because men differed. He thought the period of probation in the Provincial Service was sufficient. They did in practice go through a three years' probation. With regard to the complaint that officers, particularly Provincial officers, did not obtain a sufficiently varied training during their first year's course, the witness said that when the Department was up to its full strength and less pressed with urgent work, it could arrange to give men a sufficient experience; but in the past the Department had been short-handed, and a man had to be put to the work which he could do. He thought, however, that nearly all officers were agreed that, so far as possible, a man's experience should be varied during the first years of his service. That very largely depended upon the sufficiency of officers. There was an insufficiency at the present time when any sudden emergency arose. For instance, last year there was an expedition to the extreme north-east frontier, on which nine officers were engaged, and this made a considerable difference to a Department composed of 54 officers. He thought an increased reserve would be a good thing.

70059. With regard to salary, he considered the present system of pay an extremely inconvenient one. It led to a good deal of administrative trouble. He would prefer to see the time scale so adjusted as to include the charge allowance.

70060. Dealing with the representation that the pay of Provincial officers was much less than two-thirds of the pay granted to Imperial officers, and that it should approximate more nearly to the rates authorised for Provincial officers in other services, the witness replied that a Provincial Service which was created in order to give to the people of India an opportunity of obtaining some of the higher appointments under Government was organised on different lines from the Provincial Service of the Survey Department, which was distinctly intended to be a link in a chain of organisation, and was not intended to be on a par with the Imperial Service. When the Provincial Service was created, the duties allotted to officers were not changed in any way; it was still the Service which was originally called the Subordinate Service. It was re-named the Junior Branch, and then the Provincial Service, but the duties remained precisely the same. He did not think the two-thirds scale of pay applied at all. The Provincial Service of the Survey Department outnumbered the Imperial Service by about two and a half to one, so the suggested increase in pay would be a formidable item. With regard to the suggestion that for the Provincial Service an annual increment of Rs. 20 should be substituted for the present triennial increment of Rs. 50, the witness replied it was a question of what the Government desired to give.

70061. With regard to leave, the witness said he had heard in conversation that there was a considerable consensus of opinion in favour of an officer being allowed to accumulate privilege leave for more than three months. Sometimes a man had

accumulated his three months' privilege leave, which took him 33 months, and then it was found that he could not be spared. Then from the moment he had 33 months' service to his credit, he ceased to be able to accumulate more privilege leave. The witness thought that perhaps it would be advisable only to allow the privilege leave to exceed three months in cases where the officer was unable, owing to the exigencies of the Service, to obtain it when it was due to him. He did not see any special advantage in granting officers leave to study the methods of the Survey Department in other countries. The methods which had been adopted in a country like England were so different from those adopted in India that he did not think officers would learn anything of value. It would be an advantage for a certain number of officers to be allowed to study the scientific branches of survey, such as gravity observations, magnetic observations, and so on. He thought it would repay the Government of India to encourage officers to study those branches during leave.

70062. With regard to pension he thought the present period of 30 years' qualifying service might be reduced. The life of a Survey officer was a very hard one. He thought that it would be a good thing to allow officers to join the General Provident Fund, and he should say that a concession of this nature would be acceptable.

70063. Replying to a question whether, if the scheme he had suggested of only having two divisions, the Imperial and the Upper and Lower Subordinate ranks, was adopted, he would give opportunities to the qualified and more efficient officers in the Upper Subordinate Service to be promoted into the Imperial Service, witness said he did not think there should be an absolute bar, and yet he did not think it was a plan which would work well, except in very exceptional cases. He did not think promotion should be given as a mere reward for long and meritorious service, but that exceptional ability should be taken into account. Of the two alternatives, promotion of a qualified officer from the Upper Subordinate Service, assuming that the qualification for appointment to the Service was higher than it was at present, or of direct recruitment with a proper training for an Indian, he would favour direct recruitment with a proper training, which he thought should certainly include a certain time spent in England, but he would prefer to see neither scheme adopted. He might remark that it was not very easy to get a proper topographical training in England. The only satisfactory school of training that he knew of was the School of Military Engineering at Chatham, to which Civilians were not admitted.

70064. (Mr. Gokhale.) The witness said he did not think the Provincial Service in the Survey Department was the same as the Provincial Service elsewhere. He thought the term "Provincial" as applied to the Department was a misnomer. He had not considered the question of the starting salary for the Upper Subordinate Service, supposing his scheme for the abolition of the Provincial Service was adopted, but he should say it would be very similar to the starting salary of the Upper Subordinate Service of the Public Works and Military Works Department. It would be true, therefore, to say, that if the Survey Provincial Department was replaced by an Upper Subordinate Service, there would be a considerable saving effected. He thought a satisfactory class of men for Survey Work would be obtained on that grade of salary, taking into account the experience of the Public Works and Military Works Department. He would withdraw from the Provincial Service the seven Executive charges which had been transferred to it, and he would also have in his proposed Upper Subordinate Service a considerable proportion of non-commissioned officers. The proportion he had in mind was two-thirds. It would be the case that if his scheme was adopted, the entire Provincial Service with its higher emoluments would be lost to Indians and domiciled Europeans and Anglo-Indians. He agreed that he was not improving the Survey Department from the standpoint of domiciled Europeans, Anglo-Indians and

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Indians by his proposed scheme. He was simply looking at the matter from the point of view of efficiency, and that the outturn of the Department should bear a satisfactory proportion to its cost. The reason why the cadre of the Imperial Service had risen from 40 in 1895 to 55 in 1910 was on account of the recommendations of the Committee which sat in 1904-05. At that time the whole of India had been surveyed after a fashion, but many of the maps were old and inaccurate and the Committee recommended that a systematic re-survey should be undertaken. The estimate of how long the present survey would take was put at 25 years, but he thought that estimate was optimistic. He did not think after the present survey had been finished it would lead to a contraction of the staff of the Surveying Department, if one judged by the experience of other countries. Larger scales and more detailed surveys were constantly being called for as civilisation advanced.

70065. (Mr. Sly.) Witness said he did not believe the Indian Army Officers in the Survey Department formed a portion of the War Reserve. They were not required to pass a military examination for promotion, as was the case with Royal Engineer Officers. The duties of the Survey Department in time of war would be to take over all matters connected with the producing of maps for the use of the troops, but doubtless there would be some officers of the Survey Department who would return to their normal Military employment, and become field engineers with the troops. Apart from the War Reserve, however, the survey party, as such, would be furnished by the Survey Department, and employed in time of war as a survey party.

70066. It was not a fact that of the seven charges which had been transferred to the Provincial Service, three had been definitely allocated as office charges. The total number of charges in the Survey Department had, he believed, in the past exceeded 20, but he could not answer that question definitely until he had seen the records.

70067. With regard to opening the Provident Fund for Imperial Officers in the Survey Department, he did not think that preferential treatment should be accorded to any particular department in this respect, but he had not considered the question thoroughly. At the present time no Army Officer in any Department, either Military or Civil, was entitled to subscribe to a Provident Fund, but members of the Provincial Service of the Survey Department did subscribe to a General Provident Fund.

70068. (Mr. Madge.) When a qualified Provincial Officer was promoted, his normal duty was to take charge of a camp. If he was selected for an executive charge, he had charge of a party. He did not think a Provincial Officer could rise to the charge of a circle, but he pointed out that the circles had only been in existence for about three years. Referring to the recent order providing for the promotion of Provincial Officers to higher positions, he agreed that this was only a restoration of a privilege previously enjoyed by Provincial Officers, of which they had been deprived by an intermediate committee. But the circumstances were somewhat different. Before the intermediate committee sat, there were no charge allowances, and anybody could be put in charge of a party if he was conveniently placed at the moment the post fell vacant. As far as the pay was concerned, no special sanction was required. No doubt personal qualifications would be taken into account in such cases, as well as considerations of temporary convenience.

70069. Only the Superintendents of Circles were administrative officers. Officers in charge of parties were certainly Executive Officers, but Provincial Officers in charge of camps merely had to check the actual work on the ground, and to do the actual measurements. That was not done, except occasionally, by the officer in charge of the party. There had been two officers known as Deputy Surveyor Generals with administrative duties. Such a post had been held by an uncovenanted man, Mr. Hennessy, who had taken a very

(The witness withdrew.)

high degree at Cambridge. How he had been recruited, and what his career was the witness did not know. He supposed an Assistant Surveyor General would be in administrative charge, and he knew of one case of such a post being filled by a man who had been educated entirely in India.

70070. With regard to study leave, there was no great difference between the training obtainable in India and that obtainable in England. The practice of surveying was different in India, but the principles were the same the world over.

70071. He did not see why there should be any barrier to the promotion of any man in any service for any post, provided he possessed the practical experience and the necessary qualifications. His whole object in making the suggestion with regard to recruitment of non-commissioned officers, was to arrange for an organisation, which, in his opinion, would work easily and efficiently. He thought trained non-commissioned officers, especially from the Royal Engineers, would go to form an efficient, well disciplined department. He agreed that men recruited in India might come from a higher social rank and be better educated men than privates in the Army.

70072. (Sir Valentine Chirol.) The witness said he did not join the Department direct from Chatham. The normal employment of a Royal Engineer was in the Military Works Service. He was in that Service for about 18 months when he was appointed to the Survey Department. That was the general method of recruitment for the Survey Department. He agreed that there was no corps in the Indian Army which was analogous to the Royal Engineers, so that, regarding the survey work as essentially military work, the only source of recruitment was the corps of Royal Engineers, and the only training obtainable was through Woolwich and Chatham. The competitive examination for the Provincial Survey Service in India consisted of four mathematical papers, Arithmetic, Algebra, Geometry, and Trigonometry, some geometrical drawing, and some freehand drawing. At various times the syllabus had included an English essay, but latterly this subject of examination had been abolished. He thought he would have been able to pass such an examination two years before he left school, when he was about 14 or 15 years old. The examination did not reach anything like the standard of the Entrance examination for Woolwich. His opinion was that Provincial officers who were promoted to hold major executive charges did not really possess the qualifications which, in his opinion, they should possess.

70073. (Mr. Gokhale.) Some of the Provincial Service men were graduates of Indian Universities, and he thought if good graduates of Indian Universities competed the standard of education of the Provincial officer would be satisfactory. It seemed to be very difficult, however, to obtain good graduates from Indian Universities to compete for entrance to a Provincial Service, in which the starting salary was Rs. 250. He did not think the life of a surveyor was attractive to the well-educated Indian. He was not prepared to say that Indians, even with high educational qualifications, would be in every respect as efficient and satisfactory as the Imperial officer, who had had his Military training and possessed other qualifications.

70074. (Sir Valentine Chirol.) No scientific degree of an Indian University would correspond, or be a substitute for the particular training obtained at Woolwich and Chatham. A training similar to that given at Chatham could, he thought, be supplied by the Department itself if a man had a sufficient educational foundation.

70075. (Chairman.) He would prefer to send a man to an institution in England to receive the training, rather than that the Department should give it, as the instruction in the Department had to be given rather informally.

70076. (Colonel Renny-Tailyour.) The witness said that a training in survey work was given at Sandhurst as well as at Chatham and Woolwich.

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CAPTAIN A. H. GWYN.

CAPTAIN A. H. GWYN, I.A., Assistant Superintendent, Survey of India Department.

Written Statement relating to the Survey of India Department.

70077. (I) *Methods of Recruitment.*—The system of recruitment of Indian Army Officers might be modified. At present these officers are, I believe, chosen by the Surveyor General from a very small list of applicants. The Surveyor General can generally have only a rather scanty acquaintance with these applicants, who, moreover, on joining the Department, must be trained for a considerable time before they are of much use.

The Surveyor General could now begin to build up, in order to choose from as vacancies occur, a small body of Indian Army officers in military employ who would all have worked in a Topographical Party, and of whom the Survey would have first-hand knowledge.

At the same time the Army in India would benefit by having a number of officers really well grounded in Topographical surveying, because the great majority of them would remain in military employ, only a very small number being appropriated by the Survey of India. I would suggest an arrangement something like the following:—Each year the Commander-in-Chief and the Surveyor General together to choose from the Indian Army two young officers of about 2½ years' service. These men would remain in military employ, but would come to us for training for about a year. Joining in the autumn, they would plane-table throughout the field season with a topographical party, work in the party office for half of the following recess, and then revert to their ordinary military duty, without any claim to future employment in the Survey of India, or to any particular grading in that department if subsequently admitted. I think good men would come on their military pay (Rs. 400 almost exactly at 2–4 years' service), and on military allowances of some sort which would approximate to those of a junior Imperial Assistant Superintendent; because of the inducement that (as things are at present) one man in about eight so trained would at some future time be appointed to the Survey.

The pay and allowances of each man for, say, six months in the field and three months in recess, would be about Rs. 5,000; say for two men Rs. 10,000 annually; the Army ought to pay for them, as most of the training imparted by us would go to the Army again, and never return to us.

The Surveyor-General to retain his power of nomination, and not to be tied by the five-years-service rule.

CAPTAIN A. H. GWYN called and examined.

70083. (Chairman.) The witness said he had had about five years' service in the Department and had served about six years in the Army before joining the Survey Department. He had spent the whole of the 11 years in India. He was not satisfied with the method of selection for the officers of the Indian Army, and thought the list of applicants was a small one. Officers in regiments of the Indian Army were not aware that the Survey Department was open to them. About one-fourth of the officers now in the Department were officers of the Indian Army. He would like to see two young officers, chosen from the Indian Army, of about two and a half years' service enter the Survey Department on probation. They should have no claim to enter the Survey at the end of that time, but should return to their regiments with the opportunity of being subsequently recruited to the Service. His particular object in putting forward such a scheme was that there was a dearth of officers in India with surveying knowledge. Another object of his scheme was to give the Survey Department a list of people to choose from. The Indian Army authorities could, he

I think two is the lowest useful number we could take annually; if we are to have a good number of *uneducated* to pick from.

A nine months' course of training is the least, I think, that would suffice both to give us a proper knowledge of the comparative values of the officers, most of whom would come to us knowing little, and to make them useful to the Army. On joining as an Assistant Superintendent in the Survey of India, of course, a man's survey training would have to be completed.

70078. (II) *System of Training on Probation.*—As I personally remember the Dehra Dun topographical training, it seems to me to be too free from difficulties, and that it would be as well for a young officer to receive it in the field with a topo. party, of which, besides, he should soon become a useful member. I also think that part of the training period should be spent in Calcutta, looking through the accounts system and the drawing and reproduction offices; Dehra Dun would still have to deal with a man's mathematics and all field surveying except topography.

70079. (III) *Conditions of Service.*—Indian Army officers might be given facilities for undergoing military tests for promotion, and be more often sent on field service as survey officers.

70080. (V) *Conditions of Leave.*—I personally would like to be able to take less than six months' combined leave. Three months' privilege leave is perhaps enough short leave for anyone going to England, but it is a scramble to make it cover leave in Canada.

70081. (VI) *Conditions of Pension.*—The ordinary Indian Army pension of £700 after 32 years' service ought, I think, to be augmented by £100 for Survey of India Officers; they spend less of their service on leave, and their work is more laborious and better paid than that of officers in Military employ. At the least, an officer should be allowed the choice between the Military pension allowable and that to which a "half average salary" rule would give him.

70082. (IX) *Any other points not covered by preceding heads.*—I think the Imperial Assistant Superintendent at Headquarters ought to get Rs. 100 local allowance to cover the great expense of living in Calcutta. If married, he gets nothing extra, whereas the Imperial Deputy Superintendents get Rs. 100 local allowance on top of these Rs. 200 charge allowance (though not for expensive living I admit).

thought, easily spare two officers annually for such a purpose.

70084. He thought the present period of probation sufficient. He considered the Dehra Dun course was too easy, in that there was not enough supervision; students were allowed to go their own way. The usual course there was supposed to be for a year. He did not know whether it still continued. With regard to his remark in the written statement that Indian Army officers might be given facilities for undergoing Military tests for promotion, and be more often sent out on field service with survey officers, the witness said it had got to be the custom in the Survey Department to look upon an Indian Army man as not a Military man at all. He thought Indian Army officers would be glad to pass the promotion examination. An Indian officer felt himself under a disability as compared to the officers of the Royal Engineers, and he would like to see the same opportunities extended to the Indian Army officer.

70085. He did not mean by his recommendation for an additional pension of £100 that the present conditions of the Service in regard to pension were

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not sufficiently favourable to attract suitable officers. It would be an added attraction. Those officers of the Indian Army who had heard of the Survey Department looked upon it as a well paid Service.

70086. (Mr. Madge.) He knew of no special method by which regiments in the Indian Army could be apprised of the fact that the Survey Department was open to them, except that stated in the first paragraph of his written statement.

70087. (Mr. Sly.) He considered it necessary to

(The witness withdrew.)

A. EWING, Esq., Deputy Superintendent, Survey of India Department.

Written Statement relating to the Survey of India Department.

70089. (I) Method of Recruitment.—Since the Resolution of the 27th March, 1895, separating the Survey of India Department (then comprising a Senior and a Junior Division) into an Imperial and a Provincial Service, the Imperial Service has been recruited chiefly from officers of the Royal Engineer Corps, who are appointed to the Survey Department by the Government of India on the recommendations of the Surveyor General of India.

Members of the Provincial Service are appointed to the Department after passing a competitive examination among candidates who are nominated by the Surveyor General of India.

These methods of recruitment I consider satisfactory, but would like the standard of the physical fitness of the Provincial Service to be raised, as survey work in India is done under very trying climatic conditions.

70090. (II) System of Training and Probation.—The candidate for the Provincial Service on passing the competitive examination is appointed to the Department on probation for three years, during which he is liable to be discharged at any time should his conduct or progress in survey work be unsatisfactory. During his first year of probation he attends a survey training class and is taught the theory and practice of surveying and map drawing, and the use of the various surveying and drawing instruments. A portion of this year is spent in the field. During the next two years he is attached to a survey party for further practical training in surveying and map-drawing. On the termination of his period of probation a report is submitted by the officer in charge of the party under whom the probationer has worked, and if the report is satisfactory he is confirmed in the Department by the Surveyor General.

In my opinion, this period of training is quite insufficient to make a Provincial Officer thoroughly qualified to undertake the responsibilities in training Indian Surveyors and in supervising their work, and that greater facilities should be offered to the members of the Provincial Service who may wish to improve themselves, and I therefore respectfully suggest that:—

(i) A small amount be deducted every month from the salary of each Provincial Officer, and after eight or ten years the accumulated sum with the usual interest be spent on his passage to Europe or America to enable the Provincial Officer to study the methods of surveying and map-drawing of other nations, the Government of India granting each individual three or six months' study leave on full pay, and, if necessary, small advances recoverable by easy instalments. The small extra expenditure on the part of the Government of India in granting every year two or three of their servants full pay instead of half pay would be more than counterbalanced in their having a highly trained and efficient Provincial Service.

(ii) Provincial Officers, when young, be transferred more frequently from one party to another and also from one circle to another, so as to gain the required experience which is essential in the Survey Department.

maintain recruitment from the Indian Army, because the Indian Army was an Indian Service and belonged to India; the Indian Army provided a wide field of selection; an Indian Army man who had served three or four years in his native regiment would know more intimately the workings of the mind of an ordinary Surveyor; and Indian Army Commissioners are nowadays taken by those cadets who pass highest out of Sandhurst.

70088. He thought the Imperial Assistant Superintendent at headquarters in Calcutta ought to get a local allowance.

70091. (III) Conditions of Service.—Every member of the Provincial Service on appointment to the Survey Department has to sign an agreement that he is willing to serve Government in any part of India or Burma, and that if he resigns before three years he has to refund the total amount drawn as salary. These conditions should be maintained.

70092. (IV) Conditions of Salary.—The salaries of the members of the Provincial Service, with the exception of the probationers, who are paid while being trained, I do not consider adequate for the duties performed. The Public Service Commission of 1896-97 laid down a general principle that the Provincial Services should be paid at a reduction of one-third in the scale of pay of the Imperial Service. This principle has been departed from in the Survey Department, and also the time-scale as recently sanctioned by the Secretary of State is not so favourable as granted to other Provincial Services.

Owing to the enhanced cost of living in India, the married members of the Provincial Service in the lower grades can just exist on their salaries after taxes and subscriptions to funds have been deducted. It is true that the first 10 members of the Provincial Service are paid from Rs. 650 to Rs. 800, with Rs. 100 and Rs. 200 for allowances. But few can hope to be promoted to these grades and to draw these salaries for any length of time. I do not consider that the salaries in the higher grades sufficiently compensate a Provincial Officer for over 25 years of hard work in the Survey Department. I therefore respectfully suggest that the first 15 members of the Provincial Service be paid from Rs. 700 to 1,250.

70093. (V) Conditions of Leave.—The amount of leave granted by the Government of India to the Provincial Service I consider liberal, but I would suggest the addition of a year's study leave, for the reasons given under No. 2 system of training and probation.

70094. (VI) Conditions of Pension.—The present maximum pension of Rs. 416-10-8 per mensem is, I think, liberal; but as every member of the Provincial Service cannot hope, under the present condition of pay and promotion, to reach the higher grades of the service within three years of his being superannuated, and so be eligible for the maximum pension, I consider that the salaries and the number of appointments in the higher grades should be raised, to ensure that Provincial Officers after 30 years' service may be able to retire on a pension of Rs. 416-10-8.

70095. (VII) The working of the existing system of the Services into Imperial and Provincial.—The formation of an Imperial Service for the administration of the Survey Department and to provide a reserve of Royal Engineers in case of war is sound policy. But, the number—viz., 55—in that service is not only out of all proportion to the requirements of the Department, but it also has an injurious effect on the other services of the Department. Previous to the Resolution of 5th April, 1910, on the recommendation of the Survey Committee of 1904-5 the number in the Imperial Service was fixed at 42. Since then, although the

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number and strength of parties have been reduced, the Service has been increased by 13. The Department, at present, is over-officered and undermanned, and this unnecessary increase has been made at the cost of out-turn of work. I there-

fore consider that the Imperial Service should be gradually reduced to 40 and the lower subordinate service and menials be increased in number and their pay and prospects bettered from the savings thus effected.

MR. A. EWING called and examined.

70096. (Chairman.) Witness said he had seen 32 years' service. He was recruited to the old junior branch. He obtained entry to the Service by passing a qualifying examination, which was equivalent to the Indian First Arts. When he joined there was a junior and a senior division, so that when the Provincial Service was established, he found himself graded as a Provincial Officer. His duty as a Deputy Superintendent was to be in charge of a party. He did exactly the same work as that discharged by an officer in charge of a party in the Imperial Service. There were 12 parties in the Survey Department doing topographical work, and their duties did not vary a great deal in regard to difficulty and responsibility. Of those twelve parties, four were under the charge of Provincial officers, and were each, in their own way, major positions. He suggested that the number of Imperial officers should be reduced to 40, as at present there were too many Imperial officers for the requirements of the Service. At present there were about 26 higher appointments for which there were 55 Imperial officers. In his opinion there should not be more than one Imperial officer to each party. The second Imperial officer at present attached to a party did practically the work of a Provincial officer. He agreed that such an officer was being trained for the higher positions, but after three or four years no further training was required. Asked how would he provide for an adequate supply of young officers in training for the higher positions if the Imperial Service was reduced to the extent he suggested, the witness replied there would always be seven or eight men under training and this would be quite sufficient for the requirements of the Department. He was only dealing with the requirements of the Department, and not with the reserve which was required for war purposes.

70097. He thought officers should be removed from one circle to another during their early service for two or three years. He did not think this would dislocate the work. Officers arriving in a new district would probably fall into the new régime in a few months.

70098. With regard to the training of a Provincial officer, he did not think that a period of three years' training was sufficient, and he would like to see facilities for study leave in Europe. He suggested that a certain sum should be deducted every month from the salary of a Provincial officer, so that at the end of his eighth or ninth year, he could make the journey to England. By such means he would gain a varied knowledge, and probably pick up new ideas and become better qualified. He thought that after such a training, a man would be qualified to take charge of a party. He would like to see a fixed number of Provincial officers promoted to major charges. He would not favour any proposal for the abolition of the Provincial Service in the Survey Department, but would prefer to see the Service retained in its present position. In his judgment it was the only practical way of carrying on the work.

70099. With regard to salary, he recommended that the first 15 members of the Provincial Service should be on a scale rising to Rs. 1,250. His justification for that suggestion was that there was a very slight prospect of men getting to the higher grades, and there was therefore no inducement for a man to work hard. He did not think there was any difficulty in obtaining a good class of Provincial officers. Although the Survey Department was not so popular as other Departments there was no dearth of well qualified men.

70100. The system of entrance to the Provincial Service was as follows. A certain number of can-

didates were nominated. They then had to pass a competitive examination. There was a certain amount of selection amongst those who were nominated. A native of India who had passed high in the list obtained one of the appointments, but if there were more natives of India at the top of the list than were required to fill one-fourth of the vacancies, successful Indian candidates would be shut out. He should say that such a system would cause dissatisfaction, but he had not come across any. His recommendation that salaries should be so adjusted as to ensure that officers would get a pension of Rs. 5,000 after 30 years' service meant in effect increasing the maximum of the present time-scale from Rs. 600 to Rs. 850.

70101. With regard to his suggestion that the Service was over-officered and undermanned, he did not mean to say that topographical survey work was inefficiently performed owing to the party being undermanned; he simply meant that it was undermanned in proportion to the officers in the party. He thought there should be one Imperial officer where at present there were two.

70102. (Sir Valentine Chirol.) His proposal that the number of Imperial officers should be reduced would allow for the withdrawal of the nine Imperial officers who were attached last year to work on the North-East frontier. For temporary purposes the Provincial men could take charge of a party.

70103. (Mr. Madge.) The reason why there were two Imperial officers in charge of a party was that if one should be disabled, the other could take his place. Consequently, if an officer was not disabled, there was a superfluous hanger-on. Before the re-organisation took place, Provincial officers did the work which the second officer now performed. When he said there should be more subordinates, his idea was that a larger proportion of the work could be undertaken at a cheaper rate and in a shorter time. He thought a larger number of transfers of officers from one Province to another would secure greater efficiency.

70104. (Mr. Sly.) It was only in the class of Assistant Superintendents in the Imperial Service cadre that he would like to see a reduction. He considered that the 17 posts of Assistant Superintendent in the Imperial Service were provided partly for officers under training in order to become fitted to hold charge of a party, and partly for officers acting as Assistants to the Imperial officer in charge of a party, and he thought there were too many of such posts. He considered that seven officers under training were quite sufficient, and that no Assistant was required for the Imperial officer in charge of a party. He also recommended that the size of a party should be increased. It was not the case that the size of a party had in recent years been substantially increased. In the past there were as many as 40 to 60 in a party. There had been an actual reduction in the average size of a topographical survey party. A party was divided into three or four sections, under the control of Provincial Service officers. Therefore, if the size of each section was increased, not much extra work would be thrown on the officer in charge. The extra responsibility and hard work would fall on the Provincial man. He agreed that the Provincial officers had to be supervised by the officer in charge of the party, and this meant, to a slight extent, extra work and responsibility for the Imperial officers.

70105. Replying to a question as to whether the amalgamation carried out some years ago had not effected a very considerable improvement in the pay and prospects of the old Provincial Service officers, the witness replied that he joined the old junior division with the prospects of rising to the senior division and a salary of Rs. 1,000 or

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Rs. 1,300. He would have been better off if those conditions had been maintained than he was under the present system. The maximum pay of the old Provincial Service was Rs. 1,000 with the personal allowances. He was getting Rs. 1,000 at the present time, which was the highest he could rise to.

70106. (Mr. Gokhale.) In the 21 parties in the Survey Department, there were 38 Imperial Officers. He thought if that number were reduced to 21 the requirements of the Service would be satisfactorily met. Prior to 1910, when the re-organisation was effected, 40 Imperial Officers performed the work of the Department, even although there were demands for military purposes from time to time in connection with frontier expeditions. Therefore, there was no reason why the number at the present time should be 55, unless there was more work to be done. He was of the opinion that the original number of 40 would suffice for present-day needs. Of the seven Provincial Officers, four were in charge of parties, and three were in charge of Drawing Offices. He thought such officers, on the whole, were doing their work satisfactorily.

(The witness withdrew.)

KHAN BAHADUR SYED AULAD HOSSEIN, Officiating Deputy Superintendent, Survey of India Department.

Written Statement relating to the Survey of India Department.

70110. (I) **Methods of Recruitment.**—The existing rules for the recruitment of the new Provincial Service of the Survey of India as contained in enclosure No. 1 of letter No. 687-84-1, dated 19th June, 1909, from the Government of India, Department of Revenue and Agriculture, are suitable. In paragraph 4 of these rules the qualifications required for nomination for the competitive examination may be more clearly defined by inserting the words "for the Assistant Engineer Class" after the words "entrance examination" and before "of the Thomason Civil Engineering College," as there are several classes in that college for which various degrees of educational qualifications are required. It may be added that candidates who have passed at least the First Arts or Intermediate examination of an Indian University can also be admitted to the competitive examination.

The other methods of recruitment, namely (1) by direct appointment of candidates possessing high educational qualifications detailed in the above rules, and (2) by transfer of deserving officers from the Upper Subordinate Service, should be held good.

70111. (II) **System of Training and Probation.**—Under the existing arrangements a Provincial Service Officer on first appointment, is attached to the Survey Training School where he is generally kept for one year, after which he is posted to a field party according to the requirements of the Service and may be kept in the same branch of the work for a number of years. I would suggest that after passing out of the Survey Training School an officer may be posted to the Topographical branch for the first two or three years and then to the Trigonometrical branch for a similar period. He should then be attached to the Headquarters Offices of the Survey of India for one or two years in order to get a thorough insight into the work carried out in the drawing and other sections of those offices, including accounts and correspondence. This would complete the training of an officer, after which he may be posted to any branch permanently.

The period of probation for a Provincial Officer is at present fixed as three years. This appears to be too long. Under the old rules which were in force prior to 1909, a candidate after passing the competitive examination was generally confirmed in his appointment after one year's probation, if he proved his fitness for the Service. I would, therefore, respectfully suggest that the maximum

70107. The salary of an Imperial Officer in the same position as he held in the Service would be Rs. 1,700 if he got to the top of his grade. His proposal, therefore, that there should be a maximum of Rs. 1,250 for the Provincial Service, was not very extravagant.

70108. (Colonel Renny-Tailyour.) The witness admitted that an Imperial officer in charge of a party might be drawing less than Rs. 1,000. It was also true that only a limited number of officers in the old Provincial Service could rise to Rs. 1,000. With regard to superfluous officers, witness said he could produce a list showing that a second officer was always with a party. It was true that some Provincial Officers did complain that Imperial Officers were sent out too young. He thought that an Imperial Officer should have at least three years in the Survey before he took charge of a party.

70109. (Chairman.) Witness said he could not specifically say to what extent the Imperial Service of the Survey Department was over-recruited, but if the Provincial Service was allowed to hold temporary charges of parties, Imperial Officers could be spared for frontier work.

period of probation may be reduced from three to two years; that the probationers who have given satisfactory proof of their fitness for the work of the Department in the first year of their training in the school may be confirmed without any further delay, and that only in exceptional cases a probationer may be tried for another year, after which, if he fails to prove his fitness for retention in the Service, he may be got rid of.

70112. (III) **Conditions of Service.**—The conditions of Service in the Survey of India are probably harder than those in any other Department. A Survey Officer is bound by agreement to serve in any part of India or Burma: he has to work in the field for at least six months every year, generally under most trying conditions, being exposed to the extreme rigours of the weather and often put to great personal discomforts and hardships: he has during the field season to remain away from his family and has thus to keep two establishments and incur extra expenditure in many other ways. While in the field he has generally to work at a considerable distance from his headquarters and in the course of his duties he has to mix with the local Civil, Public Works Department, Railway, and other officers. This makes it necessary for him to keep up his appearances and live up to a style befitting his position, sometimes beyond his means. His journeys are generally long and transfers are frequent. If he is a man with a family and children, the half-yearly moves from recess to field and vice versa drain off a good portion of his income.

A Provincial Officer in the Survey getting less than Rs. 500 is treated as a second-class officer for the purpose of travelling allowance, which entitles him to Rs. 3 per day in the field and to double second class fare by rail. This is hardly sufficient to recoup him for all the expenditure incurred by the nature of his field work. The restriction of being allowed only second-class fare by rail is looked upon by the Provincial Survey Officers concerned as a great hardship, considering that their contemporaries in the Public Works Department, Postal, Telegraph and some other Departments drawing less than Rs. 500 are allowed to travel first-class by rail, although their journeys perhaps are not quite so long as those of the Survey Officers. This has the effect of lowering the status and the prestige of the Survey Officers in the eyes of the officers of other Departments with whom they come into contact in connection with their duties. It is highly desirable both in the interests of the officers concerned and in the interests of the Government work that all Provincial Officers of the Survey of India may in future be treated as first-

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[Continued.]

class officers for the purpose of travelling allowance.

The present designation of the "Provincial Service" of the Survey of India appears to be a misnomer, because the members of the Survey of India are not confined to any one Province but are liable to be employed in any part of the Indian Empire. Perhaps a more appropriate designation of the Service would be the "Indian Service," meaning the Service recruited in India against the "Imperial Service" recruited in England.

70113. (IV) **Conditions of Salary.**—The conditions of salary of the Provincial Service have been considerably improved recently by the kind and generous grant of the time-scale pay to all the officers.

While thankfully acknowledging this concession the Provincial Officers feel compelled to bring to the favourable notice of the Government of India one point on which they find that they have still a ground of complaint.

They are granted triennial increments of Rs. 50, while their more fortunate contemporaries in the Public Works Department, Telegraphs and Forests, who have also been placed on time-scale pay lately, have all been granted annual increments varying from Rs. 25 to Rs. 35. The Provincial Officers of the Survey of India would, therefore, beg that the present triennial increments of Rs. 50 may be graciously converted into annual increments of, say, Rs. 20.

70114. (V) **Conditions of Leave.**—A Survey Officer, owing to the urgent and pressing nature of his work, cannot ordinarily avail himself of privilege leave during the field season, which generally lasts for at least six months every year. The period during which he can have a chance of getting the leave is, therefore, restricted to less than half a year. He is, therefore, placed at a disadvantage in respect of privilege leave as compared with his contemporaries in other Departments who may be able to get the leave at any time of the year. During the recess season the Survey Officers are employed at certain selected stations which, in the majority of cases are at considerable distances from their homes, so that, ordinarily, Survey Officers cannot generally afford to take privilege leave for short periods and run up to their homes.

Under the existing rules privilege leave is not allowed to accumulate for more than three months. This tells very heavily on the Survey Officers under the peculiar circumstances explained above, for they are prevented from availing themselves of the leave more frequently, firstly, owing to the restricted time at their disposal, secondly, owing to the exigencies of the Service, and thirdly, owing to their homes being at considerable distances from their stations of employment. They would, therefore, look upon it as a great boon if Government sees its way to allowing the privilege leave to accumulate up to six months. The present restriction of six months of duty between any two periods of privilege leave may be relaxed in cases of illness or urgent necessity, the genuineness of which may be proved to the satisfaction of the authority granting the leave.

The amount of furlough on half pay may be extended from two to three years, which may be granted as follows:—

After 8 years' service	1 year's furlough.
" 16 "	" 2 "
" 24 "	" 3 "

The whole period of furlough qualifying as service for pension.

70115. (VI) **Conditions of Pension.**—In consideration of the exceptionally hard and arduous nature of the work that Survey Officers have to perform and the great physical trials to which

their constitutions are generally exposed, they may be granted the option of retiring on pension on completing 25 years' qualifying service, without producing a medical invaliding certificate.

2. The amount of pension may be calculated on the basis of average emoluments for the last year's service instead of the last three years as at present.

3. The maximum amount of pension admissible, viz., Rs. 5,000 per annum, was fixed at a time when the purchasing value of the rupee was much greater than it is now. While the amounts of salaries in most cases have since been revised and increased the maximum amount of pension has as yet remained the same as originally fixed. It is, therefore, prayed that the maximum amount of pension admissible may be raised from Rs. 5,000 to Rs. 6,000 per annum.

4. All pensions may be exempted from income tax.

70116. (VII) **Limitations in the employment of non-Europeans.**—The Provincial Service of the Survey of India, or the Junior Division as it was then called, was prior to 1886 almost exclusively recruited from among the Europeans or Eurasians. It was in 1884 that the Government of India decided to reserve 25 per cent. of the vacancies in that Service for Indians. This was probably only a tentative measure, as no Indians of any high educational qualifications had till then been employed in the higher grades of the Survey, the subordinate Indian establishment having been generally recruited from classes possessing but little educational qualifications.

From 1891 Indian candidates began to enter the Provincial Service by competitive examination. With the very limited number of vacancies available for the Indians the Service did not readily become popular or even generally known to the educated classes of the Indians and thus in a measure it failed to attract the best qualified Indian candidates whose ambitions naturally carried them to other more popular Departments such as Civil, Judicial, Public Works Department, etc., in which they could eventually hope to attain far higher and more dignified positions.

The Government of India in Revenue and Agriculture Department letter No. 687-84-1, dated 19th June, 1909, has materially improved the proportion of Indians to be admitted to the Service by ordering that at least one appointment should be given to an Indian candidate for every three Europeans or Eurasians appointed. With the gradual increase of the number of Indian officers in the Service some of whom are now getting in the higher grades, and the better prospects recently sanctioned by Government, the Provincial Service of the Survey of India is now becoming more popular among the educated classes of the Indians, and it is believed that Indian candidates possessing high educational qualifications will always be available in sufficient numbers whenever there are vacancies in the Service to be filled up. The time has, therefore, now arrived that Indians should be allotted a much larger share in the Service in future than has been the case in former years.

70117. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—The Provincial Service of the Survey of India has no direct relations with any other Service. The Survey Officers, generally during the field season, have to come into contact with the Civil and other local officers of the districts in which they have to carry out their operations and the success of their work, to some extent, depends upon the help and co-operation of the latter. The improved positions recently conferred by Government on the Provincial Survey Officers will, it is hoped, materially help them in getting better regard and respect from the District Officers in future.

KHAN BAHADUR SYED AULAD HOSSEIN called and examined.

70118. (Chairman.) The witness said he had been 23 years in the Service. He passed the competitive examination, coming out first, obtaining 815 marks in Mathematics out of 1,000. At present he was in sole charge of a trigonometrical party.

There were seven of such parties, two of which were held by Provincial officers and five by Imperial officers. He and three other Officiating Deputy Superintendents of the Provincial Service were in charge of parties. He thought the

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number of Indians in the Provincial Service should be increased, and that the proportion of one-fourth was too small. He suggested the proportion should be one-half, but open competition would be even better.

70119. He regarded the title of "Provincial Service" as inappropriate, and suggested the title of "Indian Service," i.e., the Service recruited in India against the "Imperial Service" recruited in England. He favoured the re-introduction of the old system when Survey Service was divided into "Senior and Junior Services," because in previous days many junior service officers were eligible for promotion to the senior division by selection, and every year the number of junior service officers in the senior service ranged from 13 to 15, the pay being between Rs. 1,000 and Rs. 1,600. At present the pay of the Provincial Officer was limited to Rs. 1,000, including charge allowances. Under the old system there were no charge allowances.

70120. With regard to training and probation, he was satisfied that it would ordinarily be possible to find out definitely in two years whether a Provincial Service recruit was fit for confirmation. If his scheme were carried into effect, and the Service was divided into senior and junior, as before he thought a First Arts or L.C.E. examination would be a necessary qualification for an officer recruited in future before being promoted from the junior into the senior service. He would not make the test for entry to the Service higher than it was at present. He thought the present competitive examination was sufficient.

70121. He did not think it necessary for a junior officer before being promoted to the senior rank to go to Europe for any further training. He thought a man could learn all that was necessary to qualify him for the higher charge and responsibility in India.

70122. With regard to the present scale of salary, he would like to see annual increments of Rs. 20 as in the Forest, Telegraph and Public Works Departments, instead of triennial increments of Rs. 50.

70123. He thought if the present period of furlough was extended to three years, Provincial Officers would take advantage of the concession.

70124. He suggested raising the maximum pension to Rs. 6,000 a year. Such a proposal would benefit officers in the Provincial Service. The present pension was Rs. 5,000 a year, and it ought to be raised to Rs. 6,000 a year.

70125. He would like to see a single cadre in which Civilian Officers when on the same standing as military officers would be paid at rates equal to three-quarters of those payable to military officers. He did not consider that a Royal Engineer officer, with his superior training, was qualified for an unreasonable higher rate of salary. He would prefer to see all placed on the same basis except that the pay be in proportion as stated above. The professional qualification was the same for the Imperial and the Provincial Service. There might be only this difference that the Imperial Officers were superior in educational qualifications, but the Departmental qualifications were the same. The former was of some advantage in Scientific Departments. He thought the experience gained in the Service was as valuable as the high training of an officer prior to entering the Service.

70126. There was a widespread desire on the part of Anglo-Indians for service in the Survey Department. There were about three or four vacancies every year, for which from 18 up to 60 Anglo-Indians and Indians presented themselves. The number of Indians was generally greater than the number of Anglo-Indians.

70127. He considered the Imperial branch of the Service was over-recruited. Prior to 1904 the number of Imperial Officers was 38 and the number of Provincial Officers 142. The Survey Committee of 1904-05, composed entirely of Imperial Officers and in which the interests of the Provincial Officers

(The witness withdrew.)

were not represented, recommended that the number of Imperial Officers should be increased, and the number of Provincial Officers decreased. They fixed the number of the former officers at 55, and the number of the latter at 87. The Departmental Committee of 1910 presided over by Colonel Burrard, and composed of both Imperial and Provincial Officers, decided that the members of the Survey Committee were wrong in saying that Provincial Officers were unfit to hold charge of parties, and that each party ought to have two Imperial Officers; and they established the fact that Provincial Officers were as capable of holding charge of parties as Imperial Officers.

70128. (Mr. Gokhale.) Officers of the Provincial Service holding executive charges, were doing their work quite as well as the Imperial Service Officers. Many Provincial Officers had done splendid work on the frontiers with military expeditions, and also on geographical explorations. All the actual Survey work of such expeditions was done by Provincial Officers under the nominal supervision of Imperial Officers. Their work had been recognised by Government, and if asked to do so, he could put in a statement giving names and references. He himself, before having charge of a party, taught Imperial, Provincial and Upper Subordinate Officers, astronomical observations and computations and he had prepared a book on astronomical computations, which had been examined and appreciated by Colonel Burrard. It would not be true to say that it was difficult to obtain Indians with suitable physique and capable of sanning the rough life of a Survey Officer. He thought a sufficient number of Indians would be forthcoming, especially as the new Provincial Service Regulations had improved prospects. Indians could manage parties and detachments as well as Imperial officers. There was no difference between Indians and Anglo-Indians in that respect. It was possible to make arrangements at Dehra Dun to give the higher education which Imperial Officers started with. If that were done it would be possible to recruit Indians direct into the Imperial branch.

70129. (Mr. Sly.) Provincial Service Officers had been placed in charge of trigonometrical parties as well as in charge of topographical parties.

70130. The majority of Provincial Service Survey Officers did not subscribe to the Provident Fund. He could not say what the reason was.

70131. (Mr. Madge.) His proposals with regard to increased rates of travelling allowance applied only to Provincial Officers drawing pay from Rs. 250 to Rs. 800. He thought if the prospects were improved the Provincial Service would attract a better class of officers.

70132. (Sir Valentine Chirol.) He admitted that the Survey Service was not large enough to justify Government in undertaking the expense which would be entailed by the creation of an educational establishment in India on the same lines as those in England. The desired training could be easily provided at any of the existing Colleges at Sibpur, Rurki, etc.

70133. (Colonel Renny-Tailyour.) With reference to his statement that Colonel Burrard's Committee had laid it down that Provincial Officers were as fitted to take charge of parties as Imperial Officers, witness admitted that he had not seen the Report of the Committee. His ground for making such an assertion was that the Committee would not have been in favour of amalgamating both services if they had thought otherwise, and there was also the fact that seven major charges had been given to the Provincial Service which was considered unfit by the Survey Committee of 1904-05 and which did not enjoy this privilege for a few years before. He did not admit that Colonel Burrard's Committee of 1910 thought the old Service had a grievance, and that it was in order to redress this grievance that it gave them to a certain extent some of the terms of the new Service.

At Calcutta, Thursday, 22nd January, 1914.

PRESENT:

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

SIR VALENTINE CHIROL.

WALTER CULLEY MADGE, Esq., C.I.E.

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

HERBERT ALBERT LAURENS FISHER, Esq.

R. R. SCOTT, Esq. (Joint Secretary).

H. W. BIGGIE, Esq., Officiating Deputy Superintendent, Survey of India Department.

Written Statement* relating to the Survey of India Department.

70134. Preface.—The views I desire respectfully to place before the Public Service Commission represent not only my own personal convictions but those of the Anglo-Indian Association by which I have been unanimously elected as its representative spokesman. It remains for the Commission ultimately to estimate the true value of the suggestions I make. I would, however, beg that tribunal to believe that these have been reached only after anxious thought, are widely and strongly held, and are submitted with the knowledge that the principles they enforce are of far-reaching consequence to a large and loyal body of men whose past services, present position, and future prospects are not merely a matter of private but of Imperial concern. I and those behind me feel that the very existence of the Provincial Department of the Survey of India is at stake. That great executive and administrative branch of the Government of this country has since its inception in 1763 afforded an honourable avenue of livelihood, and preferment to the Domiciled Community. Its records attest the capacity and competency of that Community to deal effectively with the serious trust committed to its care. To-day it is painfully obvious that those in charge of the destinies of this country are bent on depriving it of one of its important sources of employment and sustenance. I venture respectfully to submit that such an encroachment and limitation upon the wage-earning resources of the Domiciled Community would constitute not merely a grave injustice to a body of men capable, from every point of view, of faithful and efficient work, but would amount to a reversal of the policy of Statesmen who have striven to foster and stimulate local loyalty, and to increase and broaden the avenues of remunerative employment. It assuredly would be regarded as a serious infringement of the principles of the Queen's Charter of 1858 which promised an equal treatment of all men alike irrespective of colour, caste or creed. I do not presume to dictate any line of policy. But I do venture, very humbly, yet very earnestly, to suggest that any proposal to disfranchise a portion of the King's subjects or to extinguish any line of economic advance justifies a strong and united, if temperately voiced, remonstrance from the prospective sufferers. The discontinuance of the Opium Department is a loss which falls heavily on the shoulders of the Anglo-Indian. That was, however, an inevitable outcome of the policy which on large moral grounds forbade the cultivation of the poppy. No similar reason exists for the threatened absorption of yet another great branch of a local and thriving organisation.

1. The Commission is already so familiar in the Memoranda of various officers with the details of our grievances under the specified nine heads that I shrink from wearying them with further minutiae. I am content to accept and endorse in the main the views put forth by Mr. Greiff and Mr. Petters and Mr. Byrne. I would prefer to confine myself to questions of principle, and to the emphasising of a few of the minor but important heads.

2. The revised constitution of 1895 was the first blow administered to the men recruited in India. The last and final blow is the suggestion that the

Survey Department is to be militarised, and henceforth to be closed to the legitimate ambitions of the Domiciled Community. Previous to 1895 the Survey was divided into a "Senior" and a "Junior" Service. Promotion was open to all alike, merit being the test. When effect came to be given in 1895 to the recommendations of the Public Service Commission of 1886, we saw retrogression substituted for advance. The reorganisation into an "Imperial" and a "Provincial" Service shut the door on preferment, unnecessarily accentuated the social differences between the two, placed an unmerited slur upon the ability and trustworthiness of the local recruits and, drawing, continued an invidious distinction between men who in the main rendered similar services under similar conditions but on different scales of pay, and in differing social and official environments. Enquiry into Survey grievances has not always been a matter of unmixed comfort. We have seen the larger field anterior to 1886 contracted into dimensions which squeezed our countrymen out of promotion, and we are threatened to-day with a further reorganisation which will "improve" us altogether out of existence.

3. In our view the difference between the Imperial and Provincial Services should be abolished. Both Services are superior Services. Differentiation between the two is impossible without room for offensive if unearned comparisons. The work which a Provincial Officer does is no more Provincial than is the work of an Imperial Officer, nor is it less Imperial than the work of his higher-classed colleague. Their duties summon both alike into endless varieties of climate, locality and difficulty. The Survey Committee of 1904-05 [Report, Part I, page 58, para. 101] recognised and enforced this.

4. There should be but one list on which all officers should be placed. Conceding the necessity for making provision for a certain proportion of the Military element and for the reservation of a few of the higher posts to a particular class, we contest the position that there is no room for the further employment of Civil officers. We deny altogether that we are less fit morally, intellectually or socially than the non-commissioned officers with whom it is proposed to replace us, and we appeal to the Roll Call of our Service since its formation to testify to the zeal, efficiency and integrity with which our kith and kin have met and discharged their duties. We are as capable of enforcing and of rendering obedience as are Military Officers, and we are not prepared to admit that the work of the Survey Department would, from any standpoint, be improved by the introduction of a military precision of dress and manner to which we are foreigners. If at times during a survey military exigencies necessitate a closer touch with delicate situations, a greater caution and a severer reticence, we submit we are as quick to attornment on a point of honour or to loyalty, to a trust as is the most upright soldier who ever donned the King's uniform. We have proved our capacity and we feel that to immolate us for such reasons would be to insult us in that on which we rightly profess ourselves to be tender.

5. A scrutiny into the result of the various reorganisations of my Department is not conducive to much self-congratulation. The effect of the changes of 1895 was to alter our status from one of equality to one of subordination. It further

* This statement embodies also the opinion of the Anglo-Indian Association, Calcutta, which was represented by Mr. Biggie.

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Mr. H. W. BIGGIE.

[Continued.]

deprived us of a long existing and long exerted right to promotion by barring us from entering into the Imperial Service, the substitute of the old Senior Division. This was the less defensible that the Senior Division, consisting of 50 officers, at that time contained no fewer than 13, or about one-fourth, who had risen from the Junior Division. Again, previous to 1895, 13 out of the 50 appointments in the Senior Division were held by officers promoted from the Junior Division. In 1895 ten of these appointments were transferred from the Senior to the Junior Division to form the Provincial Service. These ten appointments represented in salary a monthly total of Rs. 7,850. But in the progress of the transfer a curious mutilation took place. When the appointments reached the Provincial Service the Rs. 7,850 had been attenuated to Rs. 5,700, a loss roughly of over 25 per cent. (Report of Survey Committee, 1904-05, Part I, p. 23.) The nett result, therefore, of the 1895 reorganisation was to inflict a three-fold injury. The Provincial Service was barred from its former promotion; its so-called compensation for the loss got whittled away in the course of its transfer; and the bar created a loss in status and prestige from which it has never recovered.

6. In 1904-05 a Committee assembled to enquire into the working of the Indian Survey Department. Its members consisted of the Hon. Mr. Miller, I.C.S., Col. Sir John Farquharson, R.E., an expert on English Survey questions, Col. Longe, R.E., Surveyor General of India, and Colonel Kelly. Of these the Chairman and Colonel Kelly possessed no Survey qualifications, Col. Farquharson possessed no knowledge of India, and to Col. Longe, R.E., the Provincial Service was not quite an idol. Once more a re-organisation took place in 1909-10. This time a New Provincial Service was created consisting of ten superior appointments ranging from Rs. 600 to Rs. 1,000, and 77 others, ranging from Rs. 250 to Rs. 600. Only men who had joined the Provincial Service after 1905 were eligible by nomination of the Surveyor-General to the new Provincial Service. All the other members of the Provincial Service were barred. The Surveyor-General nominated nine officers to the lowest grade from the Old Provincial Service to form the New Provincial Service. This latest creation lasted, under protest, two and a half years, when it was amalgamated on the 1st March, 1912, after a storm of discontent which called into being a Departmental Committee in 1910, with the old Provincial Service.

7. The New Provincial Service started life as I have shown with ten Superior appointments which were never filled ranging from Rs. 650 to Rs. 1,000 and 77 others ranging from Rs. 250 to Rs. 600. When it died on the amalgamation the maximum pay of the ten superior appointments was reduced from Rs. 1,000 to Rs. 800, while the emoluments of certain posts, including the two highest, were reduced so as to inflict a nett loss of Rs. 800 a month to the old Provincial Service.

8. On the amalgamation in 1912 a Time Scale was introduced for the first time for the Provincial Service. But the Imperial Service had had the benefit of this scale in 1910. The method of application of the Time Scale to the Provincial Service was remarkable. While officers drawing less than Rs. 300 a month were rightly placed upon a true Time Scale as from the date of their entrance into the Department, all officers drawing from Rs. 300 to Rs. 500 were wrongly placed upon an arbitrary Time Scale as from the date of the amalgamation, the 1st March, 1912. Officers drawing over Rs. 500 got nothing. No reason was vouchsafed for this difference in treatment. It cannot be supported on principle. Its effect has been to place in some instances officers of equal service on unequal pay, in others officers of unequal service on equal pay, and in very many cases to deprive officers of that augmentation in pay which they would have secured had the principle of the true Time Scale been throughout enforced.

9. The contrast in treatment of the Imperial Service intensifies the grievance. We do not grudge

them their prizes. We deplore merely our own loss. These officers were granted a Time Scale which dated not from the date of their entrance into the Department but from the date of their first commissions in the Army. I take an illustration. A Royal Engineer Officer draws Rs. 370 from the date of his Commission. Five years after he joins the Survey of India. He starts on Rs. 370 plus Rs. 250, that is Rs. 620. Under the old scheme prior to 1910 he would have started on Rs. 500. Under the 1910 Scheme he starts with Rs. 70 a month more. This Rs. 70 is unearned increment. After 19 years' service the same officer ordinarily draws Rs. 1,500 plus Rs. 200 charge allowance or Rs. 1,700 in all. The Provincial Officer draws after 20 years' service Rs. 550. The increase under their reorganisation scheme for the Imperial Officers amounts on an average to an increase of over 30 per cent. On the other hand, the increase under the reorganisation scheme for the Provincial Officers amounts on an average to an increase of little less than 12 per cent. No reasons have ever been given by the Government of which we are aware for these liberal, if invidious, increases granted to one branch of the Department. Whatever circumstances justified these measures would apply with equal force to the Provincial branch of the Service. I do not think I am unduly pressing the point if I submit that the Government is morally bound to give the Provincial Officer a Time Scale of pay with retrospective effect either from the date that that scale was sanctioned for Imperial Officers or from the date when the new Provincial Service was constituted, the 1st August, 1909. As things stand, some of the officers (in number nine), who joined the Provincial Service in 1905 and after, date the benefit of their Time Scale as from 1909, while others who joined at the same time date their benefit as from 1912, or three years later. I submit this difference in treatment is unjustifiable.

10. Once more, in other Government Departments, for instance the Forests, the Provincial Officer draws two-thirds of the pay of the Imperial recruit in the higher grades. In the Survey of India, however, the Provincial Officer draws on an average in the higher appointments only a third of the pay of his Imperial colleague. The average of all the appointments in both Services contrasted shows that the Provincial only draws a fourth of the pay of the Imperial recruit.

11. In some measure the anomalies referred to can be fairly traced to the fact that the views and grievances of the Provincial Department were very imperfectly voiced, if at all, either at the Public Service Commission of 1886 or on the Survey Committee of 1904. At the latter enquiry Sir John Farquharson made this contribution to the value to be attached to the pronouncement of his committee on the Provincial question: "Being still ignorant as to what functions they (the Provincial Officers) are supposed to discharge, what their qualifications are, and how they perform their duties, I must for the present pass by this branch of the subject." This admission of the ignorance of all members of the Committee who were not members of the Survey of India (of whom there was only one representative, Col. Longe) is generous and complete. By its light the following comment in the Report of the Committee, signed by all the members including Sir John Farquharson, does not appear to possess much intrinsic worth. Yet it probably carried great weight with the Government, and no one can now tell what part it played in the final overthrow of the unfortunate Department against the members of which it was aimed without evidence: "The accounts we have received of the general capacity of members of the Provincial Service to undertake independent and responsible charges are not satisfactory, but it does not appear that there has been much opportunity of trying them in such posts since the Service was reconstituted, and under existing arrangements such officers, by the time they reach the higher grades of the Service, are well advanced in years, and cannot be expected in all cases to retain the energy required for the efficient direction of topographical operations."

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12. This we submit is criticism based on no foundation, and therefore, without justification. That portion of it which purports to be apologetic of the alleged shortcomings of Provincial Officers stands clearly self-condemned. If officers have not been afforded occasion for the display of stated qualities the blame lies with the system not with the officers. The system should be amended, not the officers erased. One point stands out clear and distinct. Not one single instance of proved incapacity among Provincial Officers has been cited. On the contrary, in a note of dissent in the Report of the Survey Committee, the Chairman, the Hon. Mr. Miller, wrote thus: "The intention of that measure (the transfer of 10 appointments to the Provincial Service) was that the superior posts should be held by Provincial Officers and until it is conclusively shown by actual experience that the latter are unequal to the responsibilities of such posts, I cannot recommend any change of policy." We are thankful for the fairness of that view, which is the just view. On the other hand, I would beg leave to mention as instances, among many others, of proved fitness for high office among the Provincial Officers the names of Mr. T. Shaw, late Superintendent, Provincial Surveys, Assam, a post now held by an Imperial Officer, Mr. R. B. Smart, who, after retirement, has been specially placed in charge of the Calcutta Town Survey, having held charge of a Revenue Survey party prior to retirement; Mr. A. W. Smart, who, prior to pension, also held charge of a Revenue party; Mr. T. E. M. Claudius, who distinguished himself on the Frontier, and was rewarded with the charge of a topographical party, who received a medal and clasp for the siege of Shepur, who crossed the Frontier in disguise and mapped the whole of the Tirah and Afridi countries, and who ran several important series of triangulation in Baluchistan and the trans-Indus country; Mr. H. Todd, who held similar charge and whose work was specially commended by the Board of Revenue, Madras; Mr. G. P. Tate, who did service in Afghanistan, Baluchistan, on the frontiers of Persia, and was placed under Sir Robert Sandeman in Political and Administrative charge of the Kej and Tanjar Districts, in Kalat, on the borders of Afghanistan; who held independent charge of the Aden Surveys, conducted a reconnaissance in the Aden Hinterland and was given independent charge of the Riverain Survey in Sind, who in 1895 was appointed to the independent charge of the Surveys in connection with the Baluch-Afghan Boundary Commission where he replaced an officer of the Royal Engineers, who in 1899 served with the Mission to the Persian Frontier and carried the secondary triangulation up to the Kuh-i-Malik Shah and into Sistan, of whom the Agent to the Governor-General in Baluchistan thus addressed the Foreign Department in 1899: "His duties were to hold charge of the country (Kej and Tanjar) on behalf of the Kalat State, to administer the Revenues as well as generally to carry on those political duties which were connected with that administration," of whom Sir Robert Sandeman wrote in 1892: "The Government of India will I venture to hope agree with me that Mr. Tate's services have been of an exceptional character both professionally and politically. Should the opportunity present itself I shall be glad if some special mark of approval can be accorded to him," who in 1902 took charge as Chief Survey Officer to the Sistan Boundary Commission, and who for two years was daily associated with Sir A. H. McMahon, the Commissioner. Of officers still in active employ I would cite the names of Mr. H. G. Shaw, J. O. Grieff, Awlad Hossein Khan Bahadur, who are all at present in charge of survey parties. The posts of Chief Draftsman and Head Draftsman of the Calcutta Drawing Office, and three posts of officers in charge of Circle Drawing Offices and the charge of the Cantonment Surveys are all committed to Provincial Officers. Mr. W. Newland is now in charge of the Bombay Town Survey. Of officers promoted from the junior to the senior division prior to the reorganisation of 1895, I would mention illustratively, Mr. G. B. Scott, on whom Govern-

ment this year have bestowed a C.I.E. for distinguished services rendered during the Black Mountain Expedition (for which he received a medal and clasp) and for purely Civil employment; who holds a war record unsurpassed by that of any Military Officer in the Department, and who, among other distinctions elsewhere, won a sword "for gallantry" in repulsing a night attack by the Allahiwal; who was mentioned in despatches for conspicuous gallantry in the Michni country and who was the first European to ascend the Safed-Ko; who for his services in that expedition received a medal and clasp; who was recommended by the Viceroy and Commander-in-Chief for a direct Captaincy in the Staff Corps, which was never bestowed, and who thrice received the thanks of Government; Mr. J. B. Henessey, M.A., F.R.S., who held the post of Superintendent, Trigonometrical Survey; Mr. J. O. N. James, who was Assistant Surveyor-General when he retired; Mr. J. C. Clancy, F.R.G.S., who closed his career as Assistant Director, Land Records, Burma; Mr. McCarthy, F.R.G.S., at one time Director of Imperial Surveys, Siam. The list is by no means exhaustive. But I trust I have advanced sufficient evidence, beyond the reach of cavil or criticism, to justify the claim that the Provincial Service contains splendid material upon which England can draw with confidence for men on whom to rely in their ordinary avocations, and on whom she can count in moments of exceptional stress and trial.

13. If the list be not longer of those who have passed with credit and emerged with distinction from tests sufficiently severe to place a strain upon the strongest constitutions among the Imperial Officers, the explanation lies in the admission of the Survey Committee that the opportunities afforded the Provincial Officers have been few and far between. We feel confident that our Service is equal to every emergency and has vindicated itself by living example against the cruel and unmerited reproach that its members are unequal to the tasks of facing danger, of guarding a trust or of assuming responsibility. With such a record behind it, with such modern contributions to its present vitality and with the assured promise, based upon proved performance, that its future will not be less brilliant than its past, I may be permitted to protest with all earnest strength and sincerity against the proposal that the Provincial Service should cease to exist.

14. All recommendations for change in the Survey Department have hitherto proceeded upon the ostensible basis of economy. If this were correct, it is difficult to see why the salaries of the Imperial Officers of the Survey have been increased to a point in excess of the salaries drawn by similar officers in the Public Works and Military Works Departments for which their past training particularly fits them. Let me illustrate. In the Military Works Department a Captain over 15 years' service receives Rs. 783 a month; in the Public Works Department an Executive Engineer in the 15th year of his service receives Rs. 1,000 a month; in the Survey of India an Imperial Officer in the 15th year of his service receives in all Rs. 1,450 a month. A Provincial Officer of the Survey of India draws in his 16th year only Rs. 450. No greater intellectual fitness is needed in the Imperial branch of the Survey Department than in the Departments quoted for their contrast. Yet the pay is enhanced without any equivalent consideration. I abstain from all imputation of motives. But it is very difficult to resist the inference that the Imperial Survey Officer has, for some unknown reason, become the special object of official protection and advancement not merely at the cost of his brother officer in the Provincial branch, but out of all proportion to the salaries of officers doing not less strenuous work in other departments of the administration.

15. While we may be forgiven for objecting to a system of economy enforced at our pecuniary expense, we would also pray forgiveness for hinting that if our Imperial brethren were to be paid at the same rate as their colleagues in other

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branches of the administration there would be freed for distribution among the Provincial Officers a large sum of money available for a very appreciable betterment of their condition. There is no satisfactory defence to be found for the system of charge allowances to officers drawing Rs. 1,000 and over per month. No such allowance is granted in any other Department. The salaries there bestowed are held adequate to the services rendered. They should so be held in the Survey Department. The Public Service Commission of 1886 held out the promise that all Provincial Services should be treated alike as regards "conditions and prospects" which has always been read as a promise to equalise in all Provincial Services the furlough, pay, pension and status of their respective officers. (Report of Survey Committee, Part I, paragraph 101, p. 59; Part I, paragraph 40, p. 22.) The promise has not been kept. The starting pay in the Provincial Telegraph Department is Rs. 250 per mensem; in the Provincial Public Works Department it is the same; in the Provincial Forests Department it is Rs. 270 per mensem; in the Provincial Survey Department it is Rs. 100 per mensem. Let me contrast a later stage. In the 20th year of his service in the Provincial Telegraph Department an officer draws Rs. 850 per mensem; in the Public Works Department he draws the same; in the Forests Rs. 700 per mensem; in the Survey Rs. 500 per mensem. The Survey Committee of 1904-5 commented on this inadequacy of the starting pay of our Service. Yet nothing has been done to abolish or mitigate the anomaly.

16. In other Provincial Departments all officers receive travelling allowance at first class rates. The routes these officers traverse are mainly confined to beaten tracks such as roads, rivers and railways. Our officers are called upon frequently to traverse unbeaten tracks where the nature of the country forbids the possibility of easy or speedy travel. Other Provincial Officers are provided with rest-houses, crockery and furniture. We are not. We are compelled to carry our own and at our own expense. Yet our officers receive only second class rates until they attain a salary of Rs. 500 a month. Under Article 1002 of the Civil Service Regulations first-class rates of Travelling Allowance are admissible to all officers in a grade the maximum pay of which is not less than Rs. 500. Under our old system we were graded, and those grades the maximum pay of which did not reach Rs. 500 were classed as second class for the purposes of travelling allowance. Under the reorganisation of 1909 the intermediate grades between Rs. 250 and Rs. 600 were abolished. Hence the entire grade of Extra Assistant Superintendent as now constituted would be entitled to travelling allowance on first class rates. But the Government interfered and passed a special order (No. 539, dated 18th January, 1910) whereby they disrated all Provincial Survey Officers drawing less than Rs. 500 a month from first class travelling allowance. Not only is the position of the Provincial Officer worse now than before the first reorganisation as to promotion and status, but he is deprived of pecuniary advantages, to which after reorganisation he would have been entitled, by a special and adverse interposition of a Government professedly anxious to better his position. Once more. In the Subordinate Service of other Departments if an officer of admittedly subordinate rank holds honorary rank in the Provincial Service of his Department, irrespective of the quantum of his salary, he at once draws first class travelling allowance (Appendix 18 Civil Service Regulations). In our Service, although it is not a Subordinate Service, no officer can draw such rates unless his salary amounts to at least Rs. 500 a month. Against all these invidious and, as we submit, indefensible distinctions I beg respectfully to protest.

17. Allied with the difference in treatment as to travelling allowance is the question of the social discourtesies to which many of us who draw only second-class rates are subjected. I regret the reference, but the discourtesy exists as a fact and is often intolerable. It can to an appreciable extent be rectified or at least assuaged by an equality of

treatment of the members of all the Services. It is bad enough to be deprived of a privilege to which we are entitled. It is bad enough to see other Services enjoy a privilege out of which our exclusion was legislated by a special order of the Government. But this becomes worse when in addition to a deprivation which we submit is unjustifiable we are laid open, through no fault of our own, to social indignities which always touch and sometimes trespass over the borderland of impertinences. The Departmental Committee of 1910 collected many complaints upon this unhappy and unpleasant condition of affairs. Lastly our travelling allowance at second class rates does not nearly cover our actual expenses, and though we do not desire to make a profit out of such allowances we protest against that which amounts to a compulsory loss.

18. I would shortly summarise my grounds of complaint so far. Successive reorganisations have left the Provincial Service wounded and weakened at each stage. The old system of unrestricted ambitions and advances has given place to a system of bars-sinister blocking promotion to the higher appointments in spite of proved merit entitled as of right, not favour, to unqualified preferment. Our pay has upon the average been reduced, our number diminished though the Survey Committee called for an increase, our status financially and socially wrecked. Distinctions unrecognised in sister services are enforced with us for no reason assigned or assignable. Travelling rates are forbidden to us which are favoured elsewhere. If one of our officers serving on Rs. 450 a month be sent on a campaign, he ranks as an Assistant Commissary. His brother in the Postal Department drawing Rs. 250 a month as Superintendent sent on the same campaign ranks as a Major or Captain. A distinguished officer of our Provincial Service ranking therein as Extra Assistant Superintendent on Rs. 500 is detailed for the Sistan Boundary Commission and is ranked as a second lieutenant of two years standing. An officer of the Public Works Department detailed on the same journey and of about the same length of service, ranks as Colonel. The Survey Officer mapped out the boundaries, the Public Works Officer built the pillars. Colonel Longe refused the former a recommendation by Sir Henry McMahon which would have removed the glaring inequality of treatment, and the Public Works Officer received the C.I.E. while the Survey Officer got nothing, not even justice. Labouring long but loyally under grievous disadvantages pecuniary, social and sentimental, the Provincial Survey Officer has never failed to discharge his duty with jealous and competent devotion. His reward is to be found in the hostility of those who to-day threaten his existence with the suggestion that he should make way for a system of Military despotism tempered by inflated cost. He is naturally both indignant and alarmed.

19. There is but one remedy for all this. Remembering always our great debt of gratitude to our present Surveyor-General, an exceptional scientist of exceptional humanity, endowed with rare capacity for sympathy and gift for understanding, it lies in demilitarising the existing service, in placing its chief control in the hands of a civilian, in reverting to the old order of unlimited promotion, in abolishing the opprobrious misnomers of "Extra" and "Provincial," in restoring to our Provincial Service social and pecuniary privileges existing in sister branches, in obliterating the charge allowance for all officers drawing Rs. 1,000 a month and over, and in guaranteeing to us under such a reorganisation the resurrection of that harmony in work and cordiality in intercourse, once extant, long buried and forgotten, which will alone give us back our former pride of self and raise our service in the estimation of its officers and in its treatment by authority to a service *primus inter pares* with the other great auxiliary Departments of Indian administration and control.

We have never faltered in our fidelity to our responsibilities. We have always been and still are—shorn, battered, defaced though it be—proud of the work that our Service has done, is doing,

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and still has to do. We merely claim the removal of those impediments which unfairly handicap us in our struggle for life and in that struggle place us undeservedly below sister organisations not more important, more devoted, or more effective than our own. To us it is no valid objection that ours is an "unremunerative" Service. The answer is that ours is the parent and the pilot Service. The Public Works could not build their roads nor the railways their bridges, the Forests could not work their reserves, the post and telegraphs could not lay their lines or erect their stations without our maps. The revenue earned for the Government by its various Departments is earned because of the facilities which our Service supplies. The great spending department, the Army, leans upon us for their maps. We make special charts when a Viceroy moves, we prepare them when a new capital is summoned into existence from the ashes of a dead centre. The Executive Officers of the Covenanted Civil Service depend upon our sheets to enable them to assess the ryot and administer the country. As the Evidence Act is the essential handmaid to all branches of Substantive Law, so are we the necessary handmaid to all Departments of Government in this country. We, however, take higher ground. Remunerative or not, ours is a system necessary to the effective control and development of England's possessions. So long as it exists, so long should it be officered by men who, as servants of the King, have the right to claim equality of treatment alike upon large and broad considerations of policy as under statutory declarations embodied in a solemn and well-loved charter. Into that view no question of earnings can, or ought to be allowed to enter.

20. We agree that economy should be strictly enforced in the creation and continuance of our Department. That is a maxim of general applicability, not limited to one branch of any one service. We deny that economy is enforced either wisely or fairly in our Service. The Imperial staff, as at present constituted, is far in excess of the requirements of the work, it has to perform. Its reduction to 20 officers would meet its necessities and set free a large sum of money available either wholly or in part for the betterment of the work in the Department, and of the prospects of its other officers. If at times 20 were found insufficient for Military needs, Colonel Farquharson's suggestion would meet the situation, namely, that Military Officers should be detailed for a tour of duty in the survey of India on their Military pay plus a survey allowance of Rs. 200 a month, the Military and Survey Departments halving the cost. The scheme is equitable. For the first three years the work of these officers would not perceptibly advance the outturn of the Survey Department, whereas much time would necessarily be devoted to their training by the survey, which time would be substracted from survey needs. On reverting to their own Military duties these officers would, thanks to their survey training, be all the more useful and accomplished adjuncts to the King's Army. Such was Colonel Farquharson's opinion.

The Imperial Officer at a higher salary is technically trained at his start by his provincial colleague on a lower scale of salary. There is no reason why the cheaper tutor should not replace his more expensive pupil.

What economy is visible in the appointment of an Imperial Officer on Rs. 1,700 a month to take charge of one party when a junior officer of the same branch takes charge of another and a similar party, performing similar functions, on a salary of Rs. 800?

What justification can be pleaded for the extravagance of the charge allowance in the higher ranks?

The Upper Subordinate Service is expensive and useless. It consists neither of subordinates nor of officers. During its existence of four years it has done nothing which distinguishes its work from that of the purely subordinate service. Its abolition would achieve a considerable saving.

The contemplated importation of non-commissioned officers from Southampton is justified by

nothing in past history. Of the two examples formerly brought to India both were imported as expert draftsmen and the work of both was proved to be inferior to that executed by men trained locally on far smaller salaries. There is nothing that such officers can do which cannot be done—certainly as well, probably better—by indigenous officers. We insist with out expert knowledge that they can contribute nothing in the shape of skilled labour equal to the work of our Surveyors whether in the field or in recess.

Our Provincial Service is admittedly understaffed [Report Survey Committee, 1904-5, Part I, page 5]. Its necessary and legitimate expansion could be ensured without additional cost from the economies adumbrated here.

21. Against the introduction and extension of the Indian community in our Department we raise no objection. On the contrary we would cordially open our doors to their inclusion provided their initial selection were made from the right materials of which our experience teaches us there is a plentiful, if scattered and somewhat recondite, supply in India.

22. The preparation of this memorandum has been accompanied by many difficulties which I fear may rob it of much of the value it might have claimed had it been the outcome of considerations culled from a meeting of the members of our Service. We have had no opportunity for union and debate. Ours are disjointed suggestions prepared by men who have been compelled to commit their thoughts to paper while they themselves have been occupied in the field dissevered, unorganised, alone. The Postal Department enjoyed the advantage of careful debate presided over by officers specially deputed to watch, to help and to check. We have had no such advantages. And it is in a spirit of apology therefore for imperfections not altogether attributable to my own shortcomings that I submit this paper for the consideration of the Commissioners.

23. I hold no brief for any class. Our Provincial Service has always been open, and I maintain rightly open, both to the Englishman and the Anglo-Indian as contradistinguished from the Englishman, theoretically at least without fear or favour. That is as it should be. Lord Ripon, in 1884, opened the door still wider to the Indian. Of that catholicity of recruitment we approve. But while I write for no class, I ask leave to say a word in especial favour of the Anglo-Indian born and bred in this country. Many of this category have enlisted in our Department, many have won distinction and many have rendered services as faithful and effective as the officers of any other category. Without any wish or intention to be considered or to be invidious I would refer to the following names of purely Anglo-Indian officers who have proved beyond contest the fitness of their class for positions of hard physical work and for positions also demanding tact and efficient control of subordinates. I refer to Mr. J. O. N. James, already referred to in paragraph 19, to Mr. A. DeSouza, who rendered valuable service in Burma as Deputy Superintendent, to Mr. C. Wood, who achieved similar distinction also in Burma. These officers rose from the old "Junior" to the old "Senior" Division. After the re-organisation of 1886, I would allude to Mr. T. E. M. Claudius, already referred to paragraph 12, and to Mr. W. Stotesbury, who received the Chin-Lushai medal and clasp and who was in charge of Settlement Surveys in Africa. These two officers retired as Extra Deputy Superintendents of the Provincial Service. In existing times there are, among many others, Mr. M. Gastaud and Mr. P. J. Barrington, now holding office as Deputy Superintendents in the Provincial Service. The exclusion of such officers from the higher rungs of the professional ladder can not be based upon any objection less unworthy than the accidental bar of their local birth and breeding. I challenge any critic to advance and prove from practice and experience one single disqualifying element which in the view of a righteous and unprejudiced tribunal would or

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ought to debar them from legitimate preferment. It was, I think, Sir Bamfylde Fuller, who in a public speech said that the Provincial Services were the backbone of the Indian Administration. The paucity of such generous recognition cannot alter facts. And the fact is that the approbation was deserved and is still true. While of late years successive waves of political advance have lifted the Indians to a position of which their own organisations had no conception and of which they did not dream a short decade ago, the Anglo-Indian, manfully striving to improve his social and economic status, finds himself combating currents of antagonism and bias which retard his progress and now threaten to deprive him of a source of employment in which he has proved himself not

unequal to his surroundings. Against such measures I ask to be allowed, on my own behalf and on behalf of those I have been elected to represent, to register our considered and solemn protest. It rests not only on our inveterate antipathy to all projects involving class distinction as unjust to the individual, but on our deep conviction that such measures will weaken and impair the solid loyalty of a large community; itself based on the thankful and inspiring recognition that the mission of England here, at least, and where the influence of the Crown must for long years to come remain paramount, is to enforce an unswerving impartiality of treatment to all her subjects in the view that it is "Righteousness alone that exalteth a nation."

Mr. H. W. BIGGIE called and examined.

70135. (Chairman.) The witness was an officer in the Provincial Survey Department. The Anglo-Indian Association was composed of members of the domiciled community in India, its object being to watch their interests apart from political motives. There were about 30 members of the Provincial Survey Department, out of a total of 130, who were members of the Association.

70136. One reason why, in his judgment, the Survey organisation should be drawn from sources other than that of the Army, was precedent. The Survey Service used to consist of Civil Assistants, and men recruited from the Army, and, formerly, a certain number of appointments in the old senior division was open to members of the junior division. Those divisions represented at one time the Imperial and Provincial branches of the Department. Promotions to the Imperial Service had ceased on the introduction of the division of the Service into Imperial and Provincial. The Civil element were confined to the Provincial branch of the Department, and the Military occupied exclusively the posts in the Imperial branch, the mathematical expert on salary by special agreement being the only exception.

70137. He would specify spherical trigonometry, conic sections and co-ordinate geometry as additional subjects in the syllabus of examination for admission to the Department. If those subjects were added there might be a danger of the Indian candidate being more successful than the Anglo-Indian candidate, but he would have a limit of selection as between the two classes. Hitherto, the rule had been one Indian in four vacancies. He was perfectly sure, however, that the Anglo-Indian would be quite ready to qualify in the more severe test he had laid down. Why he suggested the limitation as between the Anglo-Indian and the Indian was that Anglo-Indians would like a fair share of the appointments.

70138. He drew attention to the great disparity which existed between the salary of a Provincial Officer and an Imperial Officer. It was less, on an average, than two-thirds of the pay of the Imperial Officer. He would not admit that the work of a Provincial Service Officer was not of the same value and responsibility as the work of an Imperial Officer in the same position. He recognised, however, that an officer appointed from Europe should be paid on a higher basis than the officer recruited locally.

70139. The proposal he made for promoting a certain number of Provincial Officers to the Imperial Service would necessitate a decrease in the number of Royal Engineer Officers. In order to overcome the difficulty of a war reserve, he would suggest that Military Officers should join the Department on tours of five or ten years' service at a time. That was the recommendation of Sir John Farquharson in 1905. He agreed that that was a matter which would have to be determined by the Military authorities. He did not agree with the suggestion that the best organisation for the Survey Department would be to provide for a directing staff consisting wholly of Royal Engineers, of an upper subordinate staff consisting, in the higher ranks, of officers in charge of camps,

and, in the lower ranks, of officers employed in the less important triangulation work, and finally of a lower subordinate Service.

70140. There were seven executive posts allotted to the Provincial Service, three of which were drawing office posts, which had not the same responsibility as the charge of field parties. Those posts had always been held by the Provincial Service; it was merely the designation that was changed. They were never executive posts, but when the Government allotted seven executive posts to the Provincial Service, three drawing offices were brought in to make up the seven. His Service would like from about one-fourth to one-third of the number of executive posts as against the present proportion of one-seventh. He agreed that the final allocation would have to depend on the exigencies of the Military organisation, but urged that the just claims of the Provincial Service should also be considered.

70141. He maintained that the Survey Service had always been a Civil Department, and was in no sense a Military Department.

70142. (Mr. Madge.) The training given to men after they joined the Survey Department was the same for both branches of the Service.

70143. He had given in the written statement the names of men who would now be called Provincial but who did as important work as had ever been done in any branch of the Department. There was no reason to suppose that the efficiency of the uncovenanted men was lower now than it was formerly.

70144. He thought that the salaries of the Imperial Service were excessive; certainly the initial salary of the recruit was excessive. The pay of the Provincial Service was not equitable. Even a two-thirds scale of salary for the Provincial Service would be excessive, because it would be based on the present excessive salaries paid to the Imperial branch.

70145. Until 1st March, 1913, officers of the Provincial Service were not employed on executive duties in the way they used to be. That privilege had to some extent been restored.

70146. To his knowledge there had never been any question of a war reserve from the Survey Department, nor was the question of a war reserve mentioned anywhere, either in the constitution of the Department, in its history, or in any single annual report.

70147. With regard to the proposal to recruit the subordinate Service from privates in the ranks, he represented that about 30 or 40 years ago a few Military men were brought into the Provincial branch of the Department, and within the last five or six years two non-commissioned officers had been imported from Southampton. After spending about three years in the Department, they reverted to their work in England. In his opinion the general education of soldiers was not above the level of the education of the men who entered the Survey Department.

70148. At present there were about 21 field parties, about 17 of which were under the executive control of military officers, and the remainder under Provincial Officers. There were generally

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Mr. H. W. BIGGIE.

[Continued.]

two military officers in each party. Colonel Longe's object was that in case the controlling senior officer went on leave, the officiating charge thereby falling vacant would be filled by the assistant military officer. Cases had occurred where uncovenanted officers had taken charge of parties for short periods. He did not know of any case where such a man had been reported on for inefficiency.

70149. (Mr. Fisher.) He did not consider the three years' probation too long.

70150. There were at present members of the Provincial Service in the Department who were qualified to fill one-fourth, and more, of the Imperial posts. He had had himself to undertake important work without the supervision of an Imperial Officer of the Survey of India. He was on important work in Burma as Superintendent of Land Records. That post gave him great scope for initiative. He was under the Deputy Commissioner for Land Records, and under the Settlement Officer for Settlement Records, but not under an officer of his own Department.

70151. (Mr. Sly.) Royal Engineer Officers in the Survey of India Department did form a portion of the war reserve.

70152. With regard to the standard of education amongst soldiers, he had only met two non-commissioned officers of the Royal Engineers.

70153. He admitted that at present Provincial Officers of the Service held seven charges out of 28. The objection to that was that three of the charges were drawing office appointments, which he did not look upon as executive posts. He desired seven executive posts in addition to those three.

70154. In the days when the Service was divided into senior and junior divisions, the maximum salary of the junior division was Rs. 500, whereas the present maximum salary was Rs. 800, with charge allowance of Rs. 200. He could not say what was the largest number of men at any one time who had been promoted to the senior division. He pointed out that in former days the Provincial Service occupied 12 out of the 50 senior appoint-

(The witness withdrew.)

At Calcutta, Friday, 23rd January, 1914.

PRESENT:

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

SIR VALENTINE CHIROL.

WALTER CULLEY MADGE, Esq., C.I.E.

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

HERBERT ALBERT LAURENS FISHER, Esq.

R. R. SCOTT, Esq. (Joint Secretary).

COLONEL S. G. BURBARD, C.S.I., R.E., F.R.S., Surveyor-General, Survey of India Department.

Written Statement relating to the Survey of India Department.

70155. INTRODUCTION.—The organisation of a Survey Department must depend upon the work in front of it.

The main work of a Survey Department may be broadly divided into two classes (i) Topographical Surveys (small scale), (ii) Property and Engineering Surveys (large scale).

The Triangulation and Levelling upon which the Topographical maps are based are included in the first class.

The primary object of a Topographical map is Military. Topography is a Military Art, and owes its origin and progress to Military requirements. It is for these reasons that the Topographical Departments of all the nations of Europe are controlled by Military Officers.

ments in the Imperial Service and had a better status. The division of the Service into Imperial and Provincial involved a distinct lowering of status.

70155. He was of opinion that the surveying which the Royal Engineer learnt before he joined the Department did not fit him for employment in the Survey of India. He was not prepared to say that the surveying standard at Rurki was as high as the surveying standard at Chatham.

70156. At present, admission into the Service was by a competitive test, and a European wishing to enter the Service must have passed his high school examination. If the educational test was raised by the inclusion of the three subjects he had mentioned, he was perfectly willing to concede half the appointments to Indians. He was only following the policy of the Government in that respect. He also justified the policy on grounds of physique. He thought Anglo-Indians were more adapted to work in the Survey of India than the native of India. Even if Indians came up to the physical test, he would still limit them to one-half the number of appointments.

70157. (Chairman.) He would not admit that all three Drawing Office posts carried the pay of executive posts. It was very hard to answer the question whether the pay attached to those posts was sufficient. The survey question was bristling with difficulties. There were three men doing the same work on three different rates of pay. This was due to their having rendered different periods of service. The posts were quasi-executive; their powers and duties were capable of enlargement. If that were done the highest-paid man might remain where he was and the salaries of the other two might then be increased. He thought the highest-paid man was certainly drawing too much for the work at present in a drawing office. The work should go to a junior man, and the man at present holding the post should be advanced to a more responsible position, for instance, a field party. The second man was drawing a salary about commensurate with his duties; and he would say the same of the third man.

The large scale Surveys (property) are those required for Revenue and Engineering purposes, for the demarcation of properties, for the use of City Corporations, Cantonment Magistrates and Forest Officers.

The reason that property Surveys have come to be controlled in England by Military Officers is that Military Officers were required for the Topographical Surveys and it has been considered advisable to have all Surveys executed by one Department.

The difficulty confronting Survey policy in India has been that the (small scale) Topographical Maps have been an Imperial work paid for by the Supreme Government and the (large scale) property maps have been paid for by the Local Governments.

The Government that pays for a work wishes to control it and to appoint the Supervising Officers.

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[Continued.]

Many attempts have been made during the last fifty years to bring the Topographical and Property Surveys together and to avoid duplication of work, but no successful system has been devised. Survey policy has in consequence undergone repeated changes. If the number of Officers employed on Survey work in India is required to be ascertained, it will be necessary to include not only officers of the Imperial Survey Department, but all those recruited by the several Local Governments.

Mr. Petters in paragraph 9 of his memorandum* gives figures to show that the number of Provincial Officers has been reduced between 1886 and 1909 from 135 to 87, and that the Domiciled Community has suffered in consequence. But I cannot accept his conclusions.

In 1886 considerable large scale surveys were being carried out by the Survey of India Department. Subsequently these surveys together with the Provincial Officers supervising them were transferred to Local Governments; no comparison is therefore fair unless account is taken of Provincial Officers serving under Local Governments.

Even now in 1913 there are still 180 Provincial Officers on the List of the Survey of India Department, and if to these be added the Provincial Survey Officers recently recruited by the Burma Government and the survey supervisors recently recruited by the Bengal, Bihar and Assam Governments it will be found that the alleged reduction from 135 to 87 has not taken place.

Until a satisfactory scheme has been devised it is impossible to take a comprehensive view of Indian Survey work as a whole. In considering the organisation of the Survey Department I have to assume that the work before the Department is merely what it is at present, namely the Topographical programme.

I have to assume that Local Governments will continue to have their own little Survey Departments.

If property continues to increase in value as it is doing at present, there will have to be in the future many new large scale surveys in all parts of India; and according to the present system these will be carried out under Local Governments and not by the Survey Department. Personally I think that the limitation of the Survey Department to Topographical surveys will prove a mistake. An Imperial Survey Department ought not to be divorced from property surveys, but as the policy of limitation has only recently been adopted, I have to accept it as the basis of this memorandum.

70159. (I) *Methods of Recruitment.*—*Imperial Service.*—As the work of the Survey Department is limited to Topographical Surveys, I consider that it should be mainly controlled by Military Officers, who understand the strategical and tactical purposes for which maps are required.

The best training schools for Topography in the British Empire are the Military Colleges of Chatham, Woolwich and Sandhurst. Military Officers employed in the Survey Department form part of a reserve for the Army in war, a reserve that is usefully employed during peace.

India has large transfrontier areas unsurveyed, and its army when crossing the border needs many trained Survey officers. The Survey Department is a training school for war.

Whilst it is advantageous to keep the bulk of the Imperial service Military, I think the old plan of promoting 7 to 10 selected Provincial Officers into the Imperial Service was a sound one. This plan was abandoned in 1891, and I should like to see it re-introduced. Officers so promoted should be allowed to rise to salaries above Rs. 1,000.

The Mathematical Experts of the Imperial Service have never been Military officers.

Provincial Service.—Having regard to the work for which the Provincial Service is required, I think that the present system of recruitment by Departmental Entrance Examination is satisfactory.

The main work of the Provincial Service is the charge of "Sections" of Parties, and the majority of Provincial Officers perform this duty satisfac-

torily. Doubtless the examination allows a few inefficient to enter, whilst on the other hand we obtain a few exceptionally competent men.

Whilst it is desirable to recruit the bulk of the Provincial Service by means of our Entrance Examination, I think the old plan of promoting a few selected Subordinates from the Service below was a good one.

Many Provincial Officers object to the promotion of selected Subordinates into the Provincial Service, but I think an exceptional man in any Service should have the opportunity of rising into the Service above.

When I consider the excellent services rendered by such Provincial Officers (who were promoted from the Subordinate Service) as the late Khan Bahadur Yusuf Shareef and Rai Bahadur Hira Singh, I think it would be a mistake to close the door against promotions from the Subordinate Service to the Provincial Service. If we are to judge of the success of a system from the individual cases of promoted officers, then the promotion of Officers from the Subordinate Service to the Provincial Service has certainly been as justified as promotion from the Provincial Service to the Imperial Service.

70160. (II) *System of Training and Probation.*—*Imperial Service.*—The Royal Engineer Officer is so well grounded at Chatham, both in the theory and practice of Geodesy, Topography and Field Astronomy, that when he joins the Survey of India Department he is not so much in want of technical education as experience of Indian ways and methods.

The school authorities at Chatham keep the Indian Survey informed of the names of young Royal Engineer Officers who show the greatest aptitude during the Surveying Courses.

The Indian Army Officer passes one year at Sandhurst (or two at Woolwich) and is thus not so trained a Topographer as his Royal Engineer colleague, but the Survey of India Department recruits so few of its officers from the Indian Army (only one in four) that it would be superfluous to create a training school for them. No Indian Army appointment to the Survey of India has been made during the last three years.

I consider that the present system of training and probation for the Imperial Service is satisfactory.

Provincial Service.—The training of Provincial Officers must depend upon the work for which the Provincial Service is required. Hitherto their training has been satisfactorily carried out at the Survey School at Dehra Dun.

To make all officers pass through lengthy and varied courses with all Survey Parties, as has been proposed by some Provincial Officers, would dislocate the work of the Department and would convert the Department into a big training school.

This miscellaneous technical training would be no groundwork of education and would be actually detrimental to the formation of character.

The object of Government in creating a Provincial Service is to get certain work done and not to train officers for other work.

70161. (III) and (IV) *Conditions of Service and Salary.*—*Imperial Service.*—This Service has only recently been reorganised, upon the recommendations of the Survey Committee of 1905. The grant of time scale salaries has removed the block in promotion.

Provincial Officers draw attention to the fact that the pay of the Imperial Service is so much greater than their own.

The pay of the two Services has been fixed independently of each other. The pay of the Imperial Service has been fixed so as to attract men of a certain educational standard, and the pay of the Provincial Service has been fixed so as to attract men of a different educational standard. The pay of the Provincial Service is ten times as great as the pay of the Subordinate Surveyors, who carry out the actual surveying in the field. This disparity appears at first sight very great; but the pay of these Services has been fixed independently of one another, as men of different educational standards have been required.

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[Continued.]

In 1907 the Secretary of State recruited a Cambridge Wrangler on special terms, decided upon in England by the India Office, and those terms are much the same as the time scale pay granted to the Military Members of the Survey of India.

Provincial Service.—Anyone reading the Provincial Officers' notes might think that the Provincial Service was discontented to the core, but this is not the case. Retired Officers are most anxious to obtain appointments in it for their sons.

In 1908 I went into the whole Provincial question with a Provincial Committee. In 1910 the Provincial Officers memorIALIZED the Government and a Committee was appointed which took exhaustive evidence. Neither in 1908 nor in 1910, neither in the memorials nor in the evidence was any proposal made, such as has now been put forward, to transfer all Provincial Officers to the Imperial List.

The foundation of any Department is the work to be done. The Provincial Service was created to do certain work for Government; the nature of that work is now for the first time made a grievance.

When grievances concern promotion, pay, or leave, they can be remedied; but when a service objects to the nature of the work for which it was created, there is no remedy.

If the memorials submitted and the evidence taken in 1910 are examined, it will be seen that most of the Provincial Service grievances have been fairly redressed.

The recent reorganisation has granted an extra lakh of rupees per annum to the Provincial Service.

In 1910 there were two principal grievances:—

(i.) The omission to give them a time scale salary.

(ii.) The denial to them of executive charges.

In their memorials of 1910 they asked Government to grant them a time scale and to allot to them five executive charges.

In 1912 Government granted these requests, giving seven charges instead of the five asked for; in addition to these concessions horse transport and free tents have been allowed, and the prospects of pensions have been greatly improved.

I consider that seven executive charges for the Provincial Service should now be sufficient. When these new executive posts were first filled up, several officers had to be passed over as unqualified, although the tests were not very severe.

I have however to acknowledge that the regulations, by which the time scale salaries were granted, fixed the dates of increase in such a way that some officers benefitted less than others. Men are greatly influenced by comparisons, and I should like to see all officers get their time scale from date of appointment.

During the hot weather, Survey Officers reside in hill stations, the expenses of which are put forward as a grievance.

Although house rent is expensive in hill stations, yet a man does save money there, in not having to send away his family during the hot weather and in having schools handy. Many Provincial Officers, when they retire, settle from choice at hill stations, and I feel certain that if survey recess quarters were to be transferred to the plains there would be much lamentation.

It is difficult to obtain a fair comparison between the pay and prospects of two different Departments; on page 5 of his note Mr. Greiff compares the prospects of the Survey with those of the Public Works and Forest Departments.

In the Public Works Department and in the Forest Department students spend some years at a College, before they receive their initial pay of Rs. 250. During the periods at College they receive no pay at all.

The survey recruit does not pass through any College; he is appointed direct to the Survey Department but kept for 3 years "on probation": during this probationary period he receives a salary of Rs. 100 to Rs. 150, and at the close of it he starts on Rs. 250.

I should have thought that in any comparison the probationary period of the Survey ought to have been set off against the College period of the other two Departments and in favour of the former; but Mr. Greiff argues that the Public Works Department recruit begins on a salary of Rs. 250, whereas the Survey recruit begins on Rs. 100.

In my opinion the comparison should be thus:—

	P.W.D.	Forest.	Survey.
College and Training period	No pay.	No pay.	Rs. 100-150
1st year	Rs. 250	Rs. 250	Rs. 250
10th year	" 475	" 450	" 400
16th year	" 675	" 550	" 500
Maximum pay attainable by time scale	Rs. 850	Rs. 550	Rs. 600
Maximum pay attainable by selection to higher appointments	Rs. 2,000 (2)	Rs. 850	Rs. 1,000

The Public Works Department is on a different level of education to the Forest and Survey Departments.

In some respects the terms of the Forest Department may be better than those of the Survey Department, but in other respects they are less favourable.

I doubt if in my table above the advantages of the Survey Department have even now been sufficiently demonstrated; for the probationary periods on low pay in the Public Works Department and in the Forest Department have been omitted; but I have said enough to show that Mr. Greiff's comparison is not a fair one.

70162. (V) *Conditions of Leave.*—*Imperial Service.*—The leave rules are sufficiently liberal, but owing to constant modifications have become too complicated.

Provincial Service.—Provincial Officers are statutory natives of India, and therefore come under the Indian leave rules;—these rules do not allow the same amounts of long leave to be taken as the European leave rules.

Although Provincial Officers do not often take long leave, several of them think that the European and Indian leave rules should be the same.

The difference between the European and Indian rules was originally introduced on the grounds that the European had to go to Europe to visit his home and his relations, whereas the statutory native has his home and his relatives in India and consequently long leave is no more necessary to him than it is to an English Officer serving in England.

When a man wishes to enter the Provincial Service, he is willing to accept the position of a statutory native, because as a European he would be debarred. When he is in the service he claims the leave privileges of the European. In this connection difficult cases occasionally arise; as I stated above, the Provincial Officer with his family is supposed to be domiciled in India, and his salary and his leave have been based upon this supposition. But in certain cases the Provincial Officer nobly strives to advance his children's interests; at great personal sacrifices he sends them to England for education: and he thus practically ceases to be a statutory native. He has in fact accepted leave rules which are no longer applicable to his changed condition. Such cases evoke admiration and sympathy. At the same time I cannot agree with Mr. Petter's suggestion that all Provincial Officers should be allowed long furlough on full pay.

To offer the same pay for furlough as for duty will be an inducement to men to take all leave whether they want it or not.

* Not reprinted.

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[Continued.]

I think that three years' furlough during a man's service might be allowed, and that privilege leave should be allowed to accumulate up to six months.

I think that cases of sickness, which are obviously due to survey work in unhealthy localities, require very generous treatment under the leave rules.

To officers drawing less than Rs. 500 a month the Surveyor-General should be empowered to grant special medical leave on full pay up to three months when he is convinced that the sickness is due to the work and the work alone.

70163. (VI) Conditions of Pension.—*Imperial Service.*—The pensions are governed by the military regulations.

Provincial Service.—Provincial Officers should be given the option of retiring on full pension after completing 25 years service without medical certificate.

70164. (VIIa) Limitations in the employment of non-Europeans.—The efficiency of the Survey Department has not suffered by the appointment of Indians to the Provincial Service.

Nothing however will be gained by attempting to make comparisons of the respective merits of the Europeans and Indians of our Provincial Service. It is the individual that counts, not his class. The individual counts more than the class.

So many instances of courage and endurance on the part of both Europeans and Indians have occurred in trans-border work of the Survey Department that no Surveyor-General will be willing to seek out and emphasise their relative defects.

70165. (VIIb) The working of the existing system of the division of the Services into Imperial and Provincial.—The different Departments of the Indian Government have been developed on different lines, and it was, I think, a mistake in 1895 to attempt to give the same organisation to all. One defect of the existing system is that the term "Provincial" is applied in different Departments to men of different educational qualifications.

In the early days of the Survey Department the supervision of field work was carried out by military officers, whilst the actual surveying was done by a subordinate Service recruited from the domiciled community. After this system had lasted for many years, the necessity of reducing expenses led to a third Service of Indians being recruited.

The Military Service (now the "Imperial") became the controlling staff; the Subordinate Civilian Service (now the "Provincial") became the supervising staff; and the third Service became the working staff. The main purpose for which a Military ("Imperial") Officer is now recruited is to hold charge of a Survey "Party"; in the earlier years of his career he is gaining experience as an Assistant and in his latter years he may be a Superintendent, but the principal work of his life is to hold executive charge of a "Party."

The Civilian Officer, formerly called Subordinate (now Provincial), is recruited to hold charge of a "Section" of a party; that is the work for which he is wanted.

In the latter part of his career he may rise to hold charge of a party.

Owing to the dislike of the Provincial Officers to the term "Subordinate Service," which was their original designation, the latter was altered in 1885 to "Junior Division." But no change in duties was introduced; the "Senior Division" (Imperial) remained the superior Service and the "Junior Division" remained subordinate as before.

On the recommendation of the Royal Commission of 1887 the name "Senior Division" was changed into "Imperial Service" and the name "Junior Division" was changed into "Provincial Service." Again no change was made in their relative duties, the Provincial Service remained subordinate.

Of recent years complaints have been made by Provincial Officers that they are occasionally called "subordinates," and these complaints are justified; according to official designation the Provincial Service is not now a subordinate Service, although it is still recruited for subordinate duties. By the accidental use, however, of the term "subor-

dinate" no slight has been intended; the term is merely a relic of the time where the Service was officially designated "subordinate"; in the present handbook of the Government of India Orders, Provincial Officers are termed "subordinates," and as late as 1891 the Secretary of State referred to them as such.

When in 1895 the names "Imperial" and "Provincial" were introduced the former was intended to include all officers educated in England and the latter those educated in India. The plan has not been satisfactory, because the relative responsibilities allotted to "Provincial" Services have varied in different Departments.

In the Public Works Department the Imperial and Provincial Officers are employed on identical duties. In the Civil Service and in the Survey Department the Provincial Officers are recruited for subordinate duties. This is, of course, the reason why the Survey Department has always been allowed such a very large number of Provincial Officers; in the Public Works Department the number of Provincials is only one-fourth of the number of Imperial Officers; in the Survey Department the number of Provincials is three times as great as the number of Imperials.

Because of their designation "Provincial," some of the Provincial Officers of the Survey Department have argued that they should be treated like Provincial Officers of the Public Works Department; but the work of the Department does not admit of this claim being conceded, and if education is to be recognised as a standard, or if the expenses of education are taken into account, then the Provincial Officers of the Survey have no claim to equality with those of the Public Works Department. To grant them equality would be unfair to the Rurki students, both to those who have passed into the Public Works Department and to those who have failed; it would mean that education is not to be the test of qualification in India.

Survey appointments to the Provincial Service are gained by competition in a small Departmental examination, the subjects being elementary mathematics and elementary drawing. The examination is in no way comparable with those at Roorkee. The Survey examiner has been continually instructed by the Surveyor-General to make the papers easier.

The Survey Department has been founded upon a Military basis for particular Military reasons; no secret has been made of this, and applicants and their parents are quite aware that the Department is organised differently from the Public Works Department.

In interviews with parents of candidates I have sometimes said, "our Provincial Officers complain that their status is inferior to that in the Public Works Department. Why don't you send your son into the Public Works Department?" the following replies have been given to me:—

(i.) "I am afraid my son would not pass for the Public Works Department."

(ii.) "I cannot afford to pay Rs. 4,000 for my son's course at Rurki."

(iii.) "If my son passes the Survey entrance examination he is sure of an appointment; whereas, after three years at Rurki he is not even sure of any appointment in the Public Works Department."

If the Public Works Department standard of education had been insisted on for the Survey Department, very few indeed of our present Provincial Officers would have been able to gain admission.

It has been argued that the name "Provincial" in the Survey is a misnomer, and that as the Survey Provincial Officers are liable for service in any Province they should be called "Imperial." But if this claim is correct, then the lower subordinates of the Survey have also a right to be called Imperial; for every member of the Survey Department whether Imperial, Provincial, subordinate or menial is liable for transfer from Province to Province.

Objections have also been taken to the word "extra" in the designation "Extra Assistant Superintendent," and Provincial Officers have argued from the dictionary meaning of the word

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"extra" that it is not applicable. But the dictionary meaning is not the point at issue. The designation "extra" denotes that a Provincial Officer has not qualified at Rurki, that he is "extra" or outside the Rurki List. Discussions of the dictionary meanings of the words "Provincial" and "extra" are irrelevant, for the real question at issue is whether the Provincial Officer of the Survey, possesses sufficient education to justify him being granted equality with the Public Works Department and with the Imperial Service. I do not argue in favour of retaining the exact words "Provincial" and "extra"; better dictionary substitutes may possibly be found for them, but no substitutes will satisfy those Provincial Officers who are claiming equality with the Imperial Service. Equality is not a matter of nomenclature; it is a matter of education.

Mr. Petters has stated in his note (para. 13), that on entering the Survey Department the Royal Engineer and the Provincial Officer are on a par.

The Royal Engineer is selected as follows:—

Senior boys of the public schools of England compete for admission into Woolwich; about 50 candidates are successful, and these (even when they enter Woolwich) have an education very superior to that of the Provincial Officer. At Woolwich they undergo two years of hard study; there is then a final examination and out of the original 50 successful candidates only 15 are appointed to the Royal Engineers. These 15 are then sent for two years to one of the best schools in the world, the School of Military Engineering at Chatham. According to Mr. Petters the schools of India are able to turn out boys (aged 19) who are as well educated as those (aged 24) who have been at the head of English Public Schools, and who have subsequently passed four years at Woolwich and Chatham. Mr. Petters' comparison obliges me to say that in my opinion the education of the Provincial Officer is altogether inferior.

Mr. Petters states that on joining the Survey Department no Royal Engineer Officer can do topography, triangulation or traversing. Every Royal Engineer Officer has studied these subjects for four years at Woolwich and Chatham and every Royal Engineer Officer first joining in India is competent to carry out any ordinary Survey work. The Commandant of the Chatham School may be asked his opinion on the subject. It must be remembered that India is not the only country that is being surveyed by Military Officers from Chatham. Large areas of Africa have been recently surveyed by Royal Engineer Officers who have never been trained in the Indian Survey.

A few Imperial Officers of the Survey are recruited from the Indian Army; some of these have passed into the Royal Artillery through Woolwich, other into the Infantry through Sandhurst. The entrance examination to Sandhurst is a more severe test than the entrance examination of our Provincial Service; it embraces such additional subjects as geography, history, modern languages and science.

In my opinion the Indian Army Officer joining the Survey is very superior to the Provincial Officer in education.

Even the Anglo-Indian Association admits that if Provincial Officers are to be placed on the Imperial List their educational qualifications will have to be "considerably raised" (see Association's Memorandum).

An article published in "Indian Engineering," 5th April, 1913, which has been quoted by Provincial Officers and which presses the claims of the Survey Provincial Service to equality with the Imperial, ends with the remark, "To attain this equality of status Indian men must consent to acquire a higher 'hall mark.'"

The proposals to transfer 160 Provincial Officers to the Imperial List and to double their pay all round are not based on any considered scheme of reorganisation.

Provincial Officers are mainly employed in charge of "sections" (the seniors being in charge of "Parties" or employed in Drawing Offices or Headquarters). Mr. Petters thinks that charge of

a section is a subordinate duty and so he proposes to educate 160 Provincial Officers at Government expense, paying them their full salaries during their course of 11 years training in order to make them fit for charges of Parties which do not exist. Mr. Petters says that new parties ought to be created, but parties can only be created to do work that is required; we cannot create posts and parties in order to provide higher salaries. We cannot create posts for Cadastral and Forest Survey expansions before those expansions have taken place.

Mr. Greiff starts from the Provincial Officers for whom he wishes to find more highly paid posts, instead of starting from the work to be done for Government. Whilst Mr. Greiff is proposing to transfer 160 Officers into a small Imperial Service he does not face the questions:—

(i) How can 50 Imperials and 160 Provincials be organised for the charge of 28 Parties.

(ii) Who are to replace the numerous Officers now in charge of sections?

I doubt if Mr. Greiff's proposals are even in the interests of the Domiciled Community. The old Provincial Service has hitherto been a valuable monopoly (three-quarters of its posts being reserved) for that section of the Domiciled Community who have been unable to afford the higher Roorkee education.

It is this service that Mr. Greiff is now proposing to destroy. Mr. Newland sees the logical conclusion and says that the Provincial Service will have to be allowed to die out. If a Service objects to performing the work for which it was created, it must inevitably be replaced by some other Service.

The argument has been pressed that when Provincial Officers have been promoted to the Imperial Service a few have held their own with Imperial Officers; stress for example has been laid upon the case of Mr. Hennessey, who rose to be Deputy Surveyor-General in 1884.

There is, however, an important fact about Mr. Hennessey which has not been mentioned; namely, Mr. Hennessey when quite a young man took three years' furlough, partly on no pay, and underwent the whole course of mathematics at Cambridge University. He is the only Provincial Officer who has done this. The conclusion to be drawn from his case is, that if a young, hard-working, Anglo-Indian is educated at Cambridge University he may become a useful Imperial Officer. The conclusion commonly drawn from this case is that as one Provincial Officer rose to be Deputy Surveyor-General all others are equally qualified. Exceptional Officers exist in all services, but we must not generalize from them. Several Provincial Officers selected for important charges have completely failed; to condemn the whole service from such instances would be unfair, but it would be equally unfair to appraise them all at the value of Mr. Hennessey.

I think that the charge of a few Survey Parties, if the latter are in good working order, and have a normal programme, may be entrusted to selected Provincial Officers; and although heart-burnings in the Provincial Service are created by supersessions and selections, I think that the reservation of some charges for the best men of the Provincial Service will have a good effect. The Government has recently granted seven executive charges, and five non-executive charges to the Provincial Service. The scheme is on its trial and in my opinion no further step in this direction is justified.

A University can give a few honorary degrees in recognition of approved service; but if it is unduly generous in conferring its ordinary degrees, it will only depreciate their value.

Promotions to the Imperial list of selected seniors can be given as prizes for approved service, but wholesale promotions should only be given to mark a certain educational standard.

In the Survey numerous cases arise for which an Imperial Officer is indispensable. The Department has only just started a topographical survey of the Deccan on half the normal scale; if this experiment proves successful, a large sum of money may be saved. But initial control by an Imperial Officer is

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desirable in any such departure from normal routine.

Following America and Russia we are trying a new system for measuring base lines; the apparatus is now being tested. No Provincial Officer could do this work, none has the knowledge of physics; although when once a satisfactory method has been worked out, Provincial Officers will probably be able to take the routine observations, as they can now do in magnetic work.

When a special survey and map of the Delhi country was required last year by Government at three weeks' notice, so much push and initiative were necessary that the nomination of a Royal Engineer Officer to the charge was imperative. In such an emergency a sense of proportion is wanted and a power of rising above the ordinary technical methods.

When last year a new map of Persia became necessary the work had to be given to an Imperial Officer. This map will have to face the criticisms of geographers and diplomatists in Europe. It had to be compiled partly from the maps of foreign explorers whose reports were written in foreign languages. I know of no Provincial Officer who possesses such a knowledge of German and French as would enable him to reconcile and adjust the contradictory results of different travellers.

Last year I was asked to depute "an Imperial Officer" to demarcate the boundary of Nepal; the demarcation had been previously done by a Provincial Officer who had failed to realise the importance of the work. On this occasion I was par-

ticularly asked to send "an Imperial Officer," and I have to say that the demand was justified.

When last year the City of Bombay pressed me to send them "an Imperial Officer," I offered to select for them one of the best Provincial Officers in the Service. The city had had recent experience of the work of a Provincial Officer and it now specially asked for a Royal Engineer Officer. Although I do not think that an average Provincial Officer could be entrusted with the survey of a great city, I think that a Provincial Officer might be specially selected who would be competent to undertake it.

The business routine, the accounts and the correspondence of the Survey Headquarters are managed by a young Royal Engineer Officer; this Officer could be replaced by other Imperial Officers, but I know of no Provincial Officer who could take up his work.

Further instances might be given, but I think I have said enough to show that the proposal to transfer the whole Provincial Service of 160 Officers to our small Imperial List and to double their pay is not one that can be accepted.

When I think of the cordial relations generally existing amongst all ranks of the Department, and of the excellent and loyal work of many Provincial Officers, I deeply regret that the extravagant demands of a few should have compelled me to enter into these invidious comparisons.

70166. (VIII) Relations with other Services.—The relations with the Indian Civil Service and other Services have been good.

COLONEL S. G. BURBARD called and examined.

70167. (Chairman.) The witness had been in the Survey of India Department for 30 years. He was satisfied with the arrangement under which one-fourth of the vacancies in the Imperial branch were allotted to Indian Army Officers. The war reserve of Royal Engineers for the Army of India was very much larger than any number of officers whom the Survey Department could employ. The Government desired to employ just as many Royal Engineer Officers as they could on useful work in peace time. The Survey Department employed 37 to 38 Royal Engineer Officers in that way. Royal Engineer Survey Officers acted as military engineers as well as Survey Officers in time of war. The cadre required for survey purposes in the event of war was governed by the magnitude of the campaign, and that was a matter for the Military authorities.

70168. There were some 50 Imperial Officers at present in the Survey Department. Six Imperial Officers were filling the higher administrative posts and 21 were executive officers holding major charges. Ten was the allowance for furlough; there were therefore only 14 assistants for 21 executive charges. In 1912, 9 military officers were on trans-frontier military service, and there were only 5 assistants for 21 charges. This year 2 officers were surveying the Persian frontier, 1 was with the Indian expedition in Turkistan, and there were only 11 assistants. Provincial Officers were not available for the Persian or Italian expeditions, as a knowledge of French was required. In 1905 the Director-General of the Ordnance Survey of England, who had been called in to advise the Government of India, represented that the service required 70 military officers for survey purposes in time of peace and Sir John Miller who was on the Committee, said he thought 64 military officers would be sufficient, and that five charges should go to the Provincial Service. The Government of India cut the number down to 55, and had now further reduced it to 51. He was of opinion that further reduction was impossible.

70169. It was not necessary to have an assistant to every charge, but there must be young officers always coming on, gaining experience of India, and of survey work. He justified the position of the assistant in that he was gaining experience to qualify him for employment as an executive

officer. The existing number of assistants was not in excess of the number required for training. An Imperial Officer should normally serve six years before becoming qualified to take charge of a party. This applied equally to the Royal Engineer and to the Indian Army Officer.

70170. The reason why the Survey Department in India differed in its constitution from Survey Departments in other parts of the world was simply policy. If he only thought of efficiency he would recommend that the controlling staff should be a purely Military service.

70171. It was very difficult to express an opinion on the suggestion that the upper subordinate service, if carefully recruited and trained, might be found competent in due time to replace a large portion of the Provincial Service. The upper subordinate service was quite in an experimental stage, and the salaries offered were not sufficient to attract the class of men required. If there was only one intermediate service between the military and the subordinate, it would have to approximate in pay and education to the present Provincial Service. He did not see how it was practicable to get rid of the Provincial Service; there must be an intermediate service. He did not endorse the view that the Provincial Service as now constituted was a fifth wheel on the coach. He would rather say the upper subordinate service was the fifth wheel on the coach.

70172. He would not agree to the suggestion that the present number of executive charges allotted to the Provincial Service should be increased to 11. Seven should be the maximum number. Nor did he agree with the opinion that of the seven allotted posts, the three drawing office appointments were inferior. He should be very glad to see three Imperial Officers in charge of those particular appointments. The work attached to them was just as important as that attached to other Imperial posts. He thought the only reason which could be offered for such a suggestion was that it provided an excuse for asking for three more charges.

70173. He had always been in favour of promoting a few officers of the Provincial Service into the Imperial Service, as used to be the case. He believed in promoting men from the Provincial Service straight into the Imperial Service. He

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did not like the system under which the two services overlapped. The old system was quite a good one. A man got to the top of the Provincial Service, and then, if he was fit, was promoted to the Imperial list and entered at the bottom. When the old system first came into force, the method of promoting men was to choose young officers of 24 and 25 from the Provincial Service, and promote them into the Imperial, with the result that those young men had the opportunity of rising very high. That system, however, created such discontent in the Provincial Service that it had to be abandoned. It was pointed out that if a young officer was promoted, no one but the promoted officer got any advantage, whereas if a senior officer got promotion, it meant an increase of pay all round. On the whole, if men were to be promoted to the Imperial Service from the Provincial Service, he would prefer to promote the fully qualified long service officer at the top of the Provincial Service. He did not think that the promoted officer would find himself in an invidious position through being ranked for seniority below a junior officer of the Imperial Service. That was a pure matter of administration. The two officers should be kept apart so that there could be no question of one of them giving orders to the other.

70174. The present system, which provided for charge allowances, and a continuous time-scale for Superintendents, Deputy Superintendents and Assistants, was inconvenient and led to a great deal of trouble. What was wanted was an incremental scale of pay for the Deputy Superintendents, and another scale for the Assistant Superintendents, with promotion by selection from the Assistant class to the Deputy class. There was no need to abolish the system of charge allowances in the case of the Superintendents, as there were so few of them.

70175. He recommended that Provincial Officers should be allowed optional retirement after 25 years of service, because of the rigorous nature of the department. Most men in the service when they reached 45 were too old for field work, and there was not enough room for them in the Drawing offices. He did not think that many officers would take advantage of the option.

70176. (Sir Valentine Chirol.) With regard to the statement that Indian Army Officers never heard of the Survey Department his opinion was that the Indian Army Officer knew of all the departments for which he was eligible. The real point was that his Commanding Officer did not like him to apply for such appointments.

70177. The number of officers in the Survey Department who would be required in the event of mobilisation would depend not only on the extent of the campaign, but on the character and conditions of the country in which the campaign would be carried out.

70178. (Mr. Sly.) He was not in favour of the proposal that recruitment from the Indian Army to the Survey Department should be wholly abolished, and that recruitment should be restricted to Royal Engineers. It was a good thing to have officers of different classes and different training in the department. The Indian Army man had experience of Indians, of the sepoys and the language of the country. Indian Army Officers did not form part of the war reserve.

70179. The salaries of Royal Engineers employed in the Survey Department were on a substantially higher level than the salaries of Royal Engineers employed in the Public Works Department. He could not say why the salaries of the Royal Engineers in the Public Works Department had been reduced. The salary of the Royal Engineer officer in the Survey Department had not been altered. His average pay in 1890 was Rs. 1,262, and it stood at that figure at the present time. The pay of a Royal Engineer in the Survey Department had been fixed so as to attract the best mathematical men and draughtsmen from Chatham.

70180. It was the case formerly that in one year

there might be more Deputy Superintendents' charges than in another year, but since the re-organisation in 1909 the number had been definitely fixed at 21.

70181. If any rigid rule was prescribed for fixing the proportion of Assistants to executive officers, Government ought to be liberal in the case of a department which had to send men across the frontier. There should be a percentage of assistants allowed for deputation.

70182. The size of topographical parties employed in India had increased within the last 10 or 15 years.

70183. There had been a raising of the status of the three Drawing office posts in the department in 1913. These three offices were first created in 1909; in 1910 the Provincial Service asked that these three offices should be made into executive charges; and in 1913 the Government acceded to this request.

70184. Admission to the Provincial Service was by competitive test. The rule was also laid down that three-quarters of the vacancies should go to the domiciled community, and one quarter to Indians. There was one examination for all candidates, and if more than three-quarters of the men at the top of the list were Anglo-Indians, one of them had to be knocked out. Supposing there were four vacancies, the first three Anglo-Indians were selected and the first Indian. If the rule were abolished, it would lead to a large increase in the number of Indians recruited. One or two Indians had almost always to be knocked out. The three-quarters rule was not justified on the score of efficiency, but by other reasons. It had to be remembered that the Survey Department had to work from Baluchistan to Siam, and required men who were willing to go anywhere. The Indian had a fixed home, he married early and had strong family ties, and preferred to serve in his own Province, whereas the Anglo-Indian had no home, and was willing to go anywhere.

70185. He was not in favour of the proposal that a substantial number of non-commissioned officers from the Royal Engineers should be employed in lieu of officers of the Provincial Service.

70186. (Mr. Fisher.) It might be urged as an objection against the present rule under which three-quarters of the appointments went to Anglo-Indians, that the present discontent in the Provincial branch of the Survey of India Department was due to Anglo-Indians. The discontent took the form of envy of the Imperial Officer, and it was undermining the efficiency of the Provincial Service.

70187. The Survey Examiner had been frequently instructed by the Surveyor-General to make the papers easier in order to give the Anglo-Indians a chance. At present an officer in the Service was merely given such technical education as was sufficient for the work he had to do. The stage at which an officer required a higher standard of education was when he came to be eligible for charge of a party.

70188. The present Provincial Service was quite efficient for its work.

70189. Personally, he did not see how the amount of the charge allowances could be varied according to the importance of the charge.

70190. In former days, when railways and communications were defective, the Civilian got his chance of War Service. That happened in every undeveloped country, but nowadays Government could draw on Military Officers, and if a war broke out it would be absurd to ask Civilians to volunteer for War Service.

70191. (Mr. Madge.) He did not agree with the statement that no more original survey work remained to be done in India, and that in future all survey work would be merely revisional.

70192. The employment of local Survey Departments under the different Local Governments was likely to prove very uneconomical.

70193. When serving on the Departmental Committee in 1910, he was advised that if the Provincial Service were given the terms which they

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were subsequently given, dissatisfaction would cease. As far as he knew opportunity was given to all sections of the Provincial Service to appear before that Committee.

70194. Under the old system a Provincial officer promoted to the bottom of the Imperial list received about the same pay as that of the Junior Imperial Officer.

70195. He was of opinion that the best training schools for topography were the Military Colleges at Chatham and Sandhurst. He did not think any serious exception could be taken to Colonel Longe's opinion, that neither the military man nor the civilian was useful to the Department until he had undergone the special survey training required for Indian conditions. Colonel Longe did not intend to deny the valuable technical survey training given at Chatham. What Colonel Longe was probably referring to when he spoke of Indian conditions was not the actual topographical work, but the knowledge which officers had to acquire of Indian communities, customs, languages and methods.

70196. He thought in a great national emergency the work of the Survey of India Department ought

to be suspended. In a great national emergency the requirements of war came first, and the peace work of the Survey Department must suffer for the time being.

70197. He had always regarded the three Drawing Office appointments as important charges. The appointments carried a charge allowance and the Officers holding them simply draw the allowance in addition to their substantive pay. The Drawing Office appointments were normal executive charges, and rightly so. The Senior Provincial Officer at Mussoorie had been offered charge of a field party, but he had refused it, and begged to be allowed to remain in charge of his Drawing Office.

70198. (Chairman.) When the Government of India gave orders that recruitment to the Provincial Service should be stopped, there was no intention of abolishing the Service. The idea was simply to stop recruitment until the number of officers was reduced to 87.

70199. He would put in a statement* regarding the recent reorganisation.

* Vide Appendix I.

(The witness withdrew.)

J. O. GREIFF, Esq., Deputy Superintendent, Survey of India Department.

Written Statement relating to the Survey of India Department.

70200. 1. Before being examined on the evidence already submitted by my Service last April, I crave the indulgence of being permitted to put before the Commission the statement I have now drawn up on behalf of the Service I represent. My reasons for begging this indulgence are—

(i) That the officers selected by the head of the Department on March 9th, 1913, to prepare memoranda of evidence were directed to do so individually, and were obliged to submit it by April 15th, 1913. At this time of the year officers of the Survey are scattered all over India on field duties, and it was therefore not possible to convene a meeting and submit corporate evidence.

(ii) That the want of a co-opted member has placed us at rather a disadvantage, and that therefore it is necessary to submit a more detailed memorandum of evidence. We were not aware that in our memoranda we should have asked for the privileges of a co-opted representative. We understood that orders for the selection of a co-opted member and representative witnesses to be examined by the Commission would issue later.

(iii) That the evidence now submitted for the favourable consideration of the Commission embodies the views of members of my Service as a whole, and I am directed by them to ask, that I be fully examined on all statements concerning my Service.

2. In its infancy the Survey Department consisted of Military Officers and Civil Assistants, both holding gazetted rank, and with the same possibilities of promotion to the higher appointments. Later the Department was reorganised, and divided into "senior" and "junior" divisions, with a recognised proportion of appointments in the former belonging to the latter. In 1895, a further reorganisation took place in order to carry out the general principles of the Public Service Commission of 1886-88. The leading feature of this change was that promotion from the junior to the senior division was stopped, but to compensate the former division (thenceforward to be termed the Provincial Service) for this loss, 10 posts carrying a salary of Rs. 400 to Rs. 1,000 were transferred from the Imperial to the Provincial Service. This was by no means an adequate compensation for the loss the Provincial Service suffered, in being deprived of the promotion to the Imperial Service, both as regards emoluments and status. Under the old rules, junior division officers promoted to the senior division could expect to rise to Rs. 2,000 or at least Rs. 1,600 as the accompanying list of the

officers so promoted will show. The highest pay allotted to the Provincial Service was only Rs. 800. Their status was irretrievably lowered, as they were gradually reduced to a position of inferiority and subordination and deprived of executive and independent charges, which they enjoyed equally with the senior division officers prior to 1895.

3. So badly and with such short-sightedness had this scheme been evolved, and so little had its effects on the members of the Service been gauged, that hardly was it launched when memorials poured in against it, the justness of which had to be recognised, and expedients in the form of personal allowances were granted to members who joined prior to 1884.

4. The total strength of the Senior Division on 1st January, 1895, was 50, as follows:—

Administrative Officers	...	2
Other	...	48
Military	...	37
Civilian	...	13

The steps taken gradually to reduce the Imperial Service from 50 to 40 were consistently followed until we find that in 1905 the strength of the Imperial Service was reduced to 42 (*vide* List of Survey Officers on 1st January, 1905), eight out of the 10 posts having been transferred to the Provincial Service. There were then only two more posts remaining to be transferred to the Provincial Service to reduce the strength of the Imperial Service to 40 as laid down in 1895.

5. Ever since the constitution of the Imperial and Provincial Services in 1895, the policy of the Department regarding the allotment of the administrative and executive charges unreservedly among the Military and Civilian officers promoted from the junior to the senior division, was changed into one of monopolising all the administrative and executive charges for the Military officers, and reducing the Provincial officers to subordinate positions. No such change was probably intended by the Public Service Commission of 1886-87, when they recommended that the Service should be divided into Imperial and Provincial Services. In 1895, immediately before the creation of the Imperial and Provincial Services, there were no less than seven officers promoted from the junior to the senior division holding executive and responsible charges. As these officers retired the corresponding executive charges were not given to the Provincial Service.

6. In 1904-5 a Survey Committee was appointed by Government, and this Committee, among other things, investigated the organisation of the Imperial and Provincial Services. The Military

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officers who appeared before this Committee made unfavourable reports regarding the qualifications of the Provincial officers. The interests of the latter were not represented on the Committee, and they were not given an opportunity of defending themselves. In fact the Provincial officers were not even aware of the statements that were being made to the Committee, and realised the true state of things only on the publication of the Committee's Report. It is evident also from the same report, Vol. I, page 57 (President's dissent) and page 59, that in spite of the *ex parte* hearing, the charges were unsubstantiated, and appeared to be based on inconclusive statements. The Government, however, took the view that the Provincial Service as a body were inefficient, and its members unfit for independent responsible posts. It would be interesting to know how the Provincial Service (late junior division) the members of which were promoted to the Imperial Service (late senior division) up to 1895, and were holding responsible posts till then, could have undergone within ten years so rapid a deterioration. If true, there certainly would appear to be something "rotten in the State of Denmark." To show that the officers of the junior division were recognised as capable and efficient in 1895, I quote from the Government of India Resolution No. 6-46, dated 27th March, 1895: "The Government of India believe that these concessions will remove the legitimate grievances of the Provincial Service of the Survey Department, and in granting them they desire to endorse the opinion of the Surveyor-General as to the excellent work done by these officers in positions of considerable responsibility, and often under circumstances of great difficulty."

7. Notwithstanding the pronounced views held and given utterance to by Sir John Miller, President of the Committee, the Provincial Service was deliberately and coldbloodedly left out of the reorganisation affecting every branch of the Department and of which the Imperial branch derived the most substantial benefit; and this on the top of a written statement made by Col. Longe, Surveyor-General, to Provincial officers, whom he bound down to silence, that no branch of the Service was going to derive any pecuniary benefit. The Provincial Service was ear-marked as inefficient and left to die out by the efflux of time. The strength of the Imperial Service was increased from 40 to 55, and that of the new Provincial Service reduced to 87, Government of India Order No. 544, dated 5th April, 1910.

8. To meet the heavy increased cost of the Imperial branch the Provincial branch was sacrificed. It was not possible, without heavy expenditure, to improve the emoluments of the Indian recruited branch, and at the same time deal so generously with the Imperial branch, and it would appear that the new Provincial Service was introduced merely to give the reorganisation the semblance of equitable treatment. It would have taken over 30 years to complete the cadre of such a Service, during which time the revision survey of India would have been completed.

9. There also can absolutely be no doubt that the underlying principle in increasing the strength of the Imperial Service was that there should be at least two Military officers in each party or office, so that the Provincial officer would never have even a temporary or officiating executive charge, and be reduced to a position of absolute inferiority and subordination. That this was so, I shall quote a statement made by Colonel Longe, Surveyor-General, on 17th February, 1906, at "The Palms," Dehra, to a senior Provincial officer: "It is intended that never in future will it be possible for a Provincial officer to hold charge of a party. Nor ever again to have charge of survey operations on political missions, such as Mr. Tate has carried out. In future there will always be in every party two Imperial officers, so that there will always be an Imperial officer to spare." The statement speaks for itself.

10. The officers of the old Provincial Service in a body protested against the new scheme, and

memorialised Government for a redress of their grievances. The result was the appointment of the Departmental Committee of Enquiry in 1910, presided over by Colonel Burrard. The findings of this Committee negatived the misleading statements made during the enquiries of 1904-05, and on the strength of its report the Government of India were pleased to forward another despatch to the Secretary of State practically cancelling the previous one of 1908 as far as the Provincial Service was concerned, and thereby acknowledging the injustice which had been perpetrated.

11. The results of the reorganisation of 1st March, 1912, were the amalgamation of the old and new Provincial Services, and the creation of seven additional executive charges as follows:—Three chief draftsmen of the Circle Officers to be called Executive Officers in charge Drawing Offices (this is a change merely in designation as the officers do not enjoy the privileges or exercise the functions of Executive Officers), one Cantonment Party, one Base Line Party, Simla Drawing Office, and Dehra Dun Drawing Office to be executive charges.

12. The change of designation of officers drawing Rs. 650 and over from Extra Deputy Superintendents to that of Deputy Superintendents, and the 12 senior officers drawing Rs. 600 to be styled Assistant Superintendents. The four senior officers holding executive charge to draw Rs. 200 charge allowance, and the three junior Rs. 100. The creation of a system of artificial relative ranking which has not yet been given effect to.

13. For these concessions the Service is indebted to Colonel Burrard, Surveyor-General, who recognised the justness of the grievances of the Service, and endeavoured to remedy them in the most practical way. The improved conditions, while removing some of the grievances under which the Service has been suffering for years, leave untouched the more pronounced disabilities.

14. The points I am therefore desired to lay before the Commission are these:—

(i) That the Imperial or Superior branch of the Service be thrown open to the Provincial branch as was the custom prior to 1895. That part of its strength be recruited at "Home" or from Military Royal Engineer Officers and part in India, from the selected officers, both European and Indian, of the Provincial branch.

ii. That there is no necessity for the large highly paid controlling staff at present in the Service, when a large portion of their duties could be discharged by officers on smaller salaries. The strength and cost of the existing Imperial Staff is out of all proportion to the needs of the Department, and its total expenditure. Even Military considerations do not necessitate the continuous service in the Department of a large number of highly paid Military officers.

iii. That suggestions put forward for the abolition of the Provincial Service are the outcome of a desire to reserve as a Military monopoly a highly paid Civil Department of the Government of India, and to secure its higher branch against recruitment from Indian sources, which would naturally lead to a reduction in its Military strength and in emoluments. Any change of this kind would be an injustice to the European and Indian communities of India, and would be a further source of discontent in the country, and require to be minutely and carefully examined by a representative Committee. Even if it be possible to adopt so unjust and drastic a change, then in place of the Provincial branch, the Imperial or superior branch be opened to recruitment in this country to the extent of two-thirds of its appointments in equal proportion between Europeans and Indians.

(iv) That all officers of the existing Provincial branch be classed as first class officers for purposes of travelling allowances.

(v) Conditions of leave.

(vi) That the designation "Provincial" and the prefix "Extra" are misnomers and be excised.

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15. Dealing with them seriatim:—

The reasons for claiming admission to the superior branch are based on the grounds that it existed before, that it worked more harmoniously and produced good fellowship, that no such artificial bar to merit exists in the other sister Services, and that it leaves no occasion for invidious distinctions in status, official precedence and treatment.

The existing system is not liked in the Survey, and was objected to by the Surveyor-General Sir Henry Thuillier in his evidence before the last Commission. He advocated the promotion of "Junior" officers to the "Senior" branch. Colonel Burrard, the present Surveyor-General, President of the Departmental Committee of Enquiry of 1910, reported to Government in that report, as follows:—"As the question of promotion to the Imperial Service concerns many departments the Committee cannot presume to make recommendations, but they wish to point out, that in the old days of promotion to the Imperial Service both the Imperial and Provincial Officers liked the system. It necessitated stricter selection, and it promoted good feeling between the services. In the evidence before the Public Service Commission, the Surveyor-General and other senior officers of the Department, who had long experience of the system expressed a wish for its continuance. Certain advantages would ensue if the higher posts of the Provincial Service were retransferred to the Imperial, and filled by officers of the Provincial Service." With the spread of education and efficient technical training available in India, there is no just reason why this branch of the Service should be closed to the Indian branch. In the Public Works Department and the Telegraph, no such artificial bar exists. The officers are all on one cadre and the highest appointments are open to them.

"It must be obvious to unprejudiced minds that such a division does and must introduce the virtual relationship of "subordinate" to the "officer" and in no Department could it have been so emphatically introduced as in the Survey. It is one of the fundamental principles of the Liberal Government of the day, and one of the soundest guarantees of efficiency, zeal, emulation and progress in any service, that there should be no artificial bar to merit. This is in effect what has been done and is being done to the Provincial Officer to-day. To remove this bar would be to remove in the words of the Prime Minister, in his memorable speech at Birmingham, "the domination of an unjust monopoly, and to open everywhere the gate to intelligence to merit, and to energy."

It is owing to this system that it has been possible for prejudiced administrative heads to place Extra Deputy Superintendents of the Provincial branch of over 20 years' service in positions subordinate to the most junior inexperienced Imperial officer, to treat them without consideration for their rank and experience, and to regard them officially and socially as inferiors.

The introduction of any artificial system of relative ranking between officers of the two services holding similar posts will not adjust the anomalies of the existing system. Till quite recently the Provincial officer held no official relative rank alongside the Imperial officer. By Government of India Order No. 611, dated 15th February, 1913, some sort of artificial compromise has been arrived at, which is not regarded with much favour by Provincial Officers. The order has not been given effect to in the Department. The ridiculousness of the artificial rank conferred by it, has further been enhanced by the issue of Government of India Order No. 617, dated 30th June, 1913. The one contravenes the other, and adds only further indignities. To illustrate the indignities of a position created by orders of the above nature, I will narrate the case of Mr. G. P. Tate of our service.

In 1902 he was Chief Survey Officer with the Seistan Boundary Commission, and by the existence of orders of the above nature, he ranked as a second lieutenant of two years' standing—Mr. Tate

was about 45 years old—although holding one of the most important posts in the Commission. The consequence was, that he was subjected to no end of indignities at the hands of the Military officers. He represented matters to Sir Henry MacMahon, who recommended to the Foreign Department, that he should rank as an attache. The matter was put up to Colonel Longe, the Surveyor-General, an officer unfavourably disposed to the Indian branch of the Department, and he opposed the recommendation. The consequence was, that Mr. Tate had to endure his subordinate position, which was made more galling, when it is known that his Public Works Department confrère ranked as a Colonel. The Public Works Department man was given a C.I.E. Mr. Tate got nothing but a small personal allowance, and retired without being given even an executive charge. He is an officer with a splendid record of frontier and transfrontier service, surpassed by few Imperial Officers of to-day, and is an author and authority on transfrontier and border history. To show that Mr. Tate was an officer not unworthy of distinction, I will quote only one of the reports on him by an officer outside the influence of survey prejudice. Major (now Sir) Henry MacMahon reporting on Mr. Tate, says:—"The moderate nature of Mr. Tate's report does not adequately describe the difficulties under which much of his work was done. It was always willingly and cheerfully done, and, as always found in the case of members of the Survey Department, carried out with an enthusiastic devotion to work. Mr. Tate gave me much valuable assistance in every way, and I cannot speak too highly of his work." Recognition of good work done by European and Anglo-Indian Provincial Officers has heretofore deserved no titles or distinctions. The work done is even slurred over in annual reports and the credit given entirely to Imperial officers. The Department must acknowledge with gratitude the great honour recently conferred on Mr. G. B. Scott, but this is the first honour so conferred, and it has come to Mr. Scott many years after his retirement. The existing division also lends itself to misrepresentations as regards the duties, efficiency, and ability of the Indian branch, and also to the want of official courtesy, sympathy and support on the part of Imperial officers. In this connection I would recommend for the consideration of the Committee the evidence taken by the Committee of 1910.

The exclusion from this branch on grounds of inefficiency is untenable. It is the argument which has been constantly and persistently advanced since the inauguration of the policy of 1895. It is the outcome of constituting one branch of the Department as an exclusive reserve for Imperial Officers, and it has been fostered by the policy of excluding wholesale, men born and bred in India from higher appointments, on inaccurately alleged grounds of defects in education and character. But the records of the Department in the past, and the actual work done by provincials now, are ample and complete refutation of these misleading statements. I attach a list showing the officers of the old "junior" branch who creditably discharged the duties of their position. The records of the Department attest to the efficiency, zeal and devotion with which their duties were carried out under far more difficult conditions than now exist.

To state that the Provincial Officer is only employed on subordinate duties is equally incorrect. The statements I have attached giving the composition of a "field division" in Southampton, and of one in India, fully explain the duties of the Provincial Officer, and show that there are no higher or more responsible technical and professional duties that can be undertaken by Imperial officers attached to parties.

Give a Provincial Officer an opening in his line of work in other departments, and under foreign Governments, and he invariably returns with a splendid record of service generously recognised and admitted. This has been the case in the past, and is so now. Mr. Newland, in 1899, at the early age of 23, undertook for the Hongkong Government, all classes of survey work, and returned with the highest approval of his work by that Government. Mr. Glass, after five or six years' service in

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this Department, left and joined the Public Works Department. He has just been selected for work in Siam, on a salary of Rs. 1,200 a month, and is regarded as an expert in Public Works Department surveys for irrigation plans. Mr. Veale, of our Department, is Professor of Survey and Drawing at Roorkee, he replaced a Royal Engineer, and has proved himself a decided success. Can any one contend that there are not men of equal ability at the present moment in our service? There is no branch of the professional work of the Department in which the Provincial Officer has not his share, and as a personal workman, he outclasses his Imperial colleague. There is absolutely no difference, and there can be no difference in the duties discharged in topographical parties between Imperial and Provincial Officers. To quote from Colonel Burrard's report of 1910:—"The Committee are of opinion that as a body the Provincial officers are efficient, hard-working, and quite capable of performing their duties; and that after the necessary training and experience several of them would prove efficient executive officers. Although the education obtainable in schools in England is superior to that at present available in India, the Committee do not consider the initial advantage conferred upon Imperial Officers to be so paramount as to justify the extreme view that every Imperial Officer is qualified to hold charge of a party and that no Provincial Officer is qualified."

List of Survey Officers promoted from the "Junior Division."

Name.	Pay.	Reference to published list of Survey Officers.
	Rs.	
J. B. N. Hennessey* ...	2,000	1884
E. C. Barrett ...	1,600	1898
E. J. Jackson ...	1,600	1898
J. O. N. James† ...	1,300	1884
B. B. Smart ...	1,300	1881
G. H. Cooke ...	1,300	1894
G. B. Scott ...	1,300	1898
W. H. Reynolds ...	1,300	1897
H. Horst ...	1,000	1888
E. T. S. Johnson ...	1,000	1883
J. Campbell ...	1,000	1883
H. B. Talbot ...	1,000	1884
W. H. Patterson ...	1,000	1893
F. W. Kelly ...	1,000	1890
A. D'Souza ...	1,000	1892
E. F. Litchfield ...	1,000	1897
J. McGill ...	850	1883
C. Wood ...	850	1892
J. S. Pemberton ...	850	1898
F. Grant ...	800	1892
F. W. E. Atkinson ...	800	1898
W. G. Beverley ...	750	1892
J. Oglet† ...	600	1892
H. R. Littlewood† ...	600	1894

* It has now become necessary to announce that the same rules have also required the retirement of a highly distinguished officer, Mr. J. B. N. Hennessey, M.A., F.R.S., selected early for his special talents, which he has since developed by study and perseverance during his service in India, and who has made a name for himself not confined to India, but known to the world of science in Europe and America, and he has, after passing through all the grades of the Department, attained the highest place but one, in which he has employed his unique experience and knowledge of scientific matters. The Department, and especially the Civil branch, may justly be proud of him.

† The Department has been deprived of the services of a very well known and respected officer, Mr. J. O. N. James, for many years the very energetic, efficient, and experienced Assistant Surveyor-General in charge of the headquarters Engraving and Drawing Offices. He has retired carrying with him the good wishes of all his brother officers of every grade.

‡ Died in Service.

16. (ii) A controlling staff of 55 highly-paid Imperial Officers is out of all proportion to the requirements of the Department, and is an unnecessary drain on the resources of the country and the

Department. I doubt whether in any other service the incidence of control is so high. This unnecessary increase of officers was clearly foreseen by Sir John Farquharson, member of the Committee of 1904-05 (vol. ii, pages 42, 43). In discussing recruitment for the Imperial Branch, he said: "It would seem inevitable that, unless there is an abnormal number of casualties or retirements, there must be a larger proportion of senior men employed under a system of continuous service than are actually required." It was for this reason he advocated that Military Officers should be appointed for tours of five to seven years' service with the Department, and then be reverted. Continuing he said:—"The system of continuous service would appear of necessity to mean an excessive number of officers being employed in the senior ranks, whereas by being relieved at the end of a five years' tour the Surveyor-General would be enabled to select later on only that very limited number which would be all that he would require for carrying on the very superior and higher administrative duties of the survey." Sir John Farquharson was a Royal Engineer, for some time Director-General of Surveys in the United Kingdom an officer who throughout the enquiries of the Committee of 1904-05, exhibited an intelligence and grasp of the actual requirements of the Indian Survey Department equal to if not superior to that shown by our own officers. His proposals were also supported by Colonel Kelly, Assistant Adjutant-General, nominated by the Commander-in-Chief to watch the interests of Military requirements. The scale of pay suggested by Colonel Kelly was as follows:—

Lieutenants of 7 years' service, Rs. 615-12-0, against Rs. 570 to 720 now drawn.

Lieutenants over 7 years' service, Rs. 615-12-0, against Rs. 720 to 1,070 now drawn.

Captains under 15 years' service, Rs. 833-10-10, against Rs. 1,120 to 1,220 now drawn.

Captains over 15 years' service, Rs. 833-10-10 against Rs. 1,220 to 1,400 now drawn. In this connection I would also invite the attention of the Commission to the recommendations of the Committee of 1904-05 in Vol. I, pages 57, 58, para. 100.

Why these proposals were not adopted by the Government of India, I am unable to say. The advantages of the proposals made by Sir John Farquharson in facilitating expansion and contraction of this branch of the Service are obvious. I am not sufficiently expert to give an opinion on the feasibility of the recommendations, but anyone possessing a knowledge of the facilities that exist in the machinery of the Government of India for transferring officers without injury to the work of the department to which they belong, or detriment to their prospects, for periods of five years' duty and more with foreign Departments, could work out a scheme, and Government cannot fail to realise the practicability of it. There can be no doubt that the Committee as a body of experts were aware also of its workability. Knowing the sentiments that actuated the Surveyor-General of the time, it is impossible to advance any other reasons for the adoption of the existing system other than class interests, and the fixed intent to eliminate for ever, the members of the Indian recruited branch, from executive charges. Prior to 1904-05 there were only three administrative posts, viz., Surveyor-General, Deputy Surveyor-General and Superintendent, Trigonometrical Surveys. There was also a Superintendent of Forest Surveys, but this officer held executive charge of a field party, in addition to his duties as a Superintendent. There are now six administrative posts, viz., Surveyor-General, Superintendent, Trigonometrical Survey, three Superintendents, Topographical Surveys, and one Superintendent, Map Publication Offices. The jump from three to six in administration is abnormal. The emoluments attached to the posts of Superintendents are also high. The pay of the Surveyor-General is Rs. 3,000 and is the same as before. The salaries of the other administrative officers are as follows:—

2 Superintendents' pay Rs. 1,500 + charge allowance Rs. 750 = Rs. 2,250.

3 Superintendents' pay Rs. 1,500 + charge allowance Rs. 500 = Rs. 2,000.

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years' service, to count for position in the Senior Division. Confirmed Deputy Superintendents of the present Provincial Service to rank next to the 21st Deputy Superintendent in the Imperial Service.

When a party officer of the Senior Division, if he is one who has been promoted from the Junior Division, goes on leave, an officer of the Junior Division should officiate for him. The officer so officiating to draw an officiating allowance of Rs. 100 a month, in addition to the emoluments he may be in receipt of when taking up the officiating appointment.

The existing non-executive responsible posts in the Provincial Service to be retained for the benefit of the Junior Division. That is, the Chief Draftsman, headquarters, with an allowance of Rs. 150; the Head Draftsman, with an allowance of Rs. 120; the Chief Draftsman, Forest Map Office, Bengal Drawing Office, and Instructor, Training School, each to receive an allowance of Rs. 100, all these allowances to count towards leave and pension. The designation of Chief Draftsman, Headquarters Office, to be changed to Personal Assistant to the Superintendent, Map Publication Office, and the Head Draftsman to be called the Chief Draftsman.

All officers of the Senior Division from whatever source recruited to be under European rules for leave and pension.

I and all the other officers of the Service strongly advocate the institution of a Pension Fund for the widows and children of Indian recruited services, similar to that for Civilians and Army Officers.

The institution of such a Fund would be an immense boon to the officers of this country. The idea might be recommended to the Finance Department and details worked out by them. Any officer willing to pay into the Fund by monthly instalments, the sum, or certain proportion of the sum, he would have paid from first year of service or from date of marriage, should be considered eligible to the benefits of the Fund. It should be confined to the superior Indian recruited services. Such a Fund would be a great advance on the Provident Fund lately started. Accumulations in the Provident Fund can be drawn on certain conditions, and is really not a certain and sure provision against the accident of death.

That the cadre of the Junior Division be increased, and the Upper Subordinate Service be abolished. There is absolutely no necessity for this branch of the department, and it is an unnecessary expense. The arguments originally advanced in support of the introduction of this branch were to reduce the amount of supervision required by increasing the efficiency of the men employed on actual work, and so lead to economy. It was argued that the employment of a higher class of Surveyor would enable a considerable reduction to be made in the number of subordinates and attendants employed, and that the upper subordinate would be employed on tertiary triangulation, minor levelling, and the more difficult classes of topographical work. The present policy of the Department would appear to be in direct contradiction to the above statements. As far as my experience of this class of officer goes, he will be neither one thing nor the other.

What is essentially required in the Department is a better class of Surveyor, intelligent, with some education, especially in drawing, and a working knowledge of English. This is badly and sadly needed in the department instead of expensive and unnecessary innovations. The pay of this branch should be from Rs. 30 to Rs. 250 by increments of Rs. 5 and 10. At present we engage men on Rs. 10 who do not even know how to hold a pen. They take years of training, get to a certain degree of skill, then drop off and show no further improvement. It is after all a short-sighted policy, for the better class of man would be equal to two or three of the kind entertained at present. The Art schools of India can provide ample good material, but of course they will not come for the salaries offered, and the department, on account of its expensive controlling staff, cannot afford to be lavish.

For a service constituted on the above lines the number of Military officers required would be—

Administrative posts	...	...	5
Executive charges	...	...	18
Under training from Military Works Service	...	...	5
Leave reserve (under training)	...	...	6
Total	...	...	34

All the above to be Royal Engineers, those doing their first tour with the Department to be junior captains and senior and junior lieutenants.

At the same time there does not appear to be a necessity for so many administrative posts in a small department like the Survey. The number and the emoluments attached to these appear to be excessive.

In the Public Works Department the Superintending Engineer class has three grades of Rs. 1,500, Rs. 1,750 and Rs. 2,000, and the Superintendents in the Survey of India are graded from Rs. 2,000 to Rs. 2,350, and it has, moreover, to be remembered that most of the survey work now in hand is revision survey, and there is little new survey to be done. Survey work, if anything, is comparatively easier now than in years past, when ground was being broken for the first time, the means of communication few, and arrangements on a large scale necessary.

The number of administrative posts that would appear to be essential to the Department without impairing efficiency is four—one Surveyor-General, one Superintendent, Trigonometrical Survey, one Superintendent, Topographical, one Superintendent, Map Publication.

Sir John Farquharson, in his evidence before the Committee of 1904-5, strongly and ably opposed the formation of any such division of India into circles for Survey work, Vol. I. page 129, Vol. II., page 46, paragraphs 32, 33, 34.

The number of Executive charges could also be reduced. The work of the Base Line party which has just been created could be well conducted by the Executive officer of the Triangulation party. It has always been part of his work. This officer does no triangulation personally now, all the triangulation being done by Provincial officers. The Pendulum and Astronomical parties consist of an Imperial officer and an Assistant each. Each officer draws Rs. 200 charge allowance. These parties could be combined. With such changes, and constituted on the lines proposed, the cost of the Department could be considerably reduced.

Whatever be the final recommendations of the Commission, I am desired to ask, that in fairness to officers recruited in India, a fair proportion of the appointments in the Imperial branch be allotted to them as was the case prior to 1895. That with a view to the introduction of such a policy, further recruitment from Military sources be stopped, and the existing Executive appointments in the Provincial branch be transferred to the Imperial cadre. All Deputy Superintendents, Provincial, ranking above Assistant Superintendents, Imperial.

Another reason advanced for so large a Military staff is the necessity for having a Military reserve for Military expeditions. The argument does not bear analysis. The system of recruitment proposed by Sir John Farquharson would have secured, in an ample measure, the required reserve, and the country saved the expense of maintaining in continuous service 28 Assistant Superintendents on exorbitant salaries. Are not Provincial Officers also available for Military expeditions? Have they not been on Military expeditions before in Afghanistan, Tirah, Waziristan, Baluchistan, Burma, Lushai, and distinguished themselves. I need only quote such names as Johnson, Scott, McNair, Claudius, Wainwright, Stotesbury, Tate, Kennedy, among others. It is an injustice that this door to distinction should be closed to the Indian recruited branch as has now been done.

I attach a list of officers of the Junior branch, who, prior to 1905, were on Military duty and on Political Missions.

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Statement showing brief history of war and trans-frontier services rendered by the members of the Provincial Service (old Junior Division) of the Survey of India.

WAR AND TRANS-FRONTIER SERVICES.

1. W. H. Patterson—
Mutiny, 1857-58, served against Murree Rebels—Medal.
2. E. C. Ryall—
Mutiny, 1857-58, served against Murree Rebels—Medal.
3. E. C. Barrett—
Lushai Expeditionary Force, 1871-72—Medal and Clasp and thanks of Government.
4. G. H. Cooke—
Lushai Expeditionary Force, 1871-72—Medal and Clasp and thanks of Government.
5. W. H. Reynolds—
1863, Umbeyla Expedition—Medal and two Clasps.
6. G. B. Scott—
1867-68, Black Mountain Expedition, Medal and Clasp and presented with a sword for gallantry.
1869, Reconnoitered independent tracts of Chilas and Kohistan.
1870, Reconnoitered country round Peshawar fired by Hassan Khel.
1871, Reconnoitered Bhutan Hills.
1877, Jowaki-Afridi Expedition—Thanks of Commander-in-Chief.
1878-79, Khyber column, Afghanistan—Medal and Clasp. Granted personal allowance of Rs. 100 and special grant of Rs. 1,000. Recommended for direct Captaincy by Government which was disallowed by War Office.
1879-80, Second Afghan campaign and thanks of Government.
1884, Zhob Valley Expedition—Thanks of Government.
7. M. J. Ogle—
1871-72, Lushai Expeditionary Force—Medal and Clasp and thanks of Government.
1874-75, Daffa Field Force.
1879-80, Second Afghan Campaign—Medal.
1883-84, Akha Hills Field Force.
1886-87, Kubbo Valley and Upper Burma Field Force—Clasp.
1888-89, Mogoung Field Force.
1889, Presented by Royal Geographical Society with the Gill Memorial.
8. W. MacNair—
1879-80, Afghan War.
1883, Explorations in Kafiristan in disguise—Awarded Murchison grant by R. G. Society.
9. Yusuf Sharif, K.B.—
1881-82, Jowaki-Afridi country survey—Thanks of Government.
1883, Takht-i-Suleman Expedition and Gomai and Khajuri Kach Pass—Special thanks.
1884, Zhob Valley Expedition—Mentioned in despatches.
1884-85, Gomai to Ekbai. Special Survey through Isot Khosa, Mizir Bozdar and Musakhel tribes.
1887-88, Russo-Afghan Boundary Commission. Title of K. B. and Khilat of Rs. 3,000. Explored and mapped Bakhtiari country in Persia. Thanks of Government. Triangulated and mapped 68,000 square miles in Persia, awarded Murchison grant of R. G. Society. For special work in military interests received a reward of Rs. 500 by Lord Roberts, Commander-in-Chief.
10. Ahmad Ali Khan, K.B.—
1878-79, Afghan War to 1879-80.
1884-85, Kishanganga Valley and Gilgit Survey.
1885-86, Exploration from Nushki to Afghanistan.
1888-89, Exploration, Kharan to Ladis, Persian Baluchistan.
1889-90, Gilgit Mission Frontier Survey.

- 1890-91, Exploration, Panjgir to Sistan in Persia.
Exploration, Persian Sistan to Kharan.
- 1892-93, Exploration from Gwadar to Bampur (Persian Baluchistan) and North of Persian Gulf.
- 1895-96, Perso-Baluch Boundary Commission, Title of K. B. and special reward of Rs. 500 from Commander-in-Chief.
- 1897, Tirah Expeditionary Force.
11. Iman Sharif, K.B.—
1880, Afghan Campaign, Siege of Kandahar—Medal.
1884-86, Russo-Afghan Boundary Commission—Title of K.B. and reward of Rs. 500.
1888, Hazara Field Force—Mentioned in despatches.
1890-91, Explored Bakhtiari country and Kurmi river in Persia—Thanks and reward of Rs. 500.
1892, Anglo-German Boundary Commission in Africa—Reward of Rs. 950 from Secretary of State. Barometer from R. G. Society and Gold Medal.
Kankabai-Durri from Sultan of Zanzibar.
1893-94, Exploration in Arabia in interest of R. G. Society.
1897, Deputed for Survey of Zanzibar.
1898, Employed on demarcation of boundary in East Africa.
12. Hira Singh, K.B.—
1879, Afghan Campaign.
1881, Waziri Survey Expedition.
1883, Takht-i-Suliman Survey Expedition.
1889-90, Survey operations during Zhob and Gomai Expeditions.
1892, Khajuri Kach Field Force.
1895, Waziri Field Force.
1895, Chitral Relief Field Force.
1897, Tirah Expeditionary Force.
13. G. P. Tate—
1893-94, In charge Aden Survey detachment; favourably noticed by Government.
1895, Baluch-Afghan Boundary Commission.
1899, In charge, Hong-Kong Survey.
1902, In charge, Siestan Mission Survey detachment; twice rewarded with honoraria of Rs. 500 and Rs. 1,000 respectively, for special literary works on transfrontier.
14. J. M. Kennedy—
1898-87, Expedition to Ruby mines.
1887-88, Yaw Expedition.
1889-90, First Chin Expedition.
1890-91, In charge, Survey, Kaington-Cheingansai Mission.
1891-92, Hukong Valley Expedition.
1892-93, Assisted in suppressing rising in N. Shan States—Received Burma Medal and Gold watch and chain.
15. T. E. M. Claudius—
1879, Siege of Sherpur—Medal and Clasp.
Survey from Gandomak to Chardeh Valley.
1880, Mapped the whole of Afridi-Tirah in disguise.
1887, Triangulated 1st class series from N. of Kalat to Gandpahar.
1891, Triangulated through Mekran on to the Persian border.
16. R. Waller-Senior—
1879, Southern Afghan Field Force.
1893, Awarded Murchison grant by R. G. Society for Explorations and Surveys in Glacier regions of Kulu and Lahaul.
17. C. George—
1889-92, Upper Burma and Clasp.
1891, Defence of Kawlin (Upper Burma) and was awarded medal for "Distinguished conduct in the Field."
1895, Chitral Relief Force—Medal and Clasp.

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18. Ikbal-un-din, K.S.—
1897-99, Served as Survey officer with Burma-China Boundary Commission.
1900, Served as Survey officer with China Expedition Force—Title of K.S.
19. Abdur Rahim, K.B.—
1889-90, Anglo-Siamese Boundary Commission.
1890-91, Kengtung-Chungonai Mission.
1892-93, Siam Boundary Delimitation.
1894-95, Anglo-French Mekong Boundary Commission.
1900-01, China Expeditionary Force—Medal and title of K. B.
20. W. Stotesbury—
1889-90, Chin-Lushai Expedition—Medal and Clasp.

17. (iii) The proposal that a cheaper and more efficient agency for the duties of the Provincial officer could be had in the non-commissioned officer, has its origin in the fact of the latter being employed at Southampton, and chiefly in the reasons already given under this head in the beginning of my memoranda. I submit two statements giving the duties of the Superintendents and Examiners in Southampton, who are usually non-commissioned officers, and those discharged by Provincial officers in Topographical and Trigonometrical parties and Drawing offices of the Survey of India.

Ordnance Survey.

Composition of a "Field Division" taken from Vol. II., pages 44-45, Committee's Report, 1904-05.
One Royal Engineer who is Division or Executive officer.

One Division Sergeant, in charge of accounts, correspondence and office generally.
Four Superintendents with 28 chain Surveyors.
Four Superintendents with 15 Field Examiners.
One Superintendent with 18 Plotters or Tracers.
One Superintendent with 15 Draftsmen.
Thirty-two chainmen.

The surveys done by such a Division are Cadastral (such as are carried out by Revenue parties and now by Local Governments under the executive control of Provincial Officers as Division Officers and entirely Indian agency).

The Division officer receives from the Trigonometrical branch the length of the sides of the triangles as computed, together with a chart showing the positions of the trigonometrical stations. These are sent out to the Superintendents in charge of seven chainmen each. On the stations being identified the posts are restored, and the chain surveyors rechain the sides of the triangles and have to continue to do so until the measurements come within two links in 1,000 of the calculated distance. (It is evident that these triangles must be extremely small and correspond to the size of triangles and squares laid out by Patwaries in this country for settlement surveys.) They similarly measure all interior lines within the triangle which must be made to fit into the triangle according to calculated dimensions. The chain surveyors then take offsets (measurements) entering them in their field-books, to all fences, streams, roads, houses, etc., that fall within the triangle. The field-books are then sent into the party office where the details are plotted on to a plan. When the plan, two feet by three feet, has been filled up by the various triangles, it is divided into six sections, and all detail in each traced in colours. These traces are then sent out to the superintendents in charge of four field examiners each. They check all the details, classify the roads, and collect local information. The completed traces are then sent into the office where the draftsmen pen in ink all details shown on to the plotted plans. The stampers and typers stamp all trees, etc., and type in the names. The Executive or Division Officer then takes the finished plan to the ground and checks it thoroughly. The plan is then signed and sent on to the levelling

21. E. A. Wainright—
Triangulated 40,000 square miles in S.E. Persia.
1897, Survey officer with Tirah Expeditionary Force—Medal and Clasp.
22. Asmatulla Khan, K.S.—
1895-96, Pilla Boundary Commission.
1897-98, Malakand Field Force—Medal and Clasp.
23. P. J. Doran—
1892, Anglo-Siamese Boundary Commission.
24. W. M. Kelly—
1892, Anglo-Siamese Boundary Commission.
25. H. G. Shaw—
1892, Anglo-Siamese Boundary Commission.

officer, who, after inserting the levels, sends the plan on to Southampton for reproduction.

Composition of No. 3 Topographical party, Survey of India, employed on Revision Survey.

One Executive Officer—Provincial in this case.
Two Clerks (Indians—one correspondence, the other accounts).

Seven Provincial Officers—one under training.
Two Upper Subordinates under training.
50 Plane-table Surveyors, including nine soldier Surveyors under training, three quite new to the work, and ten 3rd class pupil Surveyors under training.

Two Draftsmen and plotters.
Eight Traversers or Chain and Theodolite Surveyors.

Two Computers.
450 Labourers.

The programme of work for this party to be surveyed in six months, embraces 768 square miles in the Simla district, difficult hilly country, full of detail varying in elevation from 2,000 feet to 9,000 feet; 1,536 square miles in the Dehra Dun district, most difficult and intricate ground, consisting of the Siwaliks covered with heavy forest, the Dun valley, and the hill Sanitarium of Mussoorie. Elevation 2,000 feet to 7,000 feet; 3,840 square miles in the districts of Saharanpur, Muzaffarnagar and Meerut, flat, with average of detail; and if possible 1,536 square miles in Bijnor district, also 1,500 square miles of traversing in advance for next season's work.

To carry out this programme it is evident that the Executive officer, who is responsible for all correspondence and accounts as well, can only direct, control and exercise a general supervision over the whole work, checking personally, only as much as time will permit of, and he is entirely dependent on his assistants for the efficiency and accuracy of the survey.

For the completion of this work the party has been divided into five topographical camps and one traverse camp. The area allotted to each topographical camp is approximately 1,280 square miles, with a staff of ten surveyors.

Each camp officer, after receiving detailed orders from the Executive Officer concerning the execution of the work, is entirely responsible for the management of his section. He apportions the work amongst his staff, and collects all available data, projects and plots these on to his field plan boards, and transfers all existing material from the old maps, and generally completes the plan. He then takes over the instruments, stores, camp equipment and money advances required for himself and his staff, and moves out into his ground, leaving the older hands to begin by themselves; he takes in hand the pupils and novices who require instruction and training. By the time he finishes with these, the others require looking up, and ever after he is constantly moving among his men, examining their work, instructing, surveying difficult bits of ground himself, and checking the delineation of the features shown by the surveyor. He is directly responsible for the accurate survey of the area allotted him. The collection of local information, the correct spelling of all names on the field plan. He has also to attend to the

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monthly bills and returns of the section, correspondence, arrangements for conveyance and provisions. In short he is an Executive officer on a small scale.

In Recess the Provincial Officers, under the direction of the Executive Officer, supervise and control the mapping of the country surveyed during the field season, and are directly responsible for its accuracy and correct drawing, and they finally examine the work in detail against the field sheets.

The officer in charge of the traverse camp is responsible for the control and supervision of the work of his chain surveyors and its mathematical calculations. All officers must also be conversant with all the mathematical calculations in use in a Topographical party. The above constitute the chief duties of an assistant attached to a Topographical party, whether he be Imperial or Provincial, employed on the frontier or in India, and there are no other higher or more responsible duties he can be employed on.

Trigonometrical parties, No. 5 Triangulation.

Executive Officer—Royal Engineer.

Assistant—Royal Engineer.

Eight Provincial Officers.

Lieutenants Mason, R.E., Mr. Collins, and Mr. McInnes, on the triangulation connecting the Indian work with the Russian in the Pamirs. Forty trigonometrical stations were fixed, of these nine were observed at by Lieut. Mason and 31 by the Provincial Officers, whose work was as good, if not better, and who were responsible for almost all the reconnaissance connected with the laying out of the triangulation. Mr. Tresham is senior Provincial Officer on Principal Triangulation. This is the most important work in the survey, as on it all other calculations depend. This work was formerly done by Imperial Officers. Mr. Tresham draws Rs. 300 a month, his results surpass all others. Below is shown a comparative statement. The other Provincial Officers are employed on secondary and minor triangulation.

Comparative Statement of principal Triangulation.

Observer.	Number of Stations.			Number of Astronomical Azimuth observed.	Length of Series in miles.	Area in square miles.	Triangular error.	Number of triangles.
	Observed at	Newly fixed.	Built.					
Imperial Officer ...	10	6	7	2	107	2,375	Seconds 0'35	13
Ditto ...	8	6	11	1	100	3,500	0'41	9
Ditto ...	7	4	Nil	1	50	1,900	0'60	7
Provincial Officer ...	17	15	5	3	261	6,580	0'303	24
Imperial Officer ...	9	4	Nil	1	112	2,900	0'381	8
Ditto ...	8	4	5	1	80	1,760	0'875	10
Ditto ...	5	4	6	1	74	2,200	0'753	9
Provincial Officer ...	17	15	17	2	167	5,014	0'185	22

No. 17 party—Levelling.

Entirely Provincial, both control and working staff.

This is precise levelling and constitutes the basis for trigonometrical heights.

Tidal party—entirely Provincial.

In the Magnetic party all the observations, with the exception of some repeat stations, are taken by Provincial Officers, who also ably assist the Imperial Officer in the mathematical calculations. Two of the Indian Officers being particularly good.

In the Drawing offices, the compilation of Degree sheets, 1,000,000th sheets, and other small scale maps that the Department produces is done by Provincial Officers, under the direction of the Executive Officer, and they also directly supervise the fair mapping of all these. It will be seen from the above that the Provincial Officer is by no means employed on subordinate duties, and has great responsibility, and that his duties are not below those discharged by the Imperial Officer.

If the above duties are considered subordinate, those of the Imperial assistant are also subordinate, for there are no other duties he can be employed on until he becomes an Executive Officer, when he has greater responsibilities, and is responsible for the direction of the work of the party and its general efficiency. Of course, the purely scientific work is quite apart from the duties connected with topographical survey work, and needs the direction of a specialist like Colonel Burrard. But all Royal Engineers are not scientists, they are specially trained in the Department for such work, and their scientific attainments are acquired after joining the service. The more abstruse calculations connected with such work being under the direction of the mathematical expert.

Is it right, that men carrying out such useful duties as those of the Provincial Officer in the Department, and whose services can be even better and further utilised, should be sacrificed or penalised, because of their aspirations and ambitions, so as to justify the maintenance of a highly paid controlling staff.

It is evidence of prejudice to contend that the employment of non-commissioned officers would secure greater efficiency. Sir John Farquharson, giving evidence before the Committee of 1904-05, clearly stated, that the men of the Companies of Royal Engineers, and the civilians were of the artisan classes, and were trained for their duties, which, from the statement given, will be seen to be purely mechanical and nothing like the duties discharged by the Provincial Officer. Two men of this class were imported in 1909, one was drawing at Southampton, 26 shillings a week, and the other, a Corporal of Royal Engineers, something more. They were supposed to be two of the best, we paid them respectively Rs. 400 and 450 a month. One was a typer, another an outliner. They introduced the methods of typing and outlining in use at Southampton. It is strange that this could not have been introduced by any of the many

Royal Engineers in the service, who are constantly on leave, and have the run of the offices at Southampton. The imported hands had no educational qualifications, nor had they any artistic talent. They had just specialised in these two classes of work. Their standard of typing and outlining is equalled, if not surpassed, by Indian draughtsmen in Calcutta on Rs. 60 a month. One of them typed a sheet in the Northern Circle, which, when sent to the Headquarters Office, was found to be so bad that two Indian draughtsmen were employed to touch it up before it could be sent to press.

Cadastral work of the kind done at Southampton is carried out entirely by Provincial Officers. The off-set and chain measurement work is done by Indian agency at small cost. Capt. Gwyn has just been appointed Assistant Director of such surveys in Assam on Rs. 1,300 a month. He has five years' service, of which two have been spent on cadastral work. Can it be honestly said that he is qualified? He will have a good efficient staff

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of Provincial Officers under him, who will make his task easy. This post, previous to its being abolished, was held by Mr. Shaw, a most efficient officer, who received Rs. 800 a month. Mr. Shaw, after retirement, has been re-employed as personal assistant to the Director, Bengal Surveys. These posts, assistant directors, under Local Governments, should rightly be held by Provincial Officers transferred to Local Governments.

The true and real reason for wishing to abolish the Provincial branch is that already given. Once the department is thoroughly militarised, military discipline will bar the way to the superior grade, and at once constitute it a reserve for a particular class. That the suggestion is actuated by no other interests than those for greater efficiency can hardly be accepted as correct.

The Commission of 1904-05, reported that for the duties required of a Provincial Officer it was necessary to recruit men of even higher educational qualifications than those (said to be) possessed by the officers in the department. The Government of India, on these misrepresentations, in their Despatch to the Secretary of State, excluded the existing incumbents from the benefits of the reorganisation, justifying the exclusion on the report.

The Committee recommended that the educational standard should be the examination for entrance into the Roorkee Engineering College. It is certain no non-commissioned officer could pass this test. This test was never adopted, and the private departmental test continued. The fact is, that now that executive appointments are open to Provincial Officers, and it is evident that, given a fair chance and cordial support, they will succeed, the question must naturally arise, from the point of view of economy, if of no other, whether the Government would be justified in retaining men on Rs. 1,000-1,700 a month, for duties that can be discharged by others on Rs. 700-1,250. From a financial and a business point of view it is right and just that an employer should obtain his labour in the cheapest market, and if a high class of technical labour can be obtained in a cheap market, it is but right that this course should be adopted. That the Survey parties can be run efficiently at a less cost is obvious, especially now, when the work is chiefly, if not wholly, revision, and is done on no more scientific lines than formerly.

It would be an injustice, therefore, on the grounds alleged to abolish the superior Indian recruited branch of this service. When there are men in the country capable of discharging the duties of the department on smaller salaries, it would be unfair to sacrifice them, and maintain the higher branch of the service as a closed reserve. For nearly a century the domiciled, and latterly the Indian communities have enjoyed the honour and privilege of being connected with the department. Their fathers and forefathers having left behind them a glorious record of work carried out under most trying and difficult circumstances, with a zeal and devotion to duty unsurpassed in the present day, and now these communities are to be wiped off the records of the department for a class that has no connection with it, or claims on a civil department, and to suit the convenience of a particular class. If such a drastic contingency is contemplated, then it would be only fair to open the Imperial branch to recruitment in this country, the same as the Finance, Accounts, Traffic and Postal. A civil department paid for from civil funds should not exist for the benefit of the Military officer. Such a measure would be against the professed policy of the British Government, and endorsed by the last commission, that is, that the Government of India should keep in view the policy of training in India men qualified to take charge of the higher appointments, so as to avoid as far as possible the necessity for expanding the Imperial cadre. If there is to be no Provincial branch then two-thirds of the strength of this branch of the Department should be recruited in India in equal proportion between Europeans and Indians. The Survey is a Civil Department, are there is really

little or no justification for the large military element in it. Even the argument "military considerations" do not justify it, for these can always be amply provided for by the system of tours of service of military officers proposed by Sir John Farquharson, and recommended by the Committee of 1904-05. There is no reason why the Department should not be entirely Civil. The Universities of Europe and India provide steadily men of high scientific attainments for the scientific branches of the Department, why should not the covenanted controlling staff be recruited from men of this class? They would not be as costly as the military staff either who have their own profession. Can it be argued that Mr. de Graffe Hunter is in any way inferior to the military officer in the qualifications required for the Survey Department. His pay is limited to Rs. 1,600, while a military officer with the most ordinary qualifications, because he happens to be military, can rise to Rs. 2,250. There appears to be no justification for such distinctions. A well constituted Civil Department could efficiently meet all the requirements of the Government, both Civil and Military, and could be run far more economically. It is incorrect to say, that only at Chatham can the necessary training be obtained. All Royal Engineers have had to undergo training in the Department and in the Survey Training School. The course at Chatham does not pretend to equip a man for scientific survey practice as done in India. No one contends or disputes the fact, that the general education of the Royal Engineer is superior. That of the three classes of officers—Royal Engineer, Indian Army, and Provincial—he is certainly, on entering the Service, the most qualified, but this does not justify the contention that the other officers are unqualified, and that after they have had the necessary training they are not efficient and have not the technical and professional knowledge required for the work of the Department, and cannot make good Survey Officers.

Colonel C. Strahan, R.E., Surveyor-General of India, at a Conference held at Karachi on the 16th and 17th August, 1895, in the presence of Sir C. Oliphant, K.C.I.E., I.C.S., emphatically stated that no matter whether an officer joined the Survey Department from Chatham, a University, or Indian Army, or Provincial Officer recruited in India, not one of them could be regarded as in any way possessing any knowledge of survey practice as done by the Survey Department unless trained, and he had actually worked in the field and in recess, for at least four years. Admitting that the Royal Engineer has the necessary qualifications, what claim has the Indian Army officer to appointments in the superior Service? He has absolutely no claim whatever, and possesses no special qualifications superior to the Indian recruited Service. The educational and professional tests passed by him are not superior to those passed and possessed by the Provincial Officer. Why should he be eligible for the superior branch and be considered fit, and the Provincial Officer, because recruited in India, be debarred and be considered unfit? A high standard of educational and technical training can be had in India. The surveying and drawing course now given at the Rurki College is of a high standard educationally and technically. It could, if necessary, be further developed.

The training being specialised must though take place in the Department. An efficient training school should be maintained in charge of a thoroughly efficient officer. The mathematical course being in the hands of the expert in the Department.

The educational test for admission into the Department should be the entrance examination for admission into Roorkee, candidates prior to sitting for the examination to be nominated by a Board of officers of the Department, the appointments being distributed equally between Europeans and Indians.

(18) *iv* It is unjust that the officers of this Service should be regarded as second class officers in the matter of travelling allowance. This has been a sore grievance as far back as 47 years ago, and its

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repeal has been petitioned for at every opportunity. It is to be realised that the Provincial Officer is not a localised District Officer with all conveniences at his disposal that such an officer has at his disposal. His work carries him into all localities, and in these he is an outsider and a traveller, and is put to greater expense than would otherwise be the case. Yearly he is subjected to two journeys of great distances, and for six months of the year is obliged to keep up two establishments. This all entails heavy expenditure which is not covered by second class rates. In the sister Services officers are given first class rates from the day they join or are made permanent.

This year all the officers in my party have been obliged to take advances to enable them to purchase ponies. At the close of the field season they are obliged to dispose of these animals as they cannot afford to keep them in recess, and are so forced to sell at a dead loss. This happens annually. It is absolutely necessary for them to keep ponies if they are to do their work efficiently. First class rates were also recommended by the Surveyor-General in 1895, Government of India Resolution No. 6-46, dated 27th March, but the Government of India refused the concession on grounds that do not hold good from experience.

The Service is a non-graded one, first class rates are admissible under Article 1002 of the Civil Service Regulations, and I think I am right in saying that they would have been sanctioned by Government had the claim been supported by Colonel Longe.

Colonel Longe was an officer who was not favourably disposed to the Indian recruited branch of the Department, and he opposed it. I feel certain that I am correct in saying that it has been opposed chiefly because it would give the officers a better status, and bring them more in line with the Imperial branch. It was a small concession, which would have been a great boon, and saved the officers the annual recurring loss sustained. The Civil Service Regulations say that travelling allowance is given to protect an officer against the extra expenditure incurred when travelling and on tour in the field in the discharge of his duties, and it is not to be considered a source of profit. In the case of the Survey Officer the rates allowed operate the other way, and leave him out of pocket yearly. The Upper subordinate lately introduced in the Department is eligible for second class rates. The Provincial Officer is his superior officer, and should be more favourably treated. It cannot be said that the former on his second class rates is not far more advantageously off, compared to the Provincial Officer of twenty years' service, with family expenses to meet, and larger European wants to supply. This concession would be a great boon in more ways than one. Its bestowal has been opposed chiefly on account of the status it confers, and so its real and pressing need finds no sympathy.

(19) *v* **CONDITIONS OF LEAVE.**—*Provincial.*—The leave rules for Indian recruited Services should be improved. As the Indian Service leave rules at present stand very few officers, especially if married, can afford to take long leave. All long leave is on half salary, calculated on the average salary drawn during the past three years. Furlough can be taken at intervals of ten years and eight years, or two years combined after 18 years.

Medical leave is most difficult and troublesome to get in India, and officers, as a rule, are backward in availing themselves of medical leave for fear it should militate against their fitness for duty. The maximum amount of medical leave available is three years, but not more than two years can be taken at a time, the first fifteen months on about three-quarter pay and the balance on quarter pay, and no officer can have leave on medical certificate out of India more than twice.

Leave on private affairs can be had at intervals of every six years, but does not count towards furlough or service.

Privilege leave can accumulate up to three months and can be combined with other leave, but the total period of leave must be for not less than six months.

Officers of the Indian recruited Services are on small salaries and cannot afford to be on long periods of leave on half pay. It is sometimes stated that a man of the Indian Service has not the go and energy of the imported Service man. But when it is remembered that the latter, owing to his better rate of pay, can live better, and at the same time can afford to put by to enable him to go for a change and rest whenever his system needs it, and returns to duty a new man, there is nothing in the statement that is astonishing. Any leave statement will show the small amount of leave taken by officers of the Provincial Service, in fact it is a wonder that the man of this country can hang out as long as he does. If he is not as energetic, he knows that he has to husband his energy and vigour to the end of his career, dreading a breakdown and consequent leave on small pay.

I would recommend that privilege leave be allowed to accumulate up to six months. If not, that furlough up to an aggregate of five years be allowed at intervals of from three to six years, and that a commutation of furlough due for half the amount be allowed up to a total of nine months. That is, if an officer has, say, twelve months' furlough due to him on half-pay, he may be allowed to commute it to six months on full pay. This would be a great boon, and would tend to greater energy and efficiency, and would also enable an officer to give his family a change. Other leave to stand as at present, but the total aggregate leave, whether on furlough or medical certificate, not to exceed eight years.

(20) *vi* The application of the term "Provincial" to the Indian recruited branch of the department is a misnomer. It is not recruited for work in any particular "Province," but is liable for duty in any part of India and Burma and across the frontier. Its cost is an Imperial charge, and not Provincial. It is part of an Imperial department and should never have been classified as Provincial. My service attaches great importance to the necessity for exercising this nomenclature, and also the prefix "extra." We are not "extra" or waiting officers outside the requirements of the department. We are in essence part of the service and of its active strength. The term too is useless and meaningless, and has come to be associated only with ideas of inferiority and subordination. The old designations "senior" and "junior" are preferable. The officers of the "junior" division being designated Assistant Superintendents, and those in the "senior," Deputy Superintendents.

The Provincial branch of this department has been represented as a discontented service. The grievances and disabilities under which this branch of the service has been suffering, without any hope of redress, has been more than enough to cause discontent. There is a feeling in the service that its advancement and ambitions have no sympathy or support from the Imperial branch, and are even resented. The deliberate exclusion of the Provincial officers from legitimate appointments, the misleading statements made before the Committee of 1904-05, on which there was no Provincial representative, the exclusion of the service from the benefits of the reorganisation, on inaccurately alleged statements of inefficiency and ability, the reflection cast on the members by the creation of a new Provincial service, the humiliating conditions under which senior officers of years of experience and training found themselves placed in subordination to the most junior inexperienced Imperial, and the attitude of "the officer to the subordinate" experienced in all relations with the Imperial officers, the discourteous improper treatment received at the hands of some of them, the constant discrediting of the service, the want of sympathy, kindly feeling and fairness have all been enough to try endurance and patience to breaking-point. When, year after year, Provincial officers realised that similar services were being improved, and that these services had the support of their superior officers, and that only humiliations and discredit was their lot, it was only natural for them to grow restive under the conditions and

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to seek measures for the redress of grievances. I believe in no other department is the feeling between Imperial and Provincial officers so strained as in the Survey, and it is not possible for such sentiments to exist without cause. The relations are not cordial; there are no exchange of courtesies. Throughout, one realises that the dominating idea is one of aloofness and exclusiveness. The military officer, trained in the Army, seems to have but one idea pervading his relations with the Provincial officer—that of “officer” and “rank and file,” and the want of recognition on his part of the status of Civil officers recruited in India and holding recognised positions. In other Civil departments there is no exclusive military controlling staff, and in those in which there is a mixed staff the military element is in the minority, and so there is not this extreme aloofness, and this idea of “subordinates.” It is for these reasons that the suggestion has been put forward that the department should be divided into Civil and Military. The Military Survey Department could form a branch of the Military Works Service, could be taken over entirely by the military department, and controlled by them, its strength being regulated by their needs. The Civil department would be entrusted with all surveys within India, topographical, cadastral, and large scale for towns, and be constituted on the lines of P.W.D. Its staff would be entirely civil, recruited one-third in England and two thirds in India. The cost of such a service would not work out to be as expensive as the present one. It would relieve local Governments of all Settlement Surveys, and provide for their requirements maps based on scientific survey, and so supply for the whole of India a complete set of accurate serviceable records.

The existing department could be split up on the above lines and allotted to local Governments according to requirements. Each local Government would have a Director of Surveys who would be a Civil servant, and an Assistant Director promoted from the officers recruited in India, the large majority of whom would be the executive officers in actual charge of survey operations.

The headquarters of a department constituted on the above lines would be at Delhi, and the administrative head, a Secretary to the Government of India in the Revenue and Agricultural Department. All orders for the direction and control of the work on uniform lines, its mapping and reproduction, the head office would be responsible for. The directors would meet in conference once a year to discuss all matters connected with the direction of survey work.

Such a Department would be responsible for all surveys within the internal borders of India. Those across the frontier being delegated to the Military branch.

If a Department on the above lines is not approved of by the Commission, I am directed to ask that whatever be the final constitution of the Department the administrative head should be a civilian. It would be paying too high a tribute to the altruism of human nature to expect Military Officers to rise superior to bias and prejudice in favour of their own class in the administration of

the Department. At present the Department has at its head a most able officer, and one in whom all branches of the Service have the utmost confidence combined with great regard and esteem. The present administrative head has endeavoured to the best of his power to deal fairly with the Provincial branch of the Department and to remedy, under difficult conditions, some of the most pressing grievances and disabilities introduced by the prejudiced administration of past years. But what hope or guarantee is there that his successors will follow in his lines? In fact, the fear is that on his retirement the old order of things will be introduced, or at least an endeavour made to do so, and the Indian recruited branch reduced to a subordinate position. The Provincial branch of the Service has much to be thankful for to Colonel Burrard, and had the Government of India sanctioned the scheme of redress recommended by the Departmental Commission of Enquiry of 1910 there would have been fewer grounds for discontent with the recent reorganisation. But the Government of India, while admitting that in justice to this branch of the Service the time scale of pay should be applied from first year of service, allowing three years for probation, fixed an arbitrary date, 1st March, 1912, for its application, and hereby penalised in emoluments a large number of officers. It has to be borne in mind, moreover, that had the Service not been barred from the benefits of the reorganisation in 1909 they would mechanically have come under the time scale of pay in that year, so that the introduction of an arbitrary date some years hence could not be regarded as a measure of just and fair redress. The plea advanced by Government for this policy was economy, which can hardly be accepted as being reasonable and valid when one considers the lavish and generous manner in which the Imperial branch has been treated. Whenever it is necessary to exercise economy in the Department it is usually the branches recruited in India that undergo the clipping.

It is to measures of the above nature that all the discontent is attributable, and to the distinctions introduced in 1895. The change seriously affected the junior division (present Provincial). It was left worse off by about quarter of a lakh of rupees, and its status irretrievably lowered. In the past junior officers who have risen to the senior division by merit could not be regarded or spoken of as inferiors and subordinates. They belonged to the same Service as the Imperial Officer, and were officially and socially his equal, and were secured against invidious distinctions in treatment. In those days it was not considered degrading for a junior Imperial Officer to serve under an officer of the junior division who had been promoted to the senior, nor was it possible to place officers holding posts equivalent to Extra Deputy Superintendents with years of service and experience in subordination to the most junior Imperial Officers. It is this state of things, and the desire to keep down the ambitions and aspirations of the Indian recruited branch, that is responsible for all the discontent in the Department. All we desire is fair play, just impartial administration and proper treatment.

MR. J. O. GREIFF called and examined.

70201. (Chairman.) The witness had been in the Service 22 years. He was at present Deputy Superintendent in the charge of No. 3 party.

70202. The scheme put forward in the written statement was based on the assumption that there was a superfluity of Military Officers in the Department. The actual reason for the increase of the Imperial branch from 40 to 55 was due to the report of 1904-05, which condemned Provincial Officers as incapable of discharging responsible duties, and therefore necessitated two and three Imperial Officers being attached to a party. The unfavourable statements in the report had been discredited. He agreed that if it were found impossible to reduce on military grounds the mili-

tary element his scheme would have to undergo modification, but he urged that military considerations had always in the past regulated the military element, and the necessity for so large a number had not been felt, part of the cadre always being civil—vide Table I in written statement. Even should there be at any time an abnormal demand for Survey Officers for Military requirements, Provincial Officers were available, they had proved their ability for duty with expeditions and political missions—vide list given in the written statement. They considered it a grievance that this avenue to distinction should now be closed to them.

70203. He was aware of the fact that in all

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European countries survey work was directed by Military Officers. One reason why survey work in India should be treated in a different way was precedent. Civilians had been connected with the Department in India for nearly a century, and the records of the Department proved their aptitude and fitness for the work. The Survey Departments in the Colonies were not entirely Military, and the United States Survey Department was entirely civil.

70204. He maintained that the pay and prospects of the officer in the Provincial Service should be brought up to something similar to those of Provincial Officers of the Public Works Department. He agreed that whereas an Assistant Engineer in the Public Works Department rose to a maximum salary of Rs. 535 he was proposing a maximum salary of Rs. 700 for the officer of corresponding rank in the Survey Department, but he urged that the prospects had to be sufficient to attract men of the proper class as every Provincial officer of the Survey Department, however efficient, could not hope to get one of the selected appointments.

70205. The standard of examination for entrance had been lowered within recent years, and the right class of man was not being attracted to the service; notwithstanding the fact that the prospects of the service had been materially improved. Still they had not been brought into line with other similar services. The remedy was to raise the qualification for entry and make the prospects more attractive. Selfishly speaking he would naturally like to reserve all the appointments in the department for the domiciled community, but in fairness the half proportion between Anglo-Indians and Indians had been agreed to to satisfy the claims of the latter, depending of course on the methods of recruitment for the future. If competitive examination was to be the sole test for all public services, his service would of course come under the same category. He thought survey life being an outdoor strenuous one appealed more to his community than it did to the Indian. Capacity to pass a competitive test of a high standard was not all that was required of an officer in the Survey Department. What a man required was a good general education, a certain amount of practical knowledge, and a great deal of grit, character and physical endurance. The Anglo-Indian community had those qualities. Out of the Indians who had joined, about one-fourth had either resigned, or had been forced to leave on account of physical breakdown.

70206. Indians had been admitted to the Department since 1891, and there had not been sufficient opportunity to test them on work demanding any considerable measure of responsibility.

70207. He did not think there would be a very heavy increase of expenditure on account of the enlargement of the Provincial Service which he had recommended from 87 officers to about 120, if the upper subordinate service were abolished, and

the department constituted somewhat on the lines he had proposed.

70208. The dissatisfaction* in the department arose out of the report of the committee of 1904 and 1905. The Provincial Service was not represented on that committee, and statements were made to the committee which were unfavourable to the Provincial branch, and which the Provincial branch had no means of refuting. Those statements had become public, and had prejudiced the reputation of the community. Further dissatisfaction had been caused by the loss of back pay and the unequal treatment meted out to Provincial Officers at the more recent reorganisation of 1913. The reorganisation was given effect to from 1st March, 1912, instead of from 1st August, 1909, and in the application of the time scale for pay, the principle of the system had been violated, service for increment being reckoned from 1st March, 1912, instead of from date of first appointment. He gave as an example his own case. Had the reorganisation been sanctioned with retrospective effect from 1909, and time scale applied from date of first appointment, he would have drawn pay at Rs. 500 from 1st November, 1909, and Rs. 550 from 1st November, 1912; by the reorganisation, he drew Rs. 500 from 1st March, 1912, and would draw Rs. 550 from 1st March, 1915. All officers drawing Rs. 300 pay and upwards on 1st March, 1912, with a few exceptions, and some even below Rs. 300, had been more or less similarly affected. Lastly, it was felt that the major charges allotted to the Provincial Service should be incorporated in the Imperial service.

70209. (Mr. Madge.) One of the reasons for suggesting the transfer of the Survey of India Department to the Home Department, with a Civilian head, was that under such conditions the interests of the members of the service recruited in India would probably receive more favourable consideration. Personally, however, he did not hold that view.

70210. A number of Provincial Service officers in former days rose to very high distinction and important offices in the department. That kind of career had not been by the recent reorganisation entirely closed to the Provincial Service, but their grievance was that the executive appointments allotted to Provincial Officers were regarded as part of the Provincial cadre, whereas under the old system they would have been regarded as belonging to the Imperial cadre.

70211. Relative ranking had not been given effect to inasmuch, that in the departmental official lists of officers the position of Provincial Officers, who held relative rank with the Imperials, had not been defined as had been done in the case of the “mathematical adviser,” who was outside the Imperial cadre, but against whose name it was stated that for official purposes he ranked below officer so and so.

70212. (Mr. Fisher.) If certain selected Provincial

* The witness afterwards asked to have the following note added on this point:—

“I intended to say that the discontent was due to the time scale of pay not having been applied from the first year of service, and with retrospective effect from the 1st August, 1909, the year of the inauguration of the new Service, whereby the Service has suffered a considerable loss of back pay. The point really is that when the future of the Department was under discussion by the Departmental Committee in 1910, the reorganisation of the Public Works, Forest and Telegraph Departments had just been effected, and many of the officers who gave evidence before the Committee urged the adoption of some such scheme as would have brought the Provincial Survey Service into line with these sister Services, but abandoned these schemes when they were given to understand by the committee that it would be possible to afford immediate relief by the exercise of Clause 13 of the Government of India Order No. 527, dated 24th July, 1909, which provided for the transfer of officers from the old to the new Service. The Government of India, however, ruled that it was not possible to exercise this rule in so wholesale a manner, and that the recommendations of the committee would, in any case, require the sanction of the Secretary

of State. This caused considerable delay, and the scheme was only sanctioned in 1913 with retrospective effect, not from 1909, but from the 1st March, 1912, and even then not on the true principle of a time scale pay, whereby the Service has lost considerably in emoluments.

“The dissatisfaction I referred to is also due to matters of treatment. This concerns chiefly the more junior officers of the Service, and may be attributed to want of experience and to a want of a knowledge of the different conditions that prevail in a Civil Department as compared with a Military. As an instance in point, just before leaving Saharanpore I received the following information. A junior Imperial Assistant in one of the parties passed an order, without consulting the officer in charge, to the effect that when he came into a room all Provincial officers should stand up, and that they must do so whenever addressed, and that all their work and papers should pass through his hands. The Provincial officers protested and appealed to the executive officer, who cancelled the order. Imagine the mischief that might have been caused by such an order had it been upheld. A similar incident occurred when I was an assistant in No. 18 Party many years ago.” The senior officers generally are much more reasonable.”

23 January 1914.] Mr. J. O. GREIFF. [Continued.

Officers were brought into the Imperial Service at the bottom of the list at an early period of their career, the change of system would be gratefully accepted by the members of his service, at the same time he would not debar the senior officers at the top of the Provincial Service from this preferment, if they were qualified.

70213. It was a grievance with his colleagues that Imperial officers of five or eight years' service and even of less years' service were entrusted with the charge of topographical parties, when senior Provincial officers, who had a right to these posts, were available, because they considered that Provincial Officers of 20 odd years' service were quite capable of undertaking such duties.

70214. (Mr. Sly.) The demand made before the

(The witness withdrew.)

Committee in 1910 by the Provincial Service was for ten executive charges, and not five.*

70215. He agreed that a Provincial Officer promoted to an executive charge could not be transferred to the Imperial Service at the initial Imperial rate of pay if he were already in receipt of a higher salary.

70216-743. He did not think the suggestion that the Provincial Service should be abolished, and that there should be an Imperial Service and an upper subordinate service, would make for the good of the Department, because an upper subordinate service would not be sufficiently qualified for the duties of supervision. The upper subordinate and lower subordinate services were also too proximate to entrust the control of one to the other.

* The witness afterwards wrote as follows:—"Ten posts were transferred from the Imperial Service to the Provincial by the policy of the Commission of 1886, this number being one-fifth of the cadre, and this number was demanded by the Provincial Service before the Committee of 1910. A very important point to note in this connection is that the number of 'Senior' posts allotted to the 'Junior' division by the old system was never regulated

by the number of executive charges in the Department, but by the total strength of the 'Senior' division, approximating to about one-fifth of the total number. So if 55 officers be strength of the Imperial cadre, 11 of these posts would, according to the old system, belong to the 'Junior' division. This is the number asked for in my written statement."

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APPENDIX I.

APPENDIX I.

SUPPLEMENTARY STATEMENT PUT IN BY COLONEL S. G. BURRARD, C.S.I., R.E., F.R.S., RELATING TO THE REORGANISATION OF THE SURVEY OF INDIA DEPARTMENT.

(Referred to in Paragraph 70199.)

The effects of the recent reorganisation (1913) upon the pay and prospects of Provincial Officers of the Survey of India are illustrated in the following tables:—

(1) Effect of introduction of incremental time-scale salaries for Extra Assistant Superintendents.

(2) Effect of increasing the number of Extra Deputy Superintendents from five to ten and of creating seven charge allowances.

(3) Effect upon pensions of increasing the salaries of Provincial Officers.

(4) Effect upon travelling allowances of the recent reorganisation.

(1) Effect of introduction of time-scale salaries for Extra Assistant Superintendents.

(i) Table showing the average age of Provincial Officers drawing different salaries in different years, showing the improved prospects due to the reorganisation.

Salary.	1901.	1913.	1928.
Rs.	Age.	Age.	Age.
350	47	31	29
400	50	35	32
450	52	39	35
500	53	42	38

(ii) Table showing numbers of Provincial Officers who as Extra Assistant Superintendents draw salaries of Rs. 500, 550, and 600

Salary.	Before the Reorganisation (1892-1912).	After the Reorganisation.			
		1913.	1915.	1920.	1925.
Rs.					
600	None	2	6	5	22
550	3	6	9	13	19
500	6	9	14	18	37

The cases of a few individual officers will now be considered. I will firstly take the case of Mr. P. A. T. Kenny (aged 35), as he is the officer who has complained in the strongest terms of the inadequacy of the benefits conferred upon him by the reorganisation of 1913.

(iii) Statement showing the effect of the 1913 reorganisation in Mr. P. A. T. Kenny's case:—

Pay.	Year in which Pay is reached.	
	Under Old Scheme.	Under New Reorganisation.
Rs.		
350	1912	—
400	1921	1912
450	1926	1915
500	1928	1918
550	1930	1921
600	—	1924
650	1931	1929
800	1932	—
1000	—	1932
Approximate Pension	344	398 Retires 8th April, 1933.

In 1912 his pay has been increased 14 per cent.

„ 1915 „ „ „ 28 „
„ 1921 „ „ „ 37½ „
„ 1924 „ „ „ 50 „

I will now take the cases of Mr. C. E. C. French (aged 38), Mr. E. B. West (aged 34), and Mr. F. H. Grant (aged 28), as these officers were put forward in 1910 as typical instances.

(iv) Statement showing the effect of the 1913 reorganisation in Mr. C. E. C. French's case:—

Pay.	Year in which Pay is reached.	
	Under Old Scheme.	Under New Reorganisation.
Rs.		
400	1912	—
450	1921	1912
500	1925	1915
550	1927	1918
600	—	1921
650	1928	1926
800	1929	—
1000	—	1929
Approximate Pension	340	393 Retires 16th Mar., 1930.

In 1912 his pay has been increased 12½ per cent.

„ 1915 „ „ „ 25 „
„ 1921 „ „ „ 33 „
„ 1924 „ „ „ 33 „

(v) Statement showing the effect of the 1913 reorganisation in Mr. E. B. West's case:—

Pay.	Year in which Pay is reached.	
	Under Old Scheme.	Under New Reorganisation.
Rs.		
300	1912	—
350	1919	1912
400	1925	1915
450	1929	1918
500	1932	1921
550	—	1924
600	—	1927
650	—	1933
Approximate Pension	247	313 Retires 23rd July, 1934.

In 1912 his pay has been increased 17 per cent.

„ 1915 „ „ „ 33 „
„ 1921 „ „ „ 43 „
„ 1924 „ „ „ 57 „

(vi) Statement showing the effect of the 1913 reorganisation in Mr. F. H. Grant's case:—

Pay.	Year in which Pay is reached.	
	Under Old Scheme.	Under New Reorganisation.
Rs.		
200-10-250 drawing 210	1912	—
300	1921	1912
350	1928	1915
400	1933	1918
450	1936	1921
500	1937	1924
550	1939	1927
600	—	1930
650	—	1939
Approximate Pension	263	313 Retires 10th August, 1940.

In 1912 his pay has been increased 43 per cent.

„ 1915 „ „ „ 46 „
„ 1921 „ „ „ 50 „
„ 1924 „ „ „ 67 „

APPENDIX I. (continued).

(2) Effects of increasing the number of Extra Deputy Superintendents from five to ten and of creating seven charge allowances.

The following table shows the pay of the posts of Extra Deputy Superintendents to which all officers of the Provincial Service recruited subsequent to 1888 were and are eligible by selection:

	Before the Reorganisation.	1913 and henceforth.
Rs.		
1000	None.	2
850	None.	2
800	2	None.
750	None.	3
650	3	3

In place of five posts with salaries averaging Rs. 710 there are now ten posts with salaries averaging Rs. 790 for which officers recruited since 1888 are eligible.

(3) Effect upon pensions of increasing the salaries of Provincial Officers.

An officer's pension is half the average salary he has received during the last three years of his service.

The number of officers drawing salaries of and above Rs. 500 has been largely increased by the recent reorganisation, and will now be continually increased as years pass. The augmentation of pensions by the recent reorganisation may be illustrated by the following table.

Maximum salaries open to Provincial officers who have been recruited since 1888:—

	Before the recent Reorganisation.	1913.	1915.	1920.	1925.
Rs.					
1000	None.	2	2	2	2
700 to 900	2	5	5	5	5
600 to 700	3	5	9	8	25
550	3	6	9	13	19
500	6	9	14	18	37

Under the recent reorganisations of the Survey of India Department the average pay and pension of an average Imperial officer have not been altered, but the average pay and pension of an average Provincial officer have been considerably increased.

(4) Effect upon travelling allowances.

Number of Provincial officers who are allowed first-class travelling expenses by rail and steamer, and who are allowed to draw a daily allowance of Rs. 4s. or more when on tour:—

Before the recent Reorganisation.	1913.	1915.	1920.	1925.
14	27	39	46	88

In addition to the above increase in travelling allowances, Government tents are now being issued for the use of officers, whereas formerly officers had to purchase their own tents.

Formerly, moreover, officers had to pay for the conveyance of their horses by rail and steamer; now rail and steamer fares for the conveyance of horses are being granted.

In the statements of grievances put forward in 1908 and 1910, the grievances concerning tents and conveyance of horses were emphasised. These grievances have been entirely removed.

The three Circle Drawing Offices.

With reference to the three Circle Drawing Offices which Mr. Biggie thought were not proper charges and which I considered were important posts, I ought to explain that these three Circle Drawing Offices are recent creations and have not

always existed. The facts concerning them are as follows:—

In 1909 three Circle Drawing Offices were created for the first time, and charge allowances attached to them.

In August, 1910, the Provincial Service petitioned that these three Drawing Offices should be made into executive charges to rank with the charge of parties.

In November, 1910, a Departmental Committee of which two leading Provincial Officers were members recommended that these three Circle Drawing Offices should be made into executive charges to rank with the charge of parties.

In 1913 the Government acceded to the request of the Provincial Service and converted these three Circle Drawing Offices into executive charges.

In 1913-14 I have heard this step invariably spoken of with approval. I have never heard any objection raised to it except that of Mr. Biggie in his evidence before the Royal Commission.

With reference to the question put to me as to why the salary of the Survey Officer should be greater than that of the Public Works Department Officer I have the honour to invite attention to para. 5 of Despatch 272, of 1909, dated the 25th November, 1909, from which the following extract is made:—"5. Your Lordship has drawn our attention to the fact that the average cost of the appointments of Imperial Service Officers under our original proposals amounted to Rs. 1,268 a month, being slightly in excess of the existing scale of Rs. 1,253, and considerably in excess of the scale applicable to officers of the Royal Engineers employed in the Public Works Department and in the Military Works Services. We are not aware what figures have been placed before your Lordship as representing the average pay of officers of the two latter Services. The emoluments of officers of the Military Works Services are based to a large extent on their regimental pay, and it is difficult to make an accurate comparison between the average pay drawn in those Services and the average pay of a Service under a time scale, such as that proposed for the Survey of India. It must be remembered also that an officer of the Survey of India loses the chances of obtaining high army rank, which are open to officers of the Military Works Services. Moreover, in connection with the reorganisation of the Military Works Services, which was effected in 1905, it was recognised that it was necessary to keep the pay in the junior ranks below that which officers would obtain in the corresponding grades of the Public Works Department, so that Royal Engineer Officers might be induced to volunteer readily for service in that Department. The average pay of the Public Works Department calculated on the same principles as those adopted in the case of the Survey of India is about Rs. 1,219 a month. It is, however, impossible to estimate the relative attractions of the two Services, solely by reference to the arithmetical averages. It appears from some detailed calculations, which have been made, that while the pay proposed for officers of the Survey of India is on the whole higher than that of officers of the Public Works Department for the first 20 years of their service in the Department, the average pay drawn by officers of the Public Works Department during the later years of their service is considerably higher than that of officers of the Survey of India of the same standing. The inferiority of the Survey of India during the later years of service is due to a fact which is of material importance in comparing the conditions of the two Services as a whole, namely, that the Survey of India contains only one prize post, that of Surveyor-General, and it will under our proposals contain only three posts on pay exceeding Rs. 2,000 a month. In the Public Works Department, on the other hand, there are a number of valuable posts open to senior officers, such as those of Chief Engineers, Secretaries to Government, Managers of Railways, and so on. Moreover, it is often possible for distinguished officers of the Public Works Department to obtain further employment on retirement, while the work and training of an officer of the Survey of India, who

APPENDICES I. (continued), II. AND III.

is compelled to retire at the age of 55, are such as to render it very difficult, if not impossible, for him to obtain employment after leaving our Service. For the scientific work of the Survey of India, the best Royal Engineer Officers available are required, and the ordinary work of the Department is carried on for a great part of the year in circumstances involving greater isolation and hardship than falls to the lot of most officers of the Public Works Department. For these reasons,

we consider that in order to attract the same class of officers, it is necessary that the scale of pay of the Survey of India should be rather higher than that of the Public Works Department during the earlier years of service, and that a slight excess in the average pay of the Survey of India over that of the Public Works Department is justifiable, as it merely represents a slight superiority in the position of the junior ranks to compensate for a decided inferiority in the prospects open to senior officers."

APPENDIX II.

Statement of the Civil Appointments on Rs. 200 a Month and over held by Europeans, Anglo-Indians, and Indians on the 1st April, 1913, in the Survey of India Department.

Pay.	Number of Employés in each Grade or Class.															
	Total.	European.	Anglo-Indians.	Hindus (including Sikhs and Parsis).										Muhammadans.	Indian Christians.	Buddhists.
				Brahmins (including Shervais).	Kshatriyas.	Kaishathas (including Prabhus).	Baniyas and Vaigyas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs, and Parsis (cols. 11 to 13).			
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Rs.																
200—300	13	—	10	1	1	—	—	—	—	2	—	—	2	1	—	—
300—400	59	—	43	2	1	4	3	—	—	10	—	1	11	5	—	—
406—500	33	—	25	—	1	5	1	—	—	7	—	—	7	1	—	—
500—600	17	1	15	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	9	4	5	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	5	5	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	6	4	2	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	12	12	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	6	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	5	5	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	15	15	—	—	—	—	—	—	—	—	—	—	—	—	—	—
3,000—3,500	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	181	53	100	3	3	9	4	—	—	19	—	1	20	8	—	—

APPENDIX III.

Officials and Non-officials who furnished written Evidence to the Royal Commission in connection with their enquiry into the Survey of India Department but who were not orally examined.

- Colonel T. F. B. Renny-Tailyour, C.S.I., R.E., Superintendent, Southern Circle, Survey of India.
- M. C. Petters, Esq., Extra Assistant Superintendent, Survey of India.
- Lieutenant A. A. Chase, R.E., Assistant Superintendent, Survey of India.
- W. J. Newland, Esq., Extra Assistant Superintendent, Survey of India (with the views of other officers incorporated).
- Major C. L. Robertson, R.E., Deputy Superintendent, Survey of India.
- W. C. Price, Esq., Retired Extra-Deputy Superintendent, Survey of India.
- Major F. C. Hirst, I.A., Director of Surveys, Bengal and Assam.
- E. C. O'Sullivan, Esq., Extra Assistant Superintendent, Survey of India.
- Major W. M. Coldstream, R.E., Superintendent, Map Publication, Survey of India.
- W. Stotesberry, Esq., Late Extra Deputy Superintendent, Survey of India.
- C. C. Byrne, Esq., Extra Assistant Superintendent, Survey of India.
- The Provincial Service Survey of India Officers serving in Bengal and Assam Surveys.
- Major H. M. Cowie, R.E., Deputy Superintendent, Survey of India.
- Captain C. M. Browne, D.S.O., R.E., Deputy Superintendent, Survey of India.
- P. A. T. Kenny, Esq., Extra Assistant Superintendent, Survey of India.
- J. H. Williams, Esq., Extra Assistant Superintendent, Survey of India.
- R. P. Ray, Esq., Extra Assistant Superintendent, Survey of India.
- C. West, Esq., Extra Assistant Superintendent, Survey of India.
- Major E. A. Tandy, R.E., Deputy Superintendent, Survey of India.
- Major C. H. D. Ryder, D.S.O., R.E., Officiating Superintendent, Northern Circle, Survey of India.
- J. A. Freeman, Esq., Extra Assistant Superintendent, Survey of India.
- C. Litchfield, Esq., Assistant Superintendent, Survey of India.
- J. Smith, Esq., Deputy Superintendent, Survey of India.
- B. R. Hughes, Esq., Deputy Superintendent, Survey of India.
- Major F. W. Pirrie, I.A., Officiating Superintendent, Survey of India.
- L. J. Pocock, Esq., Extra Deputy Superintendent (Retired).

APPENDICES IV. AND V.

APPENDIX IV.

Rules for the appointment of military officers to the Imperial Service of the Survey of India.

1. Officers of the Royal Engineers on the Indian Establishment and of the Indian Army are eligible for appointment on probation to the Survey of India provided they have not more than six years' Army service. Officers will be confirmed or reverted to military duty, on the recommendation of the Surveyor-General, at any time within two years of their appointment on probation. They may revert at their own request at any time before they are confirmed.

2. The ordinary proportion of appointments for the two services will be three Royal Engineer Officers to one Indian Army Officer.

3. Applications for appointments to the Survey of India will be forwarded to the Surveyor-General through the Military Secretary to the Commander-in-Chief. The Surveyor-General will maintain two lists of candidates, one for officers of the

Royal Engineers and the other for officers of the Indian Army. The Surveyor-General will make such enquiries as he thinks necessary regarding applicants for appointment, and will enter in the lists the names of such officers only as he considers suitable for employment in the Survey of India. On the occurrence of a vacancy in the Department, the Surveyor-General will nominate an officer from the lists with due regard to the provisions of Rule 2. The appointment will be made by the Government of India, who reserve to themselves the right to modify the Surveyor-General's proposals as they think fit.

4. Officers of both services, after confirmation in the Department, will be graded on one list in accordance with the date of their first commissions.

5. These rules are subject to alteration from time to time at the discretion of the Government of India.

APPENDIX V.

Rules for the appointment of officers to the Provincial Service of the Survey of India.

1. The Provincial Service of the Survey of India is open only to persons who are natives of India, as defined in the Statute 33 Vict., Cap. 3, Section 6.

2. There will be four methods of admission to the Service:—

- (1) By competitive examination of candidates nominated by the Surveyor-General (Rules 3-6);
- (2) By direct appointment of persons possessing certain educational qualifications (Rules 7-8);
- (3) By promotion from the Upper Subordinate Service (Rule 10);
- (4) By transfer from the existing service (Rules 12-13).

3. The Surveyor-General will, about the beginning of April in each year, publish a notice specifying the number of vacancies offered for competition.

4. Only candidates who have been nominated by the Surveyor-General will be permitted to appear at a competitive examination, for admission to the Service. For the present no candidate will be nominated for the competitive examination who does not possess the qualifications required for admission to the entrance examination of the Thomason Civil Engineering College or equivalent qualifications in Provinces other than the United Provinces or the Punjab. Persons desirous of appearing at the competitive examination must apply to the Surveyor-General, Calcutta, when a form of application will be supplied. On receipt of the form duly filled in and after such further enquiries and examination as he may consider necessary, the Surveyor-General will, if he thinks the applicant suitable for service in the Survey of India, give him a nomination which will entitle him to appear at a competitive examination to be held under the following rule.

5. The Surveyor-General may arrange to have the competitive examination conducted by the authorities of such College or Colleges as he may select, or a special examination of nominated candidates may be held by the Survey Department. If only one examination is held in a year those candidates who obtain the greatest number of marks will be appointed in order of passing up to the number of probationary appointments offered for competition. If more than one examination is held in the same year, the Surveyor-General will allot the number of appointments to be given at each examination, and the candidates who stand

highest on the list of passed candidates at each examination will be selected up to the number of vacancies allotted to the examination for which they appear.

6. Candidates selected after examination under the foregoing rules will be on probation for three years, and will receive salary at the rate of Rs. 100 per mensem for the first year, Rs. 125 per mensem for the second year, and Rs. 150 per mensem for the third year.

7. The Surveyor-General may, subject to the approval of the Government of India, appoint on probation a candidate who has graduated, taking mathematics as a subject for his degree, or who has passed as a Bachelor of Engineering or possesses the Roorkee Engineering College certificate or other equivalent qualification. Such a candidate must be under 24 years of age.

8. Candidates appointed under Rule 7 will be on probation for two years and will receive a salary of Rs. 100 per mensem for the first year, and Rs. 150 per mensem for the second year.

9. A candidate appointed on probation may be discharged by the Surveyor-General at any time during the period of probation, and no probationer will be permanently appointed to the Provincial Service until he has completed his period of probation and has satisfied the Surveyor-General that he is duly qualified and that his health is good. The term of probation may be prolonged by the Surveyor-General to the extent of any period or periods of leave passed on medical certificate. Probationary service, if followed by a permanent appointment, will count for leave and pension.

10. The Surveyor-General may, subject to the approval of the Government of India, promote specially deserving officers from the Upper Subordinate Service to the Provincial Service; ordinarily no such promotion will be given to any officer after he has attained the age of 40 years.

11. On being permanently appointed to the new Provincial Service after completion of the periods of probation prescribed in Rules 6 and 8, or on promotion from the Upper Subordinate Service under Rule 10, an officer will be designated Extra Assistant Superintendent and will receive pay at the rate of Rs. 250 per mensem, rising by triennial increments of Rs. 50 to Rs. 600, subject to the condition that the Surveyor-General shall have power to stop any increment for unsatisfactory work or conduct. The Service will also include a number

APPENDIX V. (continued).

of posts of Extra Deputy Superintendents, promotion to which will ordinarily be made by selection from among the Extra Assistant Superintendents on Rs. 600. The Government of India, however, reserve the right to select any Extra Assistant Superintendent for promotion to the rank of Extra Deputy Superintendent.

At present the following posts of Extra Deputy Superintendents have been sanctioned :—

	Rs.
4 posts on 650 per mensem.	
2 „ on 700 „ „	
2 „ on 800 „ „	
2 „ on 1,000 „ „	

12. Members of the existing Provincial Service appointed after 1st May, 1905, may at the discretion of the Surveyor-General be transferred, subject to such tests (if any) as the Surveyor-General may prescribe, to the new Provincial Service, and on such transfer will receive their present rates of pay (including such increments as they may earn under the existing scheme) until they have completed three years from the date of their present appointment to the existing service, and thereafter will receive pay at the rate of Rs. 250 subject to the increase provided by Rule 11 above.

13. The Government of India may at any time transfer any number of the old Provincial Service to the new Provincial Service under such conditions as they think fit.

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APPENDIX
TO THE
REPORT
OF
THE COMMISSIONERS.

Volume XV.

MINUTES OF EVIDENCE.

RELATING TO THE

MADRAS SURVEY DEPARTMENT,

Taken at Madras,

WITH

APPENDICES.

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MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

PUBLIC SERVICES IN INDIA

RELATING TO THE

MADRAS SURVEY DEPARTMENT,

At Madras, Monday, 26th January, 1914.

PRESENT:

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

SIR VALENTINE CHIROL.

WALTER CULLEY MADGE, Esq., C.I.E.

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

HERBERT ALBERT LAURENS FISHER, Esq.

And the following Assistant Commissioner:—

L. E. BUCKLEY, Esq., I.C.S., Commissioner of Revenue Settlement, Madras.

R. R. SCOTT, Esq. (Joint Secretary).

D. G. HATCHELL, Esq., Director of Revenue Survey, Madras.

Written Statement* relating to the Madras Survey Department.

PART I.—GENERAL OPINIONS OF EUROPEAN OFFICERS.

70744. (I) **Method of Recruitment.**—The present method of recruitment† is to appoint an European and an Indian Officer in alternate vacancies. It has been recognised by Government‡ that a proportion of Europeans is indispensable for the Department, and the system of recruiting such Europeans in India is not, I submit, satisfactory in the present day. Formerly, it was the custom of young men with an English public school training and Indian traditions to come to this country to obtain appointments in the Public Works, Forests, Police and Survey Departments. The Department of Public Works, Forests and Police now recruit their European staff in England and no one with the qualifications required for the Survey Department dreams of coming to Madras from England on the chance of getting a Government appointment.

There has been for some time a vacancy on the European cadre unfilled for want of a suitable

* This statement was submitted by Mr. W. A. Hasted, Acting Director of Survey.

† Government Order No. 315, dated 22nd March, 1887, paragraph 8, sub-paragraph 2—Annexure I.

‡ Resolution of the Government of India, dated Simla, 31st May, 1897, No. 2422-Ex., paragraph 8 (2)—Annexure II.

Paragraph 84 of Mr. Carr's report, pre-penultimate sentence—Annexure III.

man. An officer was appointed on probation some time back, but was unable to pass the examinations required and has been discharged. Appointments of Europeans should be made in England from public school boys who had undergone training in survey at the Ordnance Survey Office, Southampton; physique and eyesight should be good and the age limits 19–23. The conditions of service in the Department are exacting and an officer must be of active habits and fond of an open-air life.

It is casting no slur on educated Indians to say that these qualities are uncommon among them, and generally speaking an Officer in charge of a Survey Party should be a European. It would, however, be unwise to close the gazetted grades of the Department to Indians by whom the subordinate ranks must be filled, and such a course would certainly be detrimental to obtaining educated Indians to fill the upper subordinate grades. The direct appointment of Indians to the gazetted grades is considered inadvisable, as the possession of the qualities referred to above must first be proved and they cannot be proved except by service in field in the upper subordinate grades. The cadre proposed for the Department is seventeen officers, exclusive of the Director, and five of these appointments should be reserved for Indians who had proved their fitness by service.

70745. (II) **System of Training and Probation.**—The present system of training and probation of officers appointed direct to the gazetted grades is given in Annexure V. Should

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appointments be made in England, the period of survey training might be limited to six months; the settlement period of training also might be reduced to six months for both Europeans and Indians.

70746. (III) **Conditions of Service.**—Work in the Survey Department, particularly as constituted in this Presidency, is arduous. Not only has the Madras Survey Officer to stand exposure to sun and rain, from year's end to year's end, but he has to control a large staff of men, many of whom have little education and are borne mostly on the temporary establishment. With such a staff he has to achieve the year's stiff programme of work successfully and the drain on his energy is thus heavy. I would therefore recommend that, in compensation of this strain, his burden of service be lightened by making him eligible for voluntary retirement on completion of 25 years' service instead of 30 years' service as required by the present rules. Three European officers, out of a staff of 12, of between 40 and 50 years of age have died during the last few years, and an Indian officer who retired in 1909 survived only three years to enjoy his pension.

70747. (IV) **Conditions of Salary.**—The present scale of pay in the Department is much less than that in force thirty years ago, though expenses of living have increased considerably and salaries in the kindred scientific departments of Public Works and Forests have been raised. There are six appointments on Rs. 300 out of a total of 15 appointments and 10 years may elapse between the appointment of an officer and his first promotion. The reduction in the scale of pay referred to above took place between 1898 and 1905 and was due to the belief, now accepted as erroneous, that the work of the department was practically at an end.

The Revenue surveys of this Presidency are unequalled in India and probably in the world. Their excellence from a professional standard has been recognised by the Surveyor-General of India (Annexure IV.), and their minuteness and accuracy are undisputed. Such surveys are necessitated by the revenue system of Madras and are, of course, costly. It is false economy to employ any but the best material to carry them out, and the department should be placed on a scale of pay similar to that in the Forests and Public Works departments (the other scientific departments of the Presidency) so far as the executive grades of the European appointments are concerned, i.e., incremental from Rs. 380 (after confirmation) to Rs. 700 by annual increments of Rs. 40 and from Rs. 700—Rs. 1,250 by annual increments of Rs. 50. The scale of pay for Indian officers should be Rs. 300—900 by annual increments of Rs. 40. The incremental period for Indians to attain the maximum executive salary is suggested as 15 against 20 years in the European cadre, as it is proposed that Indian officers should be appointed by promotion of upper subordinates—*vide* reply to head I. The difference in the scales of pay suggested is considered to represent the difference between the expenses of European and Indian officers; for the same reason a sterling pension has been proposed for the former.

70748. (V) **Conditions of Leave.**—The first seven officers now in the Department are granted leave under the European Service Leave rules and the other European officers will obtain these rules on reaching the grade of Assistant Director, second class. The European Service Leave rules may be extended to all European officers from the date of their entertainment. In the case of Indian officers, service for eligibility for first furlough may be reduced from ten to eight years and the intervals between subsequent furloughs from eight to five years; otherwise the Indian Service Leave rules are considered satisfactory. The minimum absentee allowance of an officer in Europe, £200, is generally regarded as too low, and it may be fixed at £350 for an officer of under ten years' service and at £500 for an officer of over ten years'

service, the maximum being £800. It is impossible now for a married officer to live at home on his furlough pay, and he generally returns to India in debt, conditions which prevent his holiday being as beneficial as it should have been. The furlough pay of officers in India may also for the same reason be raised to two-thirds the average salary drawn in the three years of service preceding the furlough. It is also suggested that privilege leave in both European and Indian cadres be allowed to accumulate up to six months and that furlough should be commutable into privilege leave in the ratio of 2:1 up to a maximum absence at one time of nine months on full pay.

70749. (VI) **Conditions of Pension.**—Consequent on the proposals under (III) Conditions of service, it is recommended that a Survey officer be rendered eligible for an invalid pension of half average emoluments after twenty years of completed service and to a retiring pension of the same on completion of 25 years' service. The maximum pension admissible for ordinary service should be £500 a year and Rs. 5,000 for Europeans and Indians, respectively, an additional pension of Rs. 100 being given to Indians for each year's service after 25. The pension to an officer who had served for three years as Director, either acting, sub *pro-tem.*, or substantive, should be £600 a year to Europeans and Rs. 6,000 to Indians. In column 1 of article 403, Civil Service Regulations, the figures 10, 15, 20, 25 and 30 years may be substituted for 15, 20, 25, 30 and 35 years' service.

70750. (VII) **Limitation of employment of non-Europeans, etc.**—See reply to head I. It is there suggested that the department be divided into two services, European and Indian.

70751. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—The junior officers of the department have now to serve for a time as Land Records Superintendents. The work to be done is not professional, and it is desirable that the early and impressionable years of a survey officer should be spent in fitting him to control a survey party. The posts of Land Records Superintendents could be filled by Deputy Collectors with a six months' training in survey and the officers of the two departments should be separate.

70752. (IX) **Other points.**—The officers of the Madras Survey have to provide their own tents, though other officers are supplied with them, and it is suggested that the recommendation of the Board of Revenue (Board's Reference No. 2415, dated 6th October, 1910) that tentage should be allowed at the rate of Rs. 50 per mensem to Director and at Rs. 35 to other officers may be now given effect to. The recommendation was not approved by Government.

The Presidency allowance granted to the officer in charge of the Central office is Rs. 60 only, but the difference in the necessary expenses of life between Madras and mofussil is at least Rs. 250. The allowance may be raised to Rs. 200, the same as given to the Assistant Inspector-General of Police.

The question of the re-organisation of the survey gazetted staff is now engaging the attention of Government, as also that of the Land Records Department. The continuance of the latter appears neither necessary nor economical. Periodical resurveys or revision surveys will, in the long run, prove more economical and effectual. The Revenue department ought not to feel any appreciable difficulty in administration in the interval between one settlement and the next. The karnam's opportunities for oppressing the ryots are growing fewer, and with the advance in primary education they are bound to grow fewer still. The Land Records staff must, therefore, disappear, and at once. In that event there should be six survey parties on a permanent footing. At two officers for each party, and three for the Central Survey office, 16 officers, including the Director, will be needed for the department. Two more officers will be required as reserve, to take the place of officers on leave, so that the department may be self-contained.

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PART II.—OPINIONS OF INDIAN OFFICERS.

70753. They agree in all particulars with those of the European officers of the department with the exception of the following.

70754. (I) **Methods of Recruitment.**—The proportion of European to Indian officers in the department should be equal, i.e., 50 per cent. in each case. In the case of Indian officers, appointments should be made partly by recruitment and partly by promotion from the upper subordinate grade. (One of the Indian officers consulted is in favour of promotion only.)

Since a survey officer, European or Indian, has similar duties to perform, there should be no differentiation in the matter of selection of an officer for the charge of a party. It should go by seniority, and, as in the incremental system of pay proposed under head IV. (conditions of salary), increments can be stopped for inefficiency, there will be no chance of an officer not up to the mark holding charge of a party.

70755. (IV) **Conditions of Salary.**—There should be no distinction in the salaries of officers, European or Indian; such a distinction has hitherto not been made in the Madras Survey Department. The minimum salary should be Rs. 380.

70756. (VI) **Conditions of Pension.**—No distinction seems necessary in the case of officers other than the Director. The limit of maximum pension may in their case be fixed at Rs. 6,000.

70757. (VII) **Limitation of employment of non-Europeans.**—Please see note under head I.

ANNEXURE I.

Extract from paragraph 8 of G.O. No. 315, dated 22nd March, 1887, communicated in Board's Proceedings (Settlement) No. 82, dated 20th May, 1887.

2. His Excellency the Governor in Council is of opinion that, unless some unforeseen contingency occurs, such as the death or retirement of more than the usual annual proportion of officers, it will not be necessary to make further appointments to the Survey Department; in the event of this contingency arising, he will be prepared to appoint a native of India to every alternate vacancy.

ANNEXURE II.

Extract from the Resolution of the Government of India, dated 31st May, 1897, No. 2422-Ez., printed in G.O. No. 491, Financial, dated 24th June, 1897.

B.—Services and departments in which a proportion of Europeans is held by the Government of India to be indispensable.

8. The only services and departments which have as yet been admitted within this category are those referred to in the orders of 1879 regarding appointment and promotion of Europeans. They are—

(1) The Account Departments, Civil, Public Works and Military and the Forest Department, so far as these are filled by appointment, after examination; and

(2) the Education Department in the case of persons appointed by the Secretary of State.

The following departments—Opium, Salt, Customs, Survey, Mint, Public Works and Police.

These orders do not refer to appointments of which the pay is less than Rs. 200.

ANNEXURE III.

Extract from paragraph 84 of report of Mr. R. C. C. Carr, Officer on Special Duty, dated 12th February, 1903, to the Secretary to Government, Revenue Department, in connection with the creation of the Land Records Department and the re-organisation of the Survey Department.

The European element is indispensable, and will always be required for the post of Superintendent.

ANNEXURE IV.

Extract letter from the Superintendent, Southern Circle, Survey of India, Bangalore, to the Director of Survey, Madras, No. 979, dated the 7th July, 1911.

The results of this year's survey of the former sheet go to show that the reductions are accurate and suitable for utilisation as a basis for our one inch surveys.

ANNEXURE V.

Training of Probationary Assistant Directors of Survey.

1. Before appointment as Probationary Assistant Directors, candidates will be required to pass an examination in mathematics. The papers will be on the following subjects:—

Arithmetic.
Algebra—Quadratics, including the Binomial theorem.
Euclid—First four books.
Mensuration.
Trigonometry—Solution of plane triangles.

2. If successful, the probationer will be attached to a Survey Party for one month, to a Settlement Party for 12 months, to a Survey Party again for six months, and to the Central Survey Office for three months.

3. When fully qualified to perform all the duties of an Assistant Director of Survey, he will, if he has passed satisfactorily the examination in Survey and Settlement and the prescribed examination in a native language, be recommended for confirmation on Rs. 300.

COURSE OF INSTRUCTION.

(I) *Survey Party—One month.*

4. Elements of survey and use of the following instruments:—Chain, offset pole, cross staff, prismatic compass, plane table, protractor, plotting and offset scales, area square and computing scale.

(II) *Settlement Party—Twelve months.*

After the probationer has undergone the course of one month's training as prescribed above, he will be attached to a Settlement Party for 12 months, to acquaint himself with the general principles of Land Revenue Administration and Settlement. He should study the following subjects in which he will be examined at the end of the Settlement course:—

(1) Madras Administration Report for 1901-2—Chapter 1, 122-214 inclusive.
(2) Standing Orders of the Board of Revenue—Chapters I, I-A, IV, VII, VIII, XIII and XIX, Orders 201, 202 and 202A.
(3) Revenue Acts and Regulations—Madras Regulations XXV and XXVI of 1802.

Madras, Act II. of 1864.
Do. Act III. of 1869.
Do. Act VIII. of 1869.
Do. Act I. of 1876.
Do. Act V. of 1882.
Do. Act II. of 1894.
Do. Act III. of 1895.
Do. Act IV. of 1897.
Do. Act I. of 1908.

(4) Manuals of Village and Taluk Accounts.
(5) Settlement Manual.

(III) *A Survey Party—Six months.*

(1) The survey and demarcation of a 300-acre block—all the records for the block should be prepared by the probationers themselves—one and a half months.

(2) Instruction in the use and adjustments of the theodolite and in observation and computation of azimuths. At least three observations should be taken, and the correct bearings of three lines computed. Traverse computation and plotting by Gales' system—one and a half months.

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(3) The traverse survey of 40 linear miles of village or khandam boundaries—one month.

(4) The survey with theodolite of four square miles by triangulation and the topographical survey of this area. The topographical survey should show the limits of wet and dry cultivation, village boundaries and topographical details, but not the boundaries of fields. The connection of the two great trigonometrical stations in the above area and the recording and computation of results in the forms prescribed—one month.

(5) Charge of a Sub-Assistant's section performing all the duties required of a Sub-Assistant—one month.

(IV) *Central Survey Office—Three months.*

(1) The probationer should work the means and synopses of the observations for triangulation referred to in section 4 above, compute the sides of triangles and the spherical excess of the angles and find out the latitudes and longitudes and azimuths of the stations.

(2) He should prepare a traverse chart on the 4-inch scale entering in it the observed angles and measured distances in black ink and the computed angles and distances in red ink. He should then prepare the following records:—

(i) Main and minor traverse and all other computation records for one great trigonometrical triangle.

(ii) Pantagraph reductions to the 1-inch scale of the 16-inch maps of two or three villages, total area not less than 10 square miles.

(3) He should be instructed in the following branches of work:—

(a) Final examination of village maps.
(b) Projection of taluk and district maps.
(c) Stellar observations for time, azimuth and latitude.
(d) Construction and adjustment of the theodolite and other surveying instruments.

5. *Examination in Survey.*—The probationer should study the following text-books in which a departmental examination will be held on completion of his course of instruction in survey:—

(1) Karnam's Survey Manual.
(2) Madras Survey Manual of Departmental Rules.
(3) Rurki Survey Manual, Chapters 1 to X, XIV and XV.

(4) Clancey's Aid to Land Surveying.

(5) Text-book of topographical and geographical surveying by Major C. F. Close, C.M.G.

(6) Chamber's Mathematical Tables, Introduction, explanation and use of the following tables:—

(i) Common logarithms.
(ii) Logarithmic sines, tangents and secants.
(iii) Natural sines, cosines, chords, etc.
(iv) Natural tangents and secants.

(7) The auxiliary tables of the Survey of India, introduction, explanation and use of the tables X, XI, XII, XVI, and XVII.

6. *Examination in Vernacular.*—The examination to be passed in a native language is that prescribed in G.O. No. 508, Public, dated 24th June, 1891. It consists of:—

(1) Reading fairly and translating with accuracy an original letter or report of moderate length and difficulty in the language of the district.

(2) Dictating an order.

(3) Rendering into English a vernacular report read out.

(4) Conversing with the examiner or with natives of India on subjects likely to occur in the performance of professional duty, in the transaction of ordinary business or in the course of everyday life. If the candidate proves his ability to comprehend readily all that is said to him and to make himself fairly intelligible, more should not be required of him.

Supplementary* Written Statement relating to the Madras Survey Department.

70758. (I) **Method of Recruitment.**—I would confine recruitment of the European cadre to graduates of the English, Scotch or Irish Universities who have taken an honours degree in Mathematics. It is from this class that the Forest Department and to a certain extent the superior Revenue Establishment of Indian State Railways, and, if I am not mistaken, the Egyptian Survey Department are now recruited, and I believe the supply is greatly in excess of the demand. The choice of candidates I would leave to a Selection Committee appointed by the Secretary of State in Council. The standard of physical fitness should be as high as that of the Forest Department. I would confine recruitment of the appointments reserved for Indians to Upper Subordinates (Sub-Assistants) of the Department. There is no gainsaying the fact that an out-of-door life is not congenial to the average Indian graduate, and that the Indian is sooner rendered unfit for hard work in the field than the European through his ageing more rapidly. The Indian is in his element in an office and generally renders excellent service. A degree in Engineering would be wasted on a Survey Officer, and no degree is any criterion of an Indian's value as a Survey Officer. This can be gauged only by his conduct of his duties in the Upper Subordinate grades of the Department.

70759. (II) **System of Training and Probation.**—I am in full agreement with Mr. Hasted in considering that the present system of training is faulty. Ten months' training in Survey is insufficient to make the average Probationer an efficient Assistant to the Officer in charge of a Survey Party, but owing to the exigencies of the Service he has more than once been required to hold charge of a Survey Party! If in future, recruitment for the European cadre is confined to graduates, I would require the selected candidates to undergo a course of Survey at the Ordnance Survey Office, Southampton. I doubt they would be able to satisfy the Surveyor-General of the Ordnance Survey as to their general knowledge of Survey in less than a year. As a rule, it takes a student at the Royal Geographical Society's headquarters longer than this to obtain the Society's diploma, but few of them, I believe, have had the advantage of a Varsity education.

70760. (III) **Conditions of Service.**—There is no exaggeration whatever in Mr. Hasted's description of the very bad conditions now prevailing in the Department. They could hardly be worse! The impossibility of the task imposed on Survey Officers is not only destructive of their peace of mind, but of economy also. This I have repeatedly urged since I took charge of my office 13 years ago, but to no effect. It is generally recognised that to get the best out of the low-paid Indian employee, Civil or Military, adequate European supervision is a *sine qua non*. There is a greater efficiency, greater desire to please, and a general spirit of *esprit de corps* amongst the rank and file when they know their European Officers and realise that they are known to them. In the Survey Department, as at present constituted, it is impossible for the European Officer in charge of a Survey Party, comprising 200 to 300 low-paid subordinates in office and field, unaided by an assistant, to know his men as he should and to exercise the supervision they require. He has in consequence to leave much undone that should be done and to rely on the reports of his upper subordinates, some of whom are not free from bias, and create disaffection. The system of Survey adopted in this Presidency and necessitated by its Revenue Administration is much more complicated than that of any other Province. A high standard of accuracy is insisted upon, but at the

* This statement was put in by Mr. Hatchell subsequent to his oral examination. In forwarding it he wrote that he agreed in the main with the preceding written statement, to which this is supplementary.

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same time exception is taken to the cost of the survey. This is dependent to some extent on the individual efforts of the surveyors. While idlers and inaccurate workers are put under stoppages of pay, the progress of the survey is delayed and its rateable cost increased as the supervisory charges are irreducible. The only way in my opinion to effect these desiderata is to give the Officer in charge of each Party an Assistant.

70761. (IV) **Conditions of Salary.**—The conditions of salary ruling in the Department are clearly indicated in the accompanying tabulated statement* in which the rate of promotion at present obtaining in the Survey and three other Departments is compared. The six Survey Officers, whose service in each grade is averaged are, excepting myself, all that remain of those who joined the Department prior to the changes effected in the cadre in 1891 and 1905. I have excluded myself, as my fortune has been so good that it would be destructive of the presentation of the real prevailing conditions under which the other six officers are labouring to include in the averages the figures that pertain to me. It has not been possible to calculate what additional amounts officers have received on account of acting or sub *pro tem.* promotions, but this I believe will not affect to any appreciable extent the relative differences in the average salary of an officer of each of the four Services. The figures from which were calculated the average service of a Survey and a Police Officer on promotion to each grade, as also of officers of the other two Services in the grades on Rs. 1,500 and upwards, were obtained from the Madras Quarterly Civil List corrected up to 1st October, 1913, and from the classified list of the State Railway Establishment corrected up to 31st December, 1912. It will be seen that though Police Officers have fared badly as compared with the Officers of the Forest, and Traffic Department of State Railways, the lot of the Survey Officers has been infinitely worse, e.g., one of the six officers with upwards of 21 years' service is still on Rs. 550 only, two with upwards of 26 and 20 years' service on Rs. 750, and two with upwards of 29 and 28 years' service on Rs. 900, and one only with close on 30 years' service on Rs. 1,100. In the event of his seniors remaining in service, until they reach the age of 55 years, Mr. Lushington cannot get Rs. 900 until 17th November, 1917, the date on which Mr. MacHutchin must retire, and even then he will not be able, as he will reach the age of 55 on 14th July, 1920, to put in three years' service in that grade to entitle him to full pension in spite of the 33 years' service—all but three weeks—which he will then have to his credit. It is clear, therefore, that the graded system of pay has worked much hardship in the Survey Department. If any further evidence of this is required, it is to be found in the last column of the statement which shows that the average annual emolument of a Survey Officer during the first 20 years of his service was £325 per annum, as against an average of £589 in the other three Services, or 45 per cent. less. Further calculations on the same basis show that the average emoluments in 20 years of the same six Survey Officers were less by Rs. 35,417 or £2,361 than that received by all the nine retired, or deceased, Civilian Officers, who served in the Department since its creation in 1858, with the exception of the late Mr. G. P. Greene, who is excluded for the reason that he, like me, was exceptionally fortunate in rising to the head of the Department some years before he had completed 20 years' service. The necessity and equity of an incremental system of pay has been recognised by the Secretary of State and adopted in all the uncovenanted Services except the Survey and the Police, which the tabulation statement clearly shows are in urgent need of it too.

The incremental scale of pay recommended by Mr. Hasted is much the same as that adopted for the Forest and Public Works Departments and is calculated to give the Survey Officer a salary of

* Vide page 414.

Rs. 1,250 per mensem when he reaches his twentieth year of service. Thereafter his chance of further promotion is less than that of the Forest or Public Works Departments Officer, who have five and nine appointments rising to Rs. 1,900 and 2,750 respectively to look forward to, as against his one appointment on Rs. 1,800, since reduced to Rs. 1,400 for future incumbents. This reduction of salary is quite unjustifiable as the difference of Rs. 300 between the pay of the Deputy Director 1st class and the future maximum pay of the Director is not only not commensurate with the heavier work and responsibilities of the latter officer, but does not cover the additional cost of residence at the Presidency town. Nothing less favourable than the incremental scale recommended by Mr. Hasted can in justice be granted to the six Survey Officers whose lot as compared with that of their contemporaries in the Police who were recruited in the same way and from the same class, or with that of officers of the other two Services or even with past officers of their own Service, has been so hard. It is the only fair scale for European Officers for whom conditions of life in India are gradually getting harder, and I feel sure it will attract men of the best 'Varsity education. It is possible that in their ignorance of conditions of life in India, they would accept a lower scale of salary, but it would be impolitic to offer it, as in the course of time it would be the cause of complaint or dissatisfaction. The scale of pay recommended by Mr. Hasted for Indian Officers is slightly higher than that now obtaining in the Public Works and Forest Departments. Though I see no reason why it should be so, I am quite averse to any less favourable scale than that now obtaining or that may hereafter be adopted in the other two Services. Though the liability of the European and Indian Survey Officer to injury to his health through frequent attacks of malaria may be less than that of his confrère in the Forest Department, he has to undergo just as much exposure to the elements and must necessarily have more office work owing to the much larger establishment he has to control and to the closer scrutiny of details which his work demands. I would, however, strongly recommend a higher rate of increment, i.e., Rs. 80, as a special concession to Mr. T. A. Sundaram Ayyar in consideration of the fact that he has been acting in the gazetted grades almost continuously since 1904, and could not be confirmed for want of a permanent vacancy until 20th October, 1911, when he had reached the 48th year of his age. He has rendered exceptionally good service and it would be distinctly hard that he should suffer a large reduction in his pension as he will do, if not given the higher incremental rate of Rs. 80 from the date of his confirmation until the 30th November, 1918, when he will reach the age of 55. I quite agree with Mr. Hasted that the Land Records Superintendents should not be included in the Survey cadre. Those of them who are ex-Tahsildars and have undergone only six months' training in Survey are quite unfit to hold the appointment of an officer in the Survey Department.

70762. (V) **Conditions of Leave.**—I am in full agreement with all that Mr. Hasted has said on this subject. Sanction to accumulate privilege leave up to six months and to commute furlough into privilege leave in the ratio of 2:1 up to a maximum absence at one time of nine months on full pay would be a great boon to many a married European Officer who is debarred from taking furlough, of which he may be in urgent need, owing to his inability to maintain himself and his family in Europe on half pay. It would also be very beneficial to all grades of Indian employees who are generally precluded from taking long leave, of which they are in need, for the same reason.

70763. (VI) **Conditions of Pension.**—Under Chapter XIX, Article 474, C.S.R., a Survey Officer cannot obtain any pension at all until he has completed 30 years' service whereas officers of the Public Works, Forest, and Telegraph, are eligible not only for a proportionate pension of £350 after 20 years' service but to full pension of £437 10s. after 25 years. It is generally understood

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that the Commission which in 1902-03 enquired into the conditions of service in the Police were strongly of opinion that 30 years' service was much too long and even went to the extent of recommending compulsory retirement of the whole force—officers and men—after 25 years' service.

There is no need to make retirement compulsory after 25 years' service in the Survey, but it should certainly be optional as in the Public Works Department and Forest Services. Few will avail themselves of the concession but the feeling that they are not tied down to 30 years of service in India will give to their outlooks towards the future a more roseate hue. It is better for the Service that the few who elect to retire on completion of 25 years' service should not be compulsorily detained for a further five years as they are likely to feel they are working more for their pension than for Government. The invalid pension after 20 years' service should certainly be increased from one-third to one-half of the average emoluments of the last three years of service rendered. I altogether disagree with Mr. Hasted that the maximum pension for Europeans and Indians should be £500 and Rs. 5,000. It should be £600 and Rs. 6,000 in consideration of the fact that the scale of pension was fixed as long ago as 1855 when £500 was the equivalent of Rs. 5,000. The present pension of £437 10s. at the rate of 1s. 9d. per rupee is therefore £62 10s. less than it was 59 years ago! In consideration of the totally different conditions of service and the high cost of living now prevailing the equity of an addition to the pension of £100 in Europe or Rs. 1,000 in India cannot be disputed. The appointment of Director of Survey is not one of those enumerated in Article 475 of Chapter XIX of the C.S.R., and it certainly should be added. The distinction made thereby between the Director of Survey and a Deputy Inspector-General of Police and Conservator of Forests is invidious. In any case, my salary for the past eight years has been more than that of five of the eight officers of the Police and Forests now eligible for the additional pension of Rs. 1,000 a year. As pointed out *supra* under "conditions of salary" the reduction of the pay of the Director of Survey from Rs. 1,500-1,800 to Rs. 1,200-1,400 was quite uncalled for, as there has been no diminution in his duties

and responsibilities, but rather an undoubted increase which is bound to continue.

Though I failed to touch on Mr. Hasted's remark in para. IV *supra*, re the relative expenses of European and Indian Officers, and since I have recommended a maximum pension of Rs. 6,000 for the Indian officer which the existing code method of calculating pensions on the basis of the salary drawn during the last three years of service will not allow of if the highest salary allowed to the Indian is fixed at Rs. 900, I must explain the discrepant figures. There is no doubt that the increase in the expenses of the Indian Survey Officer, through the rise in the cost of house rent and food stuffs, etc., is, as in the case of the European officer, out of all proportion to any increase of salary he has received in the past. The Indian, though his standard of living is less expensive than that of the European, is burdened with many social and family liabilities, e.g., the marriage of all his daughters and the provision of a dowry for each of them, and the housing and feeding of sometimes a host of needy distant relatives, who from the European point of view have really no claim on him. In course of time the Indian no doubt will shake himself free of these encumbrances and should then be much better off on Rs. 900 per mensem than the European on Rs. 1,250. He cannot legitimately claim the same pay, at any rate, if recruited in India, as every man who leaves his native land for foreign parts expects to be well remunerated for so doing. I am of opinion that a maximum pension of Rs. 500 per mensem is none too high, though about Rs. 84 more than he is entitled to according to the present code rules for an Indian who has served for three years in the highest grade on Rs. 900 per mensem.

70764. (VII) **Limitation in the employment of non-Europeans.**—The ideal Survey Officer is one who is more in his element out of doors than at his office table. For this reason and because the average Indian ages more rapidly, I agree with Mr. Hasted that the number of Indian officers should be limited to one-third, and I would employ the majority of them in office.

70765. I quite agree with Mr. Hasted's remarks in paragraph 70751 and consider the reasonableness of his claim in paragraph 70752 indisputable.

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[Continued.]

Average service of an officer on promotion to each grade (referred to in paragraph 70761).

DEPARTMENT.	Rs. 300.	Rs. 400.	Rs. 425.	Rs. 450.	Rs. 500.	Rs. 550.	Rs. 700.	Rs. 750.	Rs. 800.	Rs. 900.	Rs. 1000.	Rs. 1100.	Rs. 1200.	Rs. 1500.	Rs. 1700.	Rs. 1800.	Rs. 1900.	Rs. 2000.	Approximate average emoluments received by an officer during the first 20 years of his service calculated on substantive pay, and not excluding periods spent on furlough and medical leave.
POLICE (67 Officers)	Years ...	1-8 (14 officers)	...	...	4-7 (14 officers)	...	8-3 (9 officers)	...	10-8 (7 officers)	15-7 (11 officers)	20-9 (5 officers)	...	24-5 (2 officers)	...	...	28-8 (2 officers)	...	...	Rs. 1,56,492 or £522 per annum.
SURVEY (6 Officers)	4 (5 officers)	...	6-75 (6 officers)	...	...	15 (6 officers)	...	18-5 (5 officers)	...	21-5 (2 officers)	...	22-6 (1 officer)	...	...	...	...	...	...	Rs. 97,492 or £325 per annum.
FORESTS (31 Officers)	...	1-5	2-1	...	3	5-3	8-4	9-4	10-4	12-4	14-4	16-4	18-4	19	23 approximate (1 officer)	26-2 (2 officers)	20-3 (1 officer)	...	Rs. 1,94,640 or £649 per annum.
TRAFFIC DEPT. STATE RY. (80 Officers) excluding 10 administrative officers on Rs. 1250 to 2000, and about a dozen Probationers on Rs. 200 to 300.	...	2	...	4	...	6	8	...	10	12	14	16	...	...	26-1 (3 officers)	...	...	28-1 (2 officers)	Rs. 1,78,800 or £596 per annum.

N.B.—Those Officers of the Police, Forests and Traffic Department's who have risen from the ranks and whose service is therefore abnormal are excluded.

* Mr. Bateman, whose service to date is 21 years 2 months and 11 days, is still on Rs. 550.

† Messrs. Lushington and Gompertz, whose services to date are 26 years 5 months and 23 days and 20 years 9 months and 20 days respectively, are still on Rs. 750.

‡ Messrs. Hasted and Mullins, with services to date of 29 years 2 months and 7 days and 28 years 2 months and 7 days respectively, are still on Rs. 900.

§ Mr. MacHutchin excluded, as the grade on Rs. 300 was created after he was promoted to Rs. 425.

|| Promotions from Rs. 380 to Rs. 1250 automatically by increments of Rs. 40 or 50 annually; thereafter by vacancies and selections.

¶ The averages therefore are not actuals, but approximate, and are shown for comparative purposes only.

* Two classes (comprising 8 grades from Rs. 400 to 1100) of District Officers and one class (3 grades from Rs. 1250 to 2000) of administrative Officers. Promotions from class to class is by vacancy and selection, but from grade to grade automatically every two years. Royal Engineer Officers are excluded.

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[Continued.]

Mr. D. G. HATCHELL called and examined.

70766. (Chairman.) The work of the Madras Survey Department was not topographical, but purely cadastral.

70767. The 15 gazetted officers in the Department had been recruited in India, but all the European officers had had an English school education.

70768. The present and future requirements of the Service would depend on the work the Government required it to do. At present it was engaged principally on revisional survey work. The surveys of a few estates also were in progress.

70769. He did not contemplate that at an early date the staff would be able to be reduced to the number suggested by the Government of India and the Madras Government in 1905. There was 20 years' work still to be done, if account was taken of the survey of the zamindari tracts. He agreed with the European officers' statement that a Land Records Department was neither necessary nor economical, and that six survey parties should be maintained on a permanent footing. It would be probably found much cheaper to have a resurvey or revision survey every 30 years than to employ a maintenance staff during that period. If it was decided that the Presidency should be resurveyed every 30 years, the survey parties would have to be employed permanently. In England the Ordnance survey had found it necessary to resurvey each county every 15 years; and in the Madras Presidency resettlements were made every 30 years.

70770. The present method of recruitment was to appoint a European officer and an Indian officer in alternate vacancies. Since the issue in 1908 of a Government order that there was no longer any reason for the continuance of the rule, one European, one Anglo-Indian and two Indians had been recruited to the Service, so that hitherto the rule had still been observed in practice.

70771. He differed from the proposal put forward in the written statement that, for the future, European officers should be recruited in England after a year in the Ordnance Survey. He was of the opinion that appointments should be made from amongst graduates of the English Universities who had taken honours, especially in mathematics. That was a much better scheme than an examination scheme. Under his system officers would come out to India about 23 or 24. The present age of recruitment was under 24, and this was satisfactory.

70772. Assuming that the work became more and more connected with the maintenance of land records, and less and less with surveying, he would still say that it was necessary to recruit from England. If Europeans were to be recruited at all, they should be recruited from England. For revenue survey work suitable European officers could not be obtained in India.

70773. In the Bengal Revenue Survey all the officers were of the Indian Army; he did not think there were any uncovenanted civilians. He was not aware that there were a good many provincial survey officers doing survey work in India and holding major charges.

70774. He objected to seconding provincial officers in the Survey of India because the system in Madras was absolutely different from that adopted elsewhere in India. In the Survey of India they had a 16-inch map. Every holding was treated as a separate field, and surveyed and plotted on the map. Whereas in the Madras Survey, in addition to a 16-inch map, holdings to a maximum number of 10 were clubbed to form survey fields of four and eight acres in wet and dry lands, for each of which a large scale plan on the 40 or 80-inch scale was prepared. Asked why that work could not be done by highly-trained officers locally recruited, the witness said that locally-recruited officers had been tried and some had failed. For instance, an ex-officer of a British regiment was put on probation for some time and had failed hopelessly in mathematics.

70775. Of the 15 appointments in the Service nine were held by Europeans, four by Indians and one

by an Anglo-Indian. The remaining appointment was held, sub. *pro tem.*, by an Indian now attached to the Lands Records Department. The vacancy appertained to the European cadre. Two of the Indian officers were employed in the Central office, one was on furlough on medical certificate, and the other was on other duty as a Deputy Collector. Europeans were in charge of all the parties.

70776. He suggested that Indian officers should not be appointed by direct recruitment, but by promotion from the subordinate ranks. Promoted officers should generally be graduates, but he would not debar a good man from being promoted merely on the ground that he was not a graduate. He objected to direct recruitment, because it was absolutely impossible to tell whether a man would turn out well or not. The mere fact that he was a graduate was no criterion of his value as a Survey officer. One stronger reason which he had for not desiring direct recruitment was that survey work was uncongenial to an educated Indian.

70777. He had proposed a time-scale for all the officers in the Department, with the exception of the Director, but, on further consideration, he would be in favour of a charge bar between the Rs. 300 grade and the Rs. 900 grade.

70778. (Mr. Madge.) There was no comparison between the natural aptitude for survey work of the Madras and the North-West Frontier Province man. Most of the men who had distinguished themselves in the Survey of India Department were Muhammadans, who took to field work more keenly than Hindus.

70779. When men with excellent qualifications were available in such large numbers in England, it would be false economy to take on a cheaper locally-recruited man with lower qualifications. He was not aware of the fact that both domiciled Europeans and Anglo-Indians now held not only executive, but administrative posts in the Survey of India Department. It was the case in years gone by, but the conditions of service nowadays were totally different from what they were 30 or 40 years ago. Even as regards revisional work, the quality had altered in the last few years. The work was done now in much greater detail.

70780. The scale of pay in the Department was much less at the present time than it was 30 years ago. The existing six officers, excluding himself, had drawn during the first 20 years of their service about Rs. 35,000 less on an average than the nine retired, or deceased, uncovenanted civilian officers who had served in the Department from its inception in 1858 with the exception of the late Mr. G. P. Greene who was exceptionally fortunate in rising to the head of the Department some years before he had completed 20 years' service. In 1896 one appointment of Rs. 1,100 had been abolished, and another two posts worth Rs. 1,500 a month were later abolished in order to allow comparatively junior officers to retire. An agitation was started, and Government replaced two posts worth Rs. 1,800 a month. That meant three appointments worth Rs. 2,600 had been done away with, and two posts at Rs. 1,800 had been given back.

70781. (Mr. Fisher.) In Madras the survey was made in greater detail than in Bengal. For this reason a larger supervisory establishment was needed. But for many years past it had not been possible to attach an Assistant to each survey party.

70782. (Mr. Sly.) He did not know whether the Madras system of survey was exactly the same as the Bombay system. At the present time the Bombay Government had no Survey Department; they had abolished it altogether, and had instituted a Land Records Department.

70783. Every officer in the Madras Survey had learnt the technical work within the department. They had received no special training elsewhere. He himself, however, had done a course of field astronomy at the Royal Geographical Society's headquarters when in England on furlough some

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[Continued.]

years ago, and had introduced the subject in the curriculum for Probationary Assistant Directors.

70784. He had absolutely no objection to an Indian graduate being employed as a Survey officer, provided he proved his fitness for the post in the upper subordinate ranks of the department. It was impossible to decide beforehand whether an Indian would make a good Survey officer or not.

70785. (Sir Valentine Chisolm.) He did not set up a higher standard for officers employed in the Madras Department than was found to be sufficient for officers employed in the Survey of India. Some excellent work had been done by Indians and Anglo-Indians in the Madras Survey, but his contention was that they must go in through the upper subordinate ranks. The work in the Madras Survey was very hard physically, and in this respect the Indian was handicapped more in the Madras Presidency than he was in the northern parts of India, as he seldom was a good man on a horse, and fatigued himself and wasted his time in camp by walking or travelling in slow-moving country carts.

70786. Asked whether he thought it was sound policy to exclude altogether a class which played

an important part in the country, the witness replied he desired to get the best men.*

70787. (Mr. Buckley.) On two previous occasions it had been contemplated that the Madras Survey Department should come to an end and its place taken by a lands record and maintenance department. Those hopes had not been fulfilled, and unless an improved system of maintenance could be devised, it would be necessary to retain the Department on its present footing for a considerable time to come.

70788. With regard to his experience of the employment of graduates, there had been some who had been quite satisfactory in the upper subordinate grades, and some who had been the reverse. At present he had eight B.A.'s on probation, two of whom would have to be discharged for dishonest work. Most of the subordinate staff were temporary men, and therefore more supervision was required; there should be two officers with each party. If there were two officers to each party, the officers in the lower grade, on the Rs. 300 and Rs. 425 scale, would presumably be assistants and would not have the same responsibility as the officer in charge of a party.

(The witness withdrew.)

W. A. HASTED, Esq.,† Deputy Director, Madras Survey Department, called and examined.

70789. (Chairman.) The witness represented all the European gazetted officers of the Madras Survey Department. He occupied the position of Deputy Director of the second class and had completed twenty-nine years' service. He was recruited to the Service by nomination, and learnt the work in India.

70790. Appointments of Europeans should be made in England from schoolboys who had undergone training in survey at the Ordnance Survey Office, Southampton, for about one year, but if the policy of converting the department into a Land Records and Maintenance Office was persisted in, he would not then consider it necessary that officers should be appointed from England.

70791. In other provinces of India, land records duties were performed by officers locally recruited, and, as regards survey work, it was the case that such work was entrusted largely to provincial officers, but their work was not so arduous nor did they control the same number of men.

70792. The Service was exacting, and required great physical strength, and it was exceedingly difficult to obtain the right stamp of man in India to fulfil these conditions. During his tenure of office as acting Director he had tried to get such men, and had failed. He had received applications from eight or nine men, but they were certainly not of the class required, either as regards educational qualifications or as regards physique.

70793. He had suggested that a certain number of appointments should be filled by the direct recruitment of Indians, i.e., direct recruitment of graduates in engineering, but since he made that suggestion he had altered his opinion, his reason being that while he was Acting Director he had

entertained seven graduates in mathematics for the upper appointments in the upper subordinate service, and two of them had done very badly indeed since they were appointed. He would, however, reserve one-third of the gazetted posts for Indians and Anglo-Indian leaving discretion as to the method of selection. He would mainly draw his gazetted men by promotion from the subordinate ranks. He did not think any high qualifications were necessary for a Survey Officer who was ultimately to attain a position in the gazetted ranks; he would only require to possess a sound knowledge of mathematics. A man who had passed any matriculation examination ought to be fitted for the post of gazetted officer if of good moral character and physically fit.

70794. He suggested for European recruited officers, the same scale of salaries as was now paid to Executive and Assistant Engineers in the Public Works Department. He did not think that was asking for rather a high salary taking into consideration the conditions under which survey officers lived. Moreover, expenses of living had increased enormously. Under his scheme the European Survey Officer would have had no professional training prior to his entering the Service; he would simply go through a course of training in England at the Ordnance Office. He agreed that this would not be comparable to the training received by an officer of the Public Works Department. Those facts would have to be taken into consideration.

70795. He considered that the pay of the Madras Survey Officer should be higher on the average than that of the Provincial Officer in the Survey of India Department, because the latter was, to all intents and purposes, an inhabitant of his

* The witness afterwards wrote as follows:—"As this paragraph shows, I have no wish to exclude Indians or Anglo-Indians from their share of the appointments in the gazetted grades of the Department if fitted to fill them. What I tried to impress on the members of the Commission was that for vacancies in the European cadre the very best men—i.e., graduates of the English universities, who had taken an honours degree in mathematics, with these high qualifications are now being recruited for the Forest Department, the Traffic Branch of Indian State Railways, and, I believe, for the Egyptian Survey Department. The argument of one of the members of the Com-

† This witness was examined upon the written statement put in by Mr. Hatchell—vide paragraphs 70744-57.

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[Continued.]

own country, whereas a European was a foreigner and also because the latter did not control so many men and had a limited field season.

70796. All the officers in charge of survey parties in Madras, below the Director, were engaged on the same kind of duties. The term "Assistant" was a misnomer as the Survey Department was at present constituted. Every Assistant and every Deputy was in charge of a party, and there was no sense in the two titles except in so far as these officers were assistants to the director.

70797. He considered the Survey Department should be maintained on a permanent footing, because in his opinion maintenance of records was nothing but patchwork, and not very good patchwork at that. The results from the maintenance would not be anything like so good as the results to be obtained from revisional surveys. He did not think many of the old surveys were maintainable; a great deal of the country would have to be re-surveyed. The old maps were useless because the work had not been well done. He agreed that when the survey had been completed on efficient lines, it would then be merely a question of maintenance, and of showing changes on the map and this practically amounted to maintenance and land record work.

70798. (Sir Valentine Chisolm.) He was doubtful whether the Bombay Government were satisfied with the work which had been done in the past. In fact the Land Records Director from Madras was deputed a short time ago to go to Bombay in order to enquire into their system of maintenance, and to see if a similar scheme could be adopted to Madras, but his report was unfavourable.

70799. (Mr. Sly.) He had no special technical training in survey work before coming to India. His educational qualifications when he joined were those of a sixth form school boy.

70800. The Service required another seven officers. Of the officers now in the Service three were in the Land Records Department, one being an Anglo-Indian and two Indians.

(The witness withdrew.)

M.R.RY. D. SESHACHARLU GARU,* Assistant Director, Madras Survey Department, called and examined.

70807. (Chairman.) He held the position of Assistant Director of Surveys in the last grade of the gazetted rank. He had 24 years' service. He passed his B.A. and B.C.E. degrees in the Madras University and entered the upper subordinate service as sub-assistant. He served 11 years as sub-assistant before being promoted to be acting Assistant Superintendent, and served six more years before being confirmed in the last grade.

70808. He would like to see 50 per cent. of the staff recruited from Europeans and 50 per cent. from statutory natives of India. In the case of the latter two-thirds should be recruited direct and one-third by promotion. His main reason for desiring to see a larger proportion recruited direct into the Service was that officers were not promoted to gazetted rank until late in life. An Indian officer obtained his degree at about age 21 or 22, when he was nearly in the prime of his life. Therefore if he started in the Department straightaway as a gazetted officer, Government would have the full benefit of his energies both in the field and in the office until he was about 45. After 45 the Indian aged more rapidly than his European colleague. If an Indian started as a sub-assistant on Rs. 150 it would be at least ten years before he could rise to the Rs. 300 grade, and he would then be 32 years of age. Then if he had ten years' service after that as an officer he would not be so efficient as a European officer of the same age. Again, if an Indian attained gazetted

70801. For six parties twelve officers were required, and in the Central Survey Office, besides the Director, three additional officers were wanted. Fifteen officers in all were required to run the Survey Department. The Land Records Department should be kept quite separate.

70802. (Mr. Fisher.) On an average it took a recruit in the Department from 18 months to 2 years to learn his business, including a knowledge of the vernacular. He was then quite competent to do whatever work was required of him, under supervision.

70803. (Mr. Madge.) He recommended an ordnance survey training for European recruits as the one best suited to produce good officers. The educational qualification he would propose for Anglo-Indians would be the school-leaving certificate, the Matriculation examination, or a degree in Arts, and he would insist on good physique. A test of character, however, was a far better test in India than the passing of any examination.

70804. It was quite true that the revenue surveys of the Madras Presidency were unequalled in India, and probably in the world. They were most intricate, and the officers of the Service had been complimented on their work by the Surveyor-General of India, who recognised the excellence of the work from a professional standard. The Director of Surveys in Bengal, who came to Madras last year, also said he had never seen anything like it, and was surprised at the accuracy of the work, and the amount done.

70805. (Chairman.) With reference to his statement that the work of the Madras Survey had been judged as very accurate and specially intricate, it was true that there were portions of the Presidency where the work had been inaccurately done, but that work had been done in former years.

70806. (Mr. Buckley.) One reason of the inferior work which had been done in the Survey Department was that an attempt had been made to utilise village officers in the survey work.

rank late in life he would not stand any chance of getting charge of a party.

70809. Looking to the interests of the Service he would suggest that in order to obtain the most efficient officers, the period of probation should not be less than two years.

70810. There might be advantages in a scheme which laid down that an officer should enter the subordinate ranks with a good University qualification and should then be selected, if qualified, for promotion after five or six years' service. He was afraid, however, that the best material would not be attracted to the service under such conditions. There was the possibility of a man not proving a success, and he would not like to be declared a failure after six years of service; he would sooner go into a Department where his future was assured than into one where it was doubtful.

70811. He agreed that European recruits should be brought out from England.

70812. Asked whether an officer recruited from abroad should be paid a higher salary than a locally-recruited man, he said that an Indian who could command Rs. 200 in Madras would be perfectly willing to perform similar duties in Burma or other distant places for 50 per cent. more salary. But if an officer who could command £500 or £600 per annum in England was willing to come to India at £900 per annum, witness did not see where the question of any further allowance came

* This witness was examined upon the written statement put in by Mr. Hatchell—vide paragraphs 70744-57.

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[Continued.]

in. It could be inferred, however, from his first statement that he agreed with the principle of a foreign service allowance.

70813. (*Mr. Madge.*) He did not consider that a mere examination success was a better test either of character or of mental equipment than actual service. That was why he suggested that the period of probation should be extended to at least two years. He preferred, however, direct recruitment to promotion from the inferior service. Not a very high degree of mental equipment was

required for the Service; it was more a matter of physique. He would not agree that that was all the more reason why men should be promoted instead of directly recruited. Other matters had to be taken into consideration.

70814. (*Mr. Fisher.*) He would be inclined to insist upon a B.A. degree as a qualification for entrance to the Department, because University life gave a man a much wider outlook.

70815-71043. (*Mr. Buckley.*) He would prefer a time-scale to the present graded scale.

(The witness withdrew.)

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APPENDIX I.

APPENDIX I.

Memorandum prepared by the Government of Madras relating to the Survey Department.

I

1. SURVEY DEPARTMENT.

Gazetted Staff.

At the time of the last Public Service Commission, the gazetted staff of the Survey Department consisted of 18 officers distributed among five Survey Parties and the Central office at Madras. All the appointments were held by non-domiciled Europeans in accordance with the policy pursued till then. It was expected at the time that the survey of the Presidency would probably be completed soon and the Department abolished in a few years. In his despatch No. 17, dated 19th December, 1889, the Secretary of State suggested that in view of the contingency of survey operations coming to a close soon, the question of disposing of the Survey Staff would have to be considered, and he also desired to know if the village maps and records were maintained in this Presidency and corrected with sufficient care year by year so as to obviate the necessity for a resurvey at the expiration of the Land Revenue Settlement current. *Pari passu* with the question of reduction of Survey staff, the question of maintenance of Survey records engaged the attention of Government, and schemes framed from time to time were under consideration and discussion for several years. On the hypothesis that the ordinary professional work of the Survey Department would be completed first by 1895 and then by 1897, reductions were made in the Survey Department. It was first proposed to remodel the Department with the object of making maintenance of Survey and Survey records its principal duty. To this end the districts of the Presidency were divided into six Survey divisions, each of which was placed in charge of a gazetted Survey Officer. This scheme proved a failure for more than one reason and at the same time it was clear that the professional work of the Survey Department was by no means at an end. It was found that a separate staff was required for land records work and that the retention and strengthening of the professional Survey staff was imperative. The subject was under consideration and correspondence with the Government of India until, in 1902, Mr. R. C. C. Carr was placed on special duty to work out proposals after a full investigation of the actual condition of the Survey records in each taluk of the Presidency. After careful consideration of Mr. Carr's report, the Government submitted in 1903 to the Government of India a scheme for the reorganisation of the Survey Department and the formation of a Land Records Department. From 1903 the Survey Department was placed under the direct control and orders of the Board of Revenue in order to secure continuity of policy in the work of the Department. The scheme received the sanction of the Secretary of State in 1905. Its essential features were the reorganisation of the superior staff of the Survey Department with the two-fold object (1) of reducing its strength to the minimum number required to carry out the Survey operations and thereafter to maintain the Survey record, and (2) of improving the prospects of the Survey Officers in the Department at the time who had suffered from slow promotion, and the creation and maintenance of a Land Records agency throughout the Presidency. The forecast of Survey operations framed in 1903 proved too sanguine and it has been found necessary to retain the existing six Survey parties longer than was anticipated. Need has also been felt for strengthening the gazetted supervision of the parties and the Central office by providing two

officers for each party, and three officers for the Central office instead of two as at present. A revised scheme of Survey operations with proposals to strengthen the gazetted staff and the party establishments was submitted to the Government of India in June, 1911. Before passing orders on these proposals, the Government of India asked this Government to consider the question of reducing the cost of Madras Surveys, and at their instance the services of Lieutenant-Colonel Crichton of the Bengal Surveys were obtained to examine the system of Surveys in this Presidency. His suggestions have been considered by Government, and the Government of India have been informed that it is found impossible to make any reduction in the cost of Survey parties, and that it will be necessary to retain the Department for several years to come and to strengthen the staff as proposed in the letter of 20th June, 1911.

2. *Number and pay.*—The Survey Department in 1887 consisted of eighteen appointments as follows (distributed among five parties and the Central office):—

	Rate of Monthly pay.	Monthly total.
	Rs.	Rs.
One Superintendent of Survey	1,500	1,500
Two Deputy Superintendents, first class	1,100	2,200
Four Deputy Superintendents, second class	* 750	3,450
Three Assistant Superintendents, first class	550	1,650
Five Assistant Superintendents, second class	425	2,125
Three Probationary Assistant Superintendents	200	600
Total per mensem	...	11,525
Total per annum	...	1,38,300

* One was drawing pay at Rs. 1,200, being a military officer.

The above number was reduced by two in 1887—One Assistant Superintendent, first class.
One Assistant Superintendent, second class.

In 1891 the pay of the Superintendent of Survey was raised to Rs. 1,500—60—1,800. Instead of three Probationary Assistant Superintendents, six appointments of Assistant Superintendents, third class, on a salary of Rs. 200 a month rising to 300 when the incumbents are fully qualified were created. In 1897 two appointments of Deputy Superintendents, second class, and in 1898 one appointment of Deputy Superintendent, first class, were abolished, so that prior to the reorganisation of 1905 the gazetted staff was as follows (distributed among six parties and the Central office):—

	Rs.
One Superintendent	1,500—60—1,800
One Deputy Superintendent, first class	1,100
Two Deputy Superintendents, second class	750
Two Assistant Superintendents, first class	550
Four Assistant Superintendents, second class	425
Six Assistant Superintendents, third class	300
Total per mensem	8,900
Total per annum	1,06,800

APPENDIX I. (continued).

In 1905 the following cadre including five appointments of Land Records Superintendents was sanctioned:—

Scale for new appointments and ultimate scale.

	Rs.
One Deputy Director	1,200—40—1,400
Two Assistant Directors, first class	900
Two Assistant Directors, second class	700
Two Assistant Directors, third class	550
Two Assistant Directors, fourth class	425
Three Assistant Directors, fifth class (during period of probation, Rs. 200)	300
Total Rs.	7,383½ per men.
Or Rs.	88,600 per ann.

+ Mr. D. Hatchell, the present permanent director, is alone permitted to draw this scale of pay.

In 1907 the designation of the Superintendent, viz., "Deputy Director of Survey" was changed to "Director of Survey."

The proposals submitted to the Government of India in June, 1911, provide for the following cadre:—

Number proposed for the next few years.

	Rs.
One Director of Survey	1,200—40—1,400
Two Assistant Directors of Survey, first class	900
Two Assistant Directors of Survey, second class	700
Two Assistant Directors of Survey, third class	550
Two Assistant Directors of Survey, fourth class	425
Twelve Assistant Directors of Survey, fifth class	300

Two probationers on Rs. 200 each.

3. *Recruitment and training.*—When the Department was originally created appointments to the gazetted staff were made by nomination. Subsequently competition was introduced open to all classes of British subjects. The competitive system, was, however, subsequently abandoned and either Military officers or Uncovenanted Civilians were appointed on the nomination of the Governor. There was only one Military officer in the Department in 1887. In years just previous to 1887 it has been customary to appoint as probationers young men, principally the sons of Civil or Military Officers, who had been at good schools in England.

In 1887 all the appointments were held by non-domiciled persons in accordance with the policy pursued up to that time. A change in the policy was effected in 1887 at the instance of the Finance Committee on the revision of Provincial contracts. But Indians were promoted to the gazetted grade for the first time in 1892.

The practice for some years thereafter was to appoint to vacancies in the gazetted staff a European and an Indian alternately.

It was decided by Government in 1908 that it was not desirable to lay down any hard and fast rules either that Land Records Superintendents should invariably be Europeans or as to the number of appointments which should be held by Europeans and Indians and that there was no longer any reason for the continuation of the system of alternate appointment of Europeans and Indians. The Government also decided that candidates for appointment as gazetted Survey Officers should have a year's preliminary training in Land Revenue Administration.

The probationers have to be appointed as settlement probationers, there being no provision for such probationers in the Survey Department. The

Special scale for the Officers in the Department at the time of reorganisation.

	Rs.
One Superintendent	1,500—60—1,800†
One Deputy Superintendent, first class	1,100
Two Deputy Superintendents, second class	900
Two Assistant Superintendents, first class	750
Two Assistant Superintendents, second class	550
Two Assistant Superintendents, third class	425
Five Assistant Directors, fifth class (during period of probation, Rs. 200)	300
Total	9,550 per men.
Or Rs.	1,14,600 per ann.

Government have recently proposed the addition of two appointments of probationers on Rs. 200 per mensem to the Survey Department cadre.

Lieut.-Colonel Crichton has in his note on Madras surveys laid great stress on the need for additional European supervision in the interests of

Ultimate scale.

	Rs.
One Director of Survey	1,200—40—1,400
Two Assistant Directors, first class	900
Two Assistant Directors, second class	700
Two Assistant Directors, third class	550
Two Assistant Directors, fourth class	425
Five Assistant Directors, fifth class	300
Total	7,983½ per mensem.

Two probationers on Rs. 200 each.

economy and is against Indian supervision which in his experience has proved untrustworthy in the field.

Till 1905 probationers appointed to the Survey Department were required to go through a course of training extending to two years in surveying and departmental duties and to pass an examination in mathematics and in a vernacular language. The course of training and syllabus of instruction were revised in 1910 and Assistant Directors appointed to the Department for the first time have to pass an entrance examination in mathematics and then to undergo training for 22 months in a survey party, the Central Survey Office, and a settlement party, at the end of which period and before they are confirmed they must pass an examination in survey and in a vernacular.

Of the 15 appointments in the gazetted staff nine are at present held by Europeans, one by an Anglo-Indian and five by Indians.

4. *Leave, pension, etc., rules.*—For the purpose of calculation of acting allowances, the gazetted appointments in the Survey Department are classed with appointments which are open to and may, in practice, be held by a member of the Indian Civil Service or a Military Officer.

The European service leave rules are applicable to officers of not lower rank than Deputy Directors of Survey, second class, in the special scale or Assistant Director of Survey, second class, in the permanent scale. No exchange compensation allowance is allowed to officers appointed to the Survey Department since 1905. Any officer of the Department whose pay is less than Rs. 700 a month when placed in independent charge of a full survey party draws a charge allowance of Rs. 100 a month.

APPENDIX I. (continued).

subject to a maximum emolument of Rs. 700. Assistant Directors of Survey below the rank of second-class (new scale) and Deputy Directors of Survey below the rank of third-class (old scale) permanent or officiating who may be employed at the Presidency town and who may be declared by the local Government to be holding permanently or temporarily an appointment not less important than the independent charge of a party, are entitled to a charge allowance of Rs. 100 per mensem. Assistant Directors of Survey, first and second class (new scale), and Deputy Directors of the first three classes (old scale) stationed at Madras, are entitled to a Presidency allowance of Rs. 60 a month and Assistant Directors of lower grades of Rs. 100 a month.

Assistant Directors of Survey, fourth and fifth class, and Probationary Assistant Directors of Survey are rated as officers of the first class for travelling allowance purposes. The Director of Survey draws a special daily allowance of Rs. 7-8-0, and the Assistant Directors of Survey who draw Rs. 500 and above a special rate of daily allowance of Rs. 5 and the others an allowance of Rs. 4. Officers of the Madras Survey Department are allowed to draw mileage in lieu of daily allowance or actual expenses in special cases. They are not supplied with tents by Government nor do they draw tentage, but the tents they provide at their own expense are carried at Government cost. The ordinary pension rules in the Civil Service Regulations are applicable to the officers of the Survey Department.

2. LAND RECORDS DEPARTMENT.

5. The Land Records Department, in its present form, had no existence at the time of the last Public Service Commission. The question of maintenance of boundary marks and survey records engaged the attention of the authorities from 1864. The subject, however, came into prominence on the receipt of the Secretary of State's Despatch No. 17, dated 19th December, 1889, referred to above. It was at first contemplated that all survey work whether in the direction of keeping up the existing demarcation and recording fresh changes or in the direction of making original surveys of special tracts left unsurveyed by the Survey Department at its abolition would be done by karnams and Revenue Inspectors assisted, if necessary, by temporary surveyors. To train and assist karnams there was to be a district surveyor taken from the Survey Department on about Rs. 100 per mensem in each district. To supervise the work there was to be a Survey Officer taken from the Survey Department for every four or five districts to be styled Assistant Commissioner—there were to be six in all—and at the head there was to be a Deputy Commissioner on Rs. 1,200—1,400 to whose office was to be attached a photo-zincographic office. The scheme was not approved by the Government of India. Meanwhile the system was tried as part of the

Survey Department and failed and was eventually abandoned in 1900.

In 1903 a scheme of land records maintenance was first brought into force. Under this scheme the districts of the Presidency are divided into five groups, each group being in the charge of a Superintendent of Land Records. To each district a Land Records Tahsildar and to each taluk a Land Records Inspector is allotted and the Land Records Tahsildar is assisted by a Deputy Surveyor and a Draftsman. The Land Records Superintendents are under the control of the Director of Land Records, while the Land Records Tahsildars and the Land Records Inspectors are under the control of the collectors of districts.

6. *Director of Land Records.*—In 1891 an appointment of a Civilian Deputy Director of Land Records was created at the instance of the Government of India to supervise the work of subordinate Land Revenue officials in connection with the maintenance of land records. This appointment was, however, in abeyance from 1894 and the duties were discharged by the Deputy Director of Agriculture till 1903 when the appointment was revived as part of the scheme of land records maintenance. The designation of the appointment was subsequently changed into "Director of Land Records." The Director is the adviser to the Board in Land Record matters. The appointment is at present included in the first grade of Sub-Collectors and carries with it a local allowance of Rs. 250 a month. Further, the Director of Land Records may, if he would otherwise be acting as Collector, draw the salary of an acting Collector subject to a total emolument of Rs. 1,800 per mensem.

7. The system of recruitment and training and leave, etc., rules of the Survey gazetted staff apply also to the Land Records Superintendents.

II.

[Additional particulars required in paragraph 1 of the Joint Secretary's letter dated 1st August, 1913.]

1. *Present regulations as to Recruitment, Training and Probation, and whether these regulations are satisfactory.*—The present system of recruitment has not proved satisfactory. The Government have come to the conclusion that the Survey Department must be kept on for a considerable number of years, and they consider that some better system of recruitment will have to be devised. Possibly by suitable alterations in the present scale of pay of the Department, candidates who are on the waiting list for Colonial Survey appointments or candidates selected under a similar system could be obtained. Present rates of initial pay in Madras are lower than those prevailing in Colonial Survey Departments.

2. *The rates of Pay and Allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*

1890.	1900.	1913.*
One Superintendent, Revenue Survey (Rs. 1,500). Two Deputy Superintendents, first class (Rs. 1,100). Four Deputy Superintendents, second class (Rs. 750). Two Assistant Superintendents, first class (Rs. 550). Four Assistant Superintendents, second class (Rs. 425). Three Probationary Assistant Superintendents (Rs. 200). House rent allowance for a Deputy Superintendent, Rs. 60 per mensem.	One Superintendent (Rs. 1,500—60—1,800). One Deputy Superintendent, first class (Rs. 1,100). Two Deputy Superintendents, second class (Rs. 750). Two Assistant Superintendents, first class (Rs. 550). Four Assistant Superintendents, second class (Rs. 425). Six Assistant Superintendents, third class (Rs. 300). Seven (exchange compensation allowance). Presidency allowance for an Assistant Superintendent, Rs. 100 per mensem.	One Director (Rs. 1,200—40—1,600). Two Assistant Directors, first class (Rs. 900). Two Assistant Directors, second class (Rs. 700). Two Assistant Directors, third class (Rs. 550). Two Assistant Directors, fourth class (Rs. 425). Six Assistant Directors, fifth class (Rs. 300). Personal allowance to present Director (Rs. 400). One (Presidency Allowance), Rs. 100. One (Presidency Allowance), Rs. 60. Six (exchange compensation allowance).

* Special scale.

One Deputy Director (first class) ...	Rs. 1,100	Two Deputy Directors (third class) ...	Rs. 750
Two Deputy Directors (second class) ...	900	One Deputy Director (fourth class) ...	550

No exchange compensation allowance to entrants since 1905.

APPENDICES.

APPENDICES I (continued), II, and III.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—Present appointments are divided into classes as follows:—

	Rs.
One Director of Survey	1,200—10—1,600
Two Assistant Directors, first class	900
" second class	700
" third class	550
" fourth class	425
Six Assistant Directors, fifth class, Rs. 300 (Rs. 200 while under training).	

[Special scale contains Deputy Directorships in four classes as shown under item (ii.) *supra*.]

There is one leave reserve at present, but it has

been proposed in connection with the proposed reorganisation of the Department that this reserve should be abolished. No provision exists for training in the cadre, but some provision is considered necessary and it has been proposed that two probationerships should be created.

4. *What appointments outside the authorised cadre are held by Officers of the two Services.*—Temporary appointments connected with boundary disputes and special surveys are held occasionally by officers of the Survey Department.

5. *Whether any addition is required to the present cadre.*—Additions to the cadre are required. In letter No. 1887, dated 20th June, 1911, to the Government of India, six additional appointments have been proposed.

APPENDIX II.

Statement of the Civil Appointments on Rs. 200 a Month and over held by Europeans, Anglo-Indians, and Indians on the 1st April, 1913, in the Madras Survey Department.

Pay.	Number of Employés in each Grade or Class.																
	Total.	Europeans.	Anglo-Indians.	Hindus (including Sikhs and Parsis).										Muhammadans.	Indian Christians.	Buddhists.	
				Brahmans (including Shenvis).	Kshatriyas.	Kaiyasthas (including Prabhus).	Baniyas and Vaisiyas.	Sadras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs, and Parsis (c us. 11 to 13).				
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	
Rs.																	
200—300	5	—	1	2	—	—	—	—	—	2	—	—	2	—	—	—	—
300—400	5	1	—	1	—	—	—	—	—	1	—	—	1	—	—	—	—
400—500	2	1	—	1	—	—	—	—	—	1	—	—	1	—	—	—	—
500—600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,600—1,800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	16	9	1	4	—	—	—	—	—	4	—	—	4	—	2	—	—

APPENDIX III.

Officials and Non-officials who furnished written Evidence to the Royal Commission in connection with their Enquiry into the Madras Survey Department but who were not orally examined.

I.—M.R.Ry. P. R. Narayana Iyer, Deputy Director of Survey (Retired) and Vice President, District Board, Saidapet.

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APPENDIX
TO THE
REPORT
OF
THE COMMISSIONERS.

Volume XV.

MINUTES OF EVIDENCE

RELATING TO THE

BURMA LAND RECORDS DEPARTMENT,

Taken at Calcutta,

WITH

APPENDICES.

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At CALCUTTA, Thursday, 22nd January, 1914.

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MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

PUBLIC SERVICES IN INDIA

RELATING TO THE

BURMA LAND RECORDS DEPARTMENT,

At Calcutta, Thursday, 22nd January, 1914.

PRESENT:

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

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

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

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

ABDUR RAHIM, Esq.

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

J. HADDOCK, Esq., Superintendent of Land Records, Insein, and

MAUNG PE MAUNG, K.S.M., Superintendent of Land Records, Amherst.

These Officers were examined together on the following Written Statement* relating to the Burma Land Records Department, being the corporate opinions of the Officers of the Department.

71044. (I) **Method of Recruitment.**—The rules at present in force, as contained in Part E, Chapter II, of the Burma Land Records Manual, are quite suitable.

71045. (II) **System of Training and Probation.**—The existing systems are described in Parts E and F, Chapter II, of the Burma Land Records Manual, and work satisfactorily.

71046. (III) **Conditions of Service.**—(a) Matrimony for Assistant Superintendents should be absolutely forbidden; the present rule merely applies to the two and a half years of training, and is insufficient protection of the interests of the Department; marriage impairs a young officer's efficiency.

(b) Officiating appointments should, provided the grade system is retained, be permitted in the Superintendents' grades; at present it is only allowed for classes, e.g., from Assistant Superin-

tendent to Superintendent or Superintendent to Assistant Director.

(c) House Allowance should be given to Land Records Officers, where drawn by other Departments, as in Rangoon; at present it is only given to officers classed as "Imperial," though those classed as "Provincial" would have the greater need for the allowance. It should also be given in Districts where Government Quarters are not provided for Superintendents.

(d) Exchange Compensation Allowance should be abolished in all services; if not, the Land Records Department should also be given it. Exchange affects all officers alike.

(e) Burma Allowance should be granted to Land Records Officers if given to those of any other Department (e.g., Forest, Survey, Public Works, Medical, Postal, Telegraph, etc.), whether or not specially recruited for the Province; all are equally affected by the high cost of living in Burma.

(f) Local Allowance should be given in all cases to Land Records Officers for Special Charges involving increased responsibility or embracing exceptional conditions e.g., Map Section, Town Registration, Special Survey Party, etc. At present an allowance of Rs. 100 per mensem is allowed only to the Officers in charge of the Map Section of the Government Press at Rangoon, and to the Registrar of Town Lands in Rangoon. The Superintendent in charge of Special Surveys, Burma, whose headquarters are Rangoon, is not in receipt of any Local Allowance; many years ago a former Superintendent who had a similar charge was given a Local Allowance of Rs. 100 per mensem. The Assistant Superintendent of Stamps, the Registrar of the Chief Court, the Assistant Collector of the

22 January 1914.]

Mr. J. HADDOCK AND MAUNG PE MAUNG.

[Continued.]

Rangoon Town District, the Secretary and the Assistant Secretary to the Financial Commissioner and the Deputy Director of Land Records at Rangoon each receives a Local Allowance of Rs. 200 per mensem, and the Additional Judge of the Small Cause Court at Rangoon gets an allowance of Rs. 150 per mensem.

(g) All officers of the Department, who are Gazetted Officers, should be classed as Class I for the purposes of Travelling Allowance; at present those on pay of Rs. 500 and under are only entitled to travel, as their Clerks, Class II by rail. Daily and mileage rates should be granted as follows, viz., (i) Assistant Superintendents at Rs. 4-8 per day and at As. 6 per mile; (ii) Superintendents on Rs. 400 to Rs. 500 pay at Rs. 6 per day and at As. 9 per mile; Superintendents on over Rs. 500 pay at Rs. 7-8 per day and at As. 12 per mile, as now in force.

(h) One appointment of Settlement Officer and two of Assistant Settlement Officers should be open to Superintendents, as for Extra Assistant Commissioners; formerly a Superintendent of Land Records worked with great credit for years as Settlement Officer. A Land Records Officer should also be eligible for the post of Deputy Director of Land Records. There are 47 appointments, including six Assistant Superintendents, in the Land Records Department against 145 in the Provincial Civil Service, or in the proportion of 1:3. Yet only one high post of Assistant Director on a pay of Rs. 1,000 is open to Land Records Officers whereas Extra Assistant Commissioners are given two appointments of District Judge, two of Deputy Commissioner and one of Settlement Officer; the first two classes of appointment have a sliding scale of pay of Rs. 1,000, Rs. 1,200 and Rs. 1,600, and the last of the three classes has a fixed pay of Rs. 1,000.

(i) The number of extra appointments to fill leave vacancies is 14 per cent. of the District and Special Charges plus the Assistant Director, and for casualties 2½ per cent. These have proved to be inadequate. The percentages should be respectively raised to 20 and 5. In the Burma Commission. In the Burma Commission 27 per cent. is allowed for absentees.

(j) The Officers of the Land Records Department and Extra Assistant Commissioners are both on the same social and official footing, and any future advantages in respect to pay and allowances, and the like, extended to the latter should *pari passu* be made equally applicable to the former.

71047. (IV) **Conditions of Salary.**—The general trend in most Departments now is towards a time-scale pay in supersession of the fixed pay system. A time-scale of pay which exists in the Forest, Accounts, Public Works and other Departments, is desirable for Land Records Officers also. Assistant Superintendents should get Rs. 200 to Rs. 300 by annual increments of Rs. 20. Superintendents should begin on Rs. 400 rising to Rs. 1,000. From Rs. 400 to 600 the annual increments should be Rs. 25, from Rs. 600 to Rs. 800 the increments should be Rs. 33½, and from Rs. 800 to Rs. 1,000 they should be Rs. 40; but advancement above the Rs. 600 grade should only be given to those possessing good ability and with a good record of work. The Assistant Director's salary should be Rs. 1,200 to Rs. 1,500 by annual increments of Rs. 50, and appointment should be by selection from among the Superintendents; the position demands special knowledge and experience and carries with it enhanced responsibilities and expense, and whereas the other Assistant to the Commissioner of Settlements and Land Records, designated the Deputy Director, enjoys the privileges of a Local Allowance, Officiating Allowance, House Allowance, Burma Allowance, and Exchange Compensation Allowance, the Assistant Director is ineligible for any of these.

71048. (V) **Conditions of Leave.**—(a) Furlough should be granted after the first eight years of active service, and thereafter after every seven years of similar service. It should not be limited to an aggregate of two years, as now, in an officer's entire service; it was not so in years gone by.

(b) Long leave, which is usually given on half-pay, might be allowed to be commuted, if desired, to a shorter period with a higher allowance; thus, if two years' leave at Rs. 200 per mensem is due, one year might be taken instead at Rs. 400 per mensem, or one and a half years at Rs. 266½ per mensem; the balance of the leave being forfeited.

(c) On return from furlough an officer of the Provincial Services may not take the next furlough, though earned, till eight years have elapsed since his return. The period might be altered to four years; that for the Imperial Services is three years.

(d) Privilege leave should be allowed to accumulate to the extent of six months, limited to twice in an officer's service, as officers with small salary cannot generally afford to go on long leave on half pay.

(e) All leave with allowances taken in India should count as service, as in the case of such leave taken out of India.

71049. (VI) **Conditions of Pension.**—(a) Service for pension should be allowed to count from 18 years of age, the age at which recruitment in the Department is allowed, and pension should be given after 25 years' pensionable service.

(b) Retirement should be compulsory at the age of 55 years. The work necessitates a strenuous out-door life, subject to much exposure and hardship; and consequently officers beyond that age are not generally able to do much field work.

(c) The Assistant Director should be eligible for the extra pension of Rs. 1,000 per annum after three years' tenure of the appointment.

(d) Pensions drawn out of India should be made payable at the rate of two shillings to the Rupee. At the time the maximum pension of Rs. 5,000 was fixed the exchange was at this rate, and the intention then was that this should represent a payment of £500 per annum.

71050. (VII) **Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of Services into Imperial and Provincial.**—(a) The Department should be open, as now, to (i) Domiciled Europeans and Anglo-Indians and (ii) Burmans of good family; but limited in the latter class, to a maximum of one-fourth of the total number of appointments, as in the Survey of India Department from which a number of the older Land Records Officers were originally obtained; at present Burmans form about one-sixth of the whole.

(b) The distinction between Imperial and Provincial Services should be abolished; it is the source of much bitterness, and is even worse than the former distinction between "Covenanted" and "Uncovenanted."

71051. (VIII) **Relation of the Service with the Indian Civil Service and other Services.**—(a) The Administrative Staff of the Department consists of (i) a Commissioner of Settlements and Land Records; (ii) a Deputy Director of Land Records, and (iii) an Assistant Director of Land Records. The first named appointment is held by a senior officer of the Burma Commission; the second by a junior officer of the Burma Commission; and the third by an officer chosen from among the Superintendents. The pay of the Commissioner is Rs. 2,750; that of the Deputy Director of Land Records carries with it a local allowance of Rs. 200 per mensem, subject to a maximum of Rs. 1,600 that of the Assistant Director of Land Records is Rs. 1,000 fixed. The officer who holds the post of Deputy Director of Land Records usually retains it for a couple of years only, as the appointment forms a training ground for eventual higher positions of Revenue Secretary, Commissioner of Settlements and Land Records and Financial Commissioner.

(b) It should be clearly understood, as laid down by Government, that both Assistants are directly subordinate to the Commissioner of Settlements and Land Records alone; otherwise the position of the second assistant would be intolerable. The designation of the Deputy Director of Land Records should be changed to that of first Assistant Commissioner of Settlements and Land Records, and of the Assistant Director to that of second

* This written statement was drawn up at a Conference of Land Records Officers held at Rangoon on the 11th May, 1913, and represents the views of the members of the Land Records Department. The Committee was composed of Mr. J. C. Clancey, I.S.O., president, and the following members, Messrs. L. E. Palmer, F.R.G.S., W. E. Johnson and W. J. Baker, Maung pe Maung, K.S.M., and Messrs. N. W. Purchase, E. M. Korper, C. S. McKertich, F. A. de Souza, C. F. Cooper, H. A. Hardless, C.E., W. E. S. Swiney, and R. V. Littlewood.

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[Continued.]

Assistant Commissioner of Settlements and Land Records, in the manner of the two Financial Commissioners of the Punjab. The reason for the proposed change is that the Head of the Department is styled the "Commissioner of Settlements and Land Records," and no longer as "Director," and friction between the Assistants will also, thus, be altogether avoided. At present both assistants are precluded from engaging in the work of the settlement section of the office, whereas formerly, when there was only a single assistant—the Assistant Director—such work was done, as well as the work of the agricultural section which was also then under the direction of the Commissioner of Settlements and Land Records. In future both assistants might well be required to take part in the work of all the sections of the office, viz.,

Settlement, Land Records, Inland Trade, Agricultural Advances, Scarcity and Famine, Agricultural Statistics, Crop Forecasts and Reports, Survey Schools, Special Surveys, etc. The different separate duties would be assigned, wholly or in part, to the Assistants at the discretion of the Commissioner of Settlements and Land Records. In this way, too, the Commissioner of Settlements and Land Records would receive considerable relief which is both urgent and necessary.

(c) Generally speaking, the relations between the District Officers (Deputy Commissioners) and their Superintendents of Land Records have been cordial; but often the latter, who are gazetted officers and supposed to have and maintain a position, are not treated with the courtesy and consideration that they are entitled to.

Mr. J. HADDOCK AND MAUNG PE MAUNG called and examined.

71052. (Lord Ronaldshay.) Both witnesses agreed with the views put forward in the written statement, with some slight modifications on the part of Mr. Haddock.

71053. Mr. HADDOCK said the department contained a Commissioner and a Deputy Director, drawn from the Burma Commission. In the department proper there was an Assistant Director, 41 Superintendents, and 6 Assistant Superintendents, on salaries ranging from Rs. 150 to Rs. 800 a month, the Assistant Director receiving Rs. 1,000.

71054. The Survey of India Department made the original surveys, and prepared maps for each district on a scale of 16 inches to the mile. The maps represented every field plot, and each plot was numbered. The Survey Department also made an area statement. Those two documents were supplied to the Settlement Department, and with their aid the settlement staff commenced their operations. The Settlement Department then inquired into boundaries, titles, etc., prepared a record of rights, and divided the country into soil tracts, and classes, and proposed rates. Those records were then handed over to the Land Records Department, which kept the records up to date, attending to all changes in survey, alterations of boundaries, classification of soils, and new expansions, and applying the rates sanctioned by the Government. In fact his department kept up to date the original records made by the Settlement Department.

71055. The age of 18 was too young for recruitment. The age limits should be from 20 to 25. MAUNG PE MAUNG preferred an age limit of from 21 to 25.

71056. Mr. HADDOCK said a scheme for training the officers at Dehra Dun fell through, and a local scheme had been devised for a local survey party, in charge of a Land Records Superintendent, for the training of all probationers. They should have a survey training of 21 months, and a land records training of 9 months, or 30 months in all. That length of training was very necessary. There were two grades of Assistant Superintendents, the second grade being probationers undergoing training, who were paid at a rate of from Rs. 150 to Rs. 200. That pay was insufficient.

71057. There were, including the latest recruits, eleven Burmans now in the service. The department should be open to Europeans, Anglo-Indians, and Burmans alike. He was not in favour of laying down any rough proportion of Burmans, but a certain number of Europeans were required for a stiffening effect, and the Burman cultivator preferred to have a European, though the Burman made an excellent officer. MAUNG PE MAUNG pointed out that when the department was first formed there were not many Burmans who had the necessary training to join, but there was quite a number of them now, and every opportunity was given to them to enter the department. He was satisfied with the present system.

71058. Both witnesses favoured a time-scale of pay.

71059. Mr. HADDOCK would make it compulsory to retire at 55 years of age, even if a time-scale was adopted, because a land-record officer, who did his duty, was absolutely unfit for work after 55, when he had spent so many years tramping through paddy fields under the sun in all weathers. MAUNG PE MAUNG agreed.

71060. Mr. HADDOCK said that, if a time-scale was adopted, officiating allowances as between grades would not be required.

71061. With regard to the Burma allowance, he thought the views of the officers had not been clearly expressed in the written statement. They did not so much want a Burma allowance as extra pay to meet the cost of living in Burma, which was very much higher than it used to be. The whole of the Service was recruited in Burma for work in Burma, and it was more satisfactory to lay down a scale of pay which was suitable for Burma.

71062. The Burma Land Record Department was essentially a Provincial Service, but there were Imperial Services working in Burma, and possessing privileges which Provincial Service men had not, and consequently there was an invidious distinction, and that distinction was felt both in social and official life. The officers of the department desired to have the same privileges as were accorded to the European recruited services, both with regard to leave and allowances. If it was considered necessary for Europeans recruited in Europe to go to England in order to recuperate from the effects of the climate, it was also necessary for Europeans, Anglo-Indians and Burmans born and recruited in Burma, who practically started with the handicap of having been in the country before joining the service. He himself had always drawn such small pay that it had been practically impossible for him to take long leave until after 24 years' service. He considered that there should be one set of leave rules for all services in India.

71063. The officers also wished to be allowed to commute a portion of their furlough on full pay. The cadre required strengthening if men were to take proper leave. It was in the interests of the department that men should be able to take short leave, and if they received full pay they would do so.

71064. A pension after twenty-five years' service would enable an officer to retire between the ages of 48 and 50, assuming he had joined between 20 and 25. Forty-five was rather a young age, but the nature of the service was such that, if an officer wished to retire he should be allowed to do so. MAUNG PE MAUNG was of the same opinion.

71065. (Sir Murray Hammick.) Mr. HADDOCK said that when he spoke of the Imperial Services he referred to the Police, Forest, etc. What was desired was not really longer furlough, but furlough at more frequent intervals.

71066. At present it was not compulsory for an officer to join the Provident Fund.

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71067. Men were not taken into the department from the Provincial Service, but were recruited on a standard educational qualification.

71068. (Mr. Chaubal.) With regard to the possibility of interchangeability between the Land Records Department, the Settlement Department and the Revenue Department, Mr. HADDOCK said the Land Records officers were excluded from joining the Settlement Department, but some officers had gone into the Provincial Service as Extra Assistant Commissioners, and Provincial Service men had gone into settlement work. The work of the Land Records officer gave him better qualifications for settlement work than the Provincial officer. A Provincial officer, before coming into the Land Records Department, would have to undergo a training. Land Records officers were also Revenue officers, but an officer of the Provincial Service—that is, an Extra Assistant Commissioner—was not eligible for the Land Records Department, as he was not a surveyor. Such officers had only to put in three months on survey work, which was not a sufficient course for the Land Records Department.

71069. (Sir Theodore Morison.) With reference to the rule that all candidates for the department should be unmarried and undertake not to marry before the expiry of their period of probation, MAUNG PE MAUNG said that Burmans, as a rule, married between 25 and 26, but the conditions did not press hardly upon them. There was no reason for such a rule with regard to a Burman officer, because when a man had undergone his training and was considered efficient, and had been confirmed in his appointment, his efficiency as an officer would not be impaired if he married. However, he approved of the present rule, which did not operate hardly on the officers.

71070. Mr. HADDOCK said that if the officers were placed on a time-scale, both Burmans and English should come under a rule that an officer should not marry within the first five years. MAUNG PE MAUNG did not agree.

71071. Mr. HADDOCK said there was no special difficulty in recruiting on the present scale of salaries. No advertisements of vacancies were issued, but there was a register of men who had made applications for appointments, and the register at present contained about 40 names. There were only three vacancies last year. MAUNG PE MAUNG thought there would be no vacancy for the next two years.

71072. Mr. HADDOCK said he had been asked by the superintendents to emphasise one or two matters before the Commission. One was a house allowance, which was badly wanted in Rangoon, as was proved by the fact that Imperial and other officers received the allowance. By the grant of allowances to certain officers landlords had been

encouraged to increase the rents in Rangoon, and those who did not receive allowances had to pay the same rents as those who did.

71073. The next matter was that of exchange compensation. The standard of living of both Imperial and Provincial Officers was practically the same, and compensation allowance should be given to both. If that allowance was abolished for all services, naturally the Department would not expect to have it.

71074. Again three married Superintendents had written to him very forcibly on the subject of medical attendance, as they had suffered a great deal from outrageous charges for attendance on their families. They asked the Commission to consider whether the civil surgeon should not be directed to treat the families of officers free of charge as in the case of military officers or at a charge proportionate to income.

(The witnesses withdrew.)

71075-143. Mr. HADDOCK subsequently wrote as follows:—

In looking after the interests of my Superintendents I omitted to mention to the Members of the Royal Commission two matters which affect myself as Assistant Director of Land Records. The points are—

(i) In paragraph 71047 it is noted that the Assistant Director of Land Records should wait six years for the maximum pay suggested. Three years in my opinion should be ample. He is an officer whose worth is, or at least should be, beyond question.

(ii) I find that the minutes of the conference (paragraphs 71044-51) do not discuss the European Service Leave rules. I feel I have asked far too much in wanting such rules to apply to the whole of our officers, and Maung Pe Maung agrees with this view. We suggest instead the admission by the Government of India to the benefit of the European Service rules of officers of our department drawing pay not less than Rs. 800, in the same way as officers of the Accounts Department (Civil), Postal Department (Accounts), Customs Department, etc. (vide article 297, Civil Service Regulations).

(3) Maung Pe Maung has further reminded me that nothing was said about throwing open two Assistant Superintendentships to our Burman Inspectors of Land Records. We consider that our department suffers from incapable Inspectors, and to induce better men to join we desire to throw open two Assistant Superintendentships to these officers. This would mean better pay and better pension for them and need not be given till they are about 40 years old.

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APPENDIX I.

APPENDIX I.

Memorandum prepared by the Government of Burma relating to the Burma Land Records Department, dated the 30th June, 1913.

(I) HISTORY AND GROWTH OF THE DEPARTMENT.

The duties of the Land Records Department are to keep up to date the large scale maps and the record of rights prepared by the Survey and Settlement Departments. It prepares the Land Revenue assessment rolls of the cadastrally surveyed area for each assessment season, thereby determining the assessment of each individual cultivator. In Upper Burma the land assessment is a fluctuating demand varying with the matured crop on the area cultivated by the individual assessee; in Lower Burma it varies with the cultivated area of the year. The Department also prepares crop forecasts and collects much statistical matter regarding rents, produce prices, etc., for use from year to year and for the information of the Settlement Officer when the time comes for revision of the current rates of assessment.

2. Supplementary Survey in Burma was introduced experimentally in 1880 in the more accessible parts of the Hanthawaddy and Bassein Districts. By the end of 1883, five districts had been brought under Supplementary Survey under the charge of three Superintendents, one from the Survey of India Department, one from the Provincial Settlement Department and one from the Subordinate Executive Service. Proposals for a gradual increase in the number of Superintendents as fresh districts came under Survey were approved by the Government of India in December of that year, but owing to a lack of funds the sanctioned totals were never worked up to, and by June, 1891, only eight districts in Lower Burma and one in Upper Burma with a total staff of eight superintendents had been brought under Survey. In view however, of the rapid extension of Survey which was expected in the future sanction was obtained in 1892 to an increase of the number of Superintendents to 20 (8 in Upper Burma) and to the appointment of three probationers. The intention was that gradually and as actual requirements necessitated, each district should be provided with a separate Superintendent who would work under the control of the Deputy Commissioner, and subject to inspection by a Director of Land Records. Six grades of Superintendents were to be formed on pay ranging from Rs. 200 to Rs. 800 a month. Owing to the special and technical character of the work demanded the appointments were to be distinct from the Subordinate Executive Service. The Department was to be open both to the Subordinate Executive Service of Burma and to the officers of the Junior Division of the Survey of India Department.

3. The reorganisation of 1899.—By 1897 the scheme sanctioned in 1892 had almost been worked up to, and it was found that with the growth of cultivation in Lower Burma several additional appointments were required to secure efficient administration. Proposals to this end were put forward and in 1898 the sanction of the Secretary of State was received to the appointment of six new Superintendents on pay ranging from Rs. 150 to Rs. 450.

4. The reorganisation of 1900.—Even before the above increase, which had been proposed chiefly with reference to Lower Burma, had been sanctioned, it had become clear that revenue would be lost in Upper Burma and that the cadastral surveys already carried out would be largely wasted unless the Land Records staff there was strengthened. Accordingly in 1900 the staff of Superintendents was raised to 31, and two additional posts of Probationers, making five in all, were created, while an Assistant Director on Rs. 1,000 was appointed to help the Director in supervision and inspection.

5. The reorganisation of 1905.—On the formation of the Pyapon District an additional appointment was sanctioned in the lowest grade of Superintendents and one of the Probationerships was abolished. In 1904 the cadre consisted therefore of 32 Superintendents and four Probationers

(including the Rangoon Town appointment). In view of the spread of cultivation, the increase in the Land Revenue and the growing responsibilities devolving on the Department proposals were made to raise the number of Probationers to five and to increase the cadre of Superintendents by two appointments, one to provide a superintendent for the charge of Revision and Extension Surveys and the other for the new post of Registrar, Rangoon Town. Further, owing to the fewness of the well-paid appointments, the slowness of promotion, and the fact that officers who had been transferred to the Department from the Survey of India were suffering a considerable pecuniary loss, a revision of the cadre was recommended. All these proposals were sanctioned, and as a result the superior establishment in 1905 consisted of the following appointments:—

Grade.	Pay. Rs.	No.
First	700	1
Second	600	2
Third	500	4
Fourth	400	5
Fifth	300	7
Sixth	250	7
Seventh	150—200	8
Probationers	100	5

6. The reorganisation of 1908.—The last reorganisation, which was undertaken in order to provide for leave vacancies and to ensure that the Department should continue to attract a suitable class of officers, took place in 1908 and is still in force.

(II) PRESENT CONSTITUTION.

7. The present constitution of the Department is given below:—

(a) Composition of Establishment.—The administrative officers in charge of the Department are a Commissioner assisted by a Deputy Director and Assistant Director. The Commissioner besides being in charge of the Land Records Department also controls the Settlement Department. This appointment ranks as a Divisional Commissionership and is reserved for an officer of the Burma Commission, who draws the pay of his rank plus an allowance of Rs. 500 provided his total emoluments do not exceed those of a Divisional Commissioner. The Deputy Director's duties are confined to the Land Records Department. The appointment is reserved for an officer of the Burma Commission. The Deputy Director is usually an Assistant Commissioner of some eight years' service, who draws the pay of his rank in the Commission plus an allowance of Rs. 200.

The Assistant Director is an officer of the Provincial Land Records Service. The pay of the appointment is Rs. 1,000.

The cadre of the Provincial Service includes the following posts in addition to the Assistant Directorship:—

No. of posts.	Grades.	Pay.
1	1st grade Superintendent	Rs. 800
2	2nd grade Superintendents	700
3	3rd grade Superintendents	600
10	4th grade Superintendents	500
12	5th grade Superintendents	400
13	6th grade Superintendents	300
41		
3	1st grade Assistant Superintendents	250
3	2nd grade Assistant Superintendents	150—200
6		

This cadre provides one Superintendent for each of the thirty-four districts under Supplementary Survey, one for the charge of Special Survey

APPENDIX I. (continued).

Operations and one for the charge of the Map Section of the Government Press.

The following special allowances are drawn in addition to their substantive pay by the officers holding certain posts:—

The Superintendent attached to the Government Press, local allowance	100
The Superintendent in charge of Rangoon Town Lands, local allowance	100
The Superintendent holding the office of the Registrar, Mandalay Town Lots, conveyance allowance	50
The Superintendent in charge of Rangoon Town Lands, conveyance allowance	60

(b) *Method of recruitment.*—The method of recruiting the administrative officers in charge of the Department has been given above. Up to 1893 Superintendents were recruited almost entirely from the Survey of India and these posts were in consequence filled by officers possessing a high degree of professional capacity. Since 1893 occasional vacancies have been filled by appointment from the Survey of India Department, but for the most part recruitment has been local. Young men are selected by the Local Government from a list of nominees submitted by the Commissioner of Settlements and Land Records, proficiency in mathematics being considered in making nominations. No candidate for nomination is ordinarily registered in the office of the Commissioner of Settlements and Land Records unless he has passed the I.A. or I.Sc. of an Indian University, with mathematics as one of the subjects, or the European High School Pass examination (provided that the higher mathematics comprising algebra, geometry, trigonometry and logarithms are included in the subjects passed) or such other examination as may be declared to be equivalent. Besides possessing these educational qualifications, applicants for registration must:—

(i) Be natives of India as defined in article 37 of the Civil Service Regulations.

(ii) Be above the age of 18 years and not more than 25 years.

(iii) Produce a medical certificate of physical fitness signed by a Commissioned Officer of the Indian Medical Service.

(iv) Possess certificates of good moral character from responsible persons.

(v) Be unmarried and undertake not to marry before the expiry of the period of probation.

The nominees selected by the Local Government are gazetted as Assistant Superintendents on probation.

(c) *System of training and probation.*—The rules for the selection and training of Assistant Superintendents provide for a year's training in Cadastral and Traverse Surveying at the Survey of India Training School at Dehra Dun, to be followed by a year's training in field and office work with a Survey of India Topographical Party in Burma. On the completion of these two years' training the selected candidate is posted to duty under a Superintendent of Land Records to be trained for six months in the general work of the Department, at the end of which period, if the reports on his work are satisfactory, he is confirmed in his appointment in the Department.

(d) *Conditions of the Service in regard to (1) Salary.*—In the matter of pay the Land Records Department offers much the same inducements as the Provincial Executive and Excise Services. Superintendents of Land Records, Superintendents of Excise and Extra Assistant Commissioners are alike distributed in six grades, the salaries attached to which range in arithmetical progression between the extremes of Rs. 300 and Rs. 800. Each service throws open superior administrative appointments to members of the Department, there being one such opening in the Land Records and Excise Services, and five, though with a more numerous cadre, in the Provincial Executive Service. As compared with the Assistant Superintendents of the Excise Department the Land Records Assistant Superintendents are at some disadvantage, the former all drawing Rs. 250 on completion of training and Rs. 200 during the period

of training; whereas 3 out of 6 of the latter draw pay at the rate of only Rs. 150—200.

(2) *Leave.*—The reorganisation of 1908 provided a leave reserve of 5 Superintendents or roughly 14 per cent. of the existing strength without drawing on Assistant Superintendents. The Indian Service Leave Rules, Chapter XIV of the Civil Service Regulations, apply to Superintendents.

(3) *Pension.*—The ordinary rules in Part IV, Civil Service Regulations, govern the pensions of Superintendents.

(e) *The employment of Burmans as Superintendents.*—Of 15 Superintendents and Probationers appointed by 1893, five were Burmans. In 1899, when the first reorganisation was sanctioned, out of 17 appointments 6 were held by Burmans. Since the reorganisation of 1908, 3 direct appointments to the ranks of Superintendents have been made by transfer from the Survey of India Department. All 3 of these officers were Anglo-Indians, as there were no Burman officers in the Survey of India Department. These direct appointments had to be made as the Department was undermanned and trained Survey officers were immediately required. Twelve appointments of Assistant Superintendents have also been made under the rules quoted in the previous paragraph. Of these 12 recruits, 2 are Burmans and a third is a Chino-Burman, the remaining 9 recruits being all Anglo-Indians, i.e., Eurasians or Europeans domiciled in the country. Including this Chino-Burman there are at present 8 Burmans in the Service, their distribution being as follows:—

1 3rd grade Superintendent on...	Rs. 600
2 4th grade Superintendents on...	500
1 5th grade Superintendent on...	400
1 6th grade Superintendent on...	300
3 2nd grade Assistant Superintendents on	150—200
8 Total	

All appointments in the Provincial Service are open to Burmans, and in making promotions there is no discrimination between Burman officers and officers of other races. Appointments given to Burmans in recent years would probably have been more numerous but for the fact that it is not easy to get suitable Burman recruits with the requisite educational qualifications.

8. *The Subordinate Staff.*—The Subordinate staff consists of Inspectors and Revenue Surveyors.

Inspectors.—When the Department was constituted in 1892, there was in existence a staff of 36 Inspectors who assisted the officers seconded from the Survey of India Department in the supervision of the annual supplementary survey in Lower Burma. In 1892 sanction was accorded to the entertainment, gradually and as necessity arose, of 65 Inspectors in Lower Burma in five grades on pay ranging from Rs. 50 to Rs. 100. In 1899 the number in Lower Burma was raised to 73. In 1900 sanction was accorded by the Secretary of State to the appointment of 70 Inspectors in Upper Burma, in four grades with pay ranging from Rs. 50 to Rs. 80, and to the creation of additional posts, as occasion should require, in any part of the Province subject to a fixed limit of expenditure. New posts have been made under these Orders from time to time and in June, 1912, the number of Inspectors in the Province totalled 195. All of these are natives of Burma.

Revenue Surveyors.—Up to 1892 the responsibility for the upkeep of supplementary survey lay in Lower Burma with the *thugyis* (headmen) of the revenue circles into which each district was divided. They either did the work of survey themselves or employed trained assistants at their own expense. In 1892 the system of revenue collection by village headmen was initiated. This involved the gradual abolition of the circle *thugyis*—there are now only 103 left—and the transfer of their trained survey assistants to Government service. In Upper Burma revenue surveyors have always been the direct servants of Government. The number of surveyors employed by Government and

APPENDICES I (continued) AND II.

thugyis throughout the Province before 1902 is not now known; in that year the number who were Government servants was 1,058. In June, 1912, the number was 1,762 and in addition there were still 122 surveyors employed by the surveying circle

thugyis. All alike are natives of Burma, as are the temporary chainmen who are engaged to assist them in the open season. There are various grades of surveyors on pay ranging from Rs. 20 to Rs. 45. Chainmen are paid Rs. 10 to Rs. 12.

APPENDIX II.

Supplementary Memorandum on the Land Records Department prepared by the Government of Burma.

1. *The present regulations as to recruitment, training, and probation, and whether these regulations are satisfactory.*—The present regulations are stated in paragraph 7 of the General Memorandum of the 30th June, 1913. The regulations as to recruitment and probation have been found satisfactory, but the survey training scheme as originally devised has broken down. The Dehra Dun School is no longer available for the theoretical and practical preliminary training of the first year and the Survey of India Parties employed in Burma are not working under conditions suitable for the second year's training. In the circumstances the greater part of the survey training will have to be done by the department itself.

2. (a) *The rates of pay and allowances in force in 1890 and 1900 and at the present time.*—The information required under this heading is given in the following statement:—

Rates of Pay and allowances of Officers of the Land Records Department, Burma, in force in 1890 and 1900 and at the present time.

	1890.	1900.	1913.	Remarks.
(1)	Pay.	Pay.	Pay.	(5)
	Rs.	Rs.	Rs.	
Assistant Director of Land Records	...	800—1,000	1,000	The Superintendent attached to the Government Press and the Superintendent in charge of Rangoon Town Lands each get Rs. 100 a month local allowance, while the latter is in receipt of a conveyance allowance of Rs. 60 per mensem in addition. The Superintendent holding the office of Registrar, Mandalay Town Lots, is in receipt of a conveyance allowance Rs. 50 per mensem.
Superintendents, 1st grade	600	700	800	
" 2nd grade	500	600	700	
" 3rd "	400	450	600	
" 4th "	300	300	500	
" 5th "	250	200	400	
" 6th "	...	150	300	
Assistant Superintendents, 1st grade	...	100	250	
Assistant Superintendents, 2nd grade	...	...	150—200	

4. *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services.*—No appointments outside the authorised cadre are at present held, temporarily or otherwise, by any officers of the department. It is suggested that the listed post of Settlement Officer on Rs. 1,000 per mensem at present open only to members of the Provincial Civil Service should be given alternately to a Superintendent of Land Records and to a member of the Provincial

Civil Service. The work in the Department is a good training for settlement work.

5. *Whether any addition is required to the present cadre.*—If the proposal that the listed post of Settlement Officer should be thrown open to the Department is accepted it will be necessary to add one appointment to the cadre as there would be practically continuous seconding of one Land Records Officer first under training as Assistant Settlement Officer and then as Settlement Officer.

APPENDICES III AND IV.

APPENDIX III.

Statement of the Civil Appointments on Rs. 200 a Month and over held by Europeans, Anglo-Indians, and Indians, on the 1st April, 1913, in the Burma Land Record Department.

Pay.	Number of Employés in each Grade or Class.															
	Total.	Europeans.	Anglo-Indians.	Hindus (including Sikhs and Parsis).										Muhammadans.	Indian Christians.	Buddhists.
				Brahmans including Shenvis.	Kshatriyas.	Knyatiyas (including Prabhus).	Banyas and Vaisyas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs, and Parsis (cols. 11 to 13).			
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Rs.																
200—300	12	—	10	—	—	—	—	—	—	—	—	—	—	—	—	2
300—400	7	—	7	—	—	—	—	—	—	—	—	—	—	—	—	1
400—500	10	—	9	—	—	—	—	—	—	—	—	—	—	—	—	2
500—600	9	—	7	—	—	—	—	—	—	—	—	—	—	—	—	1
600—700	3	—	2	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	2	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	1	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	1	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	45	1	38	—	—	—	—	—	—	—	—	—	—	—	—	6

APPENDIX IV.

Officials who furnished written evidence to the Royal Commission in connection with their Enquiry into the Burma Land Records Department but who were not orally examined.

I.—Précis of the opinions of the Officers of the Land Records Department of Burma, viz:—
A. P. P. L'Estrange, Esq., B.A., Superintendent of Land Records, Myingyan, and 30 other Officers of the Department.

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