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SALARIES COMMITTEE

Orders of the Government of Madras relating to the appointment of the Salaries Committee and the terms of reference to it.

I

G.O. No. 766, FINANCIAL, DATED THE 24TH OCTOBER 1919.

The Government have been bestowing special attention in recent years on the question of the adequacy of the salaries paid to subordinate Government servants in the various departments of this Presidency. A conference of selected officials and non-officials held at Ootacamund in October 1918 made certain recommendations of a general character for revising the pay of low-paid Government servants and as a consequence the emoluments of the employees in several departments were revised before the close of 1914. Owing mainly however to the prevalence of war conditions and the necessity for all possible economies in the scale of Government expenditure, it was not possible to proceed with the introduction of the scheme of revision in respect of all the departments on the lines of the recommendations of that conference. The situation created by the large increase in the prices of the necessaries of life which has been a marked feature since 1918 has however been met by a system of special war allowances but the Government consider that such a system cannot be continued indefinitely. In their opinion the changed conditions render a readjustment of salaries essential and with this object in view they have decided to appoint a 'salaries committee' to examine generally the adequacy or otherwise under present conditions and in the future of the rates of pay of Government subordinate and menial establishments including village officers and all others whose cases were not dealt with by the Royal Commission on Public Services in India. The Hon'ble Mr. N. E. Marjoribanks, C.I.E., I.C.S., has been appointed as the President of the Committee and the following gentlemen have expressed their willingness to serve on it as members:—

The Hon'ble Mr. J. H. Thonger;
The Hon'ble Rao Sahib T. Namberumal Chetti Garu;
The Hon'ble Rao Bahadur V. K. Ramandja Achariyar Avargal;
The Hon'ble Khan Bahadur N. Muhammad Usman Sahib Bahadur;
Doctor Gilbert Slater.

Diwan Bahadur M. Ramachandra Rao has also been invited to serve as a member of the Committee.

2. The Committee is requested to consider and make recommendations on the following specific points:—

- (1) the mode and rate of payment of village officers and menials; and the grant of subsistence and travelling allowances to them when called on duty outside their villages;
- (2) the appropriate starting pay at the normal prices of the present day of (a) a peon and (b) clerks and copyists;
- (3) the question of provision for the recruitment of graduates at a higher initial salary for an upper division and the appropriate initial salary;
- (4) the appropriate salaries for men of the grades corresponding to revenue inspectors, deputy tahsildars and tahsildars;
- (5) the cases in which it is desirable to adopt (a) an incremental or time-scale system and (b) an arrangement of grades;
- (6) a comparison of the salaries paid in different departments to officers of the grades roughly corresponding to those mentioned in clause (4) supra and an examination of the reasons why the salaries are higher in some departments than in others and of the adequacy of those reasons;
- (7) the adequacy of the pay of elementary school teachers, and of the rates of stipends granted to the several classes of teachers while under training;
- (8) the circumstances which in this Presidency justify special allowances either for special classes of work or for work in special localities, and the extent to which the existing allowances can be merged in salaries;
- (9) the conditions under which a temporary addition should be made to salary on account of high prices, the limit of salary to which such addition should be made, the nature and amount of the addition desirable and the method according to which it should be calculated;

(10) whether in view of the very high rate of house-rent now required to be paid in the Presidency town and in certain district headquarters such as Madura, it is necessary to provide peons and clerks with quarters at Government expense or to grant them special allowances to meet house-rent or to make liberal advances on a co-operative basis for the purpose of building houses on suitable free sites;

(11) whether any increase in the rates of travelling allowances of Government servants of the classes in question is necessary;

(12) whether shorthand-writing and type-writing should be provided for by special appointments or by giving allowances to all clerks who qualify; and

(13) the general directions in which any increased cost that may be necessary can be met by a reduction in numbers or in any other way.

The Committee is also requested to consider in the first instance the question of the temporary relief, if any, necessary in the case of clerks and menials drawing Rs. 30 and less and to make recommendations in advance on the subject.

3. While the Committee will not be expected to work out detailed estimates of the cost of its proposals and will not be required to restrict that cost to any prescribed figure, the Government have no doubt that it will bear in mind the imperative necessity of making its proposals as economical as may be consistent with efficiency.

4. The Committee will be authorized in connexion with its deliberations to examine any witnesses, official or non-official, at its discretion. The President will be authorized himself to visit or to depute any member of the Committee to visit any part of the Presidency in order to make local inquiries should such a course be found necessary. The Committee will also be authorized to obtain from the departments of the Secretariat and heads of departments information on any points concerning its inquiries; the departments of the Secretariat and the several heads of departments are accordingly requested to afford the Committee all possible help and promptly to comply with all requests for information that may be preferred by the Committee.

5. It is requested that the final recommendations of the Committee may be despatched in print so as to reach the Government by a date not later than the 31st March 1920.

(True extract)

R. A. GRAHAM,
Acting Chief Secretary.

II

G.O. No. 884, FINANCIAL, DATED THE 28TH NOVEMBER 1919.

In G.O. No. 766, Financial, dated 24th October 1919, the Salaries Committee have been asked to consider, and make recommendations on, the circumstances which in this Presidency justify special allowances for work in special localities and the extent to which existing allowances granted on this ground can be merged in salaries. The Committee are now requested, if they recommend that special conditions of particular localities should be taken into consideration in deciding the question of grant of allowances,

(1) to draw up a list of areas for service in which allowances should be given;

(2) to say whether there are in their opinion any reasons why preference should be given to one department over another in the matter of the grant of such allowances;

(3) to prepare a list of all such allowances now granted; and

(4) to recommend any modifications they may think necessary in the list having regard

- (a) to the areas to which they propose to confine the allowances; and
- (b) to the officers employed in these areas who are not now in receipt of them.

(True extract)

R. A. GRAHAM,
Acting Chief Secretary.

செப்பனுவதற்காக எடுத்த
கொள்ளப்பட்ட

மார்ச் மாதம் 1985 வரும்

செப்பனிட முடிந்த

மார்ச் மாதம் 1985 வரும்

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CHAPTER 1.

Preliminary.

We, the Committee appointed by G.O. No. 766, Financial, dated the 24th October 1919, first met on the 30th October 1919. Our colleague Mr. M. Ramachandra Rao joined us on the 10th December 1919. We have held in all sixteen meetings. We were unable to meet from the 21st January to the 24th March owing to the absence of the President at Delhi. Doctor Slater left for England on the 19th March and so was unable to attend our meetings thereafter. We are authorized to say that he agrees in our recommendations generally. For the specific recommendations contained in chapters X and XII Doctor Slater cannot, however, be held responsible as he had left India before they were arrived at.

2. We have restricted our deliberations and this our report to the matters definitely set out in paragraph 2 of the Government Order constituting the Committee. As there appears from numerous letters and petitions received by the Committee to be some misapprehension as to the scope of its functions, it will perhaps be well to mention that the Committee has not been required to consider and report on the strength or scale of salaries of the clerical and menial establishments in different Government offices nor on the strength and salaries generally of subordinate executive staffs. The Committee has understood its functions to be to supply the Government with its recommendations on certain specified points, which recommendations, if accepted, would serve as data with reference to which proposals could be drawn up for the revision of the salaries of establishments in individual offices and of the subordinate executive staffs in individual departments. The Committee's recommendations are based mainly on economic considerations and only in a very general sense on the varying nature of the work in different departments of the public service. For this reason, the Committee after careful consideration came to the conclusion that no useful purpose would be served by the personal examination of witnesses and it accordingly examined no witnesses except five Secretariat clerks on the subject of house accommodation at Madras. The records of the Government and other offices were, however, examined for statistical and historical information bearing on the matters specifically referred to the Committee and the personal views of all Collectors and heads of departments were invited on a variety of matters. Besides this the Committee has received a large number of petitions from the clerks and subordinates of almost every department of the public service which petitions set out in detail the hardships alleged to be due to enhanced prices and the remedies suggested by the petitioners. A large mass of facts and opinions has been thus collected. It has not been thought necessary to swell this report by incorporating all this material therein; but the Committee desires to thank the many officers who have assisted it with most valuable information and advice. The Committee also desires to place on record its appreciation of the great industry and ability of its Secretary M.R.Ry. A. Savarinatha Pillai whose careful preparation of business has been of the greatest assistance to the Committee.

CHAPTER II.

Minimum starting pay of clerks, copyists and peons.

3. The first main proposition that the Committee set itself to formulate was that referred to in item (2) of paragraph 2 of G.O. No. 766, Financial, dated 24th October 1919, regarding the appropriate starting pay at the normal prices of the present day of (a) a peon and (b) clerks and copyists. The Committee construes 'starting pay' to refer to the lowest pay to be paid to a qualified man of the class referred to in Government service. Conditions of work vary in different offices; and in the more important offices such as the Government Secretariat it may be sound policy to offer a starting pay above the minimum. The Committee, however, is not in a position to appraise the comparative importance and difficulty of the work of different offices and has sought mainly to determine what the minimum pay should be of a Government peon, clerk or copyist and has regarded the question whether more than that minimum should be the lowest pay in particular offices as one beyond its province except in so far as it is covered by the terms of item (3) (recruitment of graduates for an upper division) of paragraph 2 of G.O. No. 766, Financial, dated 24th October 1919.

4. In paragraphs 19-23 of the Memorandum on the progress of the Madras Presidency by Diwan Bahadur S. Srinivasa Raghava Ayyangar, the course of prices in Southern India from 1855 to 1890 is reviewed. From 1855 to 1870 was a period of prosperity for the agricultural classes; and the prices of agricultural produce were high. After 1870 till the great famine of 1876-78 prices fell. Owing to this famine, prices rose again but fell gradually on the restoration of normal conditions. The despatch from the Government of India to the Secretary of State, dated 5th October 1892, regarding the course of prices in India, which despatch has been printed as an appendix to the Indian Currency Commission's Report of 1893, contains also an examination of the range of Indian prices during the period 1860 to 1890 and arrives at the following conclusion "that in all food-grains we find as the result of seasonal vicissitudes a low level of prices in the periods 1861-65, 1871-75, 1881-85 and a higher level of prices in the periods intervening, viz., 1866-70, 1876-80, 1886-90." Mr. Datta's enquiry into the rise of prices in India continues the examination to 1912. From 1890 to 1895 the general price-level was fairly steady. Owing to the prevalence of famine in 1896-97 there was a rise of about 20 per cent in the general price-level in 1897, but with the following favourable agricultural season the level of food prices fell back in 1899 to that of 1892 and 1893. In 1900 the occurrence of severe famine over a great part of India raised the general price-level again by 22 per cent; but thereafter it fell gradually again till in 1904 prices were only slightly above the level of 1890-95. With 1905, however, began an era of high prices, not caused by famine, which continued practically till the outbreak of the great war. Up to 1905 the fluctuations in the prices of food-grains and pulses depended largely on the agricultural conditions in India and whenever their conditions became unfavourable prices rose very high; but with favourable agricultural conditions prices tended to return to their old level. Since 1905, however, favourable agricultural conditions have not succeeded in bringing back prices to their old level.

5. Volume II of Mr. Datta's report gives the index numbers of variations in annual prices from 1890 to 1912, the average price of each article for the quinquennium 1890-94 being denoted by 100. Mr. Datta divides the Madras Presidency for the purpose of his enquiry into five economic groups. The following statement summarizes his results in respect of the main articles of consumption in an Indian household.

Statement showing the index numbers as calculated by Mr. Datta of prices in 1912 of some articles of consumption including house-rent in Indian families—average of the quinquennium 1890-94 being taken as 100.

Prices in 1912.

	Madras City.	Madras North-east group.	Madras North group.	Madras South group.	Madras West group.	Average of all groups.
Rice	141	150	161	149	138	147
Ragi	158	163	146	154	172	157
Dhall	149	132	130	115	161	137
Condiments and spices.	Chillies	135	103*	89*	157	129
	Tamarind	123	..	99*	115	116
	Saffron or turmeric	123	104	..	126	124
	Black pepper	137	..	161	137	145
	Coriander	147	..	..	133*	158
	Fenugreek	146	..	..	..	146
Ghee	126	148	143	175	149	150
Salt	40	52	53	56	56	51
Vegetables ..	Onion	54	..	200*	233	162
	Garlic	135	..	136*	..	135
	Potato	93	138	..	..	129
Gingelly oil ..	131	145	143*	155	150	145
Firewood	167	..	100	..	..	123
Kerosene-oil ..	80*	..	108	107	116	103
Standard cloths ..	133*	..	..	..	..	133
House-rent	153	..	..	..	..	153

* Figures marked with asterisk denote index numbers of wholesale prices in the groups concerned; these have been entered, as retail prices are not given for the articles.

It will be seen from the above that for the period 1890-1912—

- the average increase in price of rice was 47 per cent,
- the average of the increase in articles other than rice was 32 per cent,
- the prices of agricultural produce such as ragi, dhall, condiments and spices, vegetables and gingelly oil and also the price of ghee rose in a proportion which approached the increase in the price of rice. The price of salt fell as a result of reduction of duty made by Lord Curzon's Government; kerosene-oil, firewood and cloth were affected by causes other than those affecting agricultural crops and these did not therefore show the same percentage of increase.

6. The general course of prices during and after the war up to September 1919 is examined in the pamphlet 'War prices and house-rents' published by the Department of Statistics in 1918 and in the press note issued by the same department in November 1919. During the first three years of the war the retail price of food grains did not vary much in Madras, but there has been a steady and very considerable rise in the last two years and retail prices were in September last for Madras 78 per cent and for the whole of India 70 per cent higher than before the war. The Committee has obtained statistics from Collectors, Co-operative Stores, Hospital and Jail authorities and has attempted to bring to date the summary of Mr. Datta's tables given above. The appended statement summarises the results. A table showing the rise in house-rent in Madras City is also subjoined. Without claiming any high degree of accuracy for the figures it is at any rate abundantly clear that the prices of articles of common consumption in an Indian household in this Presidency have rather more than doubled since the period of 1890-94 which Mr. Datta took as his normal.

Statement showing the index numbers of retail prices in 1919 of some articles of consumption in Indian families—average price of the quinquennium 1890-94 being taken as 100.

Prices in 1919.

	Madras City.	Madras North-east group.	Madras North group.	Madras South group.	Madras West group.	Average of all groups.
Rice	238	234	264	268	269	242
Maggi	324	314	329	313	320	320
Dhall	283	427	307	281	287	301
Condiments and spices—						
Chillies	218	..	..	439	246	297
Tamarind	101	..	..	167	117	138
Saffron or turmeric	109	100	..	175	139	136
Black pepper	223	..	169	215	..	199
Coriander	174	..	..	..	285	204
Fenugreek	219	..	..	..	..	219
Ghee	168	265	248	263	197	225
Salt	41	85	59	46	63	59
Vegetables—						
Onion	107	..	..	484	..	300
Garlic	338	..	..	..	356	356
Potato	..	..	..	..	441	339
Gingelly oil	199	266	..	285	298	269
Firewood	142	..	129	..	..	125
Kerosene-oil	167	..	167	139	168	168
Standard cloths (wholesale price)	464	..	..	..	..	464
House-rent	210*	..	..	..	..	210

* House-rent of small types of houses in Triplicane and Georgetown in Madras City.

Statement showing increase in house-rents.

Annual rates.

	Average for 1890-94.	Average for 1900-04.	Average for 1905-09.	Average for 1910-14.	Average for 1915-19.
<i>Georgetown.</i>					
Fifth or Kachilawaram division—	Rs.	Rs.	Rs.	Rs.	Rs.
Lowest typical house in Mr. Datta's report	96	101	120	120	156
Next higher type	150	204	250	305	324
Do. (three houses)	216	240	222	365	480
Do. (three houses)	216	210	300	384	384
Do. (three houses)	216	216	312	322	360
Seventh or Seven Wells division—					
Lowest type in Mr. Datta's report	108	120	120	130	168
Next higher type	120	125	158	180	199
Do.	126	130	180	187	216
Eighth or Trevelyan Basin division—					
Lowest type in Mr. Datta's report	120	148	173	180	281
Same type—another house	120	125	144	163	240
Next higher type	144	168	168	197	288
Ninth or Park Town division—					
Lowest type	72	74	84	96	144
Next higher type	108	108	122	145	185
Do. (two houses)	120	120	120	145	264
Do. (two houses)	130	187	216	216	240
<i>Triplicane.</i>					
Eighteenth or Triplicane division—					
Lowest typical house in Mr. Datta's report	100	126	140	163	192
The next higher type	103	150	162	176	202
Do.	188	240	269	365	325

7. The Committee is under the necessity of framing some general forecast with regard to future prices in India of the necessities of life. It is of opinion that, apart from monsoon failures, prices in India will necessarily be more and more directly controlled by the prices ruling in world markets as shipping becomes more abundant and transport is again well organized. Even before the outbreak of war, from 1896 to 1914, world prices were rising steadily, partly in consequence of large gold production, but much more in consequence of banking developments, increase in the use of credit instruments, and in the volume of negotiable securities which serve as convenient cover for overdraft. The war itself brought a tremendous increase of

prices, and it has to be noted that the agencies through which it produced this effect did not cease to exist either with the armistice or with ratifications of peace. In some cases they are permanent, in other cases of long duration. These agencies may be classed as (1) those producing scarcity of food-stuffs and raw materials, and (2) those producing abundance of money. Under the first head it is to be noted that the war was characterized by a vast and rapid destruction of means of production which can only be very slowly restored, so that for many years a vast capital expenditure will be necessary to get roads, railways, mines and factories again working effectively in ravaged countries. Even more serious is the social disorganization caused by the war throughout Central and Eastern Europe. The restoration of commercial activity in Russia, which was, of all States before the war, the greatest exporter of food and raw materials, is an event of a doubtful future; much the same may be said of Hungary and Roumania, which also were great exporters of food-stuffs. No very rapid recovery from the general condition of scarcity of the commodities essential to life can therefore be reasonably expected.

8. But even if, or when, the world's agriculture and industries are working as efficiently as before the war, and food and clothing are produced as abundantly, prices will still be higher if money is more abundant. It is in this matter that the disturbance of values created by the war is likely to be, not merely of long duration, but permanent. Every belligerent country has been flooded by its Government with paper money and paper substitutes for money, and neutral Governments have largely followed suit. Immense loans have been floated, and the stock of these loans can readily be used as money. Before the war gold coin was largely used in the United Kingdom; it has been superseded by treasury notes. Before the war balances in international trade were settled, when settlement was necessary, by remission of gold. During the war the purchases of belligerents from neutrals were far too great to be balanced by such means, and resort was had to wholesale export of securities and to the creation of gigantic international credits. It is noteworthy that the plans for saving Central Europe from famine have to be based on the creation in America of a huge credit for the starving countries and this involves the raising of another huge loan in America, i.e., the creation of yet more paper money.

9. Any great drop of prices, or quick return to a price level even remotely similar to that prevailing before the war, is rendered extremely hazardous by the enormous debts of Governments and the great rise of money wages. As long as producers can obtain very high prices for their products, they can pay very heavy taxes and very high wages, production can continue unchecked, and Governments can hope for such great revenues that the interest on national debts can be paid without fresh borrowing. But should there be a heavy fall in the price which any producer receives for his output, even should there be an equal fall in the price he pays for his raw material, the margin of profit, unless it is very large, must disappear, and bankruptcy becomes imminent. The great slump in prices in 1816, after the close of the European war, produced widespread bankruptcy, great distress, and much social strife and disorder. Any similar slump in prices in the immediate future would produce a state of affairs too perilous for any Government to face willingly. It may therefore be safely assumed that whatever measures are required to prevent this will be taken by the Governments of Europe and America.

10. In view of these circumstances the Committee feels that no considerable speedy fall in prices, and even no great gradual fall should be considered probable. It therefore considers that the discussion of Governmental salaries should proceed upon the assumption that, during the period in contemplation, prices will be nearly as high, on the average, as at present, or, at the very least, will range much nearer to the present level than to the pre-war level.

11. The earliest considerable revision of subordinate clerical and menial establishments was that based on the proposals of Mr. Pelly who was placed on special duty in 1859 for this purpose with particular reference to the separation of revenue and police establishments. Mr. Pelly worked out standard scales of establishment for Collectors' Offices, Divisional Offices and Taluk Offices. Under these scales the rates of minimum pay proposed for clerks were—

	Per mensem.
	Rs.
In Collectors' and Divisional (I.C.S.) offices	15
In Divisional (Dy. Collectors') and Taluk offices	12

As a matter of fact, however, the minimum pay actually paid in all offices appears to have been Rs. 15 per mensem; in a reference from the Board of Revenue made to Government in February 1876 (a famine year) the Board quotes Rs. 15 per mensem, the then minimum pay for clerks, as "too small and incommensurate with the prevailing high prices of the necessities of life." It was not, however, till 1907 that the Government of Madras recommended to the Government of India, in connexion with the scheme of reorganization of district revenue establishments known as 'Meyer's', that the minimum rate of pay for clerks in Collectors' and Divisional offices should be raised from Rs. 15 per mensem to Rs. 20 per mensem. This was sanctioned by the Government of India and Secretary of State as "a desirable reform and one that would be widely appreciated." In 1910 the Madras Government applied for and obtained general authorization to raise the minimum pay of junior clerks in the more important mufassal offices to Rs. 20 per mensem. This rate was thereupon gradually introduced into a large number of offices. In November 1913 the Madras Government decided, with reference to the recommendations of a Conference held at Ootacamund to discuss the emoluments of low-paid Government subordinates, to fix Rs. 20 as the minimum pay for all clerks. Further revisions of establishment in several offices followed thereon and in all of these offices the rate of Rs. 20 per mensem was applied in lieu of Rs. 15 per mensem. But there are still some offices left where the rate of Rs. 15 per mensem continues, e.g., offices of Settlement Parties.

12. As regards peons, there are still menials in some offices drawing Rs. 6 per mensem and Rs. 5 per mensem (Settlement Parties and Sub-Registrars' offices). A rate of Rs. 7 was substituted for Rs. 6 in the year 1899 in several offices and, in the scheme for the reorganization of taluk establishments introduced in 1912, the minimum pay for all taluk peons was raised from Rs. 6 per mensem to Rs. 7 per mensem. Peons in Collectors' and Divisional offices were paid not less than Rs. 7 from an earlier period, as the Civil Budget Estimates for 1895-96, the first year for which the Budget Estimate exhibits details of establishment, show that these peons then drew that rate. The Ootacamund Conference of 1913 recommended a minimum rate of Rs. 9 per mensem for peons.

13. In addition to pay, all subordinate clerical and menial establishments except village officials now draw war allowances. These are paid at the following rates. For menials, i.e., subordinates in inferior service, Rs. 4 per mensem when the salary is Rs. 9 or under; Rs. 5 per mensem when the salary exceeds Rs. 9 but not Rs. 16; Rs. 6 per mensem when the salary exceeds Rs. 16 but not Rs. 50. For clerks, i.e., subordinates in superior service on salary of Rs. 50 and under, Rs. 6 per mensem. If, however, owing to recent enhancement of their salaries (e.g., taluk clerks), the subordinates were not on 1st January 1919 eligible for grain compensation allowances, the amount of the war allowance otherwise admissible to them under the above scale is reduced as below:—

	Amount of reduction per mensem.		
	RS.	A.	P.
Subordinates on Rs. 16 and under	1	8	0
Subordinates on more than Rs. 16 but not more than Rs. 30	3	0	0

14. It thus appears to the Committee that the minimum rates of pay of a clerk and a peon in the normal period 1890-94 were Rs. 15 per mensem and Rs. 6 per mensem respectively. It is clear that the minimum salary of these classes of public servants can cover very little beyond the bare cost of food, clothes and house-rent for a man, his wife and one or two children. The cost of maintaining a wife and children must be reckoned with owing to the customs of the country. The minimum starting pay of a clerk and of a peon at the normal rates of the present day should therefore be Rs. 30 per mensem and Rs. 12 per mensem, respectively, i.e., double the rates paid in 1890-94. The adoption of these rates involves of course the abolition of war allowances; and no grain compensation would be payable either, save under the conditions stated in chapter XI of this report.

15. The Committee has considered the local variations of prices in different parts of the Presidency: and except as between the Presidency town and the rest of the Presidency it is not prepared to say that these variations require or justify the

* The Civil Budget Estimate for 1920-21 shows that the Rs. 5 rate for menials in Sub-Registry offices has been now superseded by Rs. 6.

fixing of separate minima of pay. In the case of Madras town, the Committee finds that the cost of living, particularly of house accommodation, is appreciably higher than elsewhere in Madras Presidency, and it would therefore fix the minimum starting pay of clerks in Madras at Rs. 35 per mensem and of peons at Rs. 15 per mensem.

In the case of peons further the Committee, having regard to the very high rise in the price of cloth, recommends that each peon in Government service who is not given livery under existing orders should be given annually two dhotis and two jackets of material suitable to the locality where he works.

16. These rates, which the Committee has arrived at in the first instance on a consideration of the rise in the general level of prices since 1890-94, find confirmation in estimates of the actual cost of living at the average prices of the present day. Such estimates cannot be taken as conclusive evidence, as it is easy to exaggerate, and difficult to estimate with any accuracy, sources of possible legitimate additions to family income besides the salary earned by the public servant. But the Committee will quote the estimates for what they may be worth in corroboration of the rates it recommends.

17. The first estimate is one originally made in connexion with the Ootacamund Conference of 1913 and now brought to date with reference to present prices. The second is based on the cost of feeding prisoners in jails—

I		
Menials.	Clerks.	
(1)	(2)	
TOLAS.		
(i) Famine Code wage for an adult doing fairly hard work in tolas of grain. This is calculated to cover not only actual grain but also pulse, salt, ghee, or oil, condiments and vegetables	90	
Famine Code wage for non-working female dependant. Wage for non-working child varies from 15 to 40 tolas. Owing to the present custom of early marriage it may be assumed that there will be children and 30 tolas may be allowed for them	50	(i) Same as column (1).
	30	
Total per day	170	
Total per month	5,100	
or 63.75 Government seers of 80 tolas.		
(ii) Cost of 63.75 Government seers according to prices in 1919.		(ii) Cost of 63.75 Government seers of 80 tolas according to prices of 1919. Presidency average price of rice in 1919 is 1 md. (40 seers) = Rs. 8.90. Cost of 63.75 seers, Rs. 14.
Presidency average price	Rs.	
1 md. of 40 seers—Nagi	6.19	
Cholam	6.77	
Cumbu	6.72	
Cost of 63.75 seers is approximately Rs. 10½.		
(iii) Allowance for rice in diet, cooking pots, milk, butter-milk, sweet-meats and some luxuries occasionally, Rs. 1.		(iii) Allowance for cooking vessels, milk, butter-milk, etc., Rs. 2.
(iv) Other expenses such as fuel, kerosene oil, rent, clothes, washing, etc., Rs. 6 in Madras, Rs. 4 elsewhere.		(iv) Other expenses such as fuel, kerosene oil, rent, clothes, washing, etc., Rs. 12 in Madras, Rs. 8 elsewhere.
Total of (ii), (iii) and (iv)—Rs. 17½ in Madras, Rs. 15½ elsewhere.		Total of (ii), (iii) and (iv)—Rs. 28 in Madras, Rs. 24 elsewhere.

The estimate for menials exceeds the minimum rate of pay proposed by the Committee, but regard must be had to existing payments and to the fact that the members of a menial's family usually earn something by their work. For clerks, on the other hand, the estimate is probably still below the mark, as it does not allow sufficiently for clothing.

II

STATEMENT showing the cost of one day's diet for a man in jail.

Articles.	Rice diet.			Mixed diet.					
				If ragi is issued.			If cholam is issued.		
	Scale.	Nitrogen.	Carbon.	Scale.	Nitrogen.	Carbon.	Scale.	Nitrogen.	Carbon.
	LB. OZ.	GRAINS.	GRAINS.	LB. OZ.	GRAINS.	GRAINS.	LB. OZ.	GRAINS.	GRAINS.
Rice	1 4	101.10	3,400	0 7	35.49	1,190	0 7	35.49	1,190
Cereal ragi or cholam.	..	..	..	0 13	83.20	2,210	0 13	77.61	2,210
Dhall	0 5	89.30	850	0 5	89.30	850	0 5	89.30	850
Salt	0 0 1/2	..	..	0 0 1/2	..	..	0 0 1/2	..	..
Tamarind	0 0 1/2	4.37	8.75	0 0 1/2	4.37	8.75	0 0 1/2	4.37	8.75
Curry powder	0 0 1/2	..	..	0 0 1/2	..	..	0 0 1/2	..	..
Oil	0 0 1/2	..	172.80	0 0 1/2	..	172.80	0 0 1/2	..	172.80
Vegetables	0 6	4.20	201	0 6	4.20	201	0 6	4.20	201
Onions	0 0 1/2	50	6.75	0 0 1/2	50	6.75	0 0 1/2	50	6.75
Firewood	9 oz. to 1 lb.	..	..	9 oz. to 1 lb.	..	..	9 oz. to 1 lb.	..	..
				Cost of rice diet.		Cost of mixed diet if ragi is issued.	Cost of mixed diet if cholam is issued.		
				RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	
The Penitentiary, Madras				0 9 5	0 8 2 1/2	..	..	..	..
Rajahmundry Central Jail, Godavari district				0 8 0	0 2 8	..	..	..	..
Bellary Central Jail				0 3 0	..	..	..	..	0 2 7
Trichinopoly Central Jail				0 3 7	0 3 2	..	..	..	..
Palamcottah District Jail, Tinnevely district				0 3 8	0 3 7	..	..	..	..
Coimbatore Central Jail				0 3 6	0 3 2	..	..	..	..
Canranore Central Jail, Malabar district				0 3 1	0 3 1	..	..	..	..

Statement showing the cost of one day's diet for a woman in jail.

Articles.	Rice diet.			Mixed diet.					
				If ragi is issued.			If cholam is issued.		
	Scale.	Nitrogen.	Carbon.	Scale.	Nitrogen.	Carbon.	Scale.	Nitrogen.	Carbon.
	LB. OZ.	GRAINS.	GRAINS.	LB. OZ.	GRAINS.	GRAINS.	LB. OZ.	GRAINS.	GRAINS.
Rice	1 2	91.26	3,060	0 7	35.49	1,190	0 7	35.49	1,190
Cereal ragi or cholam.	..	..	..	0 11	70.40	1,870	0 11	65.67	1,870
Dhall	0 4	71.44	680	0 4	71.44	680	0 4	71.44	680
Salt	0 0 1/2	..	..	0 0 1/2	..	..	0 0 1/2	..	..
Tamarind	0 0 1/2	4.37	8.75	0 0 1/2	4.37	8.75	0 0 1/2	4.37	8.75
Curry powder	0 0 1/2	..	..	0 0 1/2	..	..	0 0 1/2	..	..
Oil	0 0 1/2	..	172.80	0 0 1/2	..	172.80	0 0 1/2	..	172.80
Vegetables	0 6	4.20	201	0 6	4.20	201	0 6	4.20	201
Onions	0 0 1/2	50	6.75	0 0 1/2	50	6.75	0 0 1/2	50	6.75
Firewood	9 oz. to 1 lb.	..	..	9 oz. to 1 lb.	..	..	9 oz. to 1 lb.	..	..
				Cost of rice diet.		Cost of mixed diet if ragi is issued.	Cost of mixed diet if cholam is issued.		
				RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	
The Penitentiary, Madras				0 3 0	0 3 0	..	..	..	..
Rajahmundry Central Jail (Godavari district)				0 2 10	0 2 7	..	..	..	..
Bellary Central Jail				0 2 9	..	..	..	..	0 2 4
Trichinopoly Central Jail				..	..	..	..	..	..
Palamcottah District Jail (Tinnevely)				0 3 4	0 2 11	..	..	..	..
Coimbatore Central Jail				0 3 4	0 3 0	..	..	..	..
Canranore Central Jail (Malabar district)				0 2 11	0 2 11	..	..	..	..

18. In several memorials from clerks and menials that the Committee has received, family budgets of the cost of living are given. The totals in all cases are above the rates proposed by the Committee. In some cases they exceed Rs. 50 per mensem. It is obvious that these figures must be greatly exaggerated, if they are meant to be an estimate of a minimum living wage or to be any guide as to what the starting wage should be in Government service. For, as a matter of fact, there is no lack of people ready to accept clerical service under Government on the present minimum rate of Rs. 20 plus a war allowance of Rs. 6 or Rs. 3 only. It must be remembered that the Committee's proposed rates are minima and that Government service is pensionable.

19. The personal opinions of the majority of the experienced officers consulted by the Committee are in agreement with the rates arrived at by the Committee.

20. The Committee wishes it understood that, in its recommendations regarding clerks and peons, it does not refer exclusively to those so designated in the Civil Budget Estimates but to all Government subordinates employed wholly or mainly on clerical work in the one case and to menial attendants other than village servants and those paid from contingencies in the other.

21. Copyists.—The two departments where subordinates of this class are employed in appreciable numbers are (i) the Judicial Department and (ii) the Revenue Department.

(a) Copyists in Judicial Department.—The pay and employment of these copyists is governed by rules framed by the High Court and approved by Government under section 107 of the Government of India Act, 1915 (5 and 6 Geo. V. c. 61). According to these rules, the minimum salary for ordinary copyists is Rs. 10—this rate was first fixed in 1882—and for typists-copyists it is Rs. 15 per mensem; and it is open to these copyists to earn additional remuneration without limitation according to the amount of work done by them; such extra payments are calculated at the rate of 10 pies for every 150 words. The Civil Budget Estimate for 1919-20 shows that for such extra remuneration a sum of 1.20 lakhs is provided in the budget; and inquiries made in 1915 showed that judicial copyists ordinarily earn in all from over Rs. 15 up to Rs. 20, 21, 22 and even Rs. 23 per mensem in some districts. Permanent copyists have been declared last year to be eligible for war allowances.

Revenue copyists.—The pay of copyists in Revenue offices is regulated by Collectors who have been authorized to employ them either as members of the permanent establishment, if necessary, on fixed monthly salaries plus a bonus calculated on the fees realised, or where no fixed pay is in force at certain prescribed piece-work rates. All these copyists' charges are debited to contingencies. The whole system of employment of copyists in Revenue courts is subject to the condition, that it should not involve loss to Government. Permanent copyists alone have been recently declared by Government to be eligible for war allowances.

There are also other departments, in which copyists are employed on a small scale, e.g., (i) Inam Commissioner's office, (ii) Registration department—wherein the expenditure is debited to contingencies; and it seems unnecessary specially to consider the cases of those subordinates.

22. The Committee does not consider that any differentiation can be made between a clerk and a copyist in the matter of their minimum pay. It considers, therefore, that when a copyist is fully employed his remuneration, whether it be in the shape of a fixed salary or of fees calculated on the outturn, should not average less than Rs. 30 per mensem. But it also considers that the whole remuneration should be met from the fees levied for the copying work done and that the present scale of fees should be raised, if necessary, to secure the fulfilment of this condition. Where the copying work to be done is insufficient fully to occupy the time of a copyist and it is found impracticable to get the work done by regular clerks in their spare time, the remuneration can be only in the shape of the fees and the copyist must be regarded as a pieceworker and not as a salaried servant of Government. Generally,

however, the Committee believes it will be practicable to find full employment for full time copyists by amalgamating the copying work of different offices at the same station and by pooling the fees.

23. In putting forward the above rates as the appropriate starting pay for clerks and peons, the Committee desires to make it clear that it is proposing minima. No clerk or peon in Government service should, in its opinion, be paid less. But in particular offices the nature and importance of the work or other conditions may make it sound policy to pay a higher rate to the lowest paid man in that office. The Committee has not been invited, nor does it feel competent, to propose scales of pay for different offices; but it may perhaps be permitted generally to indicate its view that these scales should be so arranged that clerks employed on purely routine duties should have in all cases a chance of rising to Rs. 60 per mensem at least before retirement. The Committee presumes that general increases will be granted in consequence of the enhanced level of prices with reference to the enhanced minima which it has proposed. It takes this opportunity of suggesting that the increases should not be proportionate with the amount of the salary but should be less, the higher the salary.

APPENDIX A.

AVERAGE RETAIL PRICES OF CERTAIN ARTICLES OF CONSUMPTION IN INDIAN FAMILIES FROM 1890 TO 1919.

(1)

MADRAS CITY.

(The prices given are in rupees per Imperial maund of 82½ lb. or 40 seers of 80 tolas each.
For kerosene oil and cotton manufactures the units adopted are specified below.)

Name of article.	1890-94.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.
Rice	Rs. 3 85	Rs. 5 45	Rs. 5 71	Rs. 5 55	Rs. 5 33	Rs. 5 76	Rs. 5 68	Rs. 6 50	Rs. 9 15
Ragi	2 07	3 38	3 42	3 40	3 09	3 16	3 28	3 80	6 72
Dhall	4 47	6 67	5 39	6 32	7 12	5 38	5 39	5 74	12 66
Condiments and spices—									
Chillies	10 08	16 68	9 02	7 70	11 55	8 78	8 55	13 71	21 94
Tamarind	4 07	5 00	5 06	4 84	4 11	4 28	4 98	4 67	4 11
Saffron	8 80	10 88	8 23	6 38	5 11	6 58	8 03	8 23	9 02
Black pepper	26 61	36 25	38 43	30 85	30 85	30 85	30 85	56 57	59 15
Coriander	5 68	8 38	6 39	4 11	9 06	8 65	7 86	6 24	9 89
Fennugreek	6 27	9 17	7 36	7 38	7 92	8 61	12 92	12 92	13 75
Ghee	37 16	50 52	52 29	52 29	61 71	61 71	61 71	61 71	61 71
Salt	3 11	1 25	1 28	1 26	1 28	1 28	1 28	1 28	1 28
Vegetables—									
Onion	4 28	2 31	4 11	2 35	2 74	2 35	2 06	2 06	4 57
Potato	4 31	4 04	4 11	4 11	4 57	4 11	5 14	6 43	10 28
Gingelly oil	15 51	20 42	20 57	20 57	20 57	20 57	19 29	21 48	30 86
Firewood	31	48	44	42	38	33	38	55	44
Kerosene oil (per gallon)	44	34	56	76	66	63	68	75	69
Standard cloth cotton manu- factures—wholesale prices.									
(i) Yarn 40 s. (per bundle of 5 lb.)	2 75	3 33	..	3 91	3 64	4 81	9 65	13 83	11 47
(ii) Piecegoods shirting (per lb.)	66	84	..	76	86	88	1 88	3 15	3 33

(2)

MADRAS NORTH-EAST.

(The prices given are in rupees per Imperial maund of 82½ lb. or 40 seers of 80 tolas each.)

Name of article.	1890-1894.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.
Rice	Rs. 3 42	Rs. 5 13	Rs. 5 19	Rs. 4 95	Rs. 4 88	Rs. 5 04	Rs. 4 90	Rs. 5 42	Rs. 7 99
Ragi	1 51	2 77	2 91	2 74	3 89	3 02	2 73	3 29	5 69
Dhall	2 27	3 00	4 55	5 04	6 23	6 23	4 84	5 76	9 69
Condiments and spices (tamarind)	9 45	9 82	7 88	6 84	7 28	11 43	9 75	11 38	9 47
Ghee	30 78	45 49	55 29	42 43	46 29	48 66	55 71	61 71	78 43
Salt	3 37	1 71	1 75	1 81	2 70	2 42	2 80	3 36	2 89
Gingelly oil	18 57	20 29	18 86	21 57	21 57	21 57	17 87	20 00	25 69

(3)

MADRAS NORTH.

(The prices given are in rupees per Imperial maund of 82½ lb. or 40 seers of 80 tolas each. For kerosene oil the unit adopted is specified below.)

Name of article.	1890-1894.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.
Rice	Rs. 3 55	Rs. 5 78	Rs. 6 03	Rs. 5 42	Rs. 5 18	Rs. 5 14	Rs. 5 38	Rs. 6 45	Rs. 9 40
Ragi	1 78	2 60	2 89	3 09	2 45	2 45	3 45	3 68	5 87
Dhall	2 95	3 85	4 11	4 84	5 44	5 20	4 98	5 82	9 08
Condiments and spices (black pepper)	20 98	33 33	29 17	25 00	31 25	13 89	27 78	38 89	33 33
Ghee	32 87	45 93	61 95	51 67	45 13	41 48	52 51	69 29	81 49
Salt	3 44	1 83	1 24	1 24	1 24	2 05	2 05	2 05	2 05
Firewood	0 40	0 39	0 35	0 44	0 37	0 37	0 42	0 52	0 51
Kerosene oil (per tin)	2 10	2 27	1 97	2 38	2 53	2 22	2 59	3 50	3 50

APPENDIX A—cont.

AVERAGE RETAIL PRICES OF CERTAIN ARTICLES OF CONSUMPTION
IN INDIAN FAMILIES FROM 1890 TO 1919.

(4)

MADRAS SOUTH.

(The prices are in rupees per Imperial maund of 82½ lb. or 40 seers of 80 tolas each. For kerosene oil the unit adopted is specified below.)

Name of article.	1890-1894.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.
Rice	Rs. 3.65	Rs. 5.71	Rs. 5.09	Rs. 5.81	Rs. 4.94	Rs. 5.32	Rs. 5.38	Rs. 6.22	Rs. 9.60
Ragi	2.07	3.18	3.23	3.15	2.76	2.84	3.20	3.61	6.43
Dhall	4.19	4.82	5.54	6.09	7.01	6.07	5.00	5.53	10.83
Condiments and spices.	8.49	13.25	9.71	11.77	13.46	10.15	9.84	25.14	36.47
Chillies	3.54	4.23	3.68	3.79	4.93	3.39	3.89	4.73	5.90
Tamarind	8.56	11.65	6.45	6.43	8.33	7.52	9.40	12.97	14.97
Saffron	22.66	21.05	41.14	41.14	47.15	48.29	48.86	48.86	
Black pepper	30.25	52.88	49.41	52.12	53.37	55.85	55.47	67.72	79.69
Ghee	3.30	1.84	1.22	1.28	1.23	1.49	1.48	1.48	1.63
Salt	1.15	2.67	2.95	3.22	4.56	3.54	4.02	3.65	6.68
Vegetables (onion)	14.15	21.88	20.57	24.43	18.00	16.91	16.91	22.15	60.39
Gingelly oil	2.27	2.44	2.08	2.00	2.08	1.85	2.68	2.50	3.17
Kerosene oil (per tin)									

(5)

MADRAS WEST.

(The prices given are in rupees per Imperial maund of 82½ lb. or 40 seers of 80 tolas each. For kerosene oil the unit adopted is specified below.)

Name of article.	1890-1894.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.
Rice	Rs. 4.00	Rs. 5.50	Rs. 5.14	Rs. 5.02	Rs. 5.09	Rs. 5.81	Rs. 5.27	Rs. 6.07	Rs. 8.34
Ragi	1.97	3.38							
Dhall	3.85	6.19	5.06	6.09	8.24	6.42	4.65	5.90	9.12
Condiments and spices.	10.73	13.27	11.74	10.18	15.67	13.70	8.41	16.44	26.38
Chillies	4.03	5.00	4.67	4.84	5.31	4.17	4.36	3.74	4.70
Tamarind	9.95	13.27	11.75	6.68	6.88	10.13	8.22	12.65	12.91
Saffron	5.60	10.00	8.13	6.32	13.80	9.41	7.81	7.23	13.17
Coriander	29.17	58.83	72.00	61.71	51.43	61.43	58.57	77.15	77.15
Ghee	3.37	1.89	1.71	2.14	2.14	2.67	1.71	2.57	2.14
Salt	7.21	9.72	15.43	17.14	12.85	15.43	15.43	18.00	25.71
Vegetables	3.21	5.00	7.71	9.00	10.29	10.29	11.57	13.68	14.15
Gingelly oil	14.24	21.43	26.67	25.00	20.48	18.47	18.75	25.65	42.29
Kerosene oil (per tin)	1.83	2.13	2.30	2.33	2.33	2.90	2.00	2.64	3.08

APPENDIX B.

HOUSE-RENTS OF SOME SMALL TYPICAL HOUSES IN MADRAS CITY
(GEORGETOWN AND TRIPPLICANE).

	1890-1894.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.
GEORGETOWN.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Fifth or Kachiarayan Division.									
Lowest typical house	96	120	120	120	156	156	156	156	156
Next higher type	150	300	300	324	324	324	324	324	324
Next higher type (3 houses)	216	326	336	480	480	480	480	480	480
Do.	216	384	384	384	384	384	384	384	384
Do.	216	312	312	360	360	360	360	360	360
Seventh or Seven Wells Division.									
Lowest type	108	120	120	120	168	168	168	168	168
Next higher type	120	180	180	180	180	180	180	180	180
Do.	126	180	180	216	216	216	216	216	216
Eighth or Threedigan Basin Division.									
Lowest type (2 houses)	120	180	180	180	204	204	204	204	204
Next higher type	120	144	144	240	240	240	240	240	240
Do.	144	168	240	240	240	240	240	240	240
Ninth or Park Town Division.									
Lowest type	72	84	84	144	144	144	144	144	144
Next higher type	108	132	132	180	180	180	180	180	180
Next higher type (2 houses)	120	120	120	240	240	240	240	240	240
Do.	130	216	216	216	216	216	216	216	216
TRIPPLICANE.									
Eighteenth or Triplicane Division.									
Lowest type	100	156	156	156	156	156	156	156	156
Next higher type	103	180	180	180	180	180	180	180	180
Do.	188	312	468	468	468	468	468	468	468

CHAPTER III.

The question of provision for the recruitment of graduates at a higher initial salary for an Upper Division and the appropriate initial salary.

A.—CLERICAL ESTABLISHMENTS.

24. The offices in which clerical establishments were first divided in this Presidency into two branches, the Upper and Lower, were those of the Chief Engineer and Secretary to Government, Public Works Department and the Chief Engineer for Irrigation. Mr. F. J. Wilson, Chief Engineer, Public Works Department, submitted some proposals to Government in September 1908 the object of which was to improve the working of the offices in question; Mr. Wilson's idea was that, for the Lower division which was to perform mechanical and routine duties, non-pensionable men should be employed. Government, while approving the division of clerical establishments into Upper and Lower divisions, rejected the latter proposal to introduce a class of non-pensionable clerical subordinates in the offices. In 1914, Government found that the practice in the above two offices was not to keep distinct the two sections, Upper and Lower, by prescribing different qualifications and recruiting separately for each section; and the Government therefore directed that the distinction of 'Upper' and 'Lower' division should be abolished for these offices and that the whole clerical establishment should be viewed as one for purposes of recruitment and promotion. In September 1918, this decision was modified in so far as the Public Works Department (General) Secretariat was concerned, but not as regards the Irrigation Branch.

25. In the other Secretariats the arrangement in question was first introduced in 1910. Sir William Meyer, at whose instance the reform was introduced, made the following remarks:—

"In the new organization, I have adopted the separation of clerks into an Upper and Lower division, a separation which has recently been made in the Government of India in their Secretariat, which has been made here in the Public Works Department office, and which has been approved in principle by Government for the offices in Madras. The Upper division clerks will be men required for duties involving real brain work; the Lower division will consist of clerks whose work is of a more mechanical and routine character such as despatching, fair-copying, issuing and so forth. For the clerkships in the Upper division, I should insist, as we do now, ordinarily on a first-class B.A. degree, with preference of course to Honours men, in the case of Brahmans. In the case of Sudra Hindus, a second-class B.A. might be admitted if he seems to be a really superior man, and it is not possible to get an adequate complement of first-class or Honours men. For Muhammadans, Eurasians and Europeans, I would ordinarily require a B.A. degree of some sort.

"For the Lower division, the test should be the Matriculation, and hereafter the school-leaving certificate and men of the Lower division should ordinarily stop there. It happens every now and then, however, that a man of this class so improves himself, and becomes of such value to the State, that he deserves to rise into the first division, and in special cases therefore—but they should be very special—I would not preclude the promotion of a Lower division man to the Upper. At the outset too, some of our existing B.A. clerks will be classed in lower division, and these may get promotion to the higher if competent."

The Local and Municipal Secretariat and the Chief Secretariat accordingly recruited clerks for the two sections on a different basis; the Revenue Secretariat did not give effect to the change until 1912 when they found that the other Secretariats, as a result of offering Rs. 40 initial pay (minimum of Upper division) to graduates, were recruiting first-class and second-class B.As. while the Revenue Secretariat which offered only Rs. 30 as starting pay for all kinds of clerks could not obtain any but third-class B.As. The Revenue Secretariat establishment was accordingly remodelled in 1912 on the lines of the other Secretariats. The Home Secretariat which was newly formed in 1916 followed the division of clerical establishments in force in the other offices.

26. The following compares the prospects of promotion of the Upper and Lower division clerks in the Civil and Public Works Department Secretariats:—

	Upper division.		Lower division.	
	Minimum.	Maximum.	Minimum.	Maximum.
Chief Secretariat	Rs. 40	Rs. 120 with prospects of promotion as Superintendent Rs. 150-350.	Rs. 25	Rs. 80
Revenue Secretariat	40	Do.	30	60
Local and Municipal Secretariat	40	Do.	30	60
Home Secretariat	40	Do.	25	60
Public Works Secretariat	40	Do.	30	60

27. *Board's Offices.*—Schemes for the constitution of an Upper and Lower division in the Land Revenue (including Forest) section and Settlement section of these offices which were formulated by the Board of Revenue were approved by Government in December 1913. The chief reasons adduced by the Board for making the division were, the difficulty found in obtaining suitable clerks at the then initial pay, the block in promotion due to a large number of graduates on low pay and the smallness of the number of posts on Rs. 50 and above which threatened to impair the efficiency of the office, and the necessity to ensure promotion to deserving men in lower grades and to attract intelligent educated men to the service. In February 1916, the establishment in the Court of Wards section of the Board's office was also remodelled on the same lines. The prospects of these men are as under:—

	Upper division.		Lower division.	
	Minimum.	Maximum.	Minimum.	Maximum.
Board of Revenue (Land Revenue)	Rs. 35	Rs. 200 with Assistant's posts on Rs. 300 and 600.	Rs. 25	Rs. 50
Board of Revenue (Revenue Settlement)	35	125 with Superintendent's and Assistant's posts also on Rs. 150-400.	20	35
Court of Wards Branch	35	125 with a Manager's post on Rs. 300-400.	20	50

28. The arrangement which has been in force in the Chief Secretariat for nine years is said to have worked satisfactorily. It has been proposed in connexion with Mr. Tottenham's report to do away with the Lower division clerk.

Revenue Secretariat.—Until March 1918 both graduates and under-graduates were taken in indiscriminately for vacancies in the office on a minimum pay of Rs. 30 and on the understanding that under-graduates would not rise above Rs. 50; and graduates were then employed in both divisions. From March 1918, the distinction between the two divisions in the matter of recruitment is being strictly followed. While, under the present system, there is continuity of personnel in the Lower division and consequently less dislocation of work therein, the Revenue Secretariat authorities consider that there is no provision for Upper division clerks being given a thorough grounding in office routine, before they are put on to drafting work; this they consider to be a disadvantage.

Local and Municipal Secretariat.—The Local and Municipal Department refer also to the difficulty experienced in the Revenue Secretariat and lay considerable stress on the disadvantages of an Upper division clerk not having had previous training in the routine work of the office. The system, however, is said to be economical.

So far as lower division clerks are concerned, the Local and Municipal Secretariat authorities say that they do not obtain good men and that the calibre of the S.S.L.C. men now forthcoming is so disappointing that they would prefer to go back to the old system of recruiting only graduates.

Home Secretariat.—The system is said so far to have worked well; but at the same time it is said that there is discontent in the lower division owing to their inability to rise beyond Rs. 60.

Public Works Secretariat.—No direct recruitment to the upper division has yet been made owing to the existence of a large number of graduates in the lower division who are being gradually absorbed in the upper division.

29. *Board of Revenue (Land Revenue, etc., Department).*—Effect has not yet been given to the division sanctioned in December 1913 of starting graduates as upper division clerks on Rs. 35 owing to there being graduates (already entertained) in the office on lower pay. Mr. Pate, the Land Revenue Secretary, says, however, "to this extent I have recognized in recent times the division of the establishment into two sections that I have generally (of necessity) started graduates on Rs. 30 or 35. The S.S.L.C. man who comes in on Rs. 25 cannot expect to go far. To enable me to do this, however, the division into an upper and lower section is not necessary; the division has practically no meaning and, I think, might as well be abolished. With a reduction of routine clerks, consequent on Mr. Tottenham's scheme, the division will be less necessary than ever."

Board of Revenue (Revenue Settlement).—The upper and lower divisions have not been carried out in actual practice; and work is assigned to any clerk according to exigencies of the office irrespective of whether he is in the upper or lower division. The division has been ignored and it exists only on paper—a result due to a higher maximum pay than Rs. 35 not having been sanctioned to lower division clerks.

B.—UPPER AND LOWER DIVISIONS IN DISTRICT REVENUE ESTABLISHMENT.

30. G.O. No. 582, Revenue, dated 11th March 1911 (which has been placed on the Editors' Table), states the reasons for which Government decided in 1911 to introduce the scheme of division of Revenue establishments into two sections, upper (with a minimum pay of Rs. 35) and lower, with separate recruitment for each—a reform which had been advocated by the Decentralization Commission in paragraph 600 of its report. In February 1912 the Hon'ble Mr. M. Ramachandra Rao moved a resolution in the Legislative Council that the dividing line should be taken at Rs. 70 instead of Rs. 35, that recruitment for the upper service should provide for a moiety of annual vacancies of appointments of Rs. 70 and upwards being filled up by a combined system of nomination and competition, the remaining half being reserved for promotion from the lower service and by nomination by Government, if necessary. The resolution was not carried.

31. Meanwhile representations were made to Government by several Collectors in regard to the restriction imposed by paragraph 7 of the order issued in March 1911; it was pointed out that considerable difficulty was being experienced in recruiting candidates for the 'lower division' as, under the Government Order, only those who had been already in service prior to March 1911 could be promoted to three-fourths of the vacancies in upper grades while persons entertained in service as ordinary clerks after that date could not rise above Rs. 30 and qualified persons were not therefore willing to start their career as lower division clerks. The Hon'ble Mr. Subbarayulu Reddiyar brought forward a resolution in the Legislative Council in April 1913 for raising to Rs. 70 the dividing line between the upper division and lower division; his object was to improve thereby the prospects of the lower division. This resolution was not carried. But Government issued orders in October 1913 withdrawing paragraph 7 of the Government Order of March 1911 and the effect of this was to permit a free flow of promotion from the lower to the upper division and practically an abolition of the difference between the upper and lower divisions.

32. The Government at the same time invited the opinion of the Board of Revenue on a scheme prepared in the Secretariat, the object of which was to throw open to the lower division a good number of higher paid posts up to Rs. 125 in order

to improve its prospects, but to impose a rigid division between the upper and lower divisions of the Revenue Department; the reply which was received in 1914 showed that a majority of the Collectors consulted and the Board of Revenue itself were against any scheme of rigid division. The Board held the view that the lower division man should have as good a chance of rising to any posts as the probationer, save for the start on higher salary which the latter gets. The Government thereupon abandoned their original scheme; and after considering other alternative proposals made by the Board, such as an increase in the number of Revenue probationers, etc., at last came to the conclusion that a few appointments should be filled annually by Government by direct recruitment to the grade of Deputy Tahsildar. The number of vacancies to be thus filled is fixed from year to year, the average over a term of years will be probably about six.

33. Further modifications have also been made which alter in material respects the scheme of division of the Revenue subordinate establishment introduced in 1911. They are—

(a) a pay of Rs. 40 has been adopted for Revenue probationers instead of Rs. 35 fixed in 1911; and Rs. 40 is now the nominal dividing line between the two divisions;

(b) for the appointment of the two Revenue probationers sanctioned for each district in order to enable recruitment to the upper division, the *graduate* qualification prescribed in 1911 has been abolished (February 1919).

34. The existing position in respect of the division of Revenue establishments into two sections is this: that the distinction between an upper and a lower division has no effective existence. The original intention of the orders of 1911 was to safeguard the prospects of men already in service on that date, and *thereafter* to restrict *all* recruitment to the upper division by graduates; the Government Order issued in October 1913 virtually abolished the division of the service into upper and lower. The existing nominal differentiation of the service into two branches serves no practical purpose save that it enables Collectors to fill a fixed proportion of Revenue Inspectors' posts on Rs. 40 by direct recruitment of men *who need not be graduates*, instead of by promotion of subordinates in lower grades.

35. It will be seen that the measures taken and in some respects modified or abandoned had ostensibly two different objects. One was the constitution of an upper and lower division amongst clerical establishments and the other was the improvement in the recruitment of the subordinate executive staff. On the latter question the Salaries Committee has not been asked to report; but the Committee cannot omit to take into consideration the fact that a large proportion of the subordinate executive staff is in some important departments of the public service recruited from the clerical ranks. So long as this system of recruitment continues, it appears to the Committee necessary that in those departments men of higher educational qualifications, than would suffice for a mere clerkship, should continue to be recruited, and to attract such men that a higher minimum salary than Rs. 30 per mensem will be necessary. This might not be the case if a system of direct recruitment to the subordinate executive staff were generally introduced. The Committee, however, cannot recommend this solution of the difficulty. Not only would such a system be much more expensive than the present plan of selection from the clerical grades, but it also appears to the Committee that in almost every department it is possible to limit the executive staff to its present strength only because of the comparatively high standard of the clerical personnel recruited under the present system. This standard could not be maintained, were the prospects of recruits limited to a clerical career. Even as regards purely clerical service the Committee considers that the ideas underlying the differentiation of such service into higher and lower branches or divisions with a separate standard of recruitment and scale of salary are inapplicable in the social and economic conditions of this Presidency. The Committee, therefore, does not recommend the division of clerical establishment into upper and lower divisions. It considers that any clerk should have the chance of promotion according to his proved merits. It recognizes, however, that in those departments (particularly the Revenue Department) where the clerical staff is the main field of recruitment for the

executive service in the lower grades there should be provision for introducing into the clerical staff men with better educational qualifications than those likely to accept service on Rs. 30 per mensem. The Committee is, however, averse to defining those better qualifications as the possession of a University degree. It agrees with the Calcutta University Commission in their view that University degrees should not be prescribed as a standard or passport for the purpose of entry into Government service. It considers that a Civil Service Commission or some similar Government organisation should determine who are the possessors of the needed superior qualifications and what their initial salary should be in the case of each department. Pending the organization of such an agency the Committee would prefer that the power of Heads of Departments to make first appointments to clerical posts above Rs. 30 per mensem should remain unfettered as it now is so far as the Committee has been able to ascertain.

CHAPTER IV.

The adequacy of the pay of elementary school teachers and of the rates of stipends granted to the several classes of teachers while under training.

36. Rule 82 of the Madras Educational rules recommends the following scale of salaries for adoption in elementary schools under public management, where funds permit:—

	Rs.
1 teacher	8
2 teachers	10, 8
3 "	12, 10, 8
4 "	15, 12, 10, 8
5 "	20, 15, 12, 10, 8
6 "	25, 20, 15, 12, 10, 8
7 "	30, 25, 20, 15, 12, 10, 8
8 "	40, 30, 25, 20, 15, 12, 10, 8

The minimum of Rs. 8* referred to here, applies only to untrained teachers at present; and the above scale refers to cases where each standard consists of one section only; if extra teachers are to be employed on account of the division into sections of any of these standards, the post or posts carry a salary ranging from Rs. 35, 30, 25, etc., down to Rs. 8 according to the standard divided.

37. For all trained and approved teachers the minimum pay has been raised from Rs. 8 to a higher amount at successive intervals as follows:—

(a) In 1912 the minimum monthly pay was raised to Rs. 10 in respect of all trained teachers and approved teachers in schools under public management.

(b) With effect from 1st March 1917, this minimum was further revised as follows:—

	Rs.
Trained teachers in boys' schools	11
Trained women teachers in girls' schools	12

(c) With effect from the 1st April 1919, a further modification has been made, viz., the minimum pay of trained teachers in elementary schools for boys and women teachers in elementary schools for girls under public management has been raised to Rs. 12 and Rs. 13 per mensem respectively.

38. So far as elementary schools under the management of local bodies are concerned Government have always sanctioned to them subsidies in the past to enable them to raise the pay to the scale sanctioned for Government institutions. Some local bodies, in addition to this pay, grant to the teachers concerned grain compensation allowance and some do not, the matter being left entirely to their discretion.

In elementary schools under Government management, the teachers get at present, in addition to their pay, the temporary war allowance of Rs. 6 per mensem.

A further source of income, recognized by the educational rules, is the capitation allowance given in each year, on calculations made on the basis of the average daily attendance of the school—vide rule 83 of Madras Educational Rules. The average amount of this is estimated at Rs. 2 per mensem. Rule 84 of the Madras Educational Rules also permits the appropriation, by headmasters of some elementary schools containing low classes, of the fees levied from pupils. It has been decided, the Committee understands, to abolish both these sources of additional income, and to increase instead the salaries. Proposals for carrying this decision into effect have been called for from the Director of Public Instruction. It is not possible for the Committee to say what increases will be made under this head.

* Note.—Some local bodies which experience difficulty in getting men on Rs. 8, have been permitted to give Rs. 10 to untrained teachers.

39. The Committee is of opinion that Rs. 12 per mensem plus war allowance (Rs. 6) and capitation allowance (about Rs. 2) is wholly insufficient remuneration for a fully qualified teacher in an elementary school. It considers that the elementary school teacher should be a person whose influence should count in the village and who should not be an object of charity in the eyes of the villagers. It accordingly recommends that Rs. 30 per mensem be recognised as the minimum pay of a fully qualified teacher in an elementary school, war allowance and capitation allowance being withdrawn.

40. The Director of Public Instruction has suggested to the Committee a minimum pay of Rs. 25 for a lower trained elementary teacher and Rs. 30 for a higher trained elementary teacher. The Committee observes that under the Educational rules persons who have not reached the third form are accepted for training as a teacher of the lower elementary grade. In practice, the Committee understands that persons who have passed only the fifth standard are admitted for training in the lower elementary grade. It considers that this is too low a qualification and that all elementary school teachers should in time be men qualified by the higher elementary grade training and it is to such men that it intends the minimum of Rs. 30 per mensem to apply.

The Committee recommends that assistance should be given to local bodies from Provincial revenues to enable them to raise the standard of qualification and salaries of these teachers to those recommended as soon as practicable.

Meanwhile as regards existing teachers the Committee understands that these men in some cases do not get war allowances or get less than the general rate of Rs. 6. The Committee recommends that the rate of Rs. 6 should be granted to all and local bodies should receive provincial subsidies to enable this to be done.

41. As regards stipends to teachers under training the existing rates of stipends which are provided for in the Madras Educational Rules as payable to stipendiaries in training institutions under public management are:—

Ordinary rates.—The ordinary rates of provincial stipends per mensem in the several departments are:—

	RS.	A.	P.
Collegiate department	...	...	...
Secondary department	15	0	0
Elementary department	12	0	0
	8	8	0

Special rates.—Special rates subject to the maxima specified below, may be sanctioned in the following cases by the Principals of the Training Colleges and Inspectors or Inspectresses of Schools:—

<i>Collegiate Department.</i>		RS.	A.	P.
Masters of Arts	...	20	0	0
Europeans and Anglo-Indians—	...	...	...	...
(Masters)	...	35	0	0
(Mistresses)	...	25	0	0
Muhammadans	...	20	0	0
Hindu Mistresses	...	20	0	0
Panchamas	...	20	0	0
<i>Secondary Department.</i>		RS.	A.	P.
Europeans and Anglo-Indians (Masters)	...	30	0	0
do. (Mistresses)	...	20	0	0
Hindu and Muhammadan Mistresses	...	14	0	0
<i>Elementary Department.</i>		RS.	A.	P.
Higher elementary stipendiaries	...	10	8	0
Europeans and Anglo-Indians (Masters)	...	25	0	0
do. (Mistresses)	...	15	0	0
Muhammadans	...	10	8	0
Hindu Mistresses	...	10	8	0
Panchamas	...	9	8	0
Teachers in the Agency tracts	...	10	0	0

A guardian allowance not exceeding Rs. 5 per mensem may be given to caste Hindu women and Muhammadan women who do not permanently reside in the town where the school, in which they are being trained, is situated.

42. The stipendiary students are not eligible for grain compensation allowance or war allowance as they are not whole-time servants of Government; grain compensation allowance which was actually being drawn till 1914 by some students on low stipends was abolished in that year and their stipends were raised permanently by a corresponding amount.

43. In the case of teachers employed in schools under public management who are selected to undergo training, the question as to what salary and travelling allowance should be drawn by them whilst under training, is a matter which according to the educational rules has to be decided by the Director of Public Instruction or local body concerned.

44. The complaints of inadequacy that have been made against the above scales of stipends all proceed on the assumption that the stipend is not merely a grant in aid of expenses but is a salary intended to cover the whole cost of living not only of the stipendiary but also of his wife and children if he has any. The Committee cannot endorse this view. It considers that, if the salaries of trained teachers are fixed at adequate rates such as those recommended above in the case of qualified elementary teachers, the present scale of stipends may be sufficient for its legitimate purpose and need only be increased where experience shows such increase to be necessary in order to attract the desired class of student. The Committee understands that this is the case with regard to women.

CHAPTER V.

Whether Shorthand writing and Typewriting should be provided for by special appointments or by giving allowances to all clerks who qualify.

45. *Typewriting.*—The existing arrangement in regard to typewriting in public offices is the following. In a very large number of offices Government have sanctioned, as part of the establishment of those offices, appointments of typists on definite scales of pay; and to all these offices typewriting machines are supplied by the Superintendent of Stationery. The qualifications required for appointment as typist are that the candidates in question should have passed only the technical examination in typewriting; and in view of the mechanical nature of their duties the general educational qualifications prescribed for appointment to a clerkship are not applied to typists' posts.

46. *Pay of typists.*—The scale at present in force is as follows:—

Elementary grade	Rs. 20—1—25
Intermediate grade	25—1—30
Advanced grade	30—1—50

This rate was fixed only in 1918 as a result of the examination of the question then made with reference to memorials received from typists in several offices for increased pay on the ground of the enhanced cost of living. Inquiries made as to the rates of pay allowed to typists in private firms in Madras for corresponding work showed that, while there was no case for raising the initial pay of Rs. 20 given to typists in public offices, the maximum then allowed in these offices (Rs. 35) compared unfavourably with the amounts given in large business concerns. The Government therefore modified the scales of pay so as to allow a maximum of Rs. 50.

47. In offices where the typing work to be done is not voluminous or of important nature, Government have laid down some restrictions which limit the maximum emoluments drawable by holders of typists' posts in such offices, e.g., it has been ruled in some offices that qualifications higher than the Elementary grade, or Intermediate grade, are not essential for typists; and the effect of this is to reduce the maximum pay of the typist to Rs. 25 (if of Elementary grade), or Rs. 30 (if of Intermediate grade). To illustrate by an example, typists in Collectors' offices can rise up to Rs. 50; and the budget provides for their scale of pay at Rs. 20—1—50. In Revenue Divisional Offices, District Police Offices, Elementary qualifications have been considered sufficient and the pay budgeted for them is only Rs. 20—1—25.

48. Some heads of departments, viz., High Court, Secretaries to Government, Board of Revenue, have been vested with the power,

- (i) to sanction the first supply of a typewriter for each sanctioned post of typist in their offices and in courts and offices subordinate to them,
- (ii) in respect of any such office or court, where no sanctioned post of typist exists or where the number of sanctioned posts of typists is regarded as inadequate for the amount of typewriting to be done, to sanction the first supply of typewriters to clerks who have passed the typewriting test.

The effect of this delegation is that some offices, the sanctioned scale of which does not include a typist's post, e.g., a District Munsif's Court, a Taluk Office, could, under the orders of the High Court or the Board, be supplied with a typewriting machine, if one of the ordinary clerks in the offices in question had passed the typewriting examination. That is, in these offices typing work is done at no extra cost to Government except the initial outlay involved in the supply of the machine. Some District Munsifs' Courts seem to have been supplied with typewriting machines on these conditions.

49. *Shorthand.*—In regard to shorthand writing the existing arrangements now in force may be broadly classified in the following three groups:—

(a) *Offices wherein appointments of shorthand writers on specific rates of pay have been sanctioned.*—In this group fall the officers of the High Court, the appointments of steno-typists for Members of the Executive Council, etc.—

High Court	Scale of establishment for Shorthand.
Members of the Executive Council	5 (90—6—120)
	2 (70—4—90)
	4 Steno-typists on Rs. 80—5—180.

Recently the pay of the shorthand writers in the High Court has been altered into a uniform scale of Rs. 90—10—180; and in the Secretariat, besides the permanent steno-typists for the Members of Council, a temporary post has been created for which the pay was fixed at Rs. 80 in October last and very soon after raised to Rs. 120.

(b) *Offices wherein specific rates of allowances for shorthand work have been sanctioned, which may be drawn by clerks or typists.*—A list of these allowances which are treated as 'remunerative' or 'duty' allowances is given in the Madras Supplement to the Civil Service Regulations; this list together with the list of local allowances brought up to date is printed as an annexure to Chapter XII of this Report. It will be seen therefrom that many offices have such allowances attached to them; and the more important of these are mentioned below:—

- (i) Nineteen Collectors' offices .. Allowances of Rs. 10 per mensem each, which are drawn by clerks or typists.
- (ii) Board of Revenue Five allowances of Rs. 10 per mensem each drawn by clerks or typists.
- (iii) District and Sessions Courts .. An allowance, varying from Rs. 15 to Rs. 30 or Rs. 40, according as the shorthand writer is Elementary, Intermediate, or Advanced grade, has been sanctioned for all District Courts.

Other offices wherein such allowances are given are, the office of the Resident in Travancore and Cochin, the Chief Conservator of Forests, the Inspector-General for Registration, the Director of Public Instruction, the Director of Agriculture, one Deputy Director of Agriculture, the Lord Bishop of Madras, some Law officers at Madras and the Small Cause Court, Madras; the allowance generally is Rs. 10 per mensem and in a few cases it is more.

(c) *Offices getting lump allowances for shorthand work.*—The Secretariat offices fall in this category and the arrangement prevailing here is more elastic than the previous two cases above. A lump sum of Rs. 80 per mensem is placed at the disposal of each of the Secretaries to Government to be expended by them in the form of shorthand allowances to such number and amount as they may deem fit. The only restriction imposed on expenditure out of this lump grant is that the monthly allotment of Rs. 80 for each Secretary should not be exceeded.

50. There are still a number of important offices where employment of shorthand writers has not been asked for or sanctioned by Government, e.g., some Collectorates.

In recent years on the suggestion of the Hon'ble Mr. Justice Phillips, I.C.S., shorthand writers have been employed in Civil Courts to take down judgments. In 1915 Government approved of the experiment being made in all Sub-Judges' Courts and 12 selected District Munsifs' Courts; no extra establishments were sanctioned for this purpose, but an allowance was given for each of the courts of Rs. 15 or Rs. 20 per mensem according as the shorthand clerk was of the Elementary grade or of higher qualifications and it could be held by any clerk on the establishment of the court in question. In March 1919, the High Court reported that the general results of the scheme were very satisfactory and they asked for sanction to extend that system to all permanent District Munsifs of the first and second grades. This was approved by Government in April last. Recently the High Court have intimated in another connexion, that after careful consideration they have come to the conclusion that the results of empowering Sub-Judges to dictate judgments in open court to shorthand writers have fully vindicated the experiment and that the arrangement should be made permanent. As to Munsifs' Courts, the High Court state that, as the arrangement is personal to the presiding officer of the court, permanent arrangements cannot be made, but that the existing system should continue.

51. The Committee considers that the qualifications of typewriting and shorthand writing stand on a different footing. In regard to typewriting the Committee considers that the time has come when typewriting should be held to form part of the

ordinary qualifications of a clerk. It need not be prescribed as a necessary qualification for first appointment; but every clerk, or as many of the junior clerks in an office as the head of the office may think necessary, should be required to learn to typewrite as a condition of his retention in the public service. Facilities should be given to clerks to learn it by the provision of machines at Government expense. No extra pay should be given because a clerk learns to typewrite or has to do type-writing.

52. Shorthand writing on the other hand is an art requiring greater skill and practice than typewriting and special aptitude is necessary to make a good shorthand writer. The Committee considers that in offices, where good shorthand writers are required, men should be specially recruited and paid special salaries. As a general standard the Committee would suggest a rate of Rs. 70—10—150. Where, however, the grant of extra allowances has been found a sufficient inducement to get clerks to learn enough of shorthand for the purpose of taking down dictated judgments and occasional work such as in mufassal courts and Collectors' offices, the Committee would not disturb that arrangement.

CHAPTER VI.

Whether in view of the very high rate of house-rent now required to be paid in the Presidency town and in certain district headquarters such as Madura, it is necessary to provide peons and clerks with quarters at Government expense or to grant them special allowances to meet house-rent or to make liberal advances on a co-operative basis for the purpose of building houses on suitable free sites.

53. The Committee is asked to formulate recommendations in regard to the policy to be followed by Government in regard to the housing of their peons and clerks at the Presidency town and district headquarters only. It will, however, serve to explain the conditions of the problem and the conclusions of the Committee if the action taken in this matter of housing accommodation in the past in different localities in this Presidency is briefly reviewed.

54. The papers show that, in some departments, quarters have been provided rent free or at concession rates of rent for clerks and menials, the reason for the concession in such cases being that public interests are served by the subordinates in question living in Government quarters specially provided for them within or near the premises of the institutions concerned. The following cases fall in this category:—

AGRICULTURAL DEPARTMENT.

(1) *District Agricultural Farms.*—Clerks and menials employed at the several Agricultural stations in the Presidency have been exempted from payment of rent for quarters provided for them; the provision of such quarters is in the interests of farm work.

(2) *Agricultural College, Coimbatore.*—Quarters have been provided on the premises of the College for the subordinate executive staff attached to the Agricultural College and Research Institute including the clerical and menial establishments. As these persons are made to live near the College in public interests, concessions have been granted to them in the matter of rent, viz., Manager and Assistant Managers of the Central farm and others on salaries of Rs. 50 and less occupy rent-free quarters; 5 per cent rent is charged on persons on salaries from Rs. 50 to Rs. 100. Usual rent is charged on the other subordinates.

FOREST DEPARTMENT.

(3) Quarters to accommodate nearly forty menials and five clerks of the Forest College have been built in the College estate; the town was considered to be inconveniently far away and plague-infected for six months in the year.

SALT DEPARTMENT.

(4) *Clerks of Factory circles* are provided with free quarters so that their services may be available at all times. The clerks and menials of the office of the Assistant Commissioner, Chingleput subdivision, have also been provided with free quarters, as well as petty officers and peons at factories and fish-curing yards and those employed on patrol duty on the frontiers of Cochin, Pondicherry and like places.

(Clerks of the Madras Depot circle have not been provided with quarters, owing to want of a suitable site; they have, however, been required to live within a certain distance of the depot, and are given a house-rent allowance of 20 per cent of pay or actual house-rent paid whichever is less.)

JAIL DEPARTMENT.

(5) *Assistant Jailors* (these are clerks) and warders in all jails except Madras have been provided with rent-free quarters. Their living in houses located near the jail is found to be conducive to the efficiency of their work.

(In Madras where a suitable site for building quarters has not yet been selected, the Assistant Jailors have been granted instead a house-rent allowance of Rs. 5 per mensem each; a large number of warders have also been granted house-rent allowance subject to the condition that they live close to the jail.)

POLITICAL DEPARTMENT.

(6) Some clerks and menials attached to the Resident in Travancore and Cochin have been permitted to occupy rent-free the subsidiary buildings of the Residences.

POLICE DEPARTMENT.

(7) Some members on the clerical staff of the Special Branch, Criminal Investigation Department, occupy rent-free houses, a concession allowed to them because it is found necessary that they should live near to the office.

(8) Menial establishments of the Police Training and Central Recruits' Schools at Vellore, etc., and hospitals attached thereto: their services are such that they are required to live near the school premises. They are provided with rent-free quarters.

OTHER DEPARTMENTS.

(9) All the superior and subordinate staff living in buildings constructed within or adjoining Government House compounds—allowed rent-free occupation.

(10) Lascars in charge of the Saluting Battery, Ootacamund, occupy rent-free quarters.

(11) Watchmen employed for watching the inspection bungalows and other Government buildings and compelled to live in the sheds provided for them in the same compound and irrigation and navigation establishments of the Public Works Department on pay of Rs. 20 and less—rent-free occupation allowed.

(12) Some attendants at the Lunatic Asylum, Madras.

55. *Presidency Town and District Headquarter stations.*—Other cases where Government have agreed to provide quarters for the clerical and menial staff at Madras and district headquarter stations, are considering such provision, or have declined to undertake such a building programme are the following:—

(a) *Madras.*—The Government have under consideration a proposal to house free of rent the menial establishment of peons, attenders, muchis, etc. (these number approximately about 1,800 men) employed in the several offices of the Presidency town. The selection of a suitable site sufficient to accommodate quarters for about 1,000 of these menials has been referred to a committee. The question of building quarters for the employees of the Government Press has also been referred to the committee appointed to consider the question of sites for public offices in Madras.

(b) *Ootacamund.*—The following have been provided with quarters:—

(i) The office establishment of the Collector of the Nilgiris.

(ii) The office establishment of the Inspector-General of Prisons—except a few in the higher grades.

(iii) The office establishment of the District Superintendent of Police.

(iv) The establishment of the District Forest Officer.

(v) The establishment of the Deputy Tahsildar.

(vi) Secretariat establishments and Government Press employees who accompany Government to the hills annually.

In 1913 the Government declined to sanction the construction of quarters for the establishment of the Sub-Court at Ootacamund for the reason that they had already spent much money in this direction and that the buildings so far constructed by Government ought to have relieved considerably the pressure in regard to housing accommodation at that station. Government first also declined on similar grounds to sanction a proposal of the Inspector-General of Registration to construct quarters for the Sub-Registrar at Ootacamund and his establishment: but he recently addressed Government representing that the housing difficulty continued as acute as ever and the Government have approved of quarters being constructed for the Sub-Registrar and his establishment of two clerks and two peons.

(c) *Madura.*—Quarters were constructed at this station for 20 clerks of the Madura Collectorate; and the usual rent was levied from them; the Collector of Madura reported, however, in 1915, that the clerks of his office did not require these quarters owing to the distance of the quarters from the Collector's office; their occupation by other clerks has been permitted and usual rent is levied.

(d) *Anantapur.*—The construction of quarters for low-paid clerks in Anantapur was urged in 1914 on the ground that the town was very insanitary and that there was no prospect of new extensions to the town owing to lack of private enterprise. Government, however, on grounds of financial stringency, postponed consideration of the question in 1915.

56. *Other stations.*—The following list enumerates the places other than district headquarters, where quarters for clerical and menial establishments are now in existence or have been sanctioned by Government:—

KURNOOL DISTRICT.

(i) *Dhona.*—Quarters for almost all Revenue subordinates have been constructed. A concession rate of rent of As. 8 each is levied from peons.

(ii) *Nandyal.*—The construction of quarters for Revenue establishments was sanctioned long ago owing to the unhealthiness of the town and failure of native enterprise to provide houses on healthier sites. The quarters have not been built yet. The Collector states that land has been acquired for the purpose.

SALEM DISTRICT.

(iii) *Harur and Yercaud.*—Quarters have been provided for the whole establishment living at these stations. At Yercaud the rent charged is 5 per cent on salary.

(iv) *Mechecheri.*—Quarters have been sanctioned for the establishment of the Sub-Registrar at this station which is a small village with insufficient housing accommodation. Detailed estimates were approved in October 1918.

ANANTAPUR DISTRICT.

(v) *Dharmavaram.*—The taluk Sarishtadar and the Tahsildar at this place have been provided with Government quarters.

BELLARY DISTRICT.

(vi) *Siruguppa.*—Construction of quarters for the taluk staff and other Revenue officials and for the Sub-Registrar and his staff has been approved. The place is so unhealthy as to seriously affect the efficiency of administration, and the provision of Government quarters was held therefore to be an urgent necessity.

MADURA DISTRICT.

(vii) *Kodaikanal.*—Quarters have been provided for the Deputy Tahsildar's clerks and peons and Revenue Inspector and rent is charged at 5 per cent.

NILGIRIS DISTRICT.

(viii) Quarters for most of the Revenue Department clerks and menials have been constructed at *Coonoor*. In Pandalur, Gudalur taluk, the Revenue Inspector and his peons have quarters provided for them; in the case of the peons the rent charged is 5 per cent.

GODAVARI DISTRICT.

(ix) The peons and clerks attached to the Public Works and Revenue Departments at *Venkatapuram* and *Dummagudem* have been provided with quarters. Rent-free occupation has been allowed to those members of the Public Works Department and Revenue Department, whose pay is Rs. 100 or less, serving in the Agency tracts at Dummagudem and Venkatapuram. The concession was extended to Forest subordinates serving in these places in 1919.

(x) Peons of the Revenue Divisional Office, Polavaram, were sanctioned free quarters in 1911; clerks and peons of the Revenue Department in Yellavaram and Chodavaram have been also long in enjoyment of free quarters.

VIZAGAPATAM DISTRICT.

(xi) *Koraput.*—The following subordinates have been provided with free quarters, some rent-free and some at concessional rates:—

(a) The establishment of the District Superintendent of Police including the Manager provided with quarters—rent levied at 5 per cent from the clerks and Manager.

(b) The establishment of the Deputy Tahsildar and Special Assistant Agent is allowed rent-free quarters.

(c) The clerks of the Public Works Department officers at Koraput and peons have been provided with quarters. Peons pay no rent.

(xii) *Narasapatnam.*—The establishment of the Police Subdivisional office, viz., two clerks and one muchi have been provided with quarters. The clerks pay 10 per

cent rent and muchi pays no rent. Quarters were so provided, as this place is a small village with almost all houses occupied by the owners and it was found difficult to find private accommodation for the establishment.

(xiii) *Palkonda*.—The clerical establishment of the Public Works Department, two clerks and four peons having been hard put to it to find accommodation owing to the congestion of the town, they were sanctioned quarters in 1911—5 per cent rent is levied from clerks and peons occupy rent-free.

(xiv) *Vizagapatam Agency*.—To induce the Revenue establishments in the plains freely to accept transfers to Agency tracts, the Government have sanctioned the concession of rent-free quarters. Quarters have not yet been constructed.

MALABAR DISTRICT.

(xv) *Vayittiri*.—Quarters have been sanctioned for the establishment of the Sub-Registrar and Deputy Tahsildar. Wypad is notoriously unhealthy and suitable accommodation is difficult to obtain.

(xvi) *Cochin*.—In this place the clerks of the Deputy Collector's office are granted a house-rent allowance of Rs. 3 per mensem each.

TANJORE DISTRICT.

(xvii) *Tiruvonam*.—This is an insignificant village with fifteen houses where the establishment of the Sub-Registrar found it difficult to get accommodation. Quarters have been sanctioned for the Sub-Registrar and his establishment.

TINNEVELLY DISTRICT.

(xviii) *Koilpatti*.—Proposals for constructing quarters for forty clerks and sixty peons are under consideration in the Public Works Department.

(xix) *Irrigation projects and Public Works divisions*.—Free-quarters are provided for the office and work establishments attached to the Mopad project, provided their pay is Rs. 100 or less. Similar concession has been allowed for the Siddapur project staff and subordinates in the Indravati subdivision and Kalinga subdivision.

AGENCY TRACTS.

(xx) Proposals are now under consideration for providing quarters for all the establishments in the Agency tracts of Ganjam, Vizagapatam and Godavari in cases where they have no accommodation at present constructed at Government cost.

57. The following are instances, where Government considered in the past the provision of quarters for the establishments, and came to the conclusion that the concession was not required:—

(a) *Gopichettipalayam* (Coimbatore district).—On the recommendation of the Collector, the Board of Revenue suggested in 1911 that Government quarters should be built at this place for the establishment of the Revenue Divisional Officer. The Board stated that suitable accommodation could not be found for the subordinates at the station. The Government held that none of the considerations which were held to justify the provision of quarters at other places applied to Gopichettipalayam. In Nandyal quarters were constructed because the town was unhealthy and private enterprise had for many years failed to provide any houses on the healthier site near the railway station. In Dhone, a similar concession was agreed to, because the native town or village was low-lying and unhealthy. In Madura special considerations applied, and the money spent on quarters was regarded as a good investment. At Dharmavaram quarters for some Revenue officials were agreed to because, though the place had been taluk headquarter for a century, no decent houses had been ever built by private enterprise. Gopichettipalayam was held to be not an unhealthy place, nor remote; there was no evidence that private enterprise would not build houses. Coimbatore district was also very different from Kurnool and Anantapur. It was considered that, if quarters were built at Gopichettipalayam, Government would be fairly committed to the policy of building houses everywhere. The proposal was therefore negatived.

(b) *Kovur in Kistna district*.—Owing to the difficulty experienced by clerks of the Revenue Department in finding accommodation, Government sanctioned a house-

rent allowance for six months to the staff. The Board of Revenue recommended in 1914 the continuance of the house-rent allowance, but this was negatived. The Board then represented that it would be necessary to build quarters for ten clerks at least to relieve congestion in the town. The Board, however, subsequently reported in 1915 that construction of quarters by Government was not required at Kovur, as the clerks proposed to make their own arrangements.

(c) *Kaikalur in Kistna district*.—The Board of Revenue represented in 1914 that construction of quarters was necessary for the Taluk establishment at this place, as there was not sufficient accommodation in the town, which had risen into importance recently by its being declared the headquarters of the taluk. The Board was asked to prepare plans and estimates; but in November 1915, it was reported by the Board that circumstances had materially changed and that Government need not therefore build any quarters.

(d) *Coonoor in the Nilgiris district*.—The Inspector-General of Registration represented that difficulty was experienced by the Registration Department subordinates in finding suitable houses. The Government asked Inspector-General in 1918 to renew his proposals after normal financial conditions were restored.

58. An examination of the replies which have been sent by all Collectors to the reference regarding housing accommodation in their districts shows that the housing question presents difficulties at the following headquarter stations:—

DISTRICT HEADQUARTERS.

1. Coimbatore ... Mr. Macqueen states that difficulty in the matter of housing is more acute here than in any other station of the district.
2. Ootacamund ... Mr. Bryant reports that notwithstanding the quarters built by Government for many clerks and menials, the house difficulty exists in a more intensified form than formerly. He recommends that quarters be built for all subordinates and that the 10 per cent rent now charged should be levied on pay only and not on pay plus local allowance. The Inspector-General of Prisons has also separately asked for quarters being built here for his entire office establishment.
3. Vizagapatam ... Accommodation is said to be scarce and too expensive. Mr. MacIver is not in favour of house construction by Government except in the extreme cases where houses do not exist; he prefers local allowance and houses for menials alone.
4. Chattraptr ... Great difficulty is said to be felt by clerks and peons. Provision of quarters is recommended by Mr. Cotterell.
5. Trichinopoly ... Mr. Richards says that a double difficulty is felt here, viz., lack of house accommodation and distance from public offices; and he is in favour of quarters being built either at Government cost or on a co-operative basis as part of a scheme of systematic town-planning.
6. Madura ... The difficulties felt at this place are referred to by the Collectors of Ramanad and Madura (Messrs. Brackenbury and Reilly): house-rents are said to be exorbitant and house accommodation limited, and some offices too far from the town: Mr. Reilly favours the construction of Government quarters.
7. Saidapet and Chingleput ... Mr. Wood says that great difficulty is felt at Saidapet and to a smaller extent at Chingleput.
8. Tinnevely ... Mr. Cox states that great difficulty is felt here as rents are high.
9. Anantapur ... Mr. Raghavayya states that peons at Anantapur require no additional facilities; clerks at this place especially in lower grades pay high house-rents. Instead of constructing quarters at great expense, which Mr. Raghavayya considers will be expensive and involve delay he suggests house rent allowances of 10 per cent of pay to officials on pay up to Rs. 100.

59. So far as Madura and Trichinopoly are concerned, the Chairmen of the municipal councils were asked for information regarding increase in house-rents during the past 30 years. The Chairman, municipal council, Trichinopoly, writes in reply that clerks and menials generally live as co-tenants and often shift from place to place. The rise in the rental on an average since 1890 the Chairman estimates to have been at least cent per cent in the outlying wards such as Tennur, Puthur, Worur, etc., while the rise in the town proper, viz., Fort, he estimates to have been 200 per cent at the least. The Chairman, municipal council, Madura,

quotes figures which show that the rent of typical houses for the quinquennium 1915-1919 is 62 per cent higher than in 1905-1909.

60. As a general rule, the Committee considers that the Government should not undertake to provide houses or quarters for their clerks or menial servants. In the first place Government cannot build as cheaply or adapt its buildings to the needs of various classes of tenants so well as a private person. Next Government has not the organization, and it would be too costly to create one, to be a successful landlord to a large number of small tenants. Government subordinates are of every race, caste, creed and their standards of comfort vary very much. The Committee believes that provision of satisfactory house accommodation for its subordinates on any large or general scale is beyond the power of the Government as well as beyond its province. Lastly Government building must, in the long run, react unfavourably on private enterprise and discourage private builders and contractors. Broadly speaking the Committee would restrict the provision by Government of housing accommodation to cases where circumstances compel such provision and in all other cases would direct Government action towards removing obstacles and difficulties that may impede the full development of private enterprise, whether individual or co-operative. As regards house-rent allowances the Committee considers that, as a general rule, the salaries of clerks and peons should be fixed at rates sufficient to cover normal rates of house-rent and the Committee in arriving at the minimum or starting rates of pay proposed in Chapter II above has made allowance for the general rise in house-rent in Madras and the mufassal. In particular localities, however, where it is established that private or co-operative enterprise in house-building is impeded by removable causes the Committee considers that temporary house-rent allowances may be paid till measures can be taken to remove these causes.

61. The Committee will endeavour to apply these general principles to the circumstances of various localities so far as the Committee has been able to ascertain them.

(1) As regards the cases coming under the category described in paragraph 54 above, namely, where clerks and menials are required in the public interests to live on or very near the premises where they work, the Committee considers that houses or quarters should be provided by Government whether by building, purchase or lease as may be most economical. If the official for whom accommodation is so provided is liable to transfer to another appointment where he will not be so provided, his pay should be fixed on the supposition that he has to pay house-rent and he should be charged house-rent for occupying Government quarters. If he is not likely to be so transferred, no charge for house-rent should be made but the fact that housing is provided should be taken into account in fixing his pay. Concession rates may be allowed where the cost to Government has been abnormally expensive.

(2) The other class of cases where the provision of Government quarters is inevitable is where there is no prospect of private or co-operative enterprise supplying the need in any reasonable period. The Committee considers that this condition may be taken as fulfilled in the case of the Agency tracts generally and in some outlying mufassal stations such as Dhone, Nandyal. In the case of future proposals a local inquiry as to whether private or co-operative enterprise will not operate should be made in each case. The Committee considers that it should be rarely necessary for Government to build at district headquarter stations and doubts whether the extensive provision of quarters at Ootacamund (for establishments resident there all the year round) is not mainly responsible for the disinclination of private enterprise to build the accommodation still required. The Committee recommends that a special inquiry in the direction indicated should be made at Madura, Trichinopoly and Coimbatore with the object of determining and removing the obstacles to private enterprise. Meantime the Collectors of these districts should be requested to prepare a scale of temporary house-rent allowances with due regard to the consideration that a rise in house-rent has been or will be provided for in the general enhancement of salaries which will doubtless be carried out in consequence of the general rise of prices. The information before the Committee does not justify its making a similar recommendation regarding any other district headquarter station.

(3) In the case of Madras City the Committee does not consider that it is necessary to provide Government peons and clerks with quarters at Government expense or to grant them special allowances to meet house-rent, as, in fixing the minimum rate of salary for these classes at Rs. 3 and Rs. 5 respectively more than in the mufassal, allowance has been made for the high rates of rent prevailing in Madras. To meet the existing shortage of house accommodation and consequent high rents, the Committee recommends that Government should encourage the extension of tramways in the suburbs and particularly at the present moment to Saidapet which would inevitably result in the erection of houses along the route and also that Government should liberally support house-building on a co-operative basis by the grant of loans and in exceptional cases by acquiring land under the Land Acquisition Act and making it available for house-building. Similar measures would probably suffice to improve conditions in those mufassal towns where house accommodation is now scarce and unduly expensive.

CHAPTER VII.

Whether any increase in the rates of travelling allowance to Government servants of the classes in question, e.g., clerks, peons and subordinate executive staffs is necessary.

62. The position in respect of the travelling allowance drawn by the classes of officers falling under the scope of the Salaries Committee's inquiry may be briefly summarized as follows:—

I. *Classification of officers.*—(a) Persons who hold appointments the pay or maximum pay of which exceeds Rs. 100 are classed as second class officers.

(b) Other officers in superior service—third class officers.

(c) Inferior servants—fourth class officers.

II. The chief kinds of travelling allowance drawn by these officials are—

Daily allowance.

Mileage allowances for railway journeys.

Mileage allowances for road journeys.

Daily allowances are not ordinarily admissible for any day for travelling on which mileage allowances are drawn.

III. *Daily allowance rates are regulated as follows:—*

(a) For second class officers—4 annas for every Rs. 25 of the pay or maximum pay of the appointment or fraction thereof, subject to a maximum of Rs. 3.

(b) For third class officers—2 annas for every Rs. 12½ of the pay or maximum pay of the appointment or fraction thereof, subject to a minimum of 4 annas.

(c) For fourth class officers—4 annas a day at present.

The rates specified in (a) and (b) have been in force since the eighties of last century. As regards (c) inferior servants, the rates have undergone variation from time to time. From 1883 up to about 1902 it was one anna per day for peons on Rs. 8 and less, and two annas for peons on pay exceeding Rs. 8. Since 1902, peons of various departments under this Government, getting a pay of Rs. 8 or less were admitted, on special representation made to Government, to an enhanced daily allowance of 1½ annas. In August 1907, the Government of India amended the Civil Service Regulations so as to provide a uniform rate of daily allowance of two annas for all peons. Constables were granted a daily allowance of four annas in July 1918; and since March 1919 all inferior servants in the Madras Presidency have been declared eligible for a daily allowance of four annas.

IV. *Mileage for railway journeys.*—(i) Officers of second class—get double second class fare by railway, or double first class on lines where second class accommodation is not provided on any of the trains.

(ii) Officers of third class—double intermediate class; over the railways where there is no intermediate class they get (a) double second class fare, if pay or maximum pay is not less than Rs. 50 and otherwise double third class fare where three classes are provided, (b) if there are only two classes, double the lower class rate.

(iii) Officers of fourth class—these get single railway fare by lowest class plus daily allowance for every day of absence.

V. *Mileage for road journeys.*—Mileage allowances for road journeys are calculated at the following rates:—

Officers of second class	...	...	...	...	4 annas.
Do. third class	...	...	...	...	2 "
Do. fourth class	...	...	...	...	1 anna.

The above rates regarding mileage for railway and road journeys have been in force since the eighties of last century.

VI. Some of the chief exceptions to the rules above mentioned are the following:—

(a) In the Forest Department officers of all classes below the first draw a daily allowance one-third greater than the allowance of their class.

(b) Appendix 25, Civil Service Regulations, lays down special rates of daily allowance for some officers; but there are not many classes of employees falling under the scope of the Salaries Committee's inquiry who come in this list.

(c) In some special localities—details of these will be found on pages 2275 of the Madras Supplement to the Civil Service Regulations—where travel has been recognized to be more costly than in other places increased rates of daily allowance and mileage are in force.

(d) Some classes of officials, details of whom will be found in Appendix to the Civil Service Regulations, have been declared to be ineligible for travelling allowance for ordinary journeys within their respective jurisdiction, or to be eligible for it only under certain conditions or at reduced rates, the assumption in such cases being that pay has been fixed so as to compensate for the cost of ordinary journeys.

(e) In some cases a permanent monthly rate of travelling allowance is given in lieu of all other travelling allowances for journeys within an officer's circle of duty and is drawn all the year round, whether the officer entitled to it is at the time absent from his headquarters or not. The officers included in this category are generally those who have to tour constantly.

(f) In some cases, a permanent conveyance or horse allowance is granted in consideration of a large amount of touring at or within a short distance from headquarters for which travelling allowance would be inadmissible; and the conveyance or horse allowances are drawn throughout the year.

63. From old papers recording the discussion that took place when rates of daily allowance were fixed, the Committee gathers that these rates were not intended to meet the extra cost of living of officials when on tour but only the cost of transport of themselves and their necessary luggage. The rules have been framed on this basis, as mileage is not admissible ordinarily in addition to daily allowance. The Committee considers that, having regard to the high cost of food now prevailing, the travelling allowance rules should make provision to meet the extra cost of living that officials have to incur when travelling as well as the cost of transport. This will be most conveniently done by providing for the payment of daily allowances as well as mileage allowances for journeys whether by road or rail. On the assumption that this will be done subject to the conditions stated below, the Committee proceeds to examine the adequacy of various rates now in force.

64. As regards *daily allowance*, the Board of Revenue has recommended, in view of the increase in cost of living which has affected all classes, that the present rate be increased generally by 50 per cent subject to exceptions in certain cases where for special reasons higher or lower amounts than 50 per cent over existing rate have been suggested. The Board's detailed proposals, in so far as the Salaries Committee is concerned with them, are:—

(a) General rates		Daily allowance.
Second-class officers	...	Six annas for every Rs. 25 of pay, subject to a maximum of Rs. 4-8-0.
Third-class officers	...	Four annas for every Rs. 12-8-0 of pay subject to a minimum of 8 annas and a maximum of Rs. 1-8-0.
Fourth-class officers	...	The rate of four annas for all inferior servants sanctioned in March 1919 to continue.

(b) *Special rates of daily allowance for some officers.*

	Daily allowance.
Tahsildars	The existing batta of Rs. 1 per day for absence from headquarters to be raised to Rs. 2.
Deputy Tahsildars, Sub-Magistrates and Taluk Sarishtadars exercising magisterial powers.	The existing batta of annas 12 per day for absence from headquarters to be raised to Rs. 1-8-0.
Revenue Inspectors	The existing batta of annas 8 per day for absence from headquarters to be raised to Rs. 12.
Assistant Inspectors of Salt, Abkari and Customs Department.	Existing daily allowance of Rs. 3 to be Rs. 4-8-0.
Assistant to the Travelling Inspector of Machines, Madras Presidency.	Existing daily allowance of Rs. 2 to be Rs. 3.

65. The Committee accepts the rates of enhancement proposed by the Board of Revenue, except in the case of fourth-class officers for whom it considers that the daily allowance rate should be raised to 6 annas and except in the case mentioned in paragraph 84. As regards the former case, it is observed that the cost of a meal in an Indian 'hotel' is, according to the report of the Board of Revenue, at present not less than 5 or 6 annas. There are various other classes of subordinate officers who are mentioned in Appendix 25 of the Civil Service Regulations as entitled to special rates of daily batta, e.g.—

	Daily allowance.
Assistant Inspectors, Local Fund Accounts ...	Rs. 2½
Local audit clerks of the Accountant-General's office, Madras.	Annas 8 or annas 12 per day according to pay.
Constables deputed to the Straits Settlements or Ceylon on duty.	Annas 8 or annas 6 per day according to localities.
Instructor in Physical training, European schools in the City of Madras.	Rs. 2½
Supervisors of the Public Works Department.	3
Overseers of the Public Works Department.	1½

The Committee thinks that the 50 per cent rate of general enhancement proposed by the Board of Revenue will adequately meet the requirements of all these officials.

66. For railway journeys, the Committee is of the opinion that the existing rates of mileage are sufficient. The extra fare is a convenient and, on the whole, a fair measure of the extra expense of railway travelling including that of food. In the case of menials, where a single fare only is paid, the Committee observes that batta is also payable. The Committee's view that travelling allowance should cover the extra cost of food as well as the cost of transport requires, however, an amendment of the rule in the Civil Service Regulations which defines a day, for purposes of travelling allowance, to mean 'a calendar day beginning and ending at midnight.' The old definition of the "day" in the Civil Travelling Allowance Code of 1883 was a period of "24 consecutive hours." In 1884 the Government of India remarked that the application of this definition was "found to give rise to inconvenience" and, after consulting several Accountants-General on the subject, they altered the definition as below:—

"Day means a calendar day beginning and ending at midnight; provided that this definition shall not entitle an officer to draw daily allowance for two days if his total absence from headquarters is less than 24 hours."

The proviso at the end of the above definition was amended again in 1895 to its present form on a representation made by the Government of Madras regarding the hardship occasioned by the operation of the above proviso in the case of short journeys performed in less than 24 hours; and as amended, the proviso since 1895 has been as follows:—

"But an absence from headquarters, which does not exceed 24 hours, is reckoned as one day at whatever hours the period begins and ends."

The effect of the rule, as it now stands, may be illustrated by an example. An officer who leaves Madras on the evening of the 1st January, arrives at Coimbatore on the 2nd morning and after staying there on the 2nd and 3rd, leaves that station on the evening of the 3rd for Madras or some other distant place, is not, according to the present rules, entitled to batta for any period of his halt at Coimbatore, notwithstanding the fact that he may have had to defray charges for two days' residence at a hotel. The Committee accordingly recommends that, in cases of halt after railway journeys for which double railway fare is admissible, each complete period of 24 hours from time of arrival should be counted as a day. When only single fare by rail is admissible, each period of 24 hours from the time of commencement of the journey should count as a day.

67. *Mileage for road journeys.*—The Board of Revenue reports that the basis adopted, when the existing rates of mileage were fixed in the eighties, was a cart-hire of 1½ annas per mile; this rate does not, however, hold good now and in many cases as much as 4 annas is said to be the prevailing rate. For the sake of

uniformity, the Board has adopted 3 annas per mile as a reasonable rate of cart-hire and it has determined on this basis the enhanced rates of mileage to be granted to the various classes of officers. The increased rates proposed are—

	Existing rate in annas per mile.	Proposed rate in annas per mile.
For second-class officers ...	4	6
For third-class officers ...	2	3
For fourth-class officers ...	1	2

The Committee would refer to its recommendation in paragraph 63 above that travelling allowances should cover the cost of food as well as of transport. The following are the chief restrictions in existing rules that militate against this principle:—

(i) Mileage for road journeys becomes payable under article 1065 (ii) of the Civil Service Regulations only if the officer travels more than 20 miles by road and in that case no daily allowance in addition is admissible; for journeys of over five miles from or to headquarters and up to 20 miles, the travelling allowance admissible is only the daily allowance.

(ii) If a non-gazetted ministerial or menial officer travels by public or hired conveyance, under the certificate from the head of the office that he was required to do so, then he may be given *actual expenses* within the limit of the mileage rate admissible for his class but no daily allowance in addition thereto. The Government of Madras have issued orders to the effect that menial servants, including peons, muchis and attenders should not be permitted to exchange daily allowance for mileage by road, save where the journey is by boat or public conveyance.

The Committee, therefore, recommends that the existing rates of mileage and daily allowance should be enhanced to those proposed by the Board and that daily allowance should be granted in addition to mileage for all journeys of over five miles' distance by road.

68. *Permanent travelling allowances.*—The power which was formerly exercised by the Government of India of prescribing the classes of officers who should be allowed to draw permanent travelling allowance has been vested since 1912 in local Governments. The Madras Supplement to the Civil Service Regulations gives the latest list of officers in this Presidency drawing travelling allowance in this form.

	Rate of allowance per mensem.	Remarks.
	RS.	
1. Field establishments of the Survey department in the Madras Presidency only when working in the field—		
(a) Sub-Assistants (first class) on pay of Rs. 250	40	Prior to 1911 the establishments in survey parties were not eligible to draw travelling allowances for journeys performed by them within their jurisdiction and their pay was considered to have been so fixed as to compensate them for the cost of these journeys. This Government suggested in 1911 that travelling allowance under ordinary rules should be granted; but the Government of India proposed instead fixed travelling allowances. The allowances specified in column 2 were thereupon adopted.
(b) Sub-Assistants (second and third class) pay Rs. 200 and Rs. 150 respectively or Head Surveyors when placed in charge of sections.	30	
(c) Head Surveyors (all classes) pay Rs. 100, Rs. 80 and Rs. 60; or Deputy Surveyors when placed in charge of sub-sections	20	
(d) Sub-Assistants' clerks and draftsmen (pay Rs. 15 and Rs. 20)	5	
(e) Sub-Assistants and Head Surveyors' peons, pay Rs. 7	3	
2. Inspector of Exoisse, Villupuram Circle, Inspector and two Assistant Inspectors, Madras Town Circle	60	
3. Deputy Rangers and Foresters in charge of training ranges in Madras	12	

	Rate of allowance per mensem. Rs.	Remarks.
Deputy Rangers and Foresters not in charge of ranges may be granted under orders of Conservators of Forests, permanent travelling allowance not exceeding Rs. 8	8	Article 1050, Civil Service Regulations.
4. Educational department—		
(a) Sub-Assistant Inspectors of Schools in Hill tracts of Northern Circars	50	
(b) Sub-Assistant Inspectors of Schools in Nilgiris district, Coorg, Malabar, South Kanara and North Coimbatore	37½	
(c) Sub-Assistant Inspectors of Muhammadan Schools	35	
(d) Other Sub-Assistant Inspectors of Schools, except those mentioned above and those placed in charge of districts as District Assistant Inspectors	25	
5. Supervisors of Elementary Schools—		
(a) Those in the Hill tracts of the Northern Circars	25	This class of officers, who excepting a few in Agency tracts were local fund subordinates, were with the approval of the Secretary of State provincialized with effect from 1st March 1909. In that year the rates of allowance specified in (a), (b) and (d) were fixed with the approval of the Government of India. In the case of men in charge of Muhammadan schools the rate was raised from Rs. 12½ to Rs. 15 in 1911 owing to the larger area of their jurisdiction. This rate of allowance was fixed in 1915 with the approval of the Government of India.
(b) Those in Malabar, South Kanara and North Coimbatore	18½	
(c) Those in charge of Muhammadan Elementary Schools	15	
(d) Other Supervisors	12½	
6. Special Veterinary Assistant employed in the Forest department (pay Rs. 50—75)	20	
7. Deputy Inspectors of Vaccination	20	

69. The Finance Committee of 1886 objected to the system of permanent travelling allowances on the ground that it held out no inducement to the proper performance of duty, but gave the most profit to those officers who neglected their duty and travelled least; the Government of India endorsed this view and abolished in the eighties the permanent travelling allowances which were then being drawn by all superior classes of officers in this Presidency, e.g., Collectors of districts, Sub-Collectors, Forest officers, etc. In 1895 the Government of India, adhering to the above view, declined to sanction a proposal of this Government to sanction permanent travelling allowances to Tahsildars, but gave them instead a fixed daily allowance of Re. 1 for days of absence from headquarters.

70. The Salaries Committee considers that a system of fixed travelling allowances has obvious advantages in the case of officials who have to tour regularly. Such a system results in saving of time to superior officers, in saving of the labour involved in the preparation and check of the travelling allowance bill by the office and it further simplifies audit work in Account offices. The Government of India have in recent years recognized the advantages of the system and they circularized local Governments in 1914 intimating that permanent travelling allowances might be more widely adopted than in the past in respect of officers who had to tour for large periods subject to the following conditions:—

(a) The new system should not involve any increased expenditure to the State but should merely be an alternative application of the contract system already in force in regard to mileage and rail journeys.

(b) The question of fixed versus ordinary travelling allowance must be decided not generally, but with reference to particular officers or classes of officers.

71. For these reasons the Committee is unable to recommend a proposal made by the Educational department that the Sub-Assistant Inspectors, who are now in

receipt of permanent travelling allowances, should be brought under the ordinary rules. The Committee is inclined to think that the advantages of substituting this kind of travelling allowance for ordinary travelling allowance should be re-examined. There are large number of subordinate executive officials who have frequently to tour in several departments, e.g., Revenue, Salt and Abkari, Settlement, Forest, Police, Sanitation, Agriculture, Veterinary, Minor Irrigation and Public Works Departments.

72. The Committee does not feel competent to say of each official whether or no he should be given ordinary or fixed travelling allowance. It would, however, lay down general principles to be applied by heads of departments if approved by Government. The following rules are suggested:—

(1) Ordinarily, travelling allowance should be drawn in accordance with the daily and mileage rates recommended.

(2) Travelling allowance should not form part of salary. The Committee would observe that the treatment, as part of pay, of the allowance which is intended to compensate for the cost of ordinary travels within jurisdiction results not only in the *raison d'être* of travelling allowance being obscured, but also in additional expenditure on account of liability for pensionary and leave charges.

(3) Travelling allowance should take the form of fixed monthly allowance where the nature of the official's duties is such (a) that he is required to be travelling for a definite number of days each month, and (b) that he has little or no discretion as to his itinerary. For example a Tahsildar and a Sub-Assistant of Survey both may come under (a) but only the latter under (b); a Tahsildar is not bound down to a particular itinerary but can pay repeated visits on various pretexts to favourite places and avoid out-of-the-way or unpleasant spots.

(4) When monthly travelling allowance is given, it should be calculated with reference to the amount that would on the average be drawn by the officer under the ordinary rules (i.e., revised as recommended by the Committee).

73. *Conveyance allowances.*—The Government of India exercised till 1912, the power of prescribing the classes of officers who should be declared eligible to draw this allowance and the amounts to be so given to them; since 1912 the power of making additions to this list subject to certain specified conditions has been vested in the Local Government. The latest* list, in so far as subordinates falling under the scope of the Salaries Committee are concerned, is given below:—

Designation of officers.	Rate of conveyance allowance. Rs.
(i) Land Revenue—	
1. Tahsildar, Madras town	40
2. Three Revenue Inspectors, Madras	20 each
(ii) Salt department—	
3. Two Sub-Inspectors, Cochin frontier, one Sub-Inspector, Wynad, two Sub-Inspectors, Nilgiris	15 each
One Sub-Inspector, Vedaranniyam circle, Tanjore district	
Two Sub-Inspectors, Karaikal frontier, one Sub-Inspector, Mahe Frontier	
Sub-Inspector, Narasapatam range, Polavaram Circle	
Sub-Inspector, Manjakuppam range	
(iii) Assessed taxes—	
4. Income-tax Inspectors, Madras	20
(iv) Excise—	
5. Two Sub-Inspectors, Wynad, (the Nilgiris and Malabar)	15 each
One Sub-Inspector, in charge of the supervision of breweries, the Nilgiris, one Sub-Inspector, Abkari Warehouse, Coonoor	
(v) Forest department—	
6. Forest Rangers	15
(vi) General Administration—	
7. Chief Superintendent, Outside Audit, Accountant-General's office	25
(vii) Law and Justice—Courts of Law—	
8. Head clerk of the Registrar of Joint Stock Companies	5
Second clerk do.	4

* This statement omits officers employed in Bangalore, Customs officials, and high officials including Superintendent, Government Press, etc.

Designation of officers.	Rate of conveyance allowance.
	Rs.
(viii) Police—	
9. Inspectors of Madras City Police and Manager, Finger Print Bureau	25
10. All Sub-Inspectors, Madras City Police, Sub-Inspectors, Ootacamund and Coonoor Circles in the Nilgiris	20 each
11. Inspectors and Sub-Inspectors, Madras (excluding those in Training Schools and C.I.D. and Circle Inspectors)	15
(ix) Education—	
12. Assistant Inspectress of Girls' Schools, Madras Girls' Range	30
13. Lecturer in Kindergarten, Teachers' College, Saidapet	30
14. Inspecting Schoolmaster, Muhammadan Schools, Madras	10
(x) Medical—	
15. Assistant Lady Superintendent, Government Maternity Hospital, Madras	20
(xi) Co-operative department—	
16. Inspector, Co-operative Societies, Madras	10
(xii) Scientific and other Minor Departments—	
17. Curator, Government Gardens, the Nilgiris	25
(xiii) Civil Works—	
18. Boat Superintendent, Kistna delta	5
19. Upper and Lower Subordinates of the Public Works Department at the discretion of the Superintending Engineers a conveyance allowance not exceeding	30 and 15 respectively

74. The above allowances were fixed at different times for different classes of officers. The scale for guidance which was laid down first in 1883 by the Government of India and has since been followed generally for purposes of determining horse allowances required in individual cases is the following:—

	Maximum amounts per mensem.	
	Horse.	Pony.
	Rs.	Rs.
(i) That the cost of maintaining a horse or pony is—		
In expensive places	30	20
In ordinary places	25	15
(ii) That a horse and carriage cost Rs. 50 per mensem.		
(iii) That occasional conveyance in and about a large town costs—		

	Rs.
Officers on salaries of Rs. 100 to Rs. 300	20
Do. below Rs. 100	15

Where a bicycle is permitted to be kept instead of a horse, as a means of conveyance, the allowance given is Rs. 5 per mensem.

75. The Committee considers that conveyance and horse allowances should be paid only when travelling allowance is inadmissible, i.e., when the officers' duties require frequent moving about within a radius of 5 miles or so. It should not be payable only to meet the cost of going to and from office. Nor would the Committee suggest its payment in cases where a bicycle would practically suffice as the means of locomotion. The Committee, however, recommends a system of Government advances to be freely given to all employees above the rank of peons for the purchase of bicycles or other similar conveyances, if their duties are such that possession of the conveyance would promote their efficiency. The amount of the allowance, when it is a question of a conveyance and not of a horse, must vary according to the local circumstances and status of the officer. The Committee does not propose any rule except to say that it should be sufficient having regard to the circumstances and status of the official. In the case of a horse the Committee considers that not even a jutka pony can be kept anywhere for less than Rs. 30. They would double the rates for horses and ponies laid down in 1883 and quoted in paragraph 74 above. Having regard to the cost of horses (and ponies) now, the Committee would recommend

that the keep of a horse (and pony) should not be required in any case, where a bicycle could possibly suffice. If Police subordinates must have horses, which the Committee much doubts, they should, in the opinion of the Committee, be provided and kept at the cost of Government.

76. *Travelling allowance in special localities.*—A list of the localities where travelling has been recognized to be more expensive than in other places and where increased rates of daily allowance or mileage or both are permitted to be drawn is given in the Madras Supplement to the Civil Service Regulations, pages 272-275. The power of prescribing the list of places where travelling may be considered to be more costly than elsewhere and the increased rates of travelling allowance which may be given was, till 1909, exercised by the Government of India; and in that year this power was delegated to the Local Government. A Special Committee consisting of the Surgeon-General, Inspector-General of Police, Director of Public Instruction, Accountant-General, Director of Survey and a Secretary to the Board of Revenue was appointed in 1881 to revise and consolidate the travelling allowances of all departments in special localities and to prepare a general list specifying the classes of officers whose travelling allowance should be increased, the proportion of the increase to be so granted, and to lay down precisely the tracts of country for journeys in which such increase should be given. A final list was issued in 1883 as a result of the consideration of their report by the Local Government and the Government of India; and it was included in the Civil Travelling Allowance Code of 1883. To this list additions have been gradually made from time to time. The Board of Revenue now is of opinion that the daily allowances of three times and four times the ordinary rates granted to third class and fourth class officers of the Malabar and South Kanara districts when they visit some special localities is capable of reduction; the Board of Revenue is also considering reports of local officers on the subject of travelling allowance in special localities. The Committee is not in a position to judge the respective claims of these special localities to preferential treatment in the matter of travelling allowance, nor to say what the increased rates should be. It would point out, however, that as a result of opening up of communications, extension of railways, etc., the cost of travelling in some of the localities formerly considered exceptionally expensive has decreased. Having regard to the increased rates of daily batta and the more liberal rules regarding travelling allowance for road journeys which it has recommended, the Committee thinks that some economy might be effected by curtailing the list of special travelling allowances in special localities. The matter requires detailed examination by experts and the Committee recommends that this should be undertaken.

CHAPTER VIII.

The cases in which it is desirable to adopt (a) an incremental or time-scale system, and (b) an arrangement of grades.

77. It will be useful at the outset to state clearly the meaning of the terms incremental pay, time-scale pay, grade pay as understood by the Committee. By incremental pay the Committee understands a progressive scale of pay attached to a particular appointment; for example, a post on Rs. 100 per mensem increasing by annual increments of Rs. 5 to Rs. 150 per mensem would be one on incremental pay. By time-scale pay is understood a progressive scale of pay attached to a particular individual member of a regular service, however employed, for example, a sub-assistant surgeon who starts his service as such on a salary of Rs. 50 per mensem and continues to be a sub-assistant surgeon receiving annual rises till his salary is Rs. 100 per mensem would be on a time-scale. Grade pay has reference to a system by which all officials of a certain class, e.g., the clerks in an office, are paid at different rates and promotion from a lower to higher rate takes place only when a vacancy occurs among those drawing one of the higher rates.

78. The comparative advantages and disadvantages of progressive and graded scales of pay in the case of clerical establishments and in that of executive staffs have been much discussed. A summary of the results of some past discussions will be useful to explain the reasons for the Committee's conclusions in this matter.

79. In 1886 the Finance Committee, appointed by the Government of India to report *inter alia* on the question of economizing expenditure, discussed in a circular letter addressed to Local Governments the advantages and disadvantages of a progressive scale versus a graded scale as applied to office establishments as well as executive officers of Government; and they invited the views of Local Governments on the subject. The Madras Government consulted all heads of departments and finally they came to a conclusion of agreement with the views of the Finance Committee regarding the general inadvisability of adopting the progressive scale except in certain cases. The following is a summary of the views expressed:—

DISADVANTAGES OF PROGRESSIVE SCALE.

(i) *Finance Committee's views.*—Salaries rising by periodical increments from a minimum to a maximum are an unnecessarily expensive method of remunerating service. They cost to Government a good deal more than the theoretical mean between the minimum and the maximum. In large offices where there is a flow of promotion, the graded system is more economical than the progressive scale.

The calculations of the Accountant-General supported the above view; and the Government in agreeing recognized that under the progressive scale system the pensionary liability imposed on State would also be greater.

(ii) *Finance Committee's views.*—Progressive salaries are not as valuable either to actual or prospective holders, or as much appreciated by them as a fixed salary at the mean amount would be; that is, a fixed salary of Rs. 250 is more valuable, whether as present remuneration or as a prospective promotion, than a salary which begins at Rs. 200 and rises to Rs. 300, but is apt to present itself to the expectant as a certainty of Rs. 200 only, with subsequent increments which, when they accrue, make too small a difference to be appreciated—an effect which is increased by the uncertainty of the action of the rules which determine the increments.

(iii) *Finance Committee's views.*—The extreme complexity of the rules which regulate progressive salaries causes also no small amount of administrative trouble.

This view was agreed to by the Accountant-General. The Director of Public Instruction reported that the system of progressive salaries leads to complications in working more especially in arranging acting appointments.

(iv) The Government of Madras, in expressing agreement with the Finance Committee's views, expressed the opinion that the system of progressive salaries tended to encourage dull respectability of performance and not zealous work.

ADVANTAGES OF PROGRESSIVE SCALE.

Finance Committee's views.—When the appointment is one which is the highest in its particular branch or department, it may be desirable to retain in it an officer whose special knowledge of the work makes him more valuable than he would be if employed elsewhere; and this is best done by giving him an increment of salary, substantial increments being given after long intervals in preference to continual small increments each year. This view was endorsed by the Government of Madras.

80. The question of adopting a progressive scale has been considered by the Government on various occasions subsequent to 1886, but all the cases recapitulated below relate to clerical establishments only:—

Office establishment for which question was considered.	Decision arrived at.
(i) Office establishment of the Inspector-General of Police consisting of 57 men.	A proposal to introduce incremental scale for the clerks in order to secure 'flow of promotion' was negatived in 1908 on the grounds (i) that the office was large enough to provide prospects of promotion, without incremental scale; and (ii) that progressive scale would be more costly.
(ii) Office establishment of the Surgeon-General with the Government of Madras.	Do. do.
(iii) Office establishment of the Board of Revenue—all departments.	A proposal made by the Board of Revenue to introduce incremental scales of pay on Rs. 30--40 and Rs. 40--50, instead of the grades up to Rs. 50 was negatived by Government in 1908 for the reasons that it was opposed to the conclusions regarding progressive salaries arrived at in 1886; and also because the Board's office was considered sufficiently large to admit of a regular succession of grades and to ensure a proper flow of promotion.
(iv) Police offices in the mufassal— (a) Low paid rks..	A proposal made by the Inspector-General of Police in 1908 to introduce incremental pay for the lowest paid clerks in Police offices in the mufassal was negatived by Government in 1909 for the reason that it was opposed to the conclusion arrived at by Government regarding progressive salaries in 1886 and also on account of the disproportionate cost involved.
(b) Appointments of Managers and Accountants in District Police offices.	These appointments were till 1918 borne on a Presidency list, i.e., the men while being attached to the same office got promotion according to a scale prepared for the Presidency as a whole, which provided four grades of Managers between Rs. 60 to Rs. 175 and three grades of Accountants between Rs. 60 to Rs. 80 and their appointment vested in the Inspector-General. In June 1918 Government decided to abolish the Presidency list, and to delegate to Superintendents of Police the power to appoint Managers and Accountants for their offices. To compensate for the loss of promotion obtainable under the grade scales, these appointments were put on a progressive scale of Rs. 100--175 and Rs. 60--80.
(v) High Court establishment.	A proposal made by this Government in 1909 to the Government of India in connexion with the revision of High Court establishment to introduce incremental rates for the posts of Senior Bench Clerks and Deputy Managers was negatived by them. The Government of India then remarked as follows:— "The system of progressive pay is attended with many administrative inconveniences without any compensating advantage that cannot be secured otherwise; while on the other hand the fixed pay system, if properly worked, ensures a more equable flow of promotion and is a better incentive to good work."

81. In 1910 the Resident in Travancore and Cochin who had an office establishment consisting of 14 clerks asked that an incremental scale of pay might be granted to his office instead of graded pay, as the establishment was very small and had little prospects of promotion. In connexion with the case, Sir William Meyer, then Chief Secretary to the Government of Madras, recorded the following note:—

"As regards the question of incremental *versus* fixed pay the argument in favour of the former is that in cases in which a man cannot expect further promotion for a long time to come the incremental system is an equitable method of recognizing that his value to the State in his existing post increases, or should increase, with the length of time that he holds it.

"On the other hand, incremental scales involve additional accounts work and a certain amount of complication in respect to acting allowances and tend to encourage mediocrity for it is rarely that a man is punished for unsatisfactory work by stopping his increments.

"If this were an ordinary office, I would confine incremental pay to the Manager, Treasurer, and Assistant Treasurer, whose work is of a special character, and the typists, letting the clerks rise by promotion from one fixed scale of pay to another. Looking to the fact, however, that the Resident's office is small and isolated, I think that it is as well to give incremental pay to the clerks also."

82. In 1916, Government considered the question of introducing an incremental scale of pay for low-paid clerks of the Revenue department in order to lighten the work of district officers in making promotions amongst such clerks. Under existing rules, whenever a clerk or subordinate on say Rs. 40 per mensem in a Divisional or Collector's office goes on leave, a chain of acting appointments has to be made; and the making of such appointments becomes a matter of great complexity when a number of officers are on leave, no matter for however short a period. It was therefore proposed to stop the practice of giving acting promotion to clerks in the lower division of district revenue staff, and to put all low-paid clerks on a progressive scale of pay and give them promotion by fixing the increment at Rs. 1 every two years. The Accountant-General reported that there would be an increase in audit work caused by the check of increment certificates, but that the proposal to stop acting promotions would result in a reduction of work in his office in the check of absentee statements which would more than compensate for the increase of work in other directions; and that he therefore would welcome the change.

The Board of Revenue (Land Revenue) which was asked to report on the point after consultation with Collectors of districts, however, reported adversely:

(i) The Board's report showed that only three Collectors were in favour of the change, while ten were against it and others were inclined to think that the saving of work would not be great.

(ii) The assured prospect held out by Government of a biennial increment of Re. 1, and the attainment of maximum of Rs. 35 after thirty years was held not to be as advantageous, as the prospects afforded by the existing graded scale.

(iii) Men of good qualifications would not, it was said, be inclined to enter the lower division; and the pooriness of prospects offered by the incremental system, it was reported, would have a most demoralizing effect on the ranks of the service.

(iv) It would be impossible, it was urged, to differentiate good men from bad; long service would be at a premium and merit at a discount.

(v) It was pointed out that, under the existing system, it was easier to reward good work by promotion; under the proposed system stoppage of increments for bad work would become saddled with the formalities of framing charges.

(vi) The proposed system would result in a heavy sacrifice of efficiency and in the creation of a self-confined lower division, debarred from promotion to higher posts.

The Government, therefore, decided to abandon the scheme of incremental rates of pay; but at the same time, in order to relieve district officers of the work connected with the calculations of chains of acting promotion, they sanctioned experimentally in North Arcot a leave reserve system in the district establishment under which acting promotions are not made to posts on less than Rs. 35 per mensem.

83. Notwithstanding the objections of the Finance Committee of 1886 to progressive pay, which objections applied both to clerical establishments and to executive staffs, payment by a time-scale of pay has in recent years come to be accepted as a suitable method of remunerating persons in higher Executive services, e.g., Engineer service, Forest service, etc., and it is now actually in force in several departments. Further, the recent Public Services Commission have, in paragraphs 50-51 of their report, condemned the graded system of remuneration as presenting many difficulties and hardships in actual practice; and they have accordingly recommended that the graded system should, wherever it exists, be abandoned and that all salaries should be paid in future generally under the incremental or time-scale system subject always to the proviso that no increment be given as matter of right. So far as subordinate Executive services are concerned this Government have, in some cases in recent years sanctioned the introduction of time scales of pay instead of the graded pay system formerly in force, e.g., in the case of sub-assistant surgeons of the Medical Department, sub-overseers of the Minor Irrigation Department.

84. So far as clerical establishments are concerned, the Committee while recognizing the disadvantages of a progressive scale of pay is impressed by the consideration that heads of Government offices change so frequently that clerks while in the lower-paid ranks are in practice not likely to obtain that recognition of their individual deserts that is necessary for the successful working of a graded system. The Committee, therefore, recommends that an incremental scale of pay be attached in each office to those clerical posts the duties of which are mainly mechanical and routine. With reference to its recommendation in paragraph 23 of Chapter II above, the Committee would suggest an incremental scale for the routine section of each office of Rs. 30-1-60 (in Madras Rs. 35-1-65). The other clerical posts should, the Committee considers, be on a graded scale in all large offices and, where there are prospects of promotion, it should apply to higher ministerial or to executive posts. Promotion from the men on Rs. 30-1-60 to the other posts should be entirely by selection of the best men as vacancies arise. Thus those unfit for promotion will reach and remain at Rs. 60 per mensem which will enable them to draw a pension of Rs. 30 per mensem. In those small offices, however, where the clerks have little or no prospects of promotion outside the office and in the case of individual clerical appointments where there are special reasons for keeping the same man in the appointment for a considerable period (such as the appointment of cash-keeper) a more extended incremental scale to compensate for the disadvantages of the post would be appropriate.

Having regard to the incremental scale recommended for routine clerks, the Committee would limit the rate of daily allowance in their case to As. 12—(vide paragraph 65 supra).

85. In the case of executive staffs the relevant considerations are somewhat different. The propriety of a time-scale, incremental scale, or graded pay for the executive subordinates of each particular service will be briefly dealt with in Chapter X below in comparing the salaries paid in different departments to officers of corresponding grades; but the Committee will here briefly review and state its opinion on the general considerations involved. The main advantages of a time-scale, in its application to the higher Executive services have been stated as below:—

(a) WITH REFERENCE TO THE FOREST SERVICE.

Firstly.—Each officer will be able to calculate with certainty the exact amount of pay which he will receive as a minimum during each year of his service. The time-scale system thus eliminates the element of chance, which so much affects an officer's prospects under the arrangement of payment by grades. At present, seeing that an officer's promotion depends upon the number of vacancies which may happen to occur in the grades above him, no one can tell with any certainty what his prospects are; and an officer may, through no merit or demerit of his own, at one time benefit by a sudden rush of promotion, and at another be kept back for years by a block.

Secondly.—A time-scale will remove the inequalities of promotion in different years which so often occur under the grade pay system, and are inevitable in small provincial cadres. Nothing makes an officer more discontented than to find that, through no fault of his own, his pay is less and his prospects worse than those of other officers, no abler than himself and of the same standing as his own, in other years.

Thirdly.—Under the grade system, unless the number of recruits is carefully calculated and maintained on a regular standard, inequalities in promotion necessarily result. If, in any year, the number of recruits is larger than the normal, this means a block of promotion, both to them and to their juniors all through their service; while, if the number of recruits is smaller than the normal, they and their juniors will benefit all through their service by an unfairly rapid rate of promotion. Under the time-scale system, whatever be the number of recruits in any year, small or great, each man, both of that year and the years below, will receive the same rate of personal pay in every year of his service, until the time comes for his selection to a higher post.

(b). WITH REFERENCE TO THE EDUCATIONAL SERVICE.

There is accumulating evidence of the unsuitability of the graded system to the Provincial Educational services, in which, as is remarked by one Local Government, a large number of heterogeneous appointments, some of which require special qualifications, are massed together in one cadre. Some members of the service arrive at it by promotion from the subordinate ranks, others are appointed to the lowest grades of it at the beginning of their service, and between those two classes, especially if the work in which they are engaged is different, common grade promotion, whether by merit or by seniority, is open to obvious objections. The grade system also appears to offer needless difficulties to the recruitment of men at a higher initial pay than that of the lowest grade; and while, in order to secure the employment of properly qualified men, such recruitment is occasionally most desirable, it is not compatible with the principles on which a graded system is founded and recourse to it must necessarily cause discontent. Again, it not infrequently happens that a Local Government desires to recruit an officer for a special post which requires a scale of remuneration proper to itself, beginning above the ordinary minimum, and not rising to the ordinary maximum; and there is no satisfactory way of including such an officer within the cadre of a graded system.

(c) WITH REFERENCE TO THE IMPERIAL CUSTOMS SERVICE.

In a small service, such as the Imperial Customs Department, recruitment has necessarily to be effected by employing men when they are wanted instead of in accordance with a fixed scale based upon the normal annual decrease or casualty rate. The result of irregular recruitment is inequality in promotion, and the principle of a time-scale of pay has therefore been adopted in recent years in several services possessing small cadres. The Imperial Customs Department has been in existence for seven years only, but under the existing graded system, the promotion of the junior men is already becoming unsatisfactory, and that of future recruits is likely to be seriously retarded.

86. The above remarks made with reference to the higher administrative posts are of course only *partially* applicable to subordinate executive services. The Public Services Commission have, in paragraph 50 of their report, pointed out some defects in the system of graded remuneration and the following remarks apply fully to subordinate executive posts:—

(i) The graded system conflicts with the interests of Government in that it leads to constant manipulation of the numbers in various grades to mitigate blocks as they occur in the flow of promotion. This tends to conceal what is being done in the matter of salaries and so weakens financial control.

(ii) The graded system is wholly unsuited either to a growing service or to one which has been newly formed; in the first instance because every new post created involves appointments in the higher grades to keep up the proportion in the various grades and in the second instance because the top grades are reached soon by junior officers who should have gone there at the end of their careers, and thus a wrong standard of expectation is raised.

(iii) Besides the financial uncertainty involved in the graded scale and its unsettling effect on the minds of officers, there is a further hardship caused when services happen to be *over-recruited*. A block in promotion then arises from which there is little or no redress. When the service is *depleted*, on the other hand, the graded system causes to the State unduly extravagant expenditure.

87. The Committee is therefore of opinion that in those departments or services, where persons of about the same age are directly recruited and where all are employed on much the same or similar duties and where there is not much scope for individual ability and initiative, a time-scale has obvious advantages. The Committee would instance certain ranks in the Engineering, Medical, Agricultural and Veterinary departments. In services where there is no direct recruitment, or where recruitment is *partly* direct and partly by promotion from subordinate ranks, or where there is a considerable difference in the work of the senior and junior members the suitability of a time-scale is more doubtful and the proper arrangement would more likely be a system of incremental pay at different grades. Under a graded scale the best men can be, and usually are, rewarded with promotion and thus advanced more rapidly than less deserving men. With a time-scale the increments to undeserving men can in theory be withheld, but this is difficult in actual administration, and besides exceptionally good and average good men are treated alike. The Committee would therefore in the class of cases in question prefer a system which provides for incremental pay at different grades to either a time-scale or a graded system pure and simple.

CHAPTER IX.

The appropriate salaries for men of the grades corresponding to Resauva Inspectors, Deputy Tahsildars and Tahsildars.

88. The Committee understands that it is desired to consider what the appropriate salaries would be (1) for men holding the lowest rank in subordinate executive service of a kind that requires no very special professional training and where there are fair prospects of advancement to the higher grades, (2) for men holding positions in subordinate executive service above the lowest with responsible duties but who are nevertheless under supervision to a great extent and (3) those holding the highest responsible posts in the subordinate service.

89. The appropriate salary for the last class appears to the Committee to be regulated by the lowest salary paid to officers of the corresponding provincial service. The scale of salaries of almost all provincial services has recently been revised in consequence of the recommendations of the Public Services Commission. The initial salary of provincial services officers has generally been fixed at Rs. 300 per mensem. The maximum pay of an officer corresponding to the grade of a Tahsildar should therefore not exceed Rs. 300 per mensem. At the other end of the scale the Committee would fix the minimum pay of the lowest subordinate executive officer at the maximum it has proposed for clerks employed on purely routine and mechanical duties, namely, Rs. 60 per mensem. The pay of the intermediate rank would then appropriately be Rs. 150 per mensem. The Committee would, therefore, propose that, while the actual scale in each department should depend on the degree of previous training required and on the prospects of promotion and on the particular nature of the work to be done, generally officials of the grade of a Revenue Inspector should get about Rs. 60 per mensem, those of the grade of Deputy Tahsildar about Rs. 150 per mensem and those of the grade of Tahsildar about Rs. 250 per mensem. In Chapter X below the Committee will consider how this general scale should be applied in the case of those departments where no very high or very special degree of technical or professional skill is required of the officials of the classes in question.

CHAPTER X.

A comparison of the salaries paid in different departments to officers of the grades corresponding to Revenue Inspectors, Deputy Tahsildars and Tahsildars and an examination of the reasons why the salaries are higher in some departments than in others and of the adequacy of those reasons.

90. The Committee understands that it is asked to make a comparative review of the salaries attached to what may be called standard appointments or posts in each important department of the public service with reference to the rates of salary it has arrived at in the preceding chapter (Chapter IX) as appropriate.

91. The Committee will premise that the task is one of no little difficulty. The salaries now paid in different departments have in some cases been fixed as the result of recent reorganizations and in others have been in force for many years past. The nature of the duties of the subordinate executive in all departments is not of such a character that there can be said to be three well marked grades in each and all of them. Still less can it be said that a class of appointments can be found in every department the duties of which are comparable with those of a Revenue Inspector, or of a Deputy Tahsildar, or of a Tahsildar. The analogy may be somewhat close in some departments but it is non-existent in others, as for example in the Medical department. In the remarks that follow, therefore, the Committee must not be understood as likening, say, a Sub-Inspector of Police, or a Sub-Assistant Surgeon, to a Revenue Inspector, or to each other. Allowing for the necessary differences in recruitment, training, duties and prospects, the Committee will endeavour to compare the existing scale of salaries of the subordinate executive service in each department with the standards it has arrived at in Chapter IX above, namely, Rs. 60 per mensem for the lowest grade, Rs. 150 for the intermediate grade and Rs. 250 for the highest grade of executive subordinate service below the provincial service. As regards the reasons for the existing scales, the Committee finds that it is impossible to prepare in any reasonable time any statement that would be either accurate enough or complete enough to serve any useful purpose. Most scales of salaries have a long history of their own. Probably the only proposition that is fairly true of all the scales is that they are the result of a compromise between administrative demands and financial criticisms. In the case of services more recently organized more liberal scales have been provided, generally speaking, than in the case of older services. For example, there were long delays and great difficulties experienced in obtaining sanction to schemes for the improvement of revenue establishments with the result that the new scales when introduced were almost out of date with reference to administrative needs. There has been more expedition in the case of (comparatively) new departments such as those of Agriculture, Veterinary Medicine and Co-operative Credit. The Committee touches on this aspect of the matter merely to illustrate the difficulties that lie in the way of any just comparison.

92. The following is a comparative table of existing salaries of the subordinate-executive service in all important departments:—

Comparative table showing officials of the various departments corresponding to the grades of Revenue Inspector, Deputy Tahsildar and Tahsildar, and their salaries per mensem (unless otherwise stated).

Department.	Officers (corresponding) to the grade of Revenue Inspectors and their pay.	Officers (corresponding) to the grade of Deputy Tahsildars and their pay.	Officers (corresponding) to the grade of Tahsildars and their pay.
Revenue Department	Revenue Inspectors. Majority draw pay of Rs. 40 and Rs. 35 (a few get Rs. 45, Rs. 30 and Rs. 25). Land Records Revenue Inspectors get also an allowance of Rs. 10. Land Records Deputy Surveyors get Rs. 25-1-55.	Deputy Tahsildars and Sub-Magistrates. Majority get Rs. 125 and Rs. 150. There are also two Deputy Tahsildars on Military Pensions work getting Rs. 100 each per mensem.	Tahsildars. Pay Rs. 150, Rs. 175, Rs. 200, Rs. 225 and Rs. 250. There is also one officer on Rs. 150-10-200. Land Records Tahsildars get also an allowance of Rs. 25.
Revenue Survey Department.	Deputy Surveyors in Survey parties. Pay Rs. 25, Rs. 30 and Rs. 40.	Head Surveyors in Survey parties. Pay Rs. 60, Rs. 80 and Rs. 100.	Sub-Assistants in Survey parties. Pay Rs. 150, Rs. 200 and Rs. 250.
Revenue Settlement Department.	Classifiers. Pay Rs. 20, Rs. 25, Rs. 30, Rs. 40 and Rs. 50.	Supervisors. Pay Rs. 150.	Assistants. Pay Rs. 250.
Separate Revenue Department.	Sub-Inspectors. Pay Rs. 40, Rs. 50, Rs. 60 and Rs. 70.	Assistant Inspectors of Salt Department. Pay Rs. 125, Rs. 150 and Rs. 175.	
Forest Department	N.D. (The Deputy Ranger class on pay Rs. 20, Rs. 35 and Rs. 45 has recently been abolished.)	Forest Rangers. According to reorganisation recently sanctioned, they get pay of Rs. 50, Rs. 60, Rs. 100, Rs. 125, Rs. 150, Rs. 175 and Rs. 200.	
Registration Department.	Sub-Registrars. Pay Rs. 50, Rs. 60, Rs. 70, Rs. 80, Rs. 90, Rs. 100, Rs. 125 and Rs. 150.		
Law and Justice	Nil.		
Muzaffar District Police.	Sub-Inspectors of Police. Pay Rs. 50, Rs. 60, Rs. 70, Rs. 80 and Rs. 100. (Sergeants.—Pay Rs. 80, Rs. 90 and Rs. 100—do not fall in this category.)	Inspectors. Pay Rs. 150, Rs. 175, Rs. 200 and Rs. 250.	
Police Department, City Police.	Sub-Inspectors of Police. Pay Rs. 75, Rs. 100 and Rs. 125. (Sergeants do not fall in this category. Pay Rs. 90-6-100.)	Inspectors. Pay Rs. 200, Rs. 250 and Rs. 300.	
Jails	Deputy Jailors in Districts and Central Jails and Penitentiary. Pay Rs. 50, Rs. 60, Rs. 80, Rs. 100 and one Jailor in Madras on Rs. 75.	Jailors in District and Central Jails. Pay Rs. 150, Rs. 175, Rs. 200 and Rs. 250.	
Educational Department (excludes female agency).	Supervisors of Elementary schools. Pay Rs. 30, Rs. 40, Rs. 60.	Sub-Assistant Inspectors. Pay Rs. 75, Rs. 100, Rs. 125, Rs. 150 and Rs. 175 (and some teachers' posts on Rs. 200). Subordinate Educational Service, collegiate branch. Pay Rs. 100, Rs. 125, Rs. 150, Rs. 175 and Rs. 200.	
Medical Department	Sub-Assistant Surgeons on time scale of pay of Rs. 50-100 with special grades on Rs. 110 and Rs. 120. (Assistant Surgeons form the Provincial service.)		
Sanitation Department	Deputy Inspectors of Vaccination. Pay Rs. 50-2-65, Rs. 65-2-80 and Rs. 80-4-100.		
Agricultural Department.	Lower Subordinates or Assistant Farm Managers and Assistant Agricultural Demonstrators on pay Rs. 35-2-75, Rs. 80, Rs. 85 and Rs. 90.	Upper Subordinates or Farm Managers and Agricultural Demonstrators. Pay Rs. 50-5-100, Rs. 100-5-125, Rs. 150, Rs. 175 and Rs. 200. Scientific Assistants start on Rs. 75.	
Veterinary Department	Veterinary Assistants. Three grades. Rs. 45-4-65, Rs. 65-2-90 and Rs. 90-2-100.	Veterinary Inspectors. Two grades. Rs. 110-4-120 and Rs. 100-2-110.	
Co-operative Societies	Inspectors on pay of Rs. 30-2-40, Rs. 40-2-60, Rs. 60-2-80, Rs. 80-4-100 and Rs. 100-10-150.		
Public Works Department.	Lower Subordinates. Pay Rs. 30, Rs. 35, Rs. 40, Rs. 45, Rs. 50, Rs. 60, Rs. 70 and Rs. 80.	Upper Subordinates of the Public Works Department up to the grade of Supervisor. Pay Rs. 60, Rs. 80, Rs. 100, Rs. 150 and Rs. 200. Temporary men are also in the grade of Rs. 70, Rs. 90, Rs. 120 and Rs. 170.	
Minor Irrigation Department.	Sub-overseers Rs. 30-1-80.	Supervisors Rs. 150.	

REVENUE DEPARTMENT.

93. The present pay in this department and that in force thirty years ago are exhibited below:—

Scale of pay in 1890.		Present scale of pay (budget for 1912-20).	
Tahsildars	13 (250) 24 (225) 39 (200) 41 (175) 37 (150) 1 (120)	Tahsildars	11 (250) 32 (225) 41 (200) 1 (150-10-200) 45 (175) 63 (150)
Average	Rs. 189	Average	Rs. 185
Deputy Tahsildars	1 (150) 1 (120) 55 (100) 114 (70)	Deputy Tahsildars and Sub-Magistrates.	81 (150) 207 (125)
Average	Rs. 80	Average	Rs. 132
Agency Deputy Tahsildars	9 (150-250) 3 (120)	Agency Sub-Magistrates	13 (150)
Revenue Inspectors	525 (20 to 30)	Revenue Inspectors	1 (45) 331 (40) 420 (35) 3 (30) 2 (25)

* Excludes Land Records officers who get an additional allowance.

Tahsildars.—The grades of pay for Tahsildars have been the same for many years past. In 1896 these officers, who were previously ineligible for any travelling allowance for journeys within their jurisdiction, were granted a daily allowance of Re. 1 for days of absence from their headquarters. Under the head of travelling allowance, this Committee is recommending the Board's proposed rate of Rs. 2 per diem. Up to 1908, the pay of Tahsildars was local, and based on the importance of the taluk. In that year the pay was made personal. In connexion with the additional number of taluks created under Sir William Meyer's scheme, the opportunity was taken to regrade the pay of Tahsildars in such a way as to provide an equitable flow of promotion within each district and as far as possible to equalize prospects in different districts. The average pay of a Tahsildar prior to and after that regrading stood at Rs. 187. In 1914, Government sanctioned the appointment of Personal Assistants to Collectors in ten districts; and the changes introduced in that connexion and subsequently have to a certain extent affected adversely the prospects of promotion of a Tahsildar because the posts of Sarishtadars on Rs. 200 or Rs. 225 generally were replaced by posts on Rs. 150 only.

Deputy Tahsildars and Sub-Magistrates.—Excepting a few appointments in higher grades, the pay of Deputy Tahsildars and Sub-Magistrates was mostly Rs. 70 and Rs. 100 in 1890; it was raised to Rs. 100 and Rs. 120 respectively in 1893 and was further raised in 1912 to Rs. 125 and Rs. 150 respectively. A daily allowance of As. 12 for days of absence from headquarters has been granted since 1909. This Committee is recommending a rate of Rs. 1½ per diem.

Revenue Inspectors.—The pay of these officials which was Rs. 20, Rs. 25 and Rs. 30 in 1890 was in the middle of that year raised to Rs. 35 and Rs. 40. At present there are also a few posts on Rs. 45, Rs. 50 and Rs. 25. The question of raising their pay to Rs. 50 was considered in connexion with Sir William Meyer's scheme and was negatived. Since 1908, however, these officials have been given a batta of As. 8 per diem for absence from headquarters. This Committee is recommending a rate of As. 12 per diem.

94. **Revenue Inspectors.**—Having regard to the standard of Rs. 60 and the prospects of promotion of the average Revenue Inspector and the somewhat unpopular nature of the duties of the post, the Committee considers the present rate of pay too low and recommends a scale of Rs. 50-5-75. This will tend to keep good men in the

post longer than at present and will afford some prospects to those not likely to rise far in the service. The Land Records Inspector will, it is understood, shortly cease to exist as a separate post and with him the local allowance of Rs. 10 will go. The Land Records Deputy Surveyor should be paid the scale proposed for his fellow in the Survey Department—vide paragraph 98 below.

95. *Deputy Tahsildars, Sub-Magistrates and Tahsildars.*—It appears to the Committee that a Sub-Magistrate's work and responsibilities are such that he should figure in the highest grade below the Provincial service rather than in the intermediate grade. While, therefore, it would retain the pay of Rs. 125 and Rs. 150 for Deputy Tahsildars who are in charge of portions of taluks and who exercise magisterial powers therein, it considers that Stationary Sub-Magistrates should be treated as of the same status as Tahsildars and be graded with Tahsildars on a slightly better scale than the grades of Rs. 150, Rs. 175, Rs. 200, Rs. 225 and Rs. 250 now in force. The post of Sub-Magistrate would be appropriately held by a senior officer of experience and the fact that, as a matter of administrative convenience, he should occasionally have to act for the Tahsildar or hold the keys of the sub-treasury during the latter's absence from his headquarters does not make it necessary that he should be an officer junior to the Tahsildar, or subordinate to Tahsildar. The Committee would, therefore, propose that Tahsildars and Stationary Sub-Magistrates in each district should be listed together on grades of Rs. 275, Rs. 250, Rs. 225, Rs. 200 and Rs. 175. All grades of course need not be represented in each district any more than is the case at present. The Committee realizes that this change will considerably improve the prospects of the subordinate land revenue staff, but such improvement appears necessary with reference to present economic conditions and to be fully justified in comparison with the salaries drawn in other departments of the public service. If, for any reason, it is considered inexpedient to effect the improvement in the manner suggested, the Committee would suggest that the post of Stationary Sub-Magistrates should carry an incremental pay of Rs. 150—10—250 and that there should be a few selection posts on Rs. 275 to which appointment would be made by Government on the recommendations of District Magistrates. In this event, the Tahsildars alone would be on the improved grades of Rs. 175, Rs. 200, Rs. 225, Rs. 250 and Rs. 275. It appears, however, to the Committee that the course first suggested has the greater administrative advantages and the Committee strongly recommends its adoption.

REVENUE SURVEY DEPARTMENT.

96. The proposals of the Director of Survey about the salaries of the officials of his department 'corresponding' to the rank of Revenue Inspector, Deputy Tahsildar and Tahsildar respectively are given below:—

	Present pay of permanent staff. (Budget for 1919-20.)	Proposed pay.
Revenue Inspector's rank—	Deputy Surveyors. { 45 (25) 30 (30) 15 (40) 6 (60)	A uniform rate of Rs. 30—1—55.
Deputy Tahsildar's rank—	Head Surveyors ... { 3 (30) 3 (100) 6 (150)	
Tahsildar's rank—	Sub-Assistants ... { 3 (200) 3 (250)	Ra. 175—5—250.

97. The work of the Survey Department is somewhat special; though it can hardly be likened to the administrative work of land revenue officials, the staff consists of men largely employed on out-door duty requiring both physical fitness and trustworthiness in execution for its proper discharge. The survey establishments employed in the past seem to have differed considerably from the class of subordinates now working in the parties; the budget for 1895-96 shows that in the survey parties Sub-Assistants were employed then only temporarily and sometimes for broken periods, and that below them there was one class of subordinates, viz., Surveyors on pay ranging from Rs. 12 to Rs. 150. The last reorganization of the Survey Department was that made in connexion with the revised survey programme in 1914. The pay of Deputy Surveyors which was formerly Rs. 20, Rs. 25, Rs. 30

and Rs. 40 was then altered to Rs. 25, Rs. 30 and Rs. 40; the Sub-Assistants' pay and the head surveyors' pay was left unaffected. Survey officials were not formerly eligible for any travelling allowance for journeys within their jurisdiction: but since 1912 fixed travelling allowances have been granted at the rate of Rs. 20 per mensem to Head Surveyors and of Rs. 30 and Rs. 40 per mensem to Sub-Assistants.

98. *Deputy Surveyors.*—The Committee considers an incremental pay suitable but having regard to the salaries it has arrived at for routine clerks and the rates it considers appropriate for subordinate executive officers, it would recommend a scale of Rs. 30—1—60. This would also apply to Deputy Surveyors employed on Land Records work and Town Surveyors.

Head Surveyors.—The Committee having regard to the present rates of pay would recommend a scale of Rs. 75—5—125.

Sub-Assistants.—The Committee recommends the scale of Rs. 150—10—250 rather than the higher scale proposed by the Director.

REVENUE SETTLEMENT DEPARTMENT.

99. The field establishments in Settlement parties 'corresponding' to the rank of Revenue Inspector, Deputy Tahsildar and Tahsildar are the following:—

(a) *Classifiers of the Revenue Settlement Department.*—These 'correspond' to the rank of Revenue Inspector. In each party there are now the following staff of permanent classifiers:—

	Rs.
Two Head Classifiers on ...	50 per mensem each
Do. ...	40 do.
Twelve Classifiers on ...	30 do.
Do. ...	25 do.
Six Classifiers on ...	20 do.

Their pay long ranged from Rs. 20 to Rs. 24, Rs. 30 and Rs. 40; it was in 1911 fixed at the present rates.

(b) *Supervisor.* (Pay Rs. 150).—There is one employed in each party, and he 'corresponds' to the rank of Deputy Tahsildar. The rate of salary has been in force from the early nineties of last century.

(c) *Uncovenanted Assistant.* (Pay Rs. 250).—There is one in each party. This class of officer 'corresponds' to the rank of Tahsildar, but the Uncovenanted Assistant seems to be mainly the ministerial head of a settlement office. The rate of pay of Rs. 250 has been in force since before the nineties of last century.

In 1908, the Field establishments of Settlement parties who were formerly ineligible for any travelling allowance for journeys within jurisdiction were made eligible for travelling allowance under the ordinary rules.

100. The Committee considers that Classifiers should be paid as Deputy Surveyors on a scale of Rs. 30—1—60 and that Head Classifiers should be paid on a scale of Rs. 60—1—70. It does not seem necessary to increase the pay of Supervisors or Uncovenanted Assistants. They seem well paid, as it is, according to the standards adopted by the Committee. Further resettlement work is not as difficult, or as responsible, as the original settlements of the past.

SEPARATE REVENUE DEPARTMENT.

101. The officers of this department 'corresponding' to Revenue Inspectors are the Sub-Inspectors and the Assistant Inspectors 'correspond' to Deputy Tahsildars and Tahsildars. The pay of these officers as shown in the budget under the head 5. SALT is as follows:—

	Scale in 1895-96.	Scale as budgeted for in 1919-20.
	RS.	RS.
Sub-Inspectors ...	{ 202 (30) 137 (40) 98 (60) 70 (60) 46 (70)	{ 321 (40) 288 (50) 122 (60) 81 (70)
Assistant Inspectors ...	{ 31 (125) 33 (150) 32 (175)	{ 31 (125) 42 (150) 34 (175)

102. *Sub-Inspectors*.—The grade pay of this class of officers was first fixed in 1882. As the work of the department increased, additions were made to the several grades from time to time with due regard to the proportionate distribution first laid down. The Excise Committee appointed by the Government of India about thirteen years ago recommended a minimum pay of Rs. 50 for this class of officers; but the Madras Government considered Rs. 40 sufficient as a minimum and they recommended to the Government of India a revision of the pay of these officers in four grades of Rs. 40, Rs. 50, Rs. 60 and Rs. 70 distributed in a proportion of 40 : 35 : 15 : 10. Having regard to the arduous nature of work devolving on these officers, especially those on preventive duty who, being allowed no headquarters, had to be constantly on the move within their ranges, and the difficulty experienced in recruiting men of suitable education and character for so low a rate of pay as Rs. 30, a minimum pay of Rs. 40 was, in the opinion of the Local Government, necessary. This view was accepted by the Government of India and the Secretary of State. Sub-Inspectors of the Salt Department are included in the class of officials whose pay is regarded as fixed so as to compensate them for the cost of journeys within their jurisdiction; they are not therefore eligible for travelling allowance for ordinary journeys within their jurisdiction.

Assistant Inspectors of Salt.—The grade pay for this class of officers has remained the same since the eighties of last century. Additional posts created from time to time in the class of Assistant Inspector have been added to the first and second grades.

103. *Present proposals*.—Mr. Macmichael, the acting Commissioner for Salt, Abkari and Separate Revenue, has no proposals to make in regard to the rates of pay for these classes of officers. The question of introducing an incremental scale of pay for officers of the Salt and Abkari department was considered in April last. The Board of Revenue (Separate Revenue) strongly deprecated the adoption of the incremental pay system for officers of all ranks in the Salt Department. The Board then said :—

“The introduction of a purely incremental scale of pay in a department, such as the Salt, Abkari and Customs Department where the initial qualifications required for appointment are so modest and the number of appointments is so large, would be attended with grave disadvantages. Under the existing system the Board is able to make an appointment to any grade to which an applicant appears to be best suited, to give special promotion to men of outstanding merit and to reduce others who have shown themselves not to be worth the pay that they are drawing. With an incremental scale of pay an officer on appointment must begin at the bottom and cannot be given any increment before the due date; and the advantages referred to above are lost. The prospects of the Salt Department have never been highly attractive to men of marked ability; they are likely to become still less so, if such ability cannot be given appropriate recognition. These remarks apply with almost equal force to all ranks in the department. In the case of Sub-Inspectors there are additional reasons why an incremental system of pay should not be introduced.”

The Committee would accept these reasons for retaining the grade system of pay in this department but would raise the pay of Sub-Inspectors on each grade by Rs. 10 so as to give an average pay of about Rs. 60. The rates would then be Rs. 50, Rs. 60, Rs. 70 and Rs. 80. Under the proposals of the Committee made under the head of travelling allowance, Sub-Inspectors of Salt will become eligible for travelling allowance, probably a fixed monthly travelling allowance, the amount of which will have to be settled in due course. It appears to the Committee that these improvements are justified by the conditions of the present day and ought to remove any inequality in emoluments now existing between Salt Department subordinates and ‘corresponding’ officers of other departments. As regards Assistant Inspectors, the existing distribution in grades of Rs. 125, Rs. 150 and Rs. 175 of the men in a ratio of 31 : 42 : 34 appears defective. The Committee would recommend the introduction of a fourth grade on Rs. 200 and an equal distribution of the cadre in each grade. The Committee observes that Rs. 250 has been proposed as the minimum pay of the lowest rank in the Provincial service.

FOREST DEPARTMENT.

104. The officers of the Forest Department ‘corresponding’ to Revenue Inspectors are Deputy Rangers (pay Rs. 30, Rs. 35 and Rs. 45)—a class of subordinates which according to the reorganization recently sanctioned ceases to exist and Forest Rangers correspond to Deputy Tahsildars and Tahsildars.

Deputy Rangers.—These appointments came into existence first in 1892 as a result of the division of the Forester class into two groups, viz., Deputy Rangers to be employed on executive work (pay Rs. 30, Rs. 35 and Rs. 45) and Foresters to be employed on protective duties (pay Rs. 15, Rs. 20 and Rs. 25). The Local Government reported to the Government of India in connexion with the recent reorganization that experience had shown that the Deputy Ranger, as an official in the Forest Department, had proved a total failure and that to leave even minor ranges under his management was to accept inefficiency. The abolition of these posts was accordingly recommended in 1918 and has been sanctioned. The pay of Foresters has been, however, raised from Rs. 15, Rs. 20 and Rs. 25 to Rs. 20, Rs. 25, Rs. 30, Rs. 35 and Rs. 40; but these men are not of the same class as a Revenue Inspector or even of a qualified clerk. As the rates have been so recently fixed the Committee would not alter them.

105. *Forest Rangers*.—Proposals in regard to a general reorganization of the Subordinate Forest Service were considered by the Madras Government in the early nineties; and the scheme was finally introduced in 1897. This scheme provided for an increase in the cadre of Rangers from 61 to 106. An addition of 37 Rangers was made in 1907; and since then small additions have been made from time to time. In the reorganization recently sanctioned the strength of the Forest Rangers' cadre has been raised to 205 and the pay has also been considerably improved. The following statement exhibits the various stages in the number and pay of the Rangers' cadre :—

Staff as it existed prior to 1897.	Reorganization of 1897.	Reorganization of 1907.	Prior to the recent reorganization.	Staff as now sanctioned by the Secretary of State
61 Rangers. Rs. 3 (150) 4 (125) 6 (100) 9 (80) 8 (60) 31 (50)	106 Rangers. Rs. 7 (150) 9 (125) 13 (100) 17 (80) 22 (60) 38 (50)	145 Rangers. Rs. 7 (150) 14 (125) 21 (100) 36 (80) 36 (60) 29 (50)	164 Rangers. Rs. 8 (150) 16 (125) 24 (100) 39 (80) 40 (60) 33 (50) 3 (50—8—80) 1 (40—2—50)	205 Rangers. Rs. 10 (300) 20 (175) 31 (150) 41 (125) 41 (100) 51 (80) 21 (60)

According to the latest reorganization, trained Rangers who pass out of the Forest College with honours certificates and higher standard certificates will get Rs. 100 and Rs. 80 respectively. Promoted Foresters and students obtaining lower standard certificates start on Rs. 60. The average pay of Rangers which was Rs. 79 prior to the reorganization now stands at Rs. 113; and a material improvement has thus been effected.

106. Mr. Cox, the Chief Conservator of Forests, has, owing to the fact that the department has been reorganized quite recently, made no proposals about pay. No alteration seems to the Committee to be necessary. This department, like the Separate Revenue department, appears to the Committee to be one in which a time-scale or incremental scale would be unsuitable.

REGISTRATION DEPARTMENT.

107. The officials of this department ‘corresponding’ in rank to Revenue Inspector and Deputy Tahsildar are the Sub-Registrars. These officers were till 1899 remunerated partly by fixed salaries which ranged from Rs. 30 to Rs. 90, and partly by a system of commission, the maximum of which was limited to Rs. 50 per mensem. In the scheme of reorganization introduced in 1899, the commission system of remuneration disappeared and a strength of 400 Sub-Registrars was sanctioned and the pay was fixed so as to range from Rs. 50 to Rs. 150. Till

1906 the additions which from time to time had to be made to the Sub-Registrars' cadre were made in the several grades so as to keep up the proportion laid down in 1899. In 1907 the strength of the cadre was fixed at 430 and a revised proportionate distribution between the several grades was introduced. The following shows the position at the several stages referred to:—

Scale as in force in 1899. 373 Sub-Registrars.	Scale sanctioned in 1899. 406 Sub-Registrars.	Scale introduced from 1st April 1907. 430 Sub-Registrars.
Rs. 10 (90) 10 (75) 20 (80) 30 (50) } plus commission not 40 (45) } exceeding Rs. 50. 60 (40) 70 (35) 88 (30)	Rs. 10 (150) 27 (125) 40 (100) 94 (90) 75 (80) 64 (70) 50 (60) 40 (50)	Rs. 20 (150) 30 (125) 100 (100) 60 (90) 60 (80) 60 (70) 50 (60) 50 (50)

From 1908 onwards the method adopted was to sanction the additions to Sub-Registrars' cadre found necessary from time to time in the last grade and to revise the whole grading periodically once in three years, so as to maintain the original ratio of distribution in the several grades; such revisions were made in 1910 and 1913. Further revisions had to be postponed for some time owing to the financial stringency caused by the war. But in December 1918 a revised grading was sanctioned which has removed the inflation in the last grade. The following statement compares the old scale with the one in force in the beginning of the last year:—

Scale in 1918.	Sanctioned revised scale budgeted for in 1919-20.
513 Sub-Registrars ...	515 Sub-Registrars ...
Rs. 23 (150) 34 (125) 115 (100) 69 (90) 69 (80) 69 (70) 57 (60) 77 (50)	Rs. 24 (150) 36 (125) 115 (100) 70 (90) 70 (80) 70 (70) 60 (60) 70 (50)

108. The proportion of appointments between the several grades at present in force is by no means an ideal one; it bulges at the Rs. 100 grade. It appears to the Committee that the tendency of the Sub-Registrars' cadre gradually to increase, and the fact that Sub-Registrars are all recruited more or less at the same age and that their duties are similar indicate that the Sub-Registrars' cadre is one that should be on a time-scale. The Inspector-General suggested in 1918 a time-scale of Rs. 50— $\frac{10}{3}$ —150 with a selection grade on Rs. 200. The work of the department cannot be regarded as very onerous or exacting and the minimum pay of the Provincial Service has been fixed at Rs. 250. The Committee would suggest a time-scale in two stages of Rs. 50—5—100 and Rs. 100— $\frac{10}{3}$ —150.

109. *Probationary Sub-Registrars.*—These now get Rs. 20 on recruitment, Rs. 25 on passing departmental tests, when they are considered fit for temporary and acting charge of a Sub-Registry office. When so posted they are given a charge allowance of Rs. 10 per mensem. The Committee recommends that the rates of Rs. 20 and Rs. 25 be raised to Rs. 30 and Rs. 35 so that a salary of Rs. 45 would be payable to probationary Sub-Registrars who are put in charge of a Sub-Registry office.

JUDICIAL DEPARTMENT.

110. The pay of Sub-Magistrates is debited to 19-A. COURT OF LAW; and these officers and Deputy Tahsildars are graded together on the district revenue establishment. Their case has been already dealt with. Nazirs and Deputy Nazir in Civil Courts, who control the staff of Amins and process peons, form part of the ministerial establishment of these courts. Amins are executive subordinates of the Judicial Department, but they can hardly be held in any sense to correspond

to Revenue Inspectors in rank. The pay of the whole process-serving establishment is regulated by rules framed by the High Court under section 20 of the Court Fees Act VII of 1870. These rules, after confirmation by the Local Government and approval by the Government of India, obtain force of law on publication in the Gazette. The pay of the Amins prior to March 1918 was distributed in three grades of Rs. 12, Rs. 15 and Rs. 20. These rates were fixed in a general reorganization effected in 1889. The Hon'ble Mr. Justice Phillips proposed in his report on Civil Courts in this Presidency that the pay of Amins should be raised to Rs. 15, Rs. 20 and Rs. 25. This scale was supported by the High Court and approved by Government and necessary amendment was made in the rules which took effect from the end of March 1918. The opportunity was also then taken to abolish grain compensation allowance. According to the rules framed by the High Court, not more than one-third of the Amins should receive the pay of the two higher grades and not more than a quarter of that one-third (or one-twelfth of the whole) should receive the pay of the highest grade (viz., Rs. 25).

111. The following are the opinions expressed by some Judges of the High Court about the Amins:—

The Hon'ble Mr. Justice Oldfield.—"It seems to me that it must be most difficult for a clerk or Amin who cannot live in the family house to preserve his self-respect as a Government servant on Rs. 25; and I recommend that such salaries be increased independently of the rise in prices."

The Hon'ble Mr. Justice Sadasiva Ayyar.—"Every Amin should be paid Rs. 30 to Rs. 50 in grades."

The Committee would accept the rates proposed by the Hon'ble Mr. Justice Sadasiva Ayyar. The rates might seem rather high for this class of subordinate but apparently the men have no prospects of promotion outside their own ranks. The Committee's recommendation is subject to the condition that the extra cost involved is met from process fees, the rates being revised if necessary.

POLICE DEPARTMENT.

112. *A. Mufassal Police.*—In the organization of the subordinate Police staff in the nineties of last century, there were no Sub-Inspectors, but only Inspectors on Rs. 70, 100, 150 and 200 and, below them, head constables. The existing organization was introduced as a result of the Police Commission's recommendations. In the reorganization of the Police establishments for the mufassal, financial sanction to which was received from the Secretary of State in 1909, four grades of Inspectors and five grades of Sub-Inspectors were provided for, their pay and distribution in the grades being as follows:—

Inspector—				Rs.	
First grade	...	...	...	250	5 per cent.
Second "	...	...	...	200	20 "
Third "	...	...	...	175	35 "
Fourth "	...	...	...	150	40 "
Sub-Inspectors—				Rs.	
First grade	...	...	...	100	5 per cent.
Second "	...	...	...	80	20 "
Third "	...	...	...	70	25 "
Fourth "	...	...	...	60	34 "
Fifth "	...	...	...	50	16 "

The rates of pay for Inspectors were fixed by the Government of India so as to correspond to the pay of Tahsildars in the Revenue Department; the rates of pay for Sub-Inspectors were similarly fixed so as to correspond to the pay of Naib Tahsildars, or officers of that status in the Revenue Department.

A new class of officers called Sergeants was also created on pay of Rs. 80, 90 and 100. The Government of India stated that experience had shown that the stiffening to the service given by two or three European officers of this class was invaluable; and they therefore recommended the employment of 91 such officers for the Presidency; and this was accepted by the Secretary of State. There are now 109 Sergeants in the mufassal district force, 19(100), 35(90) and 55(80). As stated

by the Government of India in 1908, these men correspond to the old European head constable and they thus do not come within the purview of Salaries Committee's inquiries.

113. Additions have been made from time to time to the cadre of Inspectors and Sub-Inspectors to meet current requirements. The following statement shows the existing strength of the mufassal 'General Police Force' as it has been budgeted for in 1919-1920:—

Inspectors—Total 267—13(250), 54(200), 94(175), 106 (150).
Average for Inspectors, Rs. 174.
Sub-Inspectors—Total 1,433—68(100), 278(80), 348(70), 473(60), 266(50).
Average for Sub-Inspectors, Rs. 66.

114. Sub-Inspectors are, according to the conditions of their service, entitled to free quarters; and they get in addition a horse allowance of Rs. 15 per mensem (in the Nilgiris this is Rs. 20 per mensem). The Inspector-General, Mr. Thomas, states, in regard to Sub-Inspectors, that their pay would be sufficient, if they were given quarters and paid a proper horse allowance. The Rs. 15 horse allowance now drawn is said to be inadequate. In regard to free quarters Mr. Thomas says that many Sub-Inspectors have not yet been provided with quarters, and that house-rent allowance has not been given them either. As regards the question whether the existing grade pay system for Sub-Inspectors should be continued or whether they should be brought under a time-scale or incremental scale, Mr. Thomas is in favour of maintaining the existing system.

115. *Inspectors of Police.*—Mr. Thomas says that these officers are now practically all recruited from the Sub-Inspector grade and that their rise in pay is fairly quick whilst the pay is not bad. He, however, suggests the adoption of an incremental scale of pay for these officers, in order to avoid difficulties in making promotions and to prevent discontent. The Inspector-General's arguments are quoted below:—

"It may, of course, be said that the present system of promotion affords a means whereby the best men can get to the top in the quickest time, but I do not attach very much importance to this argument, which only applies to a few very exceptional cases. Under present circumstances luck plays far too large a part in promotions. There is a far stronger argument against incremental promotion in the fact that an indifferent officer is apt to go on getting promotion at the same rate as a really smart man but this is very greatly a question of discipline and a man who is not doing work justifying an increment ought to have it stopped. I should, in fact, welcome any change which would throw open this form of punishment of lazy men in preference to that at present existing of keeping them down to the lowest grade till they become old, discredited, and disappointed men."

116. *Sub-Inspectors.*—The present average pay of these officers is well above the Committee's standard (Rs. 60) and they have besides the concession of free quarters. The Committee considers that the present scale of salary is adequate. As regards house-rent, if houses are not built or leased in any case, the Committee considers that the Sub-Inspector should receive a house-rent allowance not exceeding one-tenth of his average salary (Rs. 7) or the rent actually paid by him, whichever is less, until such time as Government quarters are built or accommodation provided for him by leasing. As regards the horse allowance, the Committee has already expressed its views as to the amount of this allowance in cases where it is absolutely necessary to pay it. The Committee agrees with the Inspector-General of Police that the present system of grades of pay should continue.

Inspectors.—The scale of salaries for these officers is somewhat below the Committee's standard, but the lowest pay of the provincial service in this case is Rs. 250 and not Rs. 300. The Committee considers the present scale adequate. The remarks made above regarding horse allowance apply here; but there is no question of house-rent as Inspectors in the mufassal police force are not entitled to free quarters. As regards the question of introducing an incremental scale of pay for Inspectors, the Committee does not think it expedient. The capacity and fitness for promotion of each man of this rank ought to be well known to his superiors; the work affords ample opportunities for the display of individual ability and initiative and the ill results apprehended by Mr. Thomas from the graded system are obviously not inseparable therefrom and might equally be expected of an incremental scale under careless administration.

117. *Madras City Police.*—Omitting Sergeants in the Madras City Police, the officers to be dealt with by the Salaries Committee are Sub-Inspectors and Inspectors. The pay sanctioned for these officers in the Police reorganization was:—

(a) Sub-Inspectors—		Rs.	
First grade	...	125	20 per cent.
Second grade	...	100	35 "
Third grade	...	75	45 "
(b) Inspectors—			
First grade	...	300	20 per cent.
Second grade	...	250	35 "
Third grade	...	200	45 "

Both these classes of officers get free quarters and a conveyance allowance of Rs. 20 and Rs. 25 per mensem respectively. The remarks of the Committee regarding the mufassal subordinates apply *mutatis mutandis* to these officers.

JAIL DEPARTMENT.

118. The subordinate executive staff of this department to be dealt with by the Salaries Committee in this connexion are Deputy Jailors and Jailors; Assistant Jailors are Jail clerks; and the Warder establishment (Indians and Europeans) seems to fall outside the scope of Salaries Committee's inquiries. The scale of pay of the subordinate executive jail staff was revised in 1892 on the basis of a report submitted by Mr. A. G. Cardew (now Sir Alexander), the officer deputed on special duty to examine the question of Jail Administration. The scale introduced in the early nineties continued in force up to 1914 with some slight modifications sanctioned from time to time in the various grades to meet occasional requirements. Representations were made by the Inspector-General in December 1912 that enhancement of pay of the Jail staff was necessary on account of the rise in cost of living and partly to increase the attractions of the department. The Government, as a result of the scrutiny of the detailed proposals submitted by Lieutenant Colonel Macnamara thereupon, sanctioned a reorganization in March 1914. The following compares the scales of pay of the establishment of Jailors and Deputy Jailors at various stages:—

1895-96 (budget).	Scale of establishment prior to the reorganization of 1914.	Revised scale sanctioned in 1914 and now in force (1919-20).
Jailors.	Jailors.	Jailors.
Rs.	Rs.	Rs.
1 (200—10—250)	1 (200—10—250)	1 (250)
3 (15—10—200)	3 (150—10—200)	2 (200)
3 (125—5—150)	5 (125—5—150)	4 (175)
3 (100—5—125)	3 (100—5—125)	7 (150)
9 (75—5—100)	2 (75—5—100)	
Average Rs. 125.	Average Rs. 145.	Average Rs. 171.
Deputy Jailors.	Deputy Jailors.	Deputy Jailors.
Rs.	Rs.	Rs.
1 (75) Jailor, Civil jail.	1 (75) Jailor, Civil Jail.	1 (75) Jailor, Civil jail, Madras.
7 (60—5—75).	9 (75).	4 (100)
		6 (80)
		5 (60)
		2 probationers (50).
Average Rs. 68.	Average Rs. 75.	Average Rs. 75.

119. In sub-jails, Jailors are also employed; their pay is *local*, attached to each jail and ranges from amounts so small as Rs. 10 to Rs. 60 per mensem as shown below:—

	Rs.
Koraput	60.
Russellkonda and Calicut	40 per month each.
Nellore and Mangalore	30 "
Trichinopoly	22 "
Chingleput	20 "
Chittoor and Onddalore	16 "
St. Thomas' Mount	10 "

These men are either taluk peons or their salary is determined by special considerations. The Committee does not consider it necessary to deal with them.

120. Major Cameron now proposes (i) that there should be three grades of Jailors on Rs. 200, Rs. 250 and Rs. 300, and (ii) that Deputy Jailors should get Rs. 80 on probation and later on they should be provided for in four grades of Rs. 100, Rs. 125, Rs. 150 and Rs. 175.

121. *Jailors in Central and District Jails.*—The Government expressly stated in 1914, in adopting the present rates of pay, that these men correspond to Inspectors of Police and should be given the pay drawn by the latter. The Committee agrees in this view, and, with reference to its conclusions regarding the Police, considers the rates of salary adequate.

Deputy Jailors in Central and District Jails.—In fixing the pay of these men at Rs. 50 for probationers and Rs. 60 to Rs. 100, the object of Government was to draw a line between these men and Assistant Jailors who are clerks, and to enable direct recruitment to be made to the Deputy Jailor class. The present rates of pay of these men correspond more or less to those of Sub-Inspectors of Police in mufassal with the exception that there is no Rs. 70 grade for Deputy Jailors. Both classes are eligible for the concession of free quarters. As in the case of Sub-Inspectors, the Committee considers the present scale of pay adequate.

EDUCATIONAL DEPARTMENT.

122. The officers of the Educational Department 'corresponding' to the grade of Revenue Inspector are Supervisors of Elementary Schools—pay in three grades of Rs. 30, Rs. 40 and Rs. 50. These men were, prior to 1909, mainly local fund or municipal employees with the exception of a few provincial subordinates employed mostly in agency tracts; and the local bodies paid them varying rates of pay ranging mostly from Rs. 20 to Rs. 40. When these Supervisors were provincialized in 1909, they were granted the present rates of pay and arranged in the grades of Rs. 50, Rs. 40 and Rs. 30 in a ratio of 1 : 2 : 4. Since then large additions have been made to this cadre mainly as a result of the expansion of elementary education; some teaching appointments in training schools, etc., have also been added to this cadre. The following statement shows the strength and scale of pay of this class of officials as they stood in 1895, 1909, and in September 1918 as sanctioned by the Secretary of State in connexion with a revision of the inspecting staff:—

Scale in 1895-96.	Strength of provincialised staff as fixed in 1909.	Staff as sanctioned in September 1918.
Rs.	Rs.	Rs.
Provincial staff—		
2 (60-2-75)	34 (50)	36 (50)
3 (40)	68 (40)	76 (40)
1 (35)	136 (30)	164 (30)
1 (30)		

* Others were employees paid from local funds.

These Supervisors draw also fixed travelling allowances, generally Rs. 12½, in some cases, Rs. 15, Rs. 18½ and Rs. 25.

123. The Director of Public Instruction has not made any specific recommendation about the enhancement of pay of this class of officer. Possibly this is because it is proposed that this class should be abolished and replaced by a proper Inspectorate. A scheme for the reorganization of the inspecting staff submitted by the Director of Public Instruction in 1914 provided, it is understood, for the abolition of Supervisors of Elementary Schools, for the creation of a new class of officers to be designated Deputy Inspectors on pay ranging from Rs. 50 to Rs. 200 and for Sub-Inspector being merged in this new class. The Committee views this proposal with favour; but it is not called on to deal with schemes of reorganization and in the circumstances will confine itself to the recommendation that, if Supervisors are to continue on their present footing, their salaries should be revised so that the average may approach more nearly to the standard of Rs. 60.

124. Above the grade of Supervisors, are two branches of a service which fall within the scope of the Committee's inquiries, as being composed of officers who 'correspond' to Deputy Tahsildars and Tahsildars. These are (i) the Sub-Assistant Inspectors of Schools, and (ii) the Subordinate Educational Service—Collegiate branch.

Sub-Assistant Inspectors of Schools.—In the nineties there were only four grades of this class, viz., Rs. 75, 100, 125 and 150. In 1904 this service which was 64 strong was almost doubled, and a new grade of Rs. 175 was then introduced. In 1912, six posts of Headmasters of training schools which the Director of Public Instruction proposed to include in the Provincial service were added by Government to the cadre of Sub-Assistants on a new scale of pay Rs. 200; and it marked a further enhancement of the prospects of this class of officer. Additions have been made to this class of appointments from time to time to meet the occasional requirements; but the largest addition recently made is the permanent addition to the cadre of 54 temporary posts created in 1912 and subsequently to meet the requirements of spreading education. Of these 54 posts, three were added in the Rs. 100 grade and 51 in the last grade. The following statement shows the stages in one view:—

Scale in 1895-96.	Scale in 1904.	Reorganization scheme sanctioned in March 1904.	Scale in force prior to September 1918, before the addition of 54 men.	Present scale (as given by the Director of Public Instruction).
Rs. 8 (150) 13 (125) 27 (100) 13 (75)	Rs. 8 (150) 13 (125) 28 (100) 15 (75)	Rs. 12 (175) 72 (150) 22 (125) 40 (100) 20 (75)	Rs. 5 (200) 11 (175) 30 (150) 31 (125) 48 (100) 56 (75)	Rs. 5 (200) 11 (175) 30 (150) 37 (125) 58 (100) 125 (75)
Average Rs. 106	Average Rs. 105	Average Rs. 119	Average Rs. 112	Average Rs. 108

The Sub-Assistant Inspectors are also eligible to draw fixed travelling allowance which is generally Rs. 25 and in some cases Rs. 35, 37½ and 50.

Subordinate Educational Service (Collegiate branch).—These officials who consist of Assistant Lecturers in Arts colleges were first constituted into a regular service in 1907. Prior to that time they were not considered as belonging to any service, but as merely holding specific posts in the colleges concerned. The pay for them as fixed in 1907 ranged from a minimum of Rs. 100 to Rs. 175 with intermediate grades of Rs. 125 and 150. In 1914 it was represented that this service consisted of picked men, who had undergone the highest training which the University of Madras offered and their claims to better prospects were urged both in memorials and in resolutions moved in the Legislative Council. An examination then made into their case showed that suitable officers were being recruited for old rates, but the Government met the demand by creating a new grade of Rs. 200 for them. The following statement compares the several stages of the Collegiate branch of the Subordinate Service:—

Scale sanctioned in 1907.	Scale in 1914.	Present scale (budget 1919-20).
Rs. 3 (175) 5 (150) 5 (125) 8 (100)	Rs. 2 (200) 6 (175) 7 (150) 8 (125) 12 (100)	Rs. 2 (200) 6 (175) 9 (150) 11 (125) 18 (100)
Average Rs. 129	Average Rs. 184	Average Rs. 130

125. Mr. Littlehales refers to the discontent now existing in the service and presses very strongly for the adoption of a time-scale. He considers the prospects of promotion now afforded to be inadequate; and suggests the following minimum rates of pay:—

Rs.
B.A. (Pass) or (Honours) L.T. engaged in schools or as Sub-Assistant Inspectors. 100
B.A. (Honours) L.T. engaged in colleges. 150
He has not suggested any maxima, and awaits the final orders on the Public Services Commission's recommendations.

126. Sub-Assistant Inspectors are recruited at more or less the same age, i.e. 25 years. A large growth of the staff is in prospect due to the spread of education. The work is similar in all grades. The Committee, therefore, joins with the Director of Public Instruction in recommending a time-scale. The additions sanctioned in

recent years to both the services referred to in paragraph 124 have been mainly in the bottom grades; and it is possible that this has given rise to the discontent alleged to exist in the service. As regards the question whether the average emoluments are adequate, it will be seen that the rates of pay have been altered several times since 1890, but that the average is now no higher. The Public Services Commission have remarked "salaries cannot be kept at the same level for all time irrespective of the law of supply and demand; a proper criterion to be applied to any service is that Government should pay so much and so much only to their employees as is necessary to obtain recruits of the right stamp and to maintain them in such a degree of comfort and dignity as will shield them from temptation and keep them efficient for the term of their service." Mr. Littlehailes says he "can obtain men on Rs. 75 per mensem but the best men desire Rs. 100 and those whom we appoint on Rs. 75 frequently complain of the inadequacy of their pay." On the other hand, Mr. J. H. Stone held in 1914 in connexion with his scheme to replace Supervisors of elementary schools and Sub-Assistant Inspectors of Schools by one class of Deputy Inspectors that an initial pay of Rs. 50 was sufficient for Deputy Inspectors and that as recruitment of Sub-Assistant Inspectors on Rs. 75 had never presented the least difficulty, Deputy Inspectors on Rs. 50 might take the place of probationary Sub-Assistants on Rs. 75. Taking, however, the existing educational machinery as it is, the Committee would recommend for the Sub-Assistant Inspectors a time-scale pay of Rs. 75-15/2-150-25/3-250; and for the Collegiate service, would suggest a scale of Rs. 100-15/2-175-25/3-250.

127. The minimum pay of the Provincial Educational Service has been proposed, the Committee understands, at Rs. 250 and the subordinates of the classes under discussion have practically no prospects of promotion to this service.

MEDICAL DEPARTMENT.

128. *Sub-Assistant Surgeons*.—This class of officer was first constituted into a service in 1878 and the rates of pay then fixed continued in force till 1901. In 1901 a revised scale was introduced with the sanction of the Government of India. The third revision made was in 1910; the Government of India then prescribed a scale ranging from a minimum of Rs. 30 to a maximum of Rs. 100, within which limits they allowed the Local Governments to carry out a reorganization; and the Madras Government thereupon held that a reduced scale ranging from Rs. 30 to Rs. 80 would sufficiently meet local requirements and this was introduced in March 1910. This reduced scale was not in force long, and in 1918 the maximum scale suggested by the Government of India was given effect to, this being the fourth revision. The fifth revision of scale was carried out in 1918 in order to improve further the prospects and to remove the discontent alleged to exist in the service. This last revision introduced a time-scale of pay for Sub-Assistant Surgeons. The following statement exhibits the rates of pay introduced at the various revisions:—

Scale sanctioned in 1878.		Scale sanctioned in 1901.		Scale introduced in March 1910.	
Pay	Rs.	Pay	Rs.	Pay	Rs.
III Grade: under 7 years' service	25	IV Grade: Persons under 5 years' service	25	IV Grade: 1 to 5 years' service	30
II Grade: above 7 years' service	35	III Grade: Persons of 5 to 10 years' service	35	III Grade: 6 to 10 years' service	40
I Grade: above 14 years' service	55	II Grade: Persons of 11 to 15 years' service	45	II Grade: 11 to 15 years' service	50
		I Grade: 16 to 20 years' service	55	I Grade: 16 years' service and over	60
		Senior Grade: 10 per cent of total strength	70	Senior Grade—II class: 10 per cent of cadre	70
				Senior Grade—I class: 2 per cent	80

Scale introduced in 1918 (i.e., the maximum scale prescribed by Government of India in 1910).

Time scale introduced in 1918.

	Pay	
IV Grade: 1 to 5 years	30	Rs. 50—Rs. 90—Rs. 100 with senior grades of Rs. 110 and 120. The senior grades form 10 per cent of total cadre and are divided into two grades in the ratio of 2:1.
III Grade: 6 to 10	45	
II Grade: 11 to 15	55	
I Grade: over 15	65	
Senior grade (II class) 10 per cent of cadre	80	
Senior grade (I class)—2 per cent of cadre	100	

129. The following advantages which represent emoluments besides pay are also enjoyed by Sub-Assistant Surgeons:—

(a) *Free quarters*.—In cases where free quarters are not provided, Sub-Assistant Surgeons are given a house-rent allowance not exceeding Rs. 15 per mensem in Madras and Rs. 5 per mensem in the mufassal and a higher rate than Rs. 5 may also be given by local bodies for special reasons. This latter concession of house-rent allowance is subject to certain conditions, viz., that the amount should not exceed the rent actually paid, that the subordinate lives within a convenient distance from the institution, etc.

(b) A charge allowance of Rs. 10 per mensem is now drawn by all Sub-Assistant Surgeons holding sanctioned appointments. Prior to August 1918, the allowance was given only to those in independent charge of dispensaries; but it having been found that the system of attaching a charge allowance to dispensaries hindered a free transfer of officers to posts where they were most needed, the charge allowance was extended to all men. Besides this charge allowance of Rs. 10, local allowances are given in special localities and duty allowances of varying amounts for special work; these are not, however, universal for the service.

(c) *The right of private practice*.—This is enjoyed by almost all Sub-Assistant Surgeons, except a few in special institutions like Jails, etc. Formerly the Civil Medical Code prescribed a maximum scale of fee, to be levied for private practice, e.g., visits and other such cases. In 1912 the Government held that no useful purpose was served by the retention of these maxima and they cancelled them so that the settlement of fees with private patients might not be fettered by rule.

130. It will be seen that a Sub-Assistant Surgeon draws at least Rs. 60 per mensem and gets free quarters and that his emoluments may be as much as Rs. 130. In addition, he may make money by private practice. The Surgeon-General has not made any proposal on behalf of these officers.

131. The Salaries Committee has, however, been requested to consider the question of the special allowances drawn by Sub-Assistant Surgeons and of regrading their pay so as to merge therein these allowances. The special allowances drawn are given in the following comprehensive list communicated by the Local and Municipal (Medical) Secretariat:—

Madras City.		Amount.
Appointments.	Nature of allowance.	
(1) Sub-Assistant Surgeons in Madras.	Presidency allowance (10) for teaching Indian midwifery pupils (20).	Rs. 10 local allowance. Rs. 20 duty allowance.
(2) One Sub-Assistant Surgeon in Maternity Hospital.	Presidency allowance (10) for teaching ward attendants (10).	Rs. 10 local allowance. Rs. 10 duty allowance.
(3) One Sub-Assistant Surgeon in General Hospital.	Teaching allowance (25), Presidency allowance (10).	Rs. 10 local allowance. Rs. 25 duty allowance.
(4) Sub-Assistant Surgeons in Government Hospital.	Presidency allowance (10) for giving clinical instruction to Sub-Assistant Surgeon pupils (Rs. 30).	Rs. 10 local allowance. Rs. 30 duty allowance.
(5) One Sub-Assistant Surgeon in Government Hospital.		

Madura City—cont.

Appointments.	Nature of allowance.	Amount.
(6) One Sub-Assistant Surgeon in Government Ophthalmic Hospital.	Presidency allowance (10) for Pathological and Bacteriological work (15). The first allowance is merged in Rs. 25.	Rs. 25 duty allowance.
(7) One Sub-Assistant Surgeon in Government Leper Hospital.	For unpleasant nature of work (10); Presidency allowance (10) which merges in duty allowance of Rs. 20.	Rs. 20 duty allowance.
(8) One Sub-Assistant Surgeon in Government Lunatic Asylum, Madras.	For unpleasant and risky nature of work (15 to 25); Presidency allowance (10).	Rs. 15 to Rs. 25 duty allowance. Rs. 10 local allowance.
(9) Sub-Assistant Surgeons in Jails.	Compensation for loss of private practice and special nature of work (15 to 20); Presidency allowance (10).	Rs. 15 to Rs. 20 duty allowance. Rs. 10 local allowance.

Mysore.

(10) Sub-Assistant Surgeons in Agency tracts.	The allowance has been sanctioned specifically in addition to charge allowance.	30 per cent of pay local allowance.
(11) Sub-Assistant Surgeons in Cuddapah, Kurnool and other unhealthy localities specified in the Civil Medical Code.	In view of unhealthy locality ...	Rs. 5 to Rs. 15 as per paragraph 223 of the Medical Code (local allowance).
(12) Sub-Assistant Surgeons giving First-aid, lectures to police recruits — Anantapur, Coimbatore and Vizagapatam.	In view of the additional work ...	Rs. 15 duty allowance.
(13) Sub-Assistant Surgeons in charge of Police Hospitals in addition to other work.	In view of the additional work ...	Rs. 10 duty allowance.
(14) Sub-Assistant Surgeons at Bapatla and Kumbakonam for visiting the Leper institutions at those places.	Do. do. ...	Rs. 10 duty allowance.
(15) Sub-Assistant Surgeons at Bapatla (15), Pallavaram (15), Guntur (10), Kavali (10), for visiting the criminal settlements in the neighbourhood.	Do. do. ...	Rs. 15 or Rs. 10 duty allowance.
(16) Sub-Assistant Surgeons on plague duty at ports on cholera duty, famine duty, festival duty, etc.	In view of risky nature of work ...	Rs. 10 duty allowance or Rs. 30 or Rs. 5 duty allowance (varying rates).
(17) Sub-Assistant Surgeons in Lunatic Asylums.	In view of the risky and unpleasant and special nature of work.	Rs. 15 or Rs. 25 duty allowance according to service.
(18) Sub-Assistant Surgeons in Jails.	Compensation for loss of private practice and special nature of work.	Rs. 15 or Rs. 20 duty allowance according to service.
(19) Sub-Assistant Surgeons in Pasteur Institute, Coonoor.	In view of special nature of work and coolness of climate.	Rs. 20 or Rs. 30 local allowance according to service + Rs. 5 warm clothing allowance.

Mysore—cont.

Appointments.	Nature of allowance.	Amount.
(20) Sub-Assistant Surgeon, Amin-di.	For vaccination work ...	Rs. 10 duty allowance.
(21) Sub-Assistant Surgeons employed under the scheme for extension of medical relief to rural areas.	Compensation for loss of private practice while on tour sanctioned specifically in addition to charge allowance.	Rs. 20 local allowance.
(22) Sub-Assistant Surgeons attached to Forest College, Coimbatore.	Compensation for loss of private practice and touring in malarious tracts.	Rs. 10 local allowance.

132. In the Surgeon-General's opinion, if the special allowances now given are abolished, the appointments to which they are attached will become very unpopular and it will be difficult to get a Sub-Assistant Surgeon to stay with contentment in these appointments, a condition which would not be conducive to efficiency and should therefore be avoided. The Government have, however, passed orders permitting the uniform charge allowance of Rs. 10 to be drawn in addition to other allowances for special work only in the following cases:—

1. Sub-Assistant Surgeons attached to Police Hospitals at Anantapur, Coimbatore and Vizagapatam. Special allowance of Rs. 15 per mensem for lecturing in First Aid to Police recruits.
2. Sub-Assistant Surgeons attached to District Headquarter Hospitals and in additional charge of local Police Hospitals. Charge allowance of Rs. 10 per mensem for the charge of Police Hospitals.
3. Sub-Assistant Surgeons doing duty as Port Health Officers. Plague duty allowance of Rs. 10 per mensem.

The Government consider "that the whole question of these officers' charge allowances and special allowances must be reconsidered and that their salaries must be regraded, so that as a general rule the salary in itself may be adequate for the duties to be performed. A charge allowance is in its essence an allowance given to an officer for doing the duties of some other officer in addition to his own, and special local allowances should be confined to cases which are really exceptional such as duty in Agency tracts or leper hospitals. It is impossible to provide for ordinary differences in the work or amenities of different posts by a system of allowances and officers must be prepared to take the rough with the smooth in their career as a whole and look for compensation for an unpleasant station or an unremunerative turn of duty to a better appointment in due course."

The Government have accordingly referred the question of regrading the salaries of Sub-Assistant Surgeons to the Salaries Committee for consideration.

133. As regards these local allowances the Committee has no hesitation in recommending that the uniform charge allowance of Rs. 10 which is a duty allowance counting for leave and pension should be incorporated as part of the substantive pay of Sub-Assistant Surgeons. No object is served by treating such an allowance as separate from pay when it is drawn by all officers. Next as regards those local allowances (these do not count for pension and leave) that are granted in unhealthy or specially expensive localities, the Committee is equally clear that they should continue. The list of such places will be dealt with separately in Chapter XII below. There remain the numerous other local allowances enumerated in the list above. To raise the pay of Sub-Assistant Surgeons generally so as to make it unnecessary to pay any particular man extra for doing any of the pieces of work for which such allowances are now paid, or unnecessary to compensate them for the disability now considered deserving of compensation, is open, the Committee feels, to the objections urged by the Surgeon-General. It is true that, in theory, compensation may be effected by judicious transfer so that in the long run all men fare alike. But the Committee is fully persuaded that this is a counsel of perfection and that there is no chance of its being followed in practice. Conditions of service are not uniform and, as a matter of practical administration, the Committee considers that the lack of uniformity will be better remedied by the grant of special allowances than by prescribing a uniform scale and attempting to mitigate the results by a system of transfer. Sub-Assistant Surgeons are presumably chosen for teaching work or for work in special hospitals, such as Leper and Lunatic Asylums, because of their special qualifications for that work. A system of transfers devised to give all a turn at

specially unpleasant or arduous duties would, the Committee conceives, militate against efficiency. The Committee cannot, therefore, generally condemn the system of allowances paid to Sub-Assistant Surgeons.

134. Having come to this conclusion, however, the Committee feels a further difficulty, as it appears to them that, irrespective of these allowances, the scale of pay of Sub-Assistant Surgeons is too low notwithstanding the recent revisions and would be so even if raised by the incorporation of the general charge allowance of Rs. 10. With this allowance the scale would begin at Rs. 60 and end at Rs. 130. The Sub-Assistant Surgeon has to undergo a long period (now 4 years the Committee understands) of special training. He gets free quarters and may get private practice; but he has practically no chance of promotion to the next higher grade of the medical service, that of Assistant Surgeon, as that can be entered only by graduates in Medicine. It seems, therefore, to the Committee that his average normal salary should be equal to that which the Committee has taken as a standard for officers of the rank of Deputy Tahsildar namely about Rs. 150. The Committee would, therefore, propose a scale of Rs. 75—5—175 as suitable for Sub-Assistant Surgeons. This represents an average of Rs. 125 or with private practice perhaps Rs. 150. This scale would be inclusive of the present uniform charge allowance but not of allowances payable in unhealthy or specially expensive localities. As regards the other allowances, some compensatory and some duty, now paid the Committee cannot recommend that all should be abolished, but considers that, if the liberal scale of salary it has proposed is accepted, the list of these allowances should be jealously scrutinized by competent authority, such as the Surgeon-General, and retrenchment effected where strong justification does not exist. For example, the Committee would concede an allowance for regular teaching in addition to medical work, but not for occasional instruction in first-aid; it would consider an allowance for work in a Leper Hospital or Lunatic Asylum justifiable, but not an allowance for occasional visits to a Leper settlement, still less to a Criminal tribes settlement.

135. The Committee is aware that the scale it has put forward as adequate is considerably higher than the existing scale which itself is of recent origin. It feels, however, that, even if the emoluments proposed to be given to present incumbents be unduly large in their case, the needs of the country require a good class of men for these appointments, and that the interests of human welfare and sanitation generally will be well served by the extra expenditure proposed.

SANITATION DEPARTMENT.

136. The only service of executive subordinates in the Sanitary Department paid from Provincial funds that falls within the purview of the Salary Committee's inquiries is that of the Deputy Inspectors of Vaccination. These officers were up to 1903-04 paid from Local funds; with the introduction of the Provincial Settlement on 1st April 1904, the charges on account of their pay and local allowances were provincialized. The rate of pay then fixed for them was in three grades of Rs. 40, Rs. 60 and Rs. 70. Additions were made to the staff of Deputy Inspectors from time to time to meet current requirements; and the total strength stood at 86 in 1917, including 5 men employed in the King Institute. In July 1917, the Local Government introduced, with the approval of the Government of India, a comprehensive scheme of reorganization of vaccination establishments the main features of which were—

(i) The duty of verification of vaccination was thrown entirely on Deputy Inspectors, the Vaccinators being left to do only vaccination.

(ii) The number of Deputy Inspectors was increased and a reduction was made in the staff of Vaccinators, in consequence of the change referred to in clause (i).

(iii) Better qualifications were insisted on both for Deputy Inspectors and Vaccinators.

As regards Deputy Inspectors, the Government found that the service had failed to attract men of the class required; the work was distasteful and, if conscientiously performed, arduous; and the prospects poor. Government therefore improved the emoluments of the inspecting staff, by raising their pay and increasing their number from 86 to 109. The following statement compares the rates of pay of Deputy Inspectors of Vaccination in force at the various revisions:—

Scale as budgeted for in 1904-05.	Scale in force prior to the reorganisation of 1917.	Scale sanctioned in the reorganisation of 1917.
RS.	RS.	RS.
24 (70)	24 (70)	27 (80—4—100)
8 (60)	25 (60)	38 (65—3—80)
23 (40)	37 (40)	44 (50—3—65)
58 Average pay	66 Average pay	109 Average pay
Rs. 55.	Rs. 54.	Rs. 73.

Four additional men have been appointed since the year 1917.

137. The Government also made it a rule in 1917 that Deputy Inspectors of Vaccination should generally be recruited direct; but in exceptional cases Vaccinators of proved merit and ability who have qualified as Sanitary Inspectors are appointed. The men appointed direct are required to serve as Vaccinators under a taluk board before taking charge of a range.

Among the qualifications now required from Deputy Inspectors are (i) that they should be S.S.L.C. men or those who have secured a pass in a higher examination and (ii) that they should have qualified as Assistant Sanitary Inspector or Sanitary Inspector.

In the reorganization of August 1917 they were also granted, instead of travelling allowance under the ordinary rules, a fixed travelling allowance of Rs. 15 per mensem each; this was raised in May 1918 to Rs. 20 per mensem.

138. No special recommendation has been made by the Sanitary Commissioner regarding this class of officers. They have no prospects of promotion beyond their class; but their training and professional knowledge is inferior to that of a Sub-Assistant Surgeon. The Committee considers that if the existing scale of pay is replaced by a time-scale with a somewhat higher starting point, it would be sufficient. The Committee, therefore, recommends a scale of Rs. 60—2—100.

AGRICULTURAL DEPARTMENT.

139. The Agricultural department as reconstituted in 1905-06 provided for a subordinate agricultural staff consisting of

(a) Assistants to the superior scientific staff employed in the Agricultural College at Coimbatore who were mainly divided into grades of Rs. 50 to 100 or 150 and Rs. 170 to 250 and

(b) Farm Managers and Assistant Farm Managers, the former being divided into two grades of Rs. 50—5—100 and Rs. 100—10—150 and the latter drawing a uniform rate of Rs. 35—3—50.

In 1915 a reorganization scheme was introduced with the sanction of the Secretary of State; the scheme, besides providing for a large increase to the superior staff of the Agricultural department which was required in order to divide the Presidency into seven distinct agricultural divisions, also sanctioned concurrently a material addition to the subordinate service. The subordinate service was divided into two sections, the first an Upper Subordinate staff consisting of Farm Managers, Teachers in the college, Senior District Inspectors and Scientific Assistants in the college—a total cadre of 84 appointments; the second, a Lower Subordinate branch of 141 appointments consisting of Assistant Farm Managers, Junior Inspectors and Fieldmen.

The following statement exhibits the scales of pay and establishment of the subordinate Agricultural service before April 1915, and the scale as sanctioned in the reorganization scheme:—

* Scale in force before the reorganization scheme.

Scientific Assistants—

2 Senior Assistants ...	150—20—250
1 Senior Assistant ...	150—10—250
12 Junior Assistants ...	50—10—150
1 Junior Assistant ...	50—10—100

Farm Managers, etc.—

6 Farm Managers ...	100—10—150
17 " "	50—5—100
28 Assistant Farm Managers	35—3—50
6 Fieldmen	25—5—50

71 Average pay for all ... Rs. 80

* Scale as sanctioned in the reorganization.

Upper Subordinate branch—

6 posts on Rs. 200	Out of these seven are reserved for Scientific Assistants.
10 posts on Rs. 175	
16 posts on Rs. 150	

10 Scientific Assistants on a pay of Rs. 75—75—75—5—125
42 Farm Managers or Agricultural Inspectors on pay of Rs. 50—5—125.
84 Average pay ... Rs. 122

Lower Subordinate branch—

6 posts on Rs. 90
9 " " 85
18 " " 80
108 " " 35—2½—75

141 Average pay ... Rs. 63

* Exclude the Veterinary Assistant and Engineering Assistant who continued on the old rates of Rs. 150—10—250.

140. It will be seen that the main features of the reorganization scheme, apart from the increase in numbers, was to introduce a time-scale for both the branches, upper and lower, of the Subordinate Agricultural service, with selection posts in each branch, viz., Rs. 150, 175 and 200 grades for the upper, and Rs. 80, 85 and 90 for the lower. The rates of pay were carefully worked out by comparison with the Educational department. In the case of the Scientific Assistants an initial pay of Rs. 75 was adopted, because it was held that good science graduates were not so easily obtainable as graduates in arts or history and as such persons started on Rs. 75 in the Educational department, the same initial pay was granted in the Agricultural department.

141. The budget estimate for 1919-20 shows that the full complement of staff as sanctioned in the reorganization scheme has not yet been employed; the number of Scientific Assistants has, however, slightly increased. Government also introduced in February 1919 a modification in the rate of pay of Farm Managers of last grade, viz., Rs. 50—5—125; it is now divided into two grades of Rs. 50—5—100 and Rs. 100—5—125. The result of this modification is that the time-scale feature of the reorganization has been abandoned in favour of progressive rates of pay in two grades. It will probably be found expedient to revert to a simple time-scale when the department is more fully developed and the staff more completely recruited.

142. The Director of Agriculture, who was consulted, has not proposed any enhancement or revision of the rates of pay of the subordinate agricultural staff. Mr. Wood, however, presses for a modification of the system under which the Scientific Assistants are promoted to the highest grades of Rs. 200, 175 and 150 by means of selection posts. He remarks as follows:—

"I disapprove, at any rate, for our scientific staff, of the system of selection posts at the head of a grade. It is always more or less a toss-up as to whether your scientific research worker will prove a good bargain or not. But you want to keep him contented, and if he gets on a grade which carries him steadily through with regular promotions, and without the necessity of lobbying for accelerated promotion, I think you are more likely to get better work out of him. The matter is particularly difficult in this department, as I am supposed to be able to decide whether one man is better as a mycologist than another man as a chemist."

The difficulty referred to seems to be real. A similar difficulty has been felt in the matter of the promotion of the Indian Agricultural Service and Provincial Agricultural Service officers under a system of time-scale pay with selection posts at the top, as the work of the officers engaged in different branches of research and

their merits in each cannot be properly compared; the Madras Government have accordingly suggested in these cases a continuous time-scale up to the maximum, with an efficiency bar at a prior stage. The Committee mentions the matter as it has been brought to its notice, but the question seems to be one of organization rather than of salaries and the Committee does not feel called upon to suggest a solution. 143. As regards the scales of pay, the average rates agree fairly with the Committee's standards, and the Committee considers them adequate.

VETERINARY DEPARTMENT.

144. A scheme for the organization of the Veterinary Department was first sanctioned by the Secretary of State in 1907. This provided for the following cadre of subordinate veterinary staff to be gradually introduced in this Presidency:—

	Rs.
Fifteen Veterinary Inspectors ...	6 on 100—4—120 9 on 85—3—100 13 on 75—2—85 40 on 50—5—75 79 on 30—4—50
One hundred and thirty-two Veterinary Assistants ...	

The rates of pay mentioned above continued in force till very recently; in October 1919 the pay has been enhanced. During the interval from 1907 to 1919 various kinds of allowances came to be attached to the posts held by the subordinate veterinary staff.

145. The Government in the beginning of the year 1919 asked the Superintendent, Civil Veterinary Department, to consider the question of the allowances drawn by these officers and to submit proposals for their abolition and for a revision of their pay. Mr. Ware thereupon proposed two grades of progressive pay for Veterinary Assistants of Rs. 60—4—80 and Rs. 80—2—100 and three grades of Inspectors on Rs. 100, 150 and 200 so as to bring their emoluments in line with those of Sub-Assistant Surgeons and Assistant Surgeons in the Medical Department. Government, however, did not accept Mr. Ware's proposals in their entirety and sanctioned the following less costly scale:—

Scale of establishment prior to the reorganization of October 1919.	Scale proposed by Mr. Ware.	Scale sanctioned by Government.
Inspectors.	Inspectors.	Inspectors.
7 Veterinary Inspectors ... 100—4—120	8 Veterinary Inspectors ... 200	7 Veterinary Inspectors ... 110—4—120
10 Do. ... 85—3—100	6 Do. ... 150	10 Do. ... 100—2—110
17 Average ... 103	17 Average ... 135	17 Average ... 113
Assistants.	Assistants.	Assistants.
13 Veterinary Assistants ... 75—2—85	58 Veterinary Assistants ... 80—2—100	13 Veterinary Assistants ... 90—2—100
40 Do. ... 50—5—75	79 Do. ... 60—4—80	40 Do. ... 66—5—90
79 Do. ... 30—4—50	79 Do. ... 30—4—50	79 Do. ... 46—4—65
132 Average ... 84	132 Average ... 81	132 Average ... 49

The opportunity was taken at the same time to abolish or modify various allowances drawn by Veterinary officers.

146. The average pay of the Veterinary Assistant is above the Committee's standard: that of the Inspectors is rather below the standard corresponding to Deputy Tahsildar. But the conditions of the recruitment and work are, of course, not comparable: and the Committee sees no reason to doubt the adequacy of either scale. A simple time-scale would appear to be more suitable than the grades of incremental scales in force, but as the latter have been so recently sanctioned the Committee does not recommend any change.

CO-OPERATIVE SOCIETIES.

147. The officers in the department under the Registrar of Co-operative Societies to be dealt with by the Salaries Committee are Inspectors of Co-operative societies. The department came into existence only about 15 years ago and with the rapid expansion of co-operative societies during the past ten years the staff required for supervision has also greatly increased. At the beginning of 1907-08 there were only four Inspectors—2 on Rs. 40—2½—60 and 2 on Rs. 35 each. In January 1908 two

additional Inspectors were sanctioned, 1 (100—10—150) and 1 (75—5—100); owing to the very rapid increase in the number of societies, Government sanctioned in October 1908 the employment of five additional Inspectors on Rs. 40—2½—60 which rate of pay was also then adopted as the minimum for Inspectors instead of Rs. 35. The staff as sanctioned in October 1908 thus consisted of eleven Inspectors—

Rs.	
1	(100—10—150)
1	(75—5—100)
9	(40—2½—60)

In 1908 the Registrar was authorized to employ one additional Inspector for every 25 societies registered above 100.

148. In 1910, the Registrar of Co-operative Societies stated that the initial pay of Rs. 40 then given to Co-operative Inspectors was no longer necessary, because these men had not to travel throughout the Presidency as they had to do at first; societies had now become concentrated in local areas and villagers had become accustomed to co-operative ideas. The Registrar accordingly suggested a starting pay of Rs. 25 as sufficient for Inspectors and he proposed also that they should be granted fixed travelling allowances, instead of ordinary travelling allowance under the Civil Service Regulations—a proposal which then required the sanction of the Government of India. The Local Government agreed that a new grade of Inspectors on lower pay might be appointed but they fixed their pay at Rs. 30—2—40 per mensem with ordinary travelling allowance admissible under the Civil Service Regulations. The power vested in the Registrar of Co-operative Societies of employing one Inspector for every 25 registered societies continued up to 31st March 1911, on which date there were actually 25 Inspectors. In 1911–12 Government directed that proposals for any increase of Inspectors should first receive their approval before the staff was employed; the staff was accordingly increased on application by three men in June 1912; the staff as thus sanctioned consisted of 28 Inspectors paid as below :—

Rs.	
1	on 100—10—150.
1	on 75—5—100.
18	on 40—2½—60.
8	on 30—2—40.

149. In March 1913, the Government sanctioned on application from the Registrar a further addition of 16 men to the Inspectors' staff. But, in making this addition, a departure was made from the usual practice of creating progressive appointments for Inspectors and the 16 additional posts were put on fixed grades of Rs. 80, Rs. 70, Rs. 60, Rs. 40 and Rs. 30. In October 1913, a further addition of 10 Inspectors on fixed grade pay of 7 (40) and 3 (30) were sanctioned. The total strength of Inspectors thus stood at 54. From 1913 to 1918 no additions were made to the inspecting staff. In February 1918, Mr. Hemingway pleaded strongly for the creation of additional Inspectors' posts and he calculated his requirements at (54 + 14 or) 68 men in all. The Government considered the scale of pay fixed for Inspectors as unsuitable and they asked Mr. Hemingway to suggest a suitable scale of pay for the entire staff of the co-operative Inspectors so as to eliminate the inequalities in grading then caused by some appointments being placed on grade pay and others on progressive pay; meanwhile the additional men required were sanctioned on a fixed grade pay temporarily. Mr. Hemingway submitted in August 1918 his reorganization scheme, the chief features of which were—

(a) All men on Rs. 30 and above in the department, whether clerks or Inspectors, were put in a common cadre with rates of pay personal to them, so that clerks and Inspectors could be easily interchanged. Mr. Hemingway claimed some advantages for this method of grading.

(b) These subordinates were placed in several grades of progressive rates of pay ranging from a minimum of Rs. 30 to a maximum of Rs. 150.

(c) Clerks on Rs. 30 and less were placed on grade pay.

Mr. Hemingway's scheme was sanctioned in December 1918 with some modifications in minor details. The following statement exhibits the scale of establishment in the co-operative department in force before and after the reorganization of December 1918 :—

Before the reorganization of 1918.		After the reorganization of 1918.	
Inspectors—		Inspectors—	
1 (100—10—150).	22 (40).	1 (100—10—150)	} Chief Inspectors.
1 (75—5—100).	8 (30—2—40).	2 (80—4—100)	
2 (80).	11 (30).	8 (60—2—80)	
3 (70).	—	52 (40—2½—60)	} Inspectors.
2 (60).	68	31 (30—2—40)	
15 (40—2½—60).	—	91	
Clerical staff.		Clerks in Co-operative Department—	
Registrar's office—12 men—		12 (30).	
1 (100).	2 (40).	9 (25).	40.
1 (80).	2 (35).	19 (20).	
1 (70).	3 (30).		
1 (50).	1 (20).		
Eight Assistant Registrars' offices—48 men—		Total ... 134 men.	
8 (50).	8 (25).		
8 (40).	16 (20).		
8 (30).	—		
Total 128 men.			

Since then some slight additions have been made, viz., 1 Inspector on Rs. (60—80) 12 in the Rs. (40—60) grade and eight in the Rs. 30—40 grade.

150. A large scheme involving considerable additions to the co-operative staff has, the Committee understands, been recently sanctioned by the Local Government. This scheme provides for the appointment of 13 additional Assistant Registrars (to be included in the Deputy Collectors' cadre) with the establishment required for them and of 192 additional Inspectors in the following grades :—

1 (80—4—100)	103 (40—2½—60)
14 (60—2—80)	74 (30—2—40)

It will be observed that the grading and rates of pay follow those settled in December 1918.

151. As clerks on more than Rs. 30 and Inspectors are included in one cadre, Mr. Hemingway's proposals regarding both classes have to be considered together. Mr. Hemingway recommends that for clerks the minimum pay should be Rs. 30 (in Madras Rs. 35); and he expresses preference for a time-scale of pay for them so as to enable them to rise to a maximum of Rs. 60. The existing system of pay in his department is, in his opinion, better than grades of fixed pay, but he would like a time-scale still better.

In regard to Inspectors Mr. Hemingway's view is that they are persons who, though not possessing very high educational qualifications, are yet expected to exercise a certain amount of independent judgment and use considerable tact and commonsense; and that therefore they should be paid a good deal more than a clerk. Rs. 40 as a minimum, rising on some sort of time-scale to Rs. 80, with adequate travelling allowance to meet the real cost of moving about will, in his opinion, suffice.

As regards superior clerical and inspecting establishment, Mr. Hemingway is not so clear. An initial pay of Rs. 60 or Rs. 80 for such men with prospects of rising to Rs. 150 or even higher, recruited partly direct and partly by promotion of the best juniors may, in his opinion, ultimately yield a class of officers who could replace the present Deputy Collector class of Assistant Registrars and thus result in economy. Mr. Hemingway is not quite sure whether this will tend to efficiency; and he has therefore refrained from making any such recommendation.

152. The co-operative department, with its combined cadre for clerks and subordinate executive staff, presents an altogether special feature, which is not to be found in any other department. So far as the junior or routine clerks are concerned, Mr. Hemingway's views accord with the Committee's recommendation that such clerks generally should be on a scale of Rs. 30—1—60. As regards the Inspectors also, Mr. Hemingway's proposed scale of Rs. 40 rising to Rs. 80 would accord with the Committee's proposed standard of Rs. 60. With higher clerical posts the Committee is not dealing. As regards the higher executive subordinates (not of provincial

service status), Mr. Hemingway's proposed scale of Rs. 60 or Rs. 80 rising to Rs. 150 or the present three grades of Rs. 60—2—80, Rs. 80—4—100 and Rs. 100—10—150 seems adequate.

153. The Committee would here remark that the travelling allowances of the inspecting staff of this department might appropriately be in the shape of fixed monthly allowances. The Committee observes that such a proposal was made by two Registrars in the past.

PUBLIC WORKS DEPARTMENT.

154. The subordinate executive staff of this department which has to be dealt with by the Salaries Committee is composed of the following classes of officers:—

(a) Lower Subordinates.

(b) Upper Subordinates, in the grades of Overseer and Supervisor. Upper Subordinates in the grade of Sub-Engineers are gazetted officers and are outside the scope of the Salaries Committee's inquiries.

155. Lower Subordinates.—This establishment was first constituted in 1884 and the rates of pay then fixed continued in force till the beginning of 1913 when they were revised. The following are the scales before and after the reorganization sanctioned in January 1913:—

Scale before reorganisation of 1913.	Scale after reorganisation of 1913.
61 (Rs. 50 — $\frac{10}{5}$ — 70 — $\frac{10}{5}$ — 90)	7 on 80
56 (Rs. 35 — $\frac{5}{5}$ — 40)	16 " 70
97 (Rs. 25 — $\frac{5}{5}$ — 30)	22 " 60
214 Average cost Rs. 44.	25 " 50
	35 " 45
	38 " 40
	38 " 35
	38 " 30
	214 Average cost Rs. 45.

Although the average cost was not increased, the revised system of grading improved the prospects of the men. When the service was first constituted in 1884, no examination qualification was prescribed in the case of these subordinates. In 1913, however, Lower Subordinates had to be persons who had qualified by the lower subordinate test of the College of Engineering; and it was consequently held that some improvement of their pay was required to attract a satisfactory type of candidate for these posts. The minimum pay of these men was raised from Rs. 25 to Rs. 30 but it was ruled that no grain compensation allowance should be drawn by future entrants to the service.

156. Subsequently in 1913-14 the draftsmen establishment in the various Public Works Department offices was reorganised; instead of the draftsmen's posts previously existing, the Government found it preferable to include 24 chief posts held by them in the Upper Subordinate cadre and 158 other posts in the Lower Subordinate cadre, in the various grades ranging from Rs. 30 to Rs. 80. Although, for purposes of promotion, the draftsmen are included in the cadre of the Subordinate Executive staffs, they still are holders of ministerial appointments, and the Salaries Committee is not concerned with them. The budget for 1919-20 shows that the number of Lower Subordinates at present engaged on "General duty and Conservancy" is as follows:—

	Cost.
12 Sub-overseers on Rs. 80	Rs.
19 Do. " 70	960
29 Do. " 60	1,330
38 Do. " 50	1,740
50 Do. " 45	1,900
50 Do. " 40	2,250
49 Do. " 35	2,000
50 Do. " 30	1,715
1 on Rs. 50 — $\frac{10}{5}$ — 70	1,500
398	60
	18,455
	Average Rs. 45.

157. Upper Subordinates.—According to the rules in the old Public Works Department Code the strength of this class of officers was determined by the Government of India for each province; and the Code laid down a definite distribution of these men between grades as follows:—

		Rs.
Sub-Engineers	Three-sixteenths of total upper subordinate cadre.	I grade 400 — $\frac{50}{5}$ — 500 II " 300 III " 250
	I : II : III grade :: 1 : 1 : 2.	
Supervisors	Five-sixteenths of upper subordinate cadre.	I grade 200 II " 150
	I : II grade :: 3 : 5.	
Overseers	Half of total cadre	I grade 100 II " 80 III " 60

Proportion in each grade of overseer was not laid down by the Government of India.

158. In 1912, the Local Government submitted for sanction a reorganization scheme of the Upper Subordinate cadre the main features of which were:—

(a) Ninety-six temporary posts of Upper Subordinates were abolished as such and were permanently added to the cadre.

(b) The proportion of Sub-Engineers to the total cadre, as laid down in the Code, was abandoned and the total number of Sub-Engineers was fixed with reference to actual requirements for subdivisional charges.

(c) Sub-Engineers were divided into six grades of Rs. 250, Rs. 300, Rs. 350, Rs. 400, Rs. 450, Rs. 500: and the former subdivisional allowance of Rs. 30 admissible to Upper Subordinates holding subdivisions was abolished.

(d) Twenty-four posts held by important draughtsmen were also added to the Upper Subordinate cadre.

The scheme was approved by the Secretary of State and was introduced in 1913. The following statement compares the scales and rates of pay before and after the reorganization of 1913:—

Scale before the reorganisation of 1913.	Rs.	Scale after the reorganisation of 1913.	Rs.
10 Sub-Engineers	400 — $\frac{50}{5}$ — 500	3 Sub-Engineers	500
9 "	300	6 "	450
18 "	250	9 "	400
37 "		12 "	350
		17 "	300
		21 "	250
		68 "	
Average	316	Average	329
23 Supervisors	200	34 Supervisors	200
38 "	150	47 "	150
61 "		81 "	
Average	169	Average	171
49 Overseers	100	65 Overseers	100
31 "	80	70 "	80
17 "	60	31 "	60
97 "		166 "	
Average	87	Average	84

Total 195: General average Rs. 156.

Total 315: General average Rs. 159.

It will be seen that the average pay of Overseers was reduced; but the reorganization benefited Sub-Engineers considerably and the general Upper Subordinate service slightly. The actual rates of pay for Overseers and Supervisors which had been in force since the eighties of last century were left untouched. The very large addition to the cadre made in 1913 seems to have occasioned a block in promotion, which is now the subject of complaint.

159. A resolution was moved in 1913 in the Legislative Council by the Hon'ble Mr. T. V. Seshagiri Ayyar that men who held B.E. degrees from the College of Engineering should be more largely employed than in the past in order to provide recruits for Sub-Engineers' posts and that such men should be given a starting pay of Rs. 100 per mensem. The practice then was to treat graduates and passed Upper Subordinates of the College of Engineering alike, and start them all on Rs. 60 per mensem except that the first students got guaranteed posts. The Government decided to give a B.E. a starting pay of Rs. 100 and some additions were accordingly made to the temporary Upper Subordinates' posts on Rs. 100 so as to provide for this change of policy.

160. In 1915, the Government of India recognizing that the pay of the Upper Subordinate service was inadequate, circularized all Local Governments authorizing them to reorganize the scale of pay of their Upper Subordinate establishments subject to certain general principles, viz.—

- (1) that the average pay of an Upper Subordinate should be raised so as not to exceed Rs. 194½ (the average in Madras was Rs. 159),
- (2) that the maximum pay of Sub-Engineers should not exceed Rs. 550,
- (3) that a time-scale might be adopted and an actuarial time-scale was sent as a sample for guidance. In some provinces, a revision appears to have been effected on these lines, e.g., in the United Provinces. The Madras Government preferred to wait for more settled financial conditions after the war, before introducing the improvements suggested by the Government of India.

161. In July 1917 the Government found it necessary to issue the following orders to regulate increases of pay to temporary Upper Subordinate establishments:—

"Temporary Upper Subordinates are of two classes, viz., those who have passed the Engineer test and started on a salary of Rs. 100 per mensem and those who have passed, or have been exempted from passing, the Upper Subordinate test and started on a salary of Rs. 60 per mensem. A considerably larger number of men of both these classes are entertained in the department than there are, eventually, permanent appointments for; and there are therefore a number of temporary Upper Subordinates who have rendered approved service but who have not been appointed to the permanent Upper Subordinate establishment owing to the limited number of vacancies on that establishment. The Government have already recognized the necessity for encouraging such men, and have been sanctioning annually since 1913 increases of pay to deserving temporary Upper Subordinates. With a view to place the matter on a more satisfactory basis and to avoid inequality of treatment, the Government hereby authorize the Chief Engineer to grant in accordance with the following rule increases of pay to temporary Upper Subordinates who have rendered approved service":—

"Temporary Upper Subordinates who have passed the Engineer test may be granted triennially an increase of pay of Rs. 20 up to Rs. 200.

"Temporary Upper Subordinates who have passed or have been exempted from passing, the Upper Subordinate test may be granted triennially an increase of Rs. 10 up to Rs. 100, and thereafter of Rs. 20 up to Rs. 200."

162. Meanwhile the Government of India appointed a special committee presided over by Mr. Sly (now Sir F. Sly) to report on the question of the organization, methods and procedure of the Public Works Department; and the report submitted by this Committee contains proposals relating to the organization of this department. These proposals in so far as they affect points to be dealt with by the Salaries Committee are briefly—

(i) That a provincial service (next below the Superior Engineering service now corresponding to Engineers and Assistant Engineers) is to be formed. This service is to be recruited direct from the engineering classes of colleges, i.e., by holders of the B.E. degree; their pay is to be Rs. 250 to Rs. 550 and their strength is to be sufficient to fill all subdivisional charges not held by Assistant Engineers.

(ii) That a single subordinate service is to be formed next below this provincial service, to contain the whole engineering staff of the department below the rank of subdivisional officer; and the minimum pay for this service, which will be held by lower subordinates, is to be Rs. 50 per mensem.

It would thus appear that the 'Upper Subordinate Service', as it is now called will be abolished as such; this service the Public Works Reorganization Commission consider to be 'an undesirable compromise between the Engineer officer and the subordinate proper.'

163. The Public Works budget for 1918-20 shows that at present the Upper Subordinate staff, permanent and temporary, is constituted as under:—

Permanent.

69 Sub-Engineers: 3(500), 6(450), 10(400), 11(350), 17(300), 22(250).
88 Supervisors: 35(200), 48(150).
171 Overseers: 62(100), 71(80), 51(60).

Temporary.

87 Sub-Engineers (250).
195 Upper Subordinates: 2(200), 3(170), 2(150), 16(120), 42(100), 7(90), 10(80), 83(70), 30(60).

164. Mr. Howley says, in general, that the existing salaries of employees of his department are inadequate, more especially in lower grades. While the whole organization of his department is in the melting pot, he is not able to make any definite proposals and he considers it useless to make any detailed proposals before the final orders of the Government of India are received on the Public Works Reorganization Committee's report. Mr. Howley, however, considers

(a) that the *very minimum* starting pay of Lower Subordinates should be Rs. 50, and that this should be further raised if the pay of Revenue Inspectors and such other non-technical classes of employees is raised;

(b) that starting pay for Upper Subordinates should be Rs. 80.

165. For the purpose of the present report the Committee considers it sufficient to deal with the case of Sub-Overseers and that of Overseers and Supervisors. Sub-Overseers are now paid in grades from Rs. 30 to Rs. 80 per mensem. It is true that they undergo a course of professional training but their duties are clearly of a more narrow and less important scope than those of a Revenue Inspector. The Committee considers that a time-scale of Rs. 50—2—100 would be adequate, according to the Committee's standard, for this class of subordinate whose qualifications do not admit of his promotion to the next higher class of Overseer. Overseers are paid in grades from Rs. 60 to Rs. 100 and Supervisors from Rs. 150 to Rs. 200. As the Sub-Engineers' class on the Provincial Service will probably start on a salary of Rs. 250, the Committee would fix as adequate a scale of Rs. 75—5—125 for Overseers and of Rs. 150—5—200 for the next higher grade of Supervisor.

MINOR IRRIGATION STAFF.

166. A permanent minor irrigation staff, consisting of qualified Upper and Lower Subordinates, was first sanctioned by the Secretary of State in 1898 in the place of the temporary establishments previously employed by the Collectors of districts for the charge of minor irrigation works. The establishment then sanctioned consisted of 6 Supervisors in 2 grades of Rs. 120 and Rs. 140; 21 Overseers in 3 grades of Rs. 60, Rs. 80 and Rs. 100 and 66 Sub-Overseers in 3 grades of Rs. 30, Rs. 40 and Rs. 50, and it continued unchanged till 1914 save for a few additions sanctioned from time to time in the Sub-Overseer grade to meet current requirements.

167. The question of increasing the annual outlay on minor irrigation works having been raised in the Legislative Council by Mr. S. T. Shunmugham Pillai in March 1911, the Board of Revenue made a careful investigation of the subject; and one of the proposals made by the Board of Revenue was to improve the pay and prospects of the minor irrigation staff. The Board stated that these men remained on the same pay for considerable periods with little, if any, prospects of promotion;

and it accordingly proposed incremental rates of pay for the executive staff which were sanctioned by Government with some modifications. The following statement sets out the various scales.

Scale sanctioned in 1892.	Rs.	Scale before the reorganisation of 1914.	Scale after the reorganisation of 1914.
Supervisors—		Supervisors—	Supervisors—
2	140	2	140
4	120	4	120
6		6	
Average pay	127	Average pay	127
Overseers—		Overseers—	Overseers—
4	100	5	100
7	80	8	80
10	60	8	60
21		21	
Average pay	74	Average pay	77
Sub-Overseers—		Sub-Overseers—	Sub-Overseers—
18	50	23	50
24	40	25	40
24	30	37	30
66		85	
Average pay	39	Average pay	38
		Average pay	47

168. Notwithstanding the improvement in pay and prospects effected in 1914, considerable difficulty was still experienced in securing the services of qualified men for the Minor Irrigation staff. The Government after consulting the Board of Revenue and the Chief Engineer, Public Works Department, came to the following decision in September 1917:—

(i) That the Overseer grade should be abolished and that the Minor Irrigation staff should be reorganized so as to consist of Sub-Overseers and Supervisors only.

(ii) That the pay of Sub-Overseers be assimilated to that of Sub-Overseers in the Public Works Department with a minimum of Rs. 30 and a maximum of Rs. 80, but placed on a progressive scale with biennial increments of Rs. 5.

(iii) That the pay of Supervisors be fixed at Rs. 150 and that they should be mainly recruited from the Public Works Department. The budget for 1919-20 shows that there are now—

11 Supervisors on Rs. 150, and
141 Sub-Overseers (15 of them temporary) on a pay of Rs. 30-5-80.
Average, Rs. 54.

169. The Commissioner of Revenue Settlement (the Hon'ble Mr. Buckley) has not made any proposal relating to the pay of Minor Irrigation staff; but he has suggested that special allowances should be attached to unpopular districts where recruitment of Minor Irrigation Sub-Overseers is difficult in comparison with popular districts. The Committee considers such allowances unnecessary if the scale of pay is raised as recommended.

170. The Committee sees no reason why the pay of Minor Irrigation Sub-Overseers or Minor Irrigation Supervisors should be less than that of their fellows in the Public Works Department and would fix their pay at the scales recommended in the case of the Public Works Department, namely, Rs. 50-2-100 for Sub-Overseers and Rs. 150-5-200 for Supervisors.

CHAPTER XI.

The conditions under which a temporary addition should be made to salary on account of high prices, the limit of salary to which such addition should be made, the nature and amount of the addition desirable and the method according to which it should be calculated.

171. The existing rules under which such an addition to salary may be granted are set out in article 72 of the Civil Account Code which is reproduced below:—

COMPENSATION FOR DRAINERS OF PROVISIONS.

Local Governments and Administrations may, by special orders, grant compensation to the establishments subordinate to them within the following limits:—

(I) (a) When the price of the common staple food-grain of the district is dearer than Re. 1 for twelve seers, but is not dearer than Re. 1 for ten seers, all whole-time servants of Government on civil establishments, whose pay does not exceed Rs. 30 per mensem, may receive an extra allowance at rates not exceeding those prescribed below:—

Pay exceeding Rs. 16 but not exceeding Rs. 30 per mensem ... Rs. 2
Pay not exceeding Rs. 16 per mensem ... Rs. 1

When the pay is less than Rs. 5 per mensem, the extra allowance may be increased, at the discretion of the sanctioning authority, so as to bring up the aggregate pay and allowance to an amount not exceeding Rs. 6 per mensem.

(b) When such grain is dearer than Re. 1 for ten seers, the above allowances may be raised to amounts not exceeding Rs. 3 and Rs. 1-8-0 respectively, and the aggregate pay and allowance of servants on less than Rs. 5 per mensem may be brought up to Rs. 6-8-0 per mensem.

Explanation 1.—In provinces in which the districts are very large, the taluk or other subdivision may be taken as the area for the application of the test prices.

Explanation 2.—Local Governments and Administrations may, at their discretion, take the average of the prices of the principal food-grains instead of the price of the common staple food-grain of the districts as the test.

Explanation 3.—The limits 10 and 12 seers per rupee are maxima, and any Local Government or Administration may, at its discretion, withhold compensation until grain is dearer. Similarly, the pay limit of Rs. 30 a month should be regarded as the maximum, Local Governments and Administrations having full power on each occasion of distress prevailing to adopt a lower limit.

Explanation 4.—All other forms of remuneration besides pay proper such as acting, charge, local and hill allowances, overtime allowances, fees and pensions are to be taken into account in determining pay for the purpose of these rules.

Explanation 5.—The allowance is to be determined with reference to the total emoluments drawn in a month and not with reference to the rate at which pay for the month or for any part of it, is drawn.

(II) The allowance is admissible to men who are officiating or in temporary employment and also to piece-workers in Government Presses, provided that they are drawing rates of salary which have been fixed with reference to normal circumstances, but the allowance is not admissible to men absent on leave or under suspension nor to part-time servants who are only engaged by Government for specific duties which do not prevent their earning money in other ways.

(III) Government servants drawing consolidated rates of pay part of which has been expressly granted for the up-keep of a horse or camel, are eligible for grain compensation if their net pay, excluding the above-mentioned allowance, does not exceed Rs. 30 per mensem. Mounted men who are eligible on their net pay to draw the grain compensation allowance for themselves may also get an extra allowance not exceeding Re. 1 a month at the discretion of the Local Government or Administration, for the extra cost of feeding their horse or camel.

(IV) The orders in each case should be strictly temporary, and unless specially renewed should, in no case, be held to continue in force beyond the end of the financial year in which they were issued.

Note 1.—The common staple food of the districts, taluk, or other subdivision means the cheapest grain of any kind commonly used by the people of the tract.

172. An examination of the correspondence in regard to these rules shows that—

(a) the price limits for purposes of determining eligibility to grain compensation allowance have been Re. 1 for 10 seers and Re. 1 for 12 seers since 1876 throughout India;

(b) a suggestion has been more than once made and negatived to substitute percentage increases over 'normal' rates for the 'fixed price' limits; and

(c) the temporary character of the allowance has been more than once emphasized and it has been explained that it is meant to meet sudden and temporary increase in the price of food-grains as shown in the following extract of a letter from the Government of India:—

"Compensation for dearness of food should not be given merely because the case falls technically within the limits of article 72 of the Volume I of the Civil Accounts Code; there must be at the same time such a pressure on the resources of the inferior Government servants that a temporary increase in their pay is urgently required."

173. As a matter of fact, owing to the rise of prices in 1908 and the selection of rice in almost all districts as one of the staple food-grains, grain compensation allowance has been paid continuously almost in all districts from 1908 onwards. In 1913, the matter of raising the pay of clerks and menials was considered by an official informal Committee and they recommended the abolition of grain compensation allowance and the raising of salaries instead. It was clear that the rise in prices had come to stay and that the grain compensation allowance rules meant for a temporary period of high prices, were unsuitable. The Madras Government agreed in this view and reported accordingly to the Government of India. But, at the same time, they pointed out that the grain compensation allowance was meant to meet sudden and temporary increases in the prices of food-grains, such as have been caused in the past by scarcity and famine; that, notwithstanding the present high level of prices, it was clear that exemption could not be expected from the sudden and temporary rise which would be produced by a failure of the rains over a considerable area; that the remedy for such a rise must be one that can be applied rapidly; and that, therefore, it was desirable that Local Governments should still have authority to grant temporary and urgent relief of this character and that, therefore, the rules for grain compensation allowance should be retained subject to a readjustment of the price level at which compensation may be granted.

174. Recently the Government of India have accepted these views; the new system they contemplate is based on the assumption that the salaries of low paid establishments will ultimately be brought into accord with what is now the normal level of prices and that in each Province the Local Government is the authority which can best determine what, for the future, is to be deemed the normal price. On that assumption the rules suggested are:—

(1) that grain compensation allowance should be allowable to officers on pay not exceeding Rs. 30 per mensem, and

(2) that the maximum allowance should not exceed Rs. 3 per mensem.

The price limits at which the allowance will become payable and the rates at which it should be paid would have to be fixed.

175. After a careful consideration of the various discussions recorded on the subject the Committee is of opinion that provision should continue to be made, as in the existing rules, for the payment of an addition to small salaries on the occasion of sudden and temporary rise in the price of food-grains. It thinks that the 'fixed limit' is the proper method of calculation and that the allowance should be payable at the discretion of the Local Government whenever rice, the most general staple food-grain, sells at two measures or less for the rupee. The Committee assumes that salaries generally will be revised on the basis of its recommendations in this report. This being so, the Committee would fix the amount of the allowance at Rs. 5 per mensem, the equivalent of 10 measures at 2 measures for the rupee and it should be payable equally to all full-time Government servants drawing a salary not exceeding Rs. 60 per mensem. In other respects the Committee considers the present rules sound.

CHAPTER XII.

The circumstances which in this Presidency justify special allowances either for special classes of work or for work in special localities and the extent to which the existing allowances can be merged in salaries.

176. In G.O. No. 884, Financial, dated 25th November 1919, instructions have been issued to the Committee asking them, if they recommend that special conditions of particular localities should be taken into consideration in deciding the question of grant of allowances,

(1) to draw up a list of areas for service in which allowances should be given;

(2) to say whether there are, in their opinion, any reasons why preference should be given to one department over another in the matter of the grant of such allowances;

(3) to prepare a list of all such allowances now granted; and

(4) to recommend any modifications they may think necessary in the list having regard—

(a) to the areas to which they propose to confine the allowances; and

(b) to the officers employed in these areas who are not now in receipt of them.

177. Before proceeding to examine the question of these allowances which are now divided into two classes, viz., (a) duty allowances and (b) local allowances, it may be useful to examine the position prior to 1915, when both these kinds of allowances were called 'local allowances' and no distinction was drawn between them.

A local allowance was formerly defined in the Civil Service Regulations as—
"an allowance, not specially declared to be 'Pay' or 'Salary' given in addition to pay or salary either for duties which do not properly belong to an officer's office, or in consideration of exceptional local circumstances, such as the unhealthiness or expensiveness of the locality or duty, or the specially arduous nature of the work. Subject to the provisions of articles 82 and 267 to 270 (of the Civil Service Regulations) a local allowance is paid in full to the officer actually present on duty, and is not taken into account in calculating leave allowances or pension."

The Secretary of State expressed an opinion in 1914 that such of the allowances as are clearly justified on the ground of heavier duties and greater responsibility should count for leave allowances and pension; the question was thereupon further examined by the Government of India and it was finally decided in the beginning of 1915 with the approval of the India Office—

(a) That allowances granted in view of increased or arduous work or responsibilities (i.e., remunerative allowances) should count for leave and pension.

(b) That allowances given to meet expensive living or other special circumstances or local considerations which do not affect the character of the officer's work (i.e., compensatory allowances) should not count for leave allowances or pension.

(c) That in cases, where allowances are granted partly for increased work and partly for local considerations such as higher cost of living, the best plan would be to decide whether they are given mainly for the one purpose or the other and to treat them accordingly, as a splitting up of the allowance would add to the complexity of audit.

(d) That deputation allowances should follow the same line of division.

178. Steps were accordingly taken by the Government of Madras to settle whether the old local and deputation allowances should be treated as 'remunerative' or 'compensatory'; and a list of the allowances classed as 'remunerative' is given in the Madras Supplement to the Civil Service Regulations. The terminology of these allowances subsequently underwent a change: 'remunerative' allowances are now called 'duty' allowances; and 'compensatory' allowances are called 'local.' The definition of 'local allowance' given in the Civil Service Regulations has also been altered and it is now stated to be merely "an allowance given to an officer, in addition to pay or salary, in consideration of exceptional local circumstances, such as the unhealthiness or expensiveness of the locality or duty."

179. *Preparation of a list of all special and local allowances now granted.*—What is apparently intended is that such a list should be obtained from the Accountant-General, utilized by the Salaries Committee in connexion with its examination of the general question and submitted to the Government. The first and second editions of the old Madras Supplement to the Civil Service Regulations issued by the Accountant-General contained a full list of these allowances. In the third and subsequent editions of the volume, the Accountant-General omitted this list. In April 1915, the Government pointed out the omission to the Accountant-General and expressed the view that a consolidated list of these allowances printed as an appendix in one of the local audit manuals would be a very great convenience. The Accountant-General was requested to print such a list and include it in the Madras Supplement to the Civil Service Regulations. But up to date this has not been done. The list compiled and supplied at the request of the Salaries Committee has been found on examination to contain mistakes and omissions. The Committee has done its best to correct the mistakes and supply the omissions in communication with heads of departments, but it cannot confidently affirm that the list as it now appears in the appendix to this chapter is complete and accurate.

180. *How far can existing allowances be merged in salaries?*—This is the first point to be examined. In an Order dated 2nd December 1919, the Government have remitted for the consideration of the Committee the question of the allowances drawn by Sub-Assistant Surgeons and this subject has been dealt with in paragraphs 133 and 134 above. It seems to the Committee that there are serious practical objections to any scheme that aims at wholly eliminating extra allowances by merging them in uniform rates of pay. Firstly, the treatment, as part of pay, of local allowances which do not count for leave and pension, would to that extent increase the financial liability of Government and it would be an unnecessary addition to the ineffective charges of the State; secondly, in subordinate executive services where the officers are borne on a *district scale*, or a *circle scale comprising a range of districts*, a uniform rate of pay for all men would result in inequality of treatment owing to the different local conditions of districts or groups of them. While it would be obviously undesirable to have different rates of pay for, say, Sub-Inspectors of Police in different districts, a uniform rate of pay with no allowances whatever of any kind would have the disadvantage of offering the same emoluments for service in popular districts like Chingleput, South Arcot, Tanjore, as in the Agency tracts; thirdly, in the cases of services which impose a liability to serve in any part of the Presidency, even if the Government be prepared to face the additional pension charges and introduce a scheme of uniform rate of pay with no allowances, it is doubtful whether in actual practice the heads of departments could enforce on each subordinate his fair measure of service in an unpleasant charge. Thus in the case of Sub-Assistant Surgeons, the difficulty experienced by him in the matter of their transfers; and he stated that, so long as Presidents of District Boards exercise the power of transferring a majority of these men to stations within the district and the Surgeon-General's powers are restricted to transferring such men from district to district only, he could not be held responsible for transfers within the Presidency as a whole. A scrutiny made by him of the places where the Sub-Assistant Surgeons had served in the past further showed that many of them had managed to evade their term of service in bad localities. Similarly in the Public Works Department, the Chief Engineer posts Upper Subordinates to circles only; and the power of transferring them within the circle to definite stations rests with the Superintending Engineer. Any increase of centralization would, the Committee considers, be inexpedient.

The Committee therefore on the whole considers that it is sound policy to compensate subordinate officials for marked differences in work or for living in special and expensive localities by a system of local allowances.

181. The Committee has scrutinized the list of existing duty and local allowances granted in the various departments and will state its conclusions as briefly as practicable.

Duty allowances.—When the distinction between 'duty' and 'local' allowances was first laid down by the Government of India, they observed that "in order to obviate the administrative difficulties which the introduction of this innovation may cause, we deem it advisable to cause it to be clearly indicated that the

selection of an officer to a post which carried a local allowance will be subject to the conditions that his appointment thereto is a matter of pure selection, and that, if for reasons of administrative expediency it is subsequently decided to remove him from such a post, or not to send him back there on return from leave, he has no ground of appeal so long as his grade or class pay is not affected." Though financially it makes no difference, whether a duty allowance is merged into pay or is treated as an allowance distinct from salary, yet for administrative purposes, it appears to the Committee that it will sometimes be convenient to keep duty allowances distinct so as to give the appointing authority a free hand in choosing the best men from time to time for the work. On the other hand, there are cases, where it is thought, the duty allowances now given can be merged in pay permanently or temporarily according to the character of the allowances without causing any great administrative difficulty. The cases in the following list appear to the Committee to fall into the latter category:—

Appointments in respect of which amalgamation of pay and allowance can be effected.	Reference to number of item in annexure.
(i) <i>Revenue department.</i> —Temporary Special Revenue staffs for revision of adangals, localization and demarcation of mamul wet areas.	Items 1, 2, 3, 4 and 11 of statement.
(ii) <i>Police department.</i> —Manager in the office of the Finger Print Bureau.	Item 82 <i>ibid.</i>
(iii) <i>Educational department.</i> —Drawing masters and Drill instructors, in Government College, Mangalore, Teachers' College at Saidapet, Training schools in Tinnevely, Dindigul, etc.	Items 112, 113 and 115 <i>ibid.</i>
(iv) Clerk of the Law College, Madras	Item 118 <i>ibid.</i>
(v) Senior clerks in the eleven offices of Assistant Inspectors of Schools.	Item 119 <i>ibid.</i>
(vi) <i>Jail.</i> —Compounders in jails	Item 128 <i>ibid.</i>
(vii) <i>Medical department.</i> —Charge allowance of Rs. 10 drawn by all Sub-Assistant Surgeons holding sanctioned posts.	Item 131 <i>ibid.</i>
(viii) Attender in Medical College in charge of animal museum.	Item 147 <i>ibid.</i>
(ix) Clerk and peon in the King Institute, Guindy, who attend to maintenance and distribution of anti-rinderpest serum.	Item 149 <i>ibid.</i>
(x) Lady Apothecaries in Government headquarter hospitals.	Item 168 <i>ibid.</i>

The above list is put forward as illustrative only not as exhaustive. The Committee would suggest that heads of departments should be instructed to propose the amalgamation of duty allowances with pay wherever this course will not entail the disadvantages mentioned in paragraph 180 *supra*. The Committee further recommends that, having regard to the improved scales of pay it has in many cases suggested, the duty allowances drawn by the subordinates who will be benefited should be reviewed very carefully by the heads of their departments and those allowances withdrawn that cannot be justified by a real increase of work.

182. There are certain general 'duty' allowances that call for special notice:—

(a) *Shorthand allowance.*—The Committee has already recommended in Chapter V above that the existing practice in some offices of remunerating members of the clerical establishment by allowances for occasional shorthand work should continue. It is observed that such shorthand allowances are treated in some offices as *remunerative* or *duty* allowance—items 8, 42 (b), 64 (b) and (c), 65, 68, 75, 117 (b), 171, 172, 173 and 199—while in some other offices the Accountant-General has not included them in this category and he apparently treats them as local allowances—vide items 53, 66 and 67. It seems to the Committee that the allowances should be reckoned as duty allowances in all cases.

(b) *Confidential allowance.*—This is an allowance given to typists who copy confidential papers.

The Committee has recommended that typewriting should in future form part of the ordinary qualification of a clerk and that every clerk, or as many of the junior clerks in an office as the head of the office may think necessary, should be required to learn typewriting as a condition of his retention in public service. The Committee considers that Confidential allowances should be abolished.

(c) *Teaching allowances*.—Such allowances are given in professional departments except the Public Works Department, viz., Forest (item 42 (a) in statement), Medical (items 130, 141, 142 and 143 in statement), Agriculture (items 174 and 176 in statement), Veterinary (item 184 * in statement). The Committee sees no reason why any additional allowance should be given to a subordinate who is deputed to teach instead of being employed on executive work. But an allowance might be admissible if a subordinate was required to teach in addition to doing his executive work. The amount should of course vary according to the circumstances of the case.

183. *Local allowances*.—The terms of reference contained in G.O. No. 884, Financial, dated 28th November 1919, suggest some such plan as the following in the matter of the grant of local allowances:—

(i) That local allowances should be given in future for service in certain areas to be fixed—clause (1) of the order.

(ii) That, when these areas have been definitely defined with reference to cost of living therein, or unhealthiness or other special considerations, local allowances should be 'confined' to subordinates serving in those areas—clause 4 (a) of the order.

(iii) That when areas have been declared to be eligible for local allowances all subordinates therein should draw the allowances on a uniform or standardized scale, excepting officials of some departments who may be deemed to be disqualified for them or qualified to draw them on a better or worse scale—vide clause 4 (b) and clause (2) of the order.

With regard to the first and second points the Committee observes that there are a good number of so-called 'local' allowances at present given, which have no reference to any purely local circumstance, such as cost of living or unhealthiness of a particular locality. The local allowance of Rs. 10 drawn by Land Records Revenue Inspectors of all taluks throughout the Presidency (item 12 in statement) is of this kind; as a matter of fact it is a duty allowance; other local allowances of this nature are mentioned below.

With regard to the third point, the Committee observes that the existing scales of local allowances do not follow any principle of uniformity. There are cases of localities recognized by Government as unhealthy or expensive, where some departments have been entirely excluded from the benefits of a local allowance; and sometimes, particular appointments in the same office or department which have been excluded from the concession while others have got it. The following are examples:—

(a) *Agency Tracts*.—These areas have always been recognized to be specially expensive; when in 1912 and 1913 a general scale of local allowances was proposed and sanctioned for subordinates in these localities not in receipt of local allowances, the shroffs in the Deputy Tahsildar's offices, Balliguda Ramagiri and Udaragiri, were excluded by the Collector of the district from the proposed concession; in his opinion the transactions of the sub-treasuries in question were very light and the pay (Rs. 15) already sanctioned for them was quite sufficient without any local allowance in addition. This view prevailed. Another instance of this kind is the case of elementary school teachers in the three Agencies of Ganjam, Vizagapatam and Godavari for whom neither the Government Agents nor the Director of Public Instruction considered the concession of local allowance necessary, when it was granted to other educational subordinates in these tracts, the reason being that these elementary school teachers were men of the locality who required no special addition to their pay.

(b) *The Nilgiris*.—This district has been recognized always to present special conditions which justified grant of local allowances generally to subordinates serving therein. Subordinates of the Cinchona department, whether in the plantations or in offices, are not, however, in receipt of local allowances, as it has been held that

* This item is treated as a local allowance.

the pay has been fixed so as to compensate for the cost of living on the hills. Similarly in the office of the Inspector-General of Prisons four of the senior clerks long a long time did not get any local allowances, while all others were in receipt of an allowance of Rs. 10, it having been held that the pay of the former included the extra cost of residing on the hills; but recently in connexion with a proposal made by Major Cameron for a general revision of salaries with reference to the rise in prices, Government has granted an increase to the senior men in the shape of a local allowance.

(c) *Madras City*.—The initial pay of Rs. 35 to clerks and Rs. 15 for menials in Madras recently recommended by the Salaries Committee and adopted by Government takes into account the extra cost of residence in the Madras City. In the case of the subordinate executive staffs there are some who get Presidency allowances when posted to Madras, e.g., Upper Subordinates of the Public Works Department—local allowances of Rs. 15 to Rs. 30 (item 200 in statement); Sub-Assistant Surgeons Rs. 10 (item 186 in statement)—both Upper Subordinates of Public Works Department and Sub-Assistant Surgeons are borne on a Presidency cadre. For others, e.g., the City Police staff, the pay has been fixed so as to take into account the extra cost of residence in the Presidency town. Sub-Inspectors of Madras City get a pay of Rs. 75, 100 and 125 as against Rs. 50, 60, 70, 80 and 100 given in the mufassal; Inspectors of Police similarly get Rs. 200, 250 and 300 in Madras as against Rs. 150, 175, 200 and 250 drawn by a mufassal Inspector. While therefore local allowances seem to be rightly given in Madras in some few cases, there is no need to extend the concession to others whose pay may have been fixed with special reference to cost of living there.

(d) *Nagapatam, Tuticorin and Madura towns* are three places where a local allowance of Re. 1 each was sanctioned to constables in connexion with the revision of pay of constabulary in 1916, owing to the high cost of living there. The concession has not been extended to head constables or other subordinates of the police or any other department generally.

184. Other similar instances and cases where the extra cost of living in a special locality has been taken partially or wholly into account in fixing the existing rates of salaries could be cited; the scheme of revision of salaries now proposed to be undertaken with reference to present high prices contemplates a readjustment of existing scales of pay; the adoption of a principle of uniformity in the matter of grant of local allowances could therefore result in inequality. This aspect of the question is strongly brought out in the following remarks made by an eminent official in connexion with a Secretariat proposal to standardize local allowances on the Nilgiris. He said:

It is admitted that the proposal will affect adversely the Forest, Police and Sub-Court establishments and the result of any change therefore will be to stir up a hornet's nest of objections and the only benefit we are promised is a uniform scale of allowances. The principle on which these allowances should be given is that the pay of the corresponding appointment in the plains should be taken and an allowance added for dearness and cost of living, etc. In the cases of some of the hill offices in fixing the pay of the appointment account has already been taken in part or whole of the latter factor. A fixed and uniform scale of allowances, therefore, by itself instead of producing equality will but emphasize inequality. Further the argument for a uniform scale of allowances predicates that a man in the same pay in different departments is called on to do the same work. This, whether it ought to be true or not, is certainly not the fact and the difference between a lightly worked appointment and a heavily worked one will again be only enhanced by a uniform scale of allowances. No doubt the work of the appointment influenced the recommendation of the officer who originally proposed the pay of the appointment.

For a fancied advantage, therefore, we are asked to pull down the structure of allowances in all departments, which has been built up with much labour and undoubtedly with much fairness in the past and with which every one is satisfied, for this proposal emanates from the Secretariat. The proposal will introduce change and unsettlement in individual cases with admittedly undesirable results financially, for it implies a considerably increased cost. The existing scales and orders are known and understood and a uniform scale will not help any one, even the Financial Department.

The proposed general standardization was accordingly abandoned by the Government in 1907 it being held that "attempts at uniformity are generally a mistake and lead to endless discussions and discontents."

185. At the same time the Committee considers that there is some advantage in securing some correlation between the scales of local allowances granted to various departments in an admittedly expensive or unhealthy locality. Such a rule would obviate patent inequalities in the rates of compensation allowed to men on similar salaries in different departments and check any tendency of these allowances to grow in a haphazard way. The Committee observes that the local allowances of Revenue subordinates of the Vizagapatam Agency were fixed by Government in August 1917 on this principle by assimilating the scale of their local allowances to those granted in Public Works Department, viz., 30 per cent for men on salaries of Rs. 30 and above and 50 per cent for lower salaries. In February 1919 this rate was further extended to all medical subordinates serving in the three Agencies of Ganjam, Vizagapatam and Gōdāvari. At present a scheme for placing on a uniform basis the scales of local allowances of all officers in the Agency Tracts is under the consideration of Government and a report submitted by the conference of the three Government Agents of Ganjam, Vizagapatam and Gōdāvari has been referred for the consideration of the Committee. One of the findings of this conference is that it is not either possible or desirable to prescribe a fixed percentage allowance for officers of all departments serving in various parts of the Agency.

186. A consideration of all the reasons for and against a scheme of general standardization, has led the Committee to the following conclusions:—

(i) That area or locality should not be the sole deciding factor in the matter of grant of local allowances; and that the nature of the duty performed, irrespective of the place where an officer serves, is a circumstance which may justify the concession, as recognized by article 32, Civil Service Regulations. The localities, or the duties for which local allowances will have to be given are for decision in each case, as it arises; and it is impossible to decide in advance in what new localities or for what new duties it will be found necessary to grant the concession in future.

(ii) As regards the question whether preference should be given to one department over another in the matter of the grant of the concession, the question hardly seems to arise, as it is noted that, in the past, in the same department and sometimes in the same office such differences have been made and do exist.

(iii) That, in localities like the Agency tracts, etc., which are manifestly expensive or unhealthy, there is no necessity to lay down a uniform standardized scale of local allowances that would be applicable to all officers and to all departments, owing to the varying conditions under which recruitment is made to the different kinds of appointments and the fact that in respect of some appointments, the pay fixed may take into account wholly or in part the extra cost of living in the special tracts.

(iv) While it may perhaps be desirable to lay down a general scale for any particular locality, as a maximum which should not in any case be exceeded in order to obviate inequality that may otherwise arise in the compensation paid to men of similar standing in different departments, the actual amounts of local allowances to be paid to each department, or in some cases to particular office-holders in the same department, are matters to be decided on the merits of each case on the recommendations of the heads of departments concerned, with reference to the actual conditions of recruitment to those posts, and the circumstances under which the pay of such posts may have been fixed in the past.

187. *Local allowances granted in consideration of circumstances other than those of locality.*—There are several items in the annexed statement falling in this category. Some of them represent:—

(i) Allowances paid for heavy out-door work or for a large amount of touring whether near or at distance from headquarters—items 12, 21, 23, 37, 157 (b).

(ii) Some are allowances for work done for foreign employers and paid for by them which the Government of India's orders prevent being treated as duty allowances—item 17 (a).

(iii) Some local allowances are apparently expedients adopted to avoid unnecessary references to higher authority—items 22, 29, 40 (a).

(iv) Some represent an inducement to facilitate recruitment for unpleasant work or service in an unpopular district or locality—items 33, 40 (b), 41, 97, 125, 127.

(v) Some are typewriting allowances paid to clerks who provided their own typewriting machines and kept themselves efficient thereby—item 63.

(vi) Some are water allowances of Re. 1 paid to menials in Cochin to enable them to defray the cost of procuring drinking water—items 17 (b), 35 (a), 58 (b) and 213 (last entry).

(vii) Some are signalling batta given to police staff in Lamp and Flag signalling parties established throughout the Presidency, as an inducement to them to keep themselves efficient—item 111.

(viii) Some are really grants-in-aid to school teachers obscured by the appellation of local allowance—item 124.

(ix) Some local allowances are washing charges which might perhaps be treated as contingent expenditure—item 152.

(x) Some local allowances are granted for loss of private practice suffered by medical men—items 157 (c) and 167.

One of the foregoing items calls for remarks, viz., item 29. If the concession of ordinary travelling allowance for journeys within jurisdiction be extended to all officials—this will be the effect of the Salaries Committee's recommendations under the Travelling Allowance Chapter—there will be no need to grant to these subordinates local allowances also in addition; items 30 and 40 (a) in the annexed statement are other items of the same kind.

In the other cases the Committee sees, on general grounds, no objection to the continuance of the allowances.

188. *Forest department executive officials.*—At a conference of the Chief Conservator of Forests with the other Conservators of the Presidency held at Coimbatore in June 1919 they discussed the question of the local allowances, and with a view to remove the numerous anomalies and inconsistencies which, they thought, the existing rules presented, they came to the following conclusions:—

(i) That special forest tracts should be divided into three categories:—
(a) areas exceptionally remote, exceptionally unhealthy and exceptionally expensive where the local allowance would be 50 per cent of the pay subject to a maximum of Rs. 150;

(b) areas either exceptionally remote, or exceptionally unhealthy or exceptionally expensive where the local allowance would be 33 per cent of pay subject to a maximum of Rs. 100;

(c) areas which though not exceptional in any of the above respects are such that the conditions of forest life are difficult and unattractive—local allowance here to be 25 per cent of pay subject to a maximum of Rs. 50.

(ii) That the above allowances are not permissible to those living outside the areas nor to such indigenous classes as the Khonds, the Koyas, the Chenchus, the Sholagas, the Kurumbas, etc.

(iii) That each Conservator of Forests should prepare a statement exhibiting the areas of each of the above-named three categories within his Circle.

It is understood that the list referred to is still under preparation. It will be useful meanwhile to refer to the past history of local allowances in the Forest Department. In August 1910, the Government acting on the view that Forest subordinates were paid to serve in unhealthy tracts and that they were not therefore generally entitled to local allowances, issued orders saying that special allowances should not be granted in the case of subordinate officers of the Forest Department on account of the unhealthiness or inaccessibility of the localities in which they are serving except for very strong reasons; and they accordingly cancelled a local allowance which had been sanctioned for the Range officer, Tandigudi (Madura district), in 1908. The Board of Revenue asked for a reconsideration of this decision in 1913; they pointed out that the pay in other departments was as good as in the Forest Department while the work done in other departments was generally more congenial; that the Forest Department could therefore recruit only those men who were not good enough for other departments and that consequently there was constant difficulty in recruiting men whether locally or from outside to serve in unhealthy forest tracts. The Board of Revenue strongly pressed on the Government the need for granting local allowances not only in the Tandigudi range of the Madura district, but in several other places, viz., North Coimbatore division, Kollegal Forest

division, South Salem and South Vellore divisions. The Government cancelled their orders of 1910 and sanctioned local allowances in these localities in August 1913—items 48 (d), 49, and 50 (c) in Annexure. Since that time a more or less liberal policy has been pursued, and the concession of local allowance was extended to some forest tracts in Ganjam, in the Upper Godavari and Sriharikota range in the Nellore district—items 44 (d), 45 and 52 in Annexure.

The Committee considers this policy correct and expedient and advocates a revision of local allowances in the Forest Department on the lines recommended by the Conservators.

189. *Conference of the Agents to the Governor in Ganjam and Vizagapatam and Government Agent, Godavari.*—The relevant part of this report is printed as Appendix to this chapter. It will be seen that the conference lay down as a basis that it is not 'either possible or desirable to prescribe a fixed percentage allowances for officers of all departments serving in various parts of the Agency.' The Committee agrees. The proposals of the conference do not involve any change in respect of the executive officials of the Salt, Forest, Education and Veterinary Departments and call for no remarks in this respect.

Revenue Department executive officials and Revenue Department clerical staff—Paragraphs 3 (ii) and 4 of the report.—The Committee advocates acceptance of these proposals, which represent the views of competent officers of local experience.

Public Works Department officials—Paragraph 3 (ix) of report.—The Chief Engineer, Public Works Department, has separately brought to the notice of the Committee the inadequacy of local allowances of Public Works Department officials in the Godavari. He remarks: "The local allowances for Dumagudiem and Venkatapuram in the Upper Godavari are in my opinion quite inadequate owing to the unhealthiness of the locality and the extreme difficulty of access during the greater part of the year. For persons whose salaries does not exceed Rs. 100 per mensem, the allowance might be 75 per cent of salary or 25 per cent more than the maximum allowed elsewhere whichever is greater". The recommendation made by the conference seems to the Committee to be reasonable.

Police Department—Paragraph 3 (viii) of report.—There seems to be a misapprehension under this head. Inspectors of Police in Vizagapatam Agency alone get Rs. 30; in Ganjam and Godavari, according to the Accountant-General's statement, the local allowance is Rs. 15 only. The Committee however agrees in the recommendation of the conference report.

(i) *Clerical, menial, etc., staff of departments other than Revenue and Deputy Inspectors of Vaccination—Paragraphs 3 (vi) and 4 of report.*—Here also the Committee sees nothing to object to.

190. The subject of local allowances in exceptional localities like the Agency tracts and other hill regions such as the Wynad, Nilgiris, Palnis, etc., is essentially one for examination by persons of local experience. The Committee would advise that the plan adopted for the Agency tracts be followed regarding the other hill regions of the Presidency for it appears to it that, with the progress of communications, it is probable that conditions in the Wynad do not now justify local allowances of so much as 50 per cent.

APPENDIX A.

STATEMENT OF DUTY AND LOCAL ALLOWANCES DRAWN BY NON-GAZETTED OFFICERS OF GOVERNMENT.
REVENUE DEPARTMENT.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Duty allowances.</i>				
1. South Arcot, Tanjore, Trichinopoly, Madurai and Ramanad.	Temporary establishments employed for revision of adangal accounts— Four Tahsildars Over 50 Revenue Inspectors— Items 1 to 8 on page 331 of Madras Supplement to Civil Service Regulations.	Rs. 50 10	These allowances are granted for the arduous and responsible nature of the work and were in 1916 directed to be treated as remunerative (G.O. No. 255, Financial, dated 8th May 1916). It may be stated that prior to 1910 these revenue inspectors were getting pay of Rs. 45 and Rs. 50 without any allowance; in that year it was decided to split the amounts into ordinary grade pay plus allowance (G.O. No. 2990, Revenue, dated 10th September 1910).	These are temporary posts; and the salary might be fixed at a consolidated sum.
2. Guntur	Temporary staff of 31 Special Inspectors for adangal work.	10	As the allowances are duty allowances they have been transferred to this category (G.Os. No. 707, Revenue, dated 24th March 1919, and No. 2293, Revenue, dated 7th October 1919).	Do.
3. Trichinopoly	Temporary staff of twelve Revenue Inspectors sanctioned till 31st March 1920 for revision of adangals in Laigudi taluk.	10	From the Government Orders quoted it appears that the allowances are duty allowances and so the item has been removed to this category (G.Os. No. 3522, Revenue, dated 25th October 1918, and No. 904, Revenue, dated 25th April 1919).	Do.
4. Trichinopoly	Temporary establishment employed on the localization and demarcation of wet areas in whole inam villages— Four Revenue Inspectors—item 28, Appendix C to Madras Supplement to Civil Service Regulations.	10	This allowance, which is granted in view of the responsible nature of the work, was in 1916 directed to be treated as remunerative (G.Os. No. 255, Financial, dated 8th May 1916, and No. 532, Revenue, dated 26th February 1915).	Do.
5. Chingleput, North Arcot, Chittoor and Ramanad.	Seven clerks of union pan-chayats at seven different stations in these districts who attend to clerical work of Bench Magistrates' Courts— Items 7 to 13 on page 331 of Madras Supplement to Civil Service Regulations.	8	These allowances were in 1916 directed to be treated as remunerative (G.O. No. 255, Financial, dated 8th May 1916).	
Ramanad	Copyist, Sub-Magistrate's Court, Aruppukottai.	3	This is a duty allowance granted for attending to clerical work, Bench Court, Aruppukottai (G.O. No. 758, Home (Judicial), dated 3rd April 1919).	
6. Madurai	Municipal maitri	3	This is a duty allowance granted for attending to clerical work, Bench Court, Periyakulam (G.O. No. 1158, Home (Judicial), dated 22nd May 1918).	
7. All districts	Land Records Tahsildars	25	This allowance was originally Rs. 10—10—50 and it was fixed at Rs. 25 in 1919. This allowance was first directed by the Government to be treated as compensatory or local; the Board of Revenue represented in October 1916 that the post required special knowledge and in view of the great responsibility devolving on this officer for the efficient working of the whole land records maintenance in the district it recommended that the allowance be treated as remunerative or duty allowance. This was approved by Government (G.Os. No. 729, Financial, dated 12th December 1916, and No. 292, Revenue, dated 7th February 1919).	
8. Nineteen districts.	One clerk or typist employed in each of the Collectors' offices of the districts specified below— Ganjam, Godavari, Kistna, Karnool, Madras, Chingleput, Chittoor, Cuddapah, South Arcot, Pinnaveilly, Madurai, Malabar, North Arcot, Vizagapatam, Nellore, Anantapur, The Nilgiris, Bellary and Coimbatore.	10	<i>Short-hand allowances.</i> —The Madras Supplement to the Civil Service Regulations omits the last three districts, viz., the Nilgiris, Bellary and Coimbatore. It appears from the Board's budget for 1920-21 that there are short-hand allowances in these districts also.	
9. Madras	Income-tax Manager, Board of Revenue (Separate Revenue), sanctioned temporarily for six months from September 1919.	One-fifth of salary.	This is a deputation (duty) allowance sanctioned for increased work and responsibility to a Tahsildar who was deputed to this work (G.O. No. 3049, Revenue, dated 2nd September 1919).	

REVENUE DEPARTMENT—~~ESTD.~~

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
16. The Nilgiris— cont.	Collector's office—			
	One Sarishtadar (175)	25		
	Two clerks (100)	35 each.		
	Seven clerks (70), (20), (50)	15		
	Eleven clerks (40), (30), (20-35)	10		
	Seven clerks (20)	5		
	One shroff (20)	5		
	Nineteen inferior servants (7-14)	3 each.		
	Coonor Sub-Collector's office—			
	One clerk (70)	15		
	Two clerks (40), (30)	10 each.		
	Two income-tax accountants (40-60) and (15)	10		
	One clerk (20)	5		
	Five menials (10 to 7)	3 each.		
	Deputy surveyor and draughtsman of the Land Revenue Staff, Nilgiris	10		
	Coonor Taluk office—			
	One Tahsildar (150)	25		
	One head accountant (70)	15		
	Two revenue inspectors (35), (40)	15		
	Seven clerks (35), (30), (25)	10 each.		
	One clerk (20)	5		
	Two shroffs (20), (15)	5		
	One dufferband (8)	3		
	One muchi (7)	3		
	Six peons (8)	2		
	One golla (10)	2		
	Deputy Tahsildar and Sub-Magistrate, Coonor—	25		
	One clerk (25)	10		
	One clerk (20)	5		
	Two peons (8)	2		
	Deputy Tahsildar's office, Ootacamund—			
	One Deputy Tahsildar (150)	25		
	Two revenue inspectors (40), (35)	15		
	Two clerks (30), (25)	10 each.		
	One clerk (25)	10		
	Three clerks (20)	5		
	One dufferband (8)	3		
	Five peons (8)	2		
	Deputy Tahsildar's office, Gudalur—			
	Deputy Tahsildar (125)	25		
	One Sarishtadar (70)	15		
	Two revenue inspectors (40)	15		
	One clerk (30)	10		
	Two clerks (30)	10		
	Two clerks (20)	5		
	One shroff (15)	5		
	One dufferband (8)	3		
	Four peons (8)	2		
	Two probationary revenue inspectors (40)	15 each.		
	(a) Accountant, Collector's office.	10		
17. Malabar ..	(b) Peons, Deputy Collector's office, Cochin.	1		

G.O. No. 1121, Revenue, dated 17th April 1912, and page 115 of G.O. No. 2078, Revenue, dated 11th July 1912.

The allowance is granted for work relating to the Zamorin's estate to be done in the Collector's office and the cost is recovered from the estate. There was not sufficient work for a whole-time clerk and so an allowance was given; as the Accountant-General held that this could not under the Government of India's orders be treated as a duty allowance, it has been treated as a local allowance (G.O. No. 1526, Revenue dated 23rd April 1918).

Allowance is sanctioned to enable the menials to meet the extra cost of procuring drinkable water (G.O. No. 2589, Revenue, dated 1st December 1903, and No. 2425, Revenue, dated 12th August 1913).

REVENUE DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
17. Malabar—cont.	(c) Tahsildar, Wynad	Rs. 50	The allowances are given in consideration of the hardships of the Wynad climate (G.O. No. 871, Revenue, dated 27th July 1885, No. 3549 Revenue, dated 26th November 1912 and No. 1121, Revenue, dated 17th April 1912).	
	Deputy Tahsildar, Vayittiri .. Members of the Deputy Collector's office and of the Taluk office, Wynad and Vayittiri Revenue Inspectors ..	50 50 per cent of pay.		
	(d) Staff employed in the resettlement of the Nigiris and Malabar-Wynad sanctioned up to 31st March 1920.	Do.	The allowances are granted on account of the unhealthiness of the locality. The ten special revenue inspectors borne on this staff get in addition a duty allowance of Rs. 10 each (Memorandum, dated 16th May 1918, in G.O. No. 4030, Revenue, dated 19th December 1918, and G.O. No. 211, Revenue, dated 29th January 1919).	
18. Coimbatore (Kollegal).	One Tahsildar of Kollegal ..	50	This is mentioned in the Board's budget.	
	Three revenue inspectors ..	10 each	These revenue inspectors have to travel in malarious tracts of Kollegal which, it was represented in 1891, were as unhealthy as the Wynad (G.O. No. 286, Revenue, dated 10th April 1891).	
19. Salem (Yercaud).	Deputy Tahsildar, Yercaud (100)	25	Local allowance granted in consideration of the additional expense of living at this hill station (G.O. No. 1121, Revenue, dated 17th April 1912, No. 2079, Revenue, dated 11th July 1912, and No. 161, Revenue, dated 16th January 1918).	
	One revenue inspector ..	15		
	Three clerks, 1 (25), 2 (20) ..	5 each	Local allowance granted in consideration of the additional expense of living at this hill station (G.O. No. 1618, Revenue, dated 9th May 1910, No. 1121, Revenue, dated 17th April 1912, No. 2079, Revenue, dated 11th July 1912, No. 2094, Revenue, dated 13th July 1912 and No. 2487, Revenue, dated 1st February 1919).	
	One shroff (15) ..	5		
	One duffterband (8) ..	3		
	Three peons (7) ..	2 each		
20. Madurai (Kodaikanal).	One Deputy Tahsildar ..	25	Local allowance granted in consideration of the additional expense of living at this hill station (G.O. No. 1618, Revenue, dated 9th May 1910, No. 1121, Revenue, dated 17th April 1912, No. 2079, Revenue, dated 11th July 1912, No. 2094, Revenue, dated 13th July 1912 and No. 2487, Revenue, dated 1st February 1919).	
	Two revenue inspectors ..	15 each		
	Three clerks, 1 (25), 2 (20) ..	5 each		
	One shroff (15) ..	5		
	One duffterband (8) ..	3		
	Five peons (7) ..	2 each		
Madurai, Dindigul taluk, Namayanpatti.	Five peons (on Rs. 7) sanctioned temporarily by the Board of Revenue for the establishment for record of rights (three for six months and one peon for four months and one for two months).			
21. Kistna	Four temporary revenue inspectors employed on the localisation of irrigable areas in the Kistna Eastern delta.	10 each.	On account of constant touring throughout the district, these men were put to extra expense for which their ordinary travelling allowance did not suffice. Their work was stated to be arduous and some of them were already drawing Rs. 10 local allowance as Land Records inspectors. No local allowance of Rs. 10 was sanctioned for transfer to this special work (G.O. No. 665, Revenue, dated 16th February 1918).	
22. Nellore	One revenue inspector, Sriharikota range.	15	The allowance was sanctioned in 1901 on account of the unhealthy and expensive conditions of the island and also for conveyance of a horse (G.O. No. 934, Revenue, dated 4th October 1901). Though the allowance is called a local allowance, it seems to be really a horse allowance owing to the condition imposed and the amount will not cover anything beyond the maintenance of the animal. By treating the amount as a local allowance a reference to the Government of India which would otherwise have been necessary was avoided.	
23. Madras	Four revenue inspectors in charge of special survey and land records operations.	20 each.	These allowances are granted on account of heavy field work; and it is intended to meet the cost of their going about in an expensive place like Madras (G.O. No. 51, Revenue, dated 4th January 1918).	
	Five deputy surveyors ..	10 each.	This is a deputation (local) allowance; as the temporary posts have apparently now ceased to exist, they do not need to be further considered (G.O. No. 1466, Revenue, dated 19th August 1919).	
24. Chingleput	Temporary deputy surveyor and draughtman-cum-clerk sanctioned for about 34 months from September 1918.	5 each.		

* Local allowance sanctioned by the Board of Revenue (B.P. Mis. No. 1298, dated 9th June 1919).

SALT, ABKARI AND CUSTOMS DEPARTMENT.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Duty allowances.*</i>				
25. South Arcot ..	Nellikuppam distillery—One Assistant Inspector.	Rs. 25	Duty allowance granted on account of the heavy responsibility involved (G.O. No. 3282, Revenue, dated 8th August 1898).	
26. Godavari ..	Samalkota distillery—One Assistant Inspector.	25	Duty allowance granted on account of the heavy responsibility involved (G.O. No. 3060, Revenue, dated 23rd November 1900).	
27. Engine staff for railways.	Four Sub-Inspectors	15 each.	Allowances sanctioned to meet the heavy expenses to which they are put, as a result of the nature of their duties which require them to be almost always in the railways and the inadequacy of their travelling allowance. The allowances are similar to the allowances drawn by Criminal Investigation Department men in Police (G.O. No. 3698, Revenue, dated 18th December 1911, and No. 1394, Revenue, dated 13th May 1913).	
	Two Assistant Inspectors	30 each.	Allowances sanctioned to meet the heavy expenses to which they are put, as a result of the nature of their duties which require them to be almost always in the railways and the inadequacy of their travelling allowance. The allowances are similar to the allowances drawn by Criminal Investigation Department men in Police (G.O. No. 1394, Revenue, dated 13th May 1913).	
28. Do.	Jamadars and dafadars—eight men in all.	6 each.	Allowances sanctioned to meet the heavy expenses to which they are put, as a result of the nature of their duties which require them to be almost always in the railways and the inadequacy of their travelling allowance. The allowances are similar to the allowances drawn by Criminal Investigation Department men in Police (G.O. No. 1394, Revenue, dated 13th May 1913, and No. 602, Revenue, dated 22nd February 1909).	
	Ten peons	3 each.		
<i>Local allowances.</i>				
29 (a) Madras ..	Madras Circle— Three Sub-Inspectors	3 each. As. 12 each.	These have to travel in hilly tracts where travelling has been recognized to be expensive. As, however, the pay of the subordinates was fixed so as to compensate them for the cost of ordinary journeys within jurisdiction, and as the concession of travelling allowance in these localities which the Board of Revenue recommended required a reference to the Government of India, these men were granted by the Local Government local allowances so as to meet the extra cost of touring in the hill tracts (G.O. No. 2677, Revenue, dated 20th July 1914).	If the concession of ordinary travelling allowance be extended to all Salt department officials, these men will get enhanced travelling allowance rates for journeys in special tracts. The need for local allowance will then cease to exist.
	Hill allowance to 12 peons	As. 12 each.		
	Dindigul Circle— One Sub-Inspector	3		
	Hill allowance to 3 peons	As. 12 each.		
(b) Coimbatore.	Coimbatore Circle— Two Sub-Inspectors in this Circle.	3 each. As. 12 each.		
	Hill allowance to 5 peons	As. 12 each.		
	Bhavani Circle— Four Sub-Inspectors	3 each. As. 12 each.		
	Hill allowance to 16 peons	As. 12 each.		

* The Madras Supplement to the Civil Service Regulations mentions duty allowances of Rs. 50 each drawn by the First Assistant and Second Assistant, Board of Revenue (Separate Revenue). These are not included in the statement, as the posts are gazetted appointments.

SALT, ABKARI AND CUSTOMS DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
30. (a) Godavari ..	Northern division— Polavaram Circle— Two Sub-Inspectors	3 each. As. 12 each.	These have to travel in hilly tracts where travelling has been recognized to be expensive. As, however, the pay of the subordinates was fixed so as to compensate them for the cost of ordinary journeys within jurisdiction and as the concession of travelling allowance in these localities which the Board of Revenue recommended required a reference to the Government of India, these men were granted by the Local Government local allowances so as to meet the extra cost of touring in the hill tracts (G.O. No. 2677, Revenue, dated 20th July 1914 and No. 1309, Revenue, dated 20th May 1919).	If the concession of ordinary travelling allowance be extended to all Salt department officials, these men will get enhanced travelling allowance rates for journeys in special tracts. The need for local allowance will then cease to exist.
	Six peons	As. 12 each.		
	Pennagadura Circle— One Sub-Inspector	3		
	Four peons	As. 12 each.		
	Rajahmundry Circle— Two Sub-Inspectors	3 each.		
	Eight peons	As. 12 each.		
(d) North Arcot.	Central division— Arni Circle— Three Sub-Inspectors	3 each. As. 12 each.		
	Thirteen peons	As. 12 each.		
	Vellore Circle— One Sub-Inspector	3		
	Four peons	As. 12 each.		
(e) Kurnool ..	Kurnool Circle— One Sub-Inspector	3		
	Four peons	As. 12 each.		
31. Kurnool ..	Nallamalais temporary establishment— Two Sub-Inspectors	10 each. 2 each.	These have to work in the Nallamalais hills. It was held that as these officials are not entitled to any travelling allowance for journeys within jurisdiction there is a necessity to grant them local allowances (G.O. No. 1964, Revenue, dated 21st August 1919). Owing to the unhealthiness and most of the greater part of this range, these localities were much dreaded, and to popularize services, allowances were granted (G.O. No. 680, Revenue, dated 28th July 1898).	
	Twenty-eight peons (for one year from 1st April 1919).	2 each.		
32. Ganjam ..	(a) Aska Circle— Sub-Inspector, Biligunta	10		
	Eleven peons	As. 8 each.		
	Ganjam Agency.			
	(b) Temporary establishment— One Assistant Inspector	37 each.	Allowance sanctioned owing to the unhealthiness of the locality (item mentioned by the Board's office).	
	Sub-Inspectors (for two years from 1st April 1920).	16 each.		
	(c) Bobbili Circle— Four Sub-Inspectors	10 each.	Local allowances sanctioned owing to the unhealthiness of the Ganjam, Bobbili, etc. Agency tracts (G.O. No. 261, Revenue, dated 27th January 1919, and No. 847, Revenue, dated 6th February 1912).	
	Twenty-four peons	As. 8 each.		
	(d) Abkari clerks and establishment— One clerk, Narsapur	2 each.		
	Three peons, Narsapur	1 each.		
	Two peons, Parvatipuram	1 each.		
	One clerk, Jeypore	1 each.		
	Three peons, Jeypore	1 each.		
	Two peons, Malkanagiri	1 each.		
	Three peons, Gonnur	1 each.		
	Two peons, Padwa	1 each.		
	" Pottangi	1 each.		
	" Korapur	1 each.		
	" Bayaghada	1 each.		
	" Bissamkatak	1 each.		
33. Godavari Agency.	(a) Abkari Preventive Circle in the Godavari Agency— One Assistant Inspector	15	Allowances sanctioned on account of unhealthiness of locality. Upper Agency was stated to be malarial (G.O. No. 1779, Revenue, dated 30th July 1919).	
	Nine Sub-Inspectors	15 each.		
	Two clerks (#5) and (#6)	10 each.		
	Forty-eight peons	2 each.		
	(b) Revenue Department Abkari establishment— One clerk, Polavaram	5	Agency allowance (G.O. No. 1481, Revenue, dated 19th May 1913 and No. 243, Financial (Separate Revenue), dated 12th July 1913).	

SALT, ABKARI AND CUSTOMS DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
33. Gōdāvari Agency—cont.	(c) Temporary establishment— (i) Central Distilleries, Bhadrachalam (for one year from 1st April 1920)— Five petty officers .. Five peons .. (ii) Santavasa (for six months annually)— Eight Sub-Inspectors .. Six petty officers .. Fifty-five peons .. Santavasa— Four Sub-Inspectors .. Five petty officers .. Thirty-five peons ..	2 each. 2 .. 5 each. 2 .. 2 .. 5 each. 2 .. 2 ..	Local allowances sanctioned owing to the special conditions of the locality (G.O. No. 366 Revenue, dated 11th February 1920). Establishment sanctioned for supervision of ganja cultivation. Allowance given, as the men are subjected to much hardship and extra expenses and have practically to live in fields away from their families during the ganja season. The allowance is also intended to avoid room for discontent among the establishment which may possibly afford an incentive to dishonesty for which there is much scope.—G.O. No. 183, Separate Revenue, dated 6th March 1918.	
34. Nilgiris	(a) One clerk, Collector's office doing Abkari work (pay Rs. 30). (b) Salt and Abkari establishment in charge of breweries at Ootacamund and Coonoor— One Assistant Inspector. Three Sub-Inspectors each. Nine peons each ..	10 35 15 5	Local allowance for costliness of living at Ootacamund (G.O. No. 91, Financial, dated 1st February 1902). Sanctioned in view of costliness of living on the hills (G.Os. No. 643, Revenue, dated 17th June 1904, No. 410-1, Financial, dated 28th June 1904, No. 2702, Revenue, dated 26th November 1919, and No. 362, Financial (Separate Revenue), dated 16th March 1917). Special allowance sanctioned to enable the menials to meet the cost of procuring drinking water (G.Os. No. 2859, Revenue, dated 1st December 1903, and No. 342, Financial (Separate Revenue), dated 16th March 1917). Water allowance (G.O. No. 1967, Revenue, dated 27th June 1912). Water allowance (G.O. No. 1021, Revenue, dated 30th August 1906).	
35. Malabar	(a) Ponnani Circle—Cochin— Water allowance to 5 peons.. Water allowance to 3 peons.. Fish-curing establishment.. Cochin—Customs staff— Five Tally clerks .. Nineteen peons .. Revenue Department establishment debited to 5. Salt— One peon, Cochin Taluk office.. (b) Calicut Circle—Kudathai range, Tamaraoheri headquarters— One Sub-Inspector .. Five orderlies .. (c) Calicut Circle— Wynad allowance to four peons— One peon .. Three peons each .. One Sub-Inspector .. (d) Cannanore Circle— Wynad allowance to four peons— One peon .. Three peons at Rs. 4½ each .. One Sub-Inspector .. Taluk Revenue establishment debited to 5. Salt— Wynad Taluk office— One clerk .. Two peons each .. Kollegal taluk—Bhavani Circle— One Assistant Inspector .. One Sub-Inspector .. Thirteen peons each ..	1 each 1 each 1 15 2 each 5 4½ 15 5 4½ 15 10 3 30 15 2	Special allowance sanctioned to enable the menials to meet the cost of procuring drinking water (G.Os. No. 2859, Revenue, dated 1st December 1903, and No. 342, Financial (Separate Revenue), dated 16th March 1917). Water allowance (G.O. No. 1967, Revenue, dated 27th June 1912). Water allowance (G.O. No. 1021, Revenue, dated 30th August 1906). The range is malarious; and at the foot of the ghats the tract is very unhealthy (G.O. No. 1298, dated 5th May 1913). Wynad allowances. D.O. Wynad allowance (G.O. No. 859, Revenue, dated 1st July 1903). Allowances sanctioned owing to the special conditions of the locality (G.O. No. 1454, Revenue, dated 20th May 1914). Local allowance sanctioned to meet the extra expenditure in the shape of conveyance charges. He has duties in the different parts of Madras (G.O. No. 67, Revenue, dated 6th January 1914). This allowance was first sanctioned in 1898 as an inducement for men to take service in the factories of this circle. It was pointed out by the Board that want of fresh water near the lines in some of the factories, the general difficulty of procuring food-stuffs near their residences, and the distasteful nature of the work affected recruitment of proper stamp of men (G.O. No. 1241, Revenue, dated 26th March 1896).	
36. Coimbatore	One Sub-Inspector in charge of S.B.B. Brewery, Naduvakarai (near Kilpak), Madras.	10		
37. Madras	Ennore Circle— Sixty-nine peons .. One hundred and fifteen peons for six months annually.	1 each. 1 each.		
38. Chingleput	Board that want of fresh water near the lines in some of the factories, the general difficulty of procuring food-stuffs near their residences, and the distasteful nature of the work affected recruitment of proper stamp of men (G.O. No. 1241, Revenue, dated 26th March 1896).			

SALT, ABKARI AND CUSTOMS DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
39. Ramnad	Morokulam Circle, Pamban— Salt, Abkari and Customs staff— Three Sub-Inspectors .. One clerk shroff .. Two clerks .. Eleven peons .. Dharmakudi Customs staff— Three Assistant Inspectors .. Two Sub-Inspectors .. Three clerks .. One clerk shroff .. One female searcher .. Four tally clerks .. Six peons ..	20 per cent of pay. 2 each. 20 per cent of salary. 6 3 each. 2 each.	Local allowances sanctioned owing to the expense of living on the island (G.Os. No. 3446, Revenue, dated 21st December 1908, No. 3892, Revenue, dated 11th November 1902, and No. 176, Revenue, dated 18th January 1913). Allowances sanctioned owing to expense of cost of living (G.Os. No. 71, Revenue, dated 7th January 1912, No. 205, Revenue, dated 20th March 1916, No. 1668, Separate Revenue, dated 24th February 1916, and No. 629, Revenue, dated 12th March 1919).	
40. Tanjore district.	(a) Annamapattinam Customs staff— One Sub-Inspector .. (b) Vattanam Circle— Twenty-one peons (pay Rs. 9 and 10). Twenty-six peons for 6 months annually.	7½ 1 each. 1 each.	This officer had to make some journeys within his jurisdiction as Customs Collector, for which he was not eligible for travelling allowance, and the grant of such travelling allowance required a reference to the Government of India. To avoid this reference the expediency of a local allowance was adopted (G.O. No. 426, Separate Revenue, dated 26th May 1916). A representation was made by the Board of Revenue in 1898 that the difficulties of getting water experienced by the factory peons of this circle, the isolated position of these factories, the unhealthy climate, and arduous nature of the duties stood in the way of recruitment of the required class of men for these posts in the factories. A local allowance of Rs. 1 to men in factories was thereupon sanctioned and it continues (G.Os. No. 3078, Revenue, dated 21st July 1898, No. 628, Revenue, dated 22nd June 1902, and No. 1809, Revenue, dated 30th May 1916).	Vide remarks against item 29 above.
41. Tirunelveli district.	Morokulam Circle— Eight peons (pay Rs. 9 and 10). Ten peons for 6 months annually	1 each. 1 each.	Do. do.	
FOREST DEPARTMENT.				
<i>Duty allowances.</i>				
42. (a) Northern Circle, Western Circle, Central Circle and Southern Circle. (b) Madras	One Senior Instructor in the Varnakulam Training Schools in each of the four Forest Circles. Instructor is much harder than that of the ordinary Range officer. The schools last for seven months in each year. It was directed in 1916 that the allowance be treated as remunerative (G.O. No. 255, Financial, dated 8th May 1916). Shortland typist in the Chief Conservator's office.	25 each. 10	These allowances are granted in view of the arduous and ungenial nature of their work. It was stated by the Conservator that the work of the Chief Conservator, the Forest Engineer will be the judge in deciding the tracts where the local allowances are to be granted (G.O. No. 894, Revenue, dated 7th May 1919). A duty allowance of Rs. 10 is granted to one of the typists in consideration of his doing shorthand work (G.O. No. 692, Revenue (Special), dated 11th April 1917).	
43. Coimbatore, North Arcot and other districts.	Upper Subordinates of the Public Works Department employed under the Forest Engineer for the period of their stay on the Javadis or the Annamalais or in other unhealthy tracts. Lower Subordinates of the Public Works Department employed under the Forest Engineer for the period of their stay on the Javadis or the Annamalais or in other unhealthy tracts.	50 per cent of pay subject to a maximum of Rs. 50. 50 per cent of pay subject to a minimum of Rs. 25 and maximum of Rs. 40.	The local allowances are granted as a compensation for the specially arduous and unhealthy conditions attaching to their work in these areas. Subject to the control of Chief Conservator, the Forest Engineer will be the judge in deciding the tracts where the local allowances are to be granted (G.O. No. 894, Revenue, dated 7th May 1919).	
44. Ganjam (Agency).	(a) A local allowance of 50 per cent of their pay is granted to all Forest subordinates including the range clerk and peon of Pondakhol range in Ganjam district. (b) A local allowance of 2½ per cent of the pay is granted to the Deputy Ranger stationed at Chikrapad and Range officer, Misijigoda range, in the Ganjam district.	50 per cent of pay. 2½ per cent of pay.	Allowance sanctioned in 1910 as it was represented that Pondakhol has a poisonous climate. Communications are bad and food supplies have to be obtained from the plains; it was extended to the clerk and peon in 1915 (G.O. No. 1889, Revenue, dated 13th June 1910, and No. 551, Revenue, dated 1st March 1915). The work lies in the heart of the Chikrapad Forest. There are no roads or communications leading to this village. Chikrapad Bandam is one of the most feverish parts of the whole Agency. So the allowance was sanctioned (G.O. No. 1847, Revenue, dated 31st May 1911).	

FOREST DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowances.	Remarks.
<i>Local allowances—cont.</i>				
44. Ganjam (Agency)—cont.	(c) Range officers and range clerks of Kukuluba and Bonta ranges stationed at Tarasangi.	50 per cent of pay.	Tarasangi is a small village situated 16 miles from Russalkonda; it is jungly and malarious with bad communications: cost of living is higher than in Russalkonda or Surada. So an allowance was sanctioned in 1912 (G.O. No. 3188, Revenue, dated 25th October 1912).	
	(d) A local allowance of 20 per cent of his pay is granted to each of the Range officers of Mahendra and Devagiri ranges (in Parlakimedi Malaya) and at 50 per cent of his pay to the Range officer, Chandragiri Range, with headquarters at Ghatapalli, Ganjam district.	30 per cent of pay.	The ranges are feverish and similar to other places in the Ganjam Agency where allowances are granted (G.O. Nos. 425, Revenue, dated 10th February 1914 and 3668, Revenue, dated 26th October 1914).	
45. Godavari (Agency).	Revenue Inspector, Rampa Forests, Godavari.	15	Allowance sanctioned for expensive living and unhealthiness of area (G.O. No. 1049, Revenue, dated 11th April 1917).	
	The following local allowances are sanctioned for the subordinates noted below at the rates mentioned against each:— Upper Godavari— Executive and Protective staffs— Forest Rangers Deputy Rangers Foresters 16–25 Forest guard 8–12 Office staff— Pay. Head clerk 40–2–50 Accountant 30–2–40 Draftsman 30–2–50 Clerk 25–1–30 Clerk 20–1–25 Clerk 20 Typist 20–1–25 Peons 7 and 8 Range clerks 20 Range peons 6	25 10 6 3 15 15 15 10 10 5 10 2 5 2	Allowances sanctioned as it was represented by the Board in 1917, that the agency forests are very unhealthy, that the subordinates have to maintain two establishments, to pay highly for cost of food-stuffs and to make long journeys by boat of over 300 miles to the plains when private business called them (G.O. No. 1691, Revenue, dated 13th June 1917).	
46. Wynad of (Malabar and the Nilgiris districts).	All non-gazetted officers on the forest establishment both in the Malabar and Nilgiris districts of the Wynad, are permitted to draw local allowances of 50 per cent of their pay subject to a maximum limit in each case of Rs. 50 per mensem.	50 per cent of pay subject to a maximum of Rs. 50.	The allowance is granted on account of the increased cost of living and unhealthiness of the locality (G.O. No. 1182, Revenue, dated 21st November 1900).	
	The Veterinary Assistant stationed at Gudalur.	50 per cent of pay.	The allowance is granted on account of the unhealthiness of the locality (G.O. No. 1066, Revenue (Special), dated 24th May 1913).	
47. Nilgiris (other than Wynad).	The members of the Forest establishment employed on the Nilgiri plateau can draw local allowances at the following rates:— On pay of Rs. 100 and over On pay from Rs. 75 and below Rs. 100 On pay from Rs. 60 and below Rs. 75 On pay above Rs. 25 and below Rs. 60 On pay of Rs. 25 and less Inferior servants There are special rates of Rs. 20 and Rs. 10 for the head and second clerks of the District Forest Office.	25 20 15 10 5 3	Allowance granted in consideration of the cost of living on the hills (paragraph 4 of G.O. No. 1182, Revenue, dated 21st November 1900 and G.O. No. 433, Financial, dated 19th August 1907).	
48. Coimbatore (Anamalais).	(a) A local allowance of 50 per cent of the pay, subject to a maximum limit of Rs. 50, is granted to the range officer, Tanakadav range, and his clerk and two peons, when the headquarters of the range are at Mount Stuart. They are permitted to move their headquarters to Bethumadai during the unhealthy season, i.e., from March to May inclusive, or, for such period as the District Forest Officer considers necessary.	50 per cent of pay subject to a maximum of Rs. 50.	Allowance sanctioned owing to the unhealthiness of the locality and scarcity of water at the station during the hot weather (G.O. No. 306, Revenue, dated 17th April 1912 and No. 2425, Revenue, dated 7th October 1912).	

FOREST DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowances.	Remarks.
<i>Local allowances—cont.</i>				
48. Coimbatore (Anamalais)—cont.	(b) Rangers, deputy rangers and foresters on the Anamalais.	50 per cent of pay.	Allowance sanctioned owing to the unhealthiness of the locality and scarcity of water at the station during the hot weather (G.O. No. 378, Revenue, dated 14th April 1903).	
	(c) Two range clerks of Tanakadav and Poonachi Hills, and one range peon.	50 per cent of pay.	Allowance sanctioned owing to the unhealthiness of the locality and scarcity of water at the station during the hot weather (G.O. No. 3927, Revenue, dated 6th December 1911).	
	Forest guards of Tanakadav and Poonachi Hills.	Rs. 2 each	Allowance sanctioned owing to the unhealthiness of the locality and scarcity of water at the station during the hot weather (G.O. No. 2599, Revenue, dated 30th August 1912).	
	(d) The following local allowances are sanctioned to the forest subordinates noted below at the rates mentioned against each:— (i) North Coimbatore. One range officer stationed at Thattakurai One range clerk stationed at Thattakurai One range peon stationed at Thattakurai Twenty-four forest guards on the hill ranges (ii) Kollegal. One Range officer stationed at Cowdalli One Range clerk stationed at Cowdalli One Range peon stationed at Cowdalli Thirty-four Forest guards on the Anamalais hills	10 2 1 1 each 10 2 1 1 each	Allowance sanctioned as it was represented by the Board that owing to the inaccessibility of these stations heavy expenses are incurred in procuring foodstuffs from distant markets. The places were also stated to be notoriously unhealthy (G.O. No. 2557, Revenue, dated 25th August 1913).	
	(e) The Veterinary Assistant stationed at Mount Stuart on the Anamalais.	50 per cent of pay.	The allowance is granted on account of the unhealthiness of the locality (G.O. No. 390, Revenue, dated 7th February 1913, and No. 1066, Revenue (Special), dated 24th May 1913).	
49. Salem and North Arcot (Javadi and Chitteri hills).	South Salem and South Vellors—Six forest guards in the Chitteri hills and the Javadi plateau.	2 each	These places were represented to be extremely unhealthy and the cost of obtaining supplies was stated to be greater than in the general run of forest stations. So local allowances were sanctioned (G.O. No. 2557, Revenue, dated 25th August 1913 and No. 43, Revenue, dated 15th January 1914).	
50. Madura (Palni).	(a) Local allowances of Rs. 5 and Rs. 2 respectively are drawn by the clerk and peon of the Kodakanal Range office in Madura district. An allowance of Rs. 2 is also admissible to the forest guards employed in the following beats on the Palni hills and Kumbhari in the Cumbum range in Madura district:— Kodakanal range— Kodakanal beat Gundamahala Machur Pumbare Kukal Tandigudi range— Tandigudi beat Pariyur Pohalur Pallatur Kodakanal— (b) A local allowance of 25 per cent of pay subject to a maximum of Rs. 30 is granted to the Range officer, Kodakanal, in Madura district.	5 2 2 each 25 per cent of pay.	The allowance was sanctioned on account of the high cost of living in the hills (G.O. No. 839, Revenue, dated 27th February 1906 and No. 4363, Revenue, dated 15th December 1899).	
			Allowance sanctioned owing to the high cost of living on the hills; it was represented that provisions have to be carried by head loads from the plains (G.O. No. 222, Revenue, dated 23rd March 1903).	

REGISTRATION DEPARTMENT.

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REGISTRATION DEPARTMENT--cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowances.	Remarks.
<i>Local allowances—cont.</i>				
57. Nilgiris ..	Sub-Registrar, Ootacamund and Coonoor. if pay is Rs. 89 and above if pay is less In regard to other establishments on the Nilgiris, the Accountant-General says— “ Local allowances have been sanctioned to all the establishments at a rate not exceeding 50 per cent of their pay. This maximum rate is paid to all the establishments at Gudalur. The minimum paid in certain parts is 25 per cent.” The following details are taken from the Civil Budget estimate :— One clerk at Gudalur ..	25. .. 20 15	(G.O. No. 1867, Judicial, dated 12th September 1913.)	
	Two clerks, Ootacamund .. Do. Coonoor .. Two peons, Ootacamund .. Do. Coonoor .. (a) Two Sub-Registrars at Vayittiri and Manantoddy ..	50 per cent of pay. 10 each. 10 or 6 according to pay. 2 each. 2 “ 25 each.	Vide remarks in item 56 (d).	
58. Malabar (Wynad).	Two clerks, in each of the Sub-Registrars' offices, Vayittiri and Manantoddy. One peon One night watchman in each of these places. (b) Sub-Registrar .. Clerk .. Peon and night watchman ..	50 per cent. Do. Do. 5 3 1 each.	Allowances granted owing to the unhealthy nature of the localities. A local allowance of 50 per cent of pay was considered unnecessary as the Sub-Registrars are sent here as a punishment (G.O. No. 520, Judicial, dated 19th March 1907). Allowances granted on account of the unhealthy nature of the localities [G.O. No. 133, Home (Judicial), dated 17th January 1920]. Allowances granted as Cochin is a costly place, the town congested and house-rents high [G.O. No. 1914; Home (Judicial), dated 19th September 1918]. Water allowance (G.O. No. 1493, Judicial, dated 9th November 1908).	
58. Malabar (Cochin).	One Sub-Registrar, Talavadi .. One clerk do. .. Two menials do. .. Sub-Registrar, Hanur .. Two clerks, Sub-Registrar's office, Hanur. Two peons, Hanur Sub-Registrar's office. Clerk, Sub-Registrar's office, Shervaroy Hills. Two peons, Shervaroy Hills Sub-Registrar's office. One Sub-Registrar, Kodaikanal .. One clerk, Kodaikanal .. Two peons Rameswaram— One Sub-Registrar One clerk Two menials	15 20 per cent of pay. 2 each. 15 20 per cent of pay. 2 each. 5 5 each. 15 10 or 6 2 each. 15. 10 or 6 2 each.	Allowance granted owing to the unhealthy nature of these tracts of the Setyamangalam taluk. (G.O. No. 1764, Judicial, dated 22nd December 1908). Hill allowance. Allowance granted for residence on the hills. The allowance varies according to pay—vide remarks in item 56 (b). Local allowances granted owing to the costly living and high prices at Rameswaram. The allowance for the clerk varies according to pay—vide remarks in item 56 (b) (G.O. No. 372, Judicial, dated 7th March 1912).	
59. Coimbatore	One Sub-Registrar, Talavadi .. One clerk do. .. Two menials do. .. Sub-Registrar, Hanur .. Two clerks, Sub-Registrar's office, Hanur. Two peons, Hanur Sub-Registrar's office. Clerk, Sub-Registrar's office, Shervaroy Hills. Two peons, Shervaroy Hills Sub-Registrar's office. One Sub-Registrar, Kodaikanal .. One clerk, Kodaikanal .. Two peons Rameswaram— One Sub-Registrar One clerk Two menials	15 20 per cent of pay. 2 each. 15 20 per cent of pay. 2 each. 5 5 each. 15 10 or 6 2 each. 15. 10 or 6 2 each.	Allowance granted owing to the unhealthy nature of these tracts of the Setyamangalam taluk. (G.O. No. 1764, Judicial, dated 22nd December 1908). Hill allowance. Allowance granted for residence on the hills. The allowance varies according to pay—vide remarks in item 56 (b). Local allowances granted owing to the costly living and high prices at Rameswaram. The allowance for the clerk varies according to pay—vide remarks in item 56 (b) (G.O. No. 372, Judicial, dated 7th March 1912).	
60. Salem (Shervaroy Hills).	One Sub-Registrar, Talavadi .. One clerk do. .. Two menials do. .. Sub-Registrar, Hanur .. Two clerks, Sub-Registrar's office, Hanur. Two peons, Hanur Sub-Registrar's office. Clerk, Sub-Registrar's office, Shervaroy Hills. Two peons, Shervaroy Hills Sub-Registrar's office. One Sub-Registrar, Kodaikanal .. One clerk, Kodaikanal .. Two peons Rameswaram— One Sub-Registrar One clerk Two menials	15 20 per cent of pay. 2 each. 15 20 per cent of pay. 2 each. 5 5 each. 15 10 or 6 2 each. 15. 10 or 6 2 each.	Allowance granted owing to the unhealthy nature of these tracts of the Setyamangalam taluk. (G.O. No. 1764, Judicial, dated 22nd December 1908). Hill allowance. Allowance granted for residence on the hills. The allowance varies according to pay—vide remarks in item 56 (b). Local allowances granted owing to the costly living and high prices at Rameswaram. The allowance for the clerk varies according to pay—vide remarks in item 56 (b) (G.O. No. 372, Judicial, dated 7th March 1912).	
61. Madurai ..	One Sub-Registrar, Talavadi .. One clerk do. .. Two menials do. .. Sub-Registrar, Hanur .. Two clerks, Sub-Registrar's office, Hanur. Two peons, Hanur Sub-Registrar's office. Clerk, Sub-Registrar's office, Shervaroy Hills. Two peons, Shervaroy Hills Sub-Registrar's office. One Sub-Registrar, Kodaikanal .. One clerk, Kodaikanal .. Two peons Rameswaram— One Sub-Registrar One clerk Two menials	15 20 per cent of pay. 2 each. 15 20 per cent of pay. 2 each. 5 5 each. 15 10 or 6 2 each. 15. 10 or 6 2 each.	Allowance granted owing to the unhealthy nature of these tracts of the Setyamangalam taluk. (G.O. No. 1764, Judicial, dated 22nd December 1908). Hill allowance. Allowance granted for residence on the hills. The allowance varies according to pay—vide remarks in item 56 (b). Local allowances granted owing to the costly living and high prices at Rameswaram. The allowance for the clerk varies according to pay—vide remarks in item 56 (b) (G.O. No. 372, Judicial, dated 7th March 1912).	
62. Ramnad ..	One Sub-Registrar, Talavadi .. One clerk do. .. Two menials do. .. Sub-Registrar, Hanur .. Two clerks, Sub-Registrar's office, Hanur. Two peons, Hanur Sub-Registrar's office. Clerk, Sub-Registrar's office, Shervaroy Hills. Two peons, Shervaroy Hills Sub-Registrar's office. One Sub-Registrar, Kodaikanal .. One clerk, Kodaikanal .. Two peons Rameswaram— One Sub-Registrar One clerk Two menials	15 20 per cent of pay. 2 each. 15 20 per cent of pay. 2 each. 5 5 each. 15 10 or 6 2 each. 15. 10 or 6 2 each.	Allowance granted owing to the unhealthy nature of these tracts of the Setyamangalam taluk. (G.O. No. 1764, Judicial, dated 22nd December 1908). Hill allowance. Allowance granted for residence on the hills. The allowance varies according to pay—vide remarks in item 56 (b). Local allowances granted owing to the costly living and high prices at Rameswaram. The allowance for the clerk varies according to pay—vide remarks in item 56 (b) (G.O. No. 372, Judicial, dated 7th March 1912).	

REGISTRATION DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowances.	Remarks.
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Local allowances—cont.

63. All districts.	One clerk in each of the District Registrar's offices of all districts. The Accountant-General says that 11 typists in Trichinopoly and one clerk in Godavari draw a typewriting allowance of Rs. 5 each.	Rs. 6	In 1918 the Government sanctioned as an experimental measure for one year the grant of a typewriting allowance of Rs. 5 each to a clerk in each District Registrar's Office who is qualified in typewriting and supplies his own machine. This was thought to be more economical to Government than the supply of a Government machine. After a year's trial, the Government have issued orders recently for supplying all District Registrar's offices with typewriting machines, and converting a clerk's post into that of a typist. Evidently the old allowance of Rs. 5 is being still drawn in some offices not yet supplied with Government machines; and these are mentioned by the Accountant-General. These allowances will, however, cease to exist shortly [G.O. No. 1767, Home (Judicial), dated 5th August 1918, and 1825, dated 31st October 1919].	
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GENERAL ADMINISTRATION.

Duty allowances.

64. (a) Madras (Secretariat).	Typists in the Civil Secretariat (except the Revenue (Special) Department) the members in each being limited to a maximum of two.	10	For being employed on confidential work (G.O. Nos. 374, Financial, dated 26th October 1918, and 975, Financial, dated 6th December 1918).	
(b) Madras (Secretariat).	A lump sum of Rs. 80 is placed at the disposal of each of the Secretaries to Government to be expended by them in the form of shorthand allowances to such number and amount as they may deem fit.	80	The allowances given out of this lump allotment are treated as duty allowances (G.O. No. 216, Financial, dated 12th April 1916).	
(c) Madras (Board's Office).	One clerk attached to Revenue Board's Office (Court of Wards Branch).	10	Duty allowance for shorthand work (G.O. No. 546, Revenue, dated 26th February 1915).	
	One typist attached to the Revenue Board's Office (Land Revenue and Forest Branch).	10	Duty allowance for shorthand work (G.O. No. 2784, Revenue, dated 24th September 1914).	
	One typist attached to the Revenue Board's Office (Salt Branch).	10	Duty allowance for shorthand work (G.O. No. 3230, Revenue, dated 10th November 1914).	
	One typist attached to the Revenue Board's Office (Separate Revenue Branch).	10	Duty allowance for shorthand work (G.O. No. 3547, Revenue, dated 30th November 1914).	
	One typist, Board of Revenue Settlement.	10	This is shorthand allowance sanctioned in 1914. This was directed in 1916 to be treated as a remunerative allowance (G.O. Nos. 3230, Revenue, dated 10th November 1914, and 517, Financial, dated 6th September 1916).	
(d) Madras (Board's Office).	One typist in the Settlement Branch of the Board's Office.	5	For doing confidential work (G.O. No. 302, Revenue, dated 10th February 1919).	
	Two typists in the Land Revenue branch of the Board's Office (one working in the Court of Wards Section and the other working in both the Land Revenue and Forest Sections).	5 each.	For doing confidential work (G.O. No. 304, Revenue, dated 10th February 1919).	
	One typist, Board of Revenue (Separate Revenue).	5	Allowance for confidential work (G.O. No. 495, Revenue, dated 13th March 1919).	

JUDICIAL DEPARTMENT.

Duty allowances.

65. All districts.	Shorthand writers of District Courts.	40	Shorthand allowance, Advanced grade men.	
		30	Shorthand allowance, Intermediate grade men.	
		15	Shorthand allowance, Elementary grade men.	

* H.M. allowances of Secretariat establishment and Government Press establishment are omitted as they are given under the H.M.

JUDICIAL DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowances.	Remarks.
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Duty allowances—cont.

66. Sub-Courts of various places.	Sub-Courts— One typist, Chingleput .. Three typists, Ramnad .. Do. Gunur .. One typist, Berhampur .. Do. Trichinopoly .. Do. Nagapatam .. Do. Mayavaram .. Do. Kumbakonam .. Do. Mangalore .. Two clerks, Madras .. One clerk, Tinnevely .. One typist, Tanjore .. Do. Coimbatore ..	Rs. 15 or 20. 40	These shorthand allowances were granted to clerks or typists when the system of employing them to take down judgments dictated in open Court was introduced in Sub-Courts and selected Munsifs' Courts. The allowance is Rs. 15 for Elementary shorthand men and Rs. 20 for those who have passed the higher grade (G.O. No. 1840, Judicial, dated 15th June 1915). The higher rate of Rs. 40 in two Sub-Courts at Coimbatore and Tanjore, is in force as these are Sessions Courts also (G.O. No. 630, Home (Judicial), dated 19th March 1918).	The Accountant-General has classified these as local allowances. It appears that like all other shorthand allowances these might be treated as duty allowances.
67. District Munsifs' Courts.	Munsifs' Courts— One clerk or typist, Tanjore .. Do. Kumbakonam .. Do. Madras .. Do. Tinnevely ..	20 each.	Do. do.	
68. Madras.	One typist, Office of the Secretary, Rule Committee.	15	Duty allowance for shorthand work (G.O. No. 904, Judicial, dated 7th July 1909).	
	One clerk-typist, office of the Government Pleader.	20	Duty allowance for shorthand work (G.O. No. 829, Judicial, dated 20th May 1911).	
	One typist, office of the Advocate-General.	20	Duty allowance for shorthand work (G.O. No. 3106, Judicial, dated 11th December 1915).	
	One typewriting clerk, Court of Small Causes.	15 or 20.	Duty allowance for shorthand work. The allowance which was Rs. 6 has been raised to Rs. 15 or 20 according to the qualifications of the man employed. Rs. 15 for elementary grade and Rs. 20 for higher grades (G.O. No. 780, Home (Judicial), dated 4th April 1919, and No. 3022, Home (Judicial), dated 23rd December 1919).	
	One typist, Crown Prosecutor's office.	10	Duty allowance for shorthand work (G.O. No. 12, Home (Judicial), dated 3rd January 1919).	
	One typist, office of the Administrator-General and Official Trustee.	10	Duty allowance for shorthand work (G.O. No. 1342, Home (Judicial), dated 2nd June 1919).	
69. (a) Ganjam (Agency). (b) Godavari (Agency).	Clerk, Special Assistant Agent's office, Balliguda. Agency Munsifs' Court, Polavaram (regular). One clerk .. Two peons .. One process peon .. Do. .. Bhadraclakshmi .. Five peons each .. Assistant Agency Court, one peon .. Venkatapuram Agency, two peons each.	10 6 1 3 2 1 1 1	Agency allowances (G.O. No. 3707, Revenue, dated 17th December 1913). Agency allowances (G.O. No. 2679, Revenue, dated 11th July 1912; No. 1481, Revenue, dated 19th May 1913, and No. 912, Revenue, dated 20th April 1915).	
70. (a) The Nilgiris.	Collector (Sub-Court). One Peon (100) .. One Translator .. One head clerk (100) .. One second clerk (100) .. One clerk (100) .. One typist and one clerk (150) .. One clerk (20) ..	26 15 10 10 10 10 10		
	District Munsifs' Court, Gudalur— One clerk (30) .. Two clerks (20) .. Peons ..	60 per cent of pay.		
(b) Malabar (Wynad).	District Munsifs' Court, Vayikri— Establishment including process serving and copying staff.	50 per cent of pay.	Wynad allowance [G.O. No. 239, Financial, dated 21st March 1890, and No. 680, Home (Judicial), dated 19th March 1918].	

JAIL DEPARTMENT.

Locality.	Appointments to which allowances are attached.	Amount.	Remarks for the grant of the allowance.	Remarks.
<i>Local allowances.</i>				
71. Visagapatam..	Two Jailors, Sub-jail, Koraput All warders, Sub-jail, Koraput	Rs. 15 and 10 1 each.	Local allowances granted on account of the unhealthy climate of the locality [G.O. No. 2614, Home (Judicial), dated 8th November 1916, and No. 432 Judicial, dated 25th February 1915, and No. 2113, Judicial, dated 30th September 1914].	
72. Madras	One warder, Sub-jail, Kodalkanal.	2	Hill allowance.	
73. Madras	Seventy-one warders, Peritentiary. Seven Civil jail warders	1 each.		
74. The Nilgiris..	The Accountant-General says— “Local allowances have been sanctioned to all the establishments at a rate not exceeding 50 per cent of their pay. This maximum rate is paid to all establishments at Gudalur. The minimum paid in certain parts is 25 per cent.” It does not appear that there is any jail staff at Gudalur. So far as the office of the Inspector-General of Prisons is concerned, the scale of local allowances is— 1 clerk (175—10—225) 1 “ (100—5—125) 1 “ (100) 1 clerk (70—5—100) 10 clerks (20—50) 1 menial (Taken from the Civil Budget Estimate.) Sub-jail warder, Coonoor	 25 each. 15 10 each 8 2	Local allowance on account of special conditions of the Nilgiris. [G.O. No. 2013, Home (Judicial), dated 5th September 1919.] G.O. No. 649, Judicial, dated 14th March 1914.	

POLICE DEPARTMENT.

*Duty allowance.**Shorthand staff.*

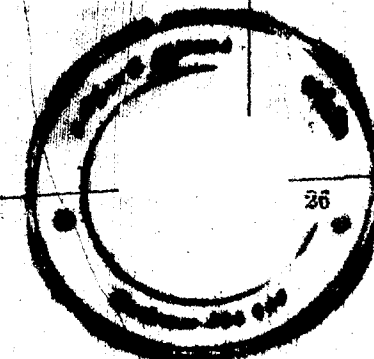
75. All districts..	Twenty-four shorthand reporters included in the Sub-Inspector's cadre to work under the immediate orders of the Deputy Inspector-General, Railways and C.I.D., and to be attached to the Police school, Vellore.	Rs. 50 each.	These consist of picked and trustworthy men; and their work is unpopular. So a duty allowance of Rs. 50 is given (G.O. No. 577, Public, dated 14th October 1915).	
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Intelligence Department.

76. Madras City.	Two Inspectors Five Sub-Inspectors Six head constables Six constables	Rs. 50 20 7 3	The reason for the grant of the allowance is— Service in the Intelligence Branch requires special aptitude and high character. The special character of the work requires picked men—vide paragraph 101 of the Police Commission Report of 1902-03 and paragraph 74 of the Government of India, Home Department, resolution Nos. 248-250, dated 21st March 1905. (G.O. Nos. 85, Judicial, dated 30th November 1905, No. 1523, Judicial, dated 22nd September 1907, and No. 279, Judicial, dated 15th April 1916.)	
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POLICE DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Duty Allowances—cont.</i>				
<i>Criminal Investigation Department.</i>				
77. C.I.D....	Nine Inspectors	Rs. 50	The reason for the grant of the allowance is— Service in the Intelligence Branch requires special aptitude and high character. The special character of the work requires picked men—vide paragraph 101 of the Police Commission Report of 1902-03 and paragraph 74 of the Government of India, Home Department, resolution Nos. 248-250, dated 21st March 1905. (G.O. No. 956, Judicial, dated 21st June 1910.)	
78. Madras City.	Fifteen Sub-Inspectors Sixteen Head Constables Twelve Constables	20 7 3	Allowance is granted as service in the Intelligence Branch requires special aptitude and high character. The special character of the work requires picked men—vide paragraph 101 of the Police Commission Report of 1902-03 and paragraph 74 of the Government of India, Home Department, resolution No. 248-250, dated 21st March 1905. (G.O. No. 1922, Judicial, dated 30th November 1905 and No. 1152, Judicial, dated 10th July 1906.)	
<i>Under the Commissioner of Police.</i>				
79. Madras City.	One Fire Brigade Inspector Two Drill Instructors	25 24	Allowances are granted for the extra duties involved. (G.O. No. 1425, Judicial, dated 24th June 1914, G.O. No. 2366, Judicial, dated 2nd November 1903 and G.O. No. 1018, Judicial, dated 16th May 1898.)	
	All Sergeants	25	Duty allowance sanctioned to all Sergeants who are British Ex-Soldiers. [G.O. No. 474, Home (Judicial), dated 19th February 1920.]	
80. Madras City.	Traffic Control Staff of the Madras City Police— Two Sergeants Seven Head Constables Seventy-four Constables	10 1 1	The allowances are granted as the duty requires picked men and it is not popular as it involves much standing in the sun. [G.O. No. 196, Home (Judicial), dated 24th January 1918.]	
	Mounted Police in charge of horses— One Sub-Inspector	10	Allowance granted for charge of stables and supervision of the work of the mounted branch. (G.O. No. 1623, Judicial, dated 22nd September 1905.)	
81. Madras City.	One Head Constable Three Constables One Sergeant-Major	2 2 10	Allowance granted for training and exercising horses and for keeping back the crowd at a race course and the like. (G.O. No. 1823, Judicial, dated 22nd September 1905.) Allowance granted because the appointment involves the giving of instructions for parade purposes. [G.O. No. 449, Home (Judicial), dated 22nd April 1918.]	
82. Madras City..	Manager A duty allowance of Rs. 5 each per mensem was granted to 15 clerks of this office as the work is a specialized form of an exacting kind and calculated to have a deleterious effect upon the eyesight. (G.O. No. 907, Judicial, dated 5th February 1906.) It has since been abolished and the allowance has been merged in increased pay sanctioned in September 1919 (G.O. No. 327, Public, dated 12th September 1919).	25	With reference to representations made by the Inspector-General of Police on behalf of this officer for increase in emoluments, Government sanctioned in 1918 this duty allowance. (G.O. No. 803, Public, dated 6th September 1918).	The pay might be fixed at a consolidated amount so as to include the duty allowance.



POLICE DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
Duty Allowances—cont.				
Hackney Carriage establishment.				
33. Districts ..	Three Inspectors Do. Twenty-five Inspectors	Rs. 15 10 5	Hackney carriage allowance. Do. Do. (The authority for the grant of these allowances is cited on page 337 of Madras Supplement to Civil Service Regulations.)	
Madras City ..	One Reserve Inspector	25	Hackney carriage allowance—G.O. No. 1623, Judicial, dated 22nd September 1905. (Page 336 of Madras Supplement to Civil Service Regulations.)	
Districts ..	Forty-one Head Constables in the following districts:— Ganjam 1, Vizagapatam 2, Godavari 2, Kistna 3, Gun- tur 1, Nellore 1, Kurnool 1, Cuddapah 1, North Arcot 2, Chingleput 5, South Arcot 2, Tanjore 4, Trichi- nopoly 2, Madras 2, Tinne- vely 2, Salem 1, Coimbatore 7, South Malabar 1 and South Kanara 1.	Ranging from Rs. 3 to Rs. 7.	Hackney carriage allowance. (The authority for the grant of these allowances is cited on page 337 of Madras Supplement to Civil Service Regulations.) [G.O. No. 1602, Home (Judicial), dated 9th July 1918 and G.O. No. 2583, Home (Judicial), dated 21st November 1918.]	
Special Armed Reserve.				
34. All districts ..	Sixty-seven Sergeants in the Armed reserves and special armed forces.	25 each.	These are granted special duty allowances in view of the responsible nature of their work which requires the pick of British soldiers. The allowance is admissible only to those who have served in the British Army. [G.O. No. 1801, Home (Judicial), dated 6th June 1919 and No. 33, Home (Judicial), dated 6th January 1920.]	
35. Ramnad ..	Jamadar in Kamudi Special Police (up to 1st October 1920).	10	This is a duty allowance of the first-grade Head Constable included in the Punitive Police force at Kamudi. [G.O. No. 81, Home (Judicial), dated 14th January 1919.]	
36. Do. ..	One Sergeant (up to 1st October 1920).	25	This allowance is subject to the condition that the Sergeant has served in the British Army. [G.O. No. 2536, Home (Judicial), dated 1st November 1919.]	
37. Malabar ..	Malappuram Special Force Jamadar, Head Constable.	10	Duty allowance.	
Armed Reserve.				
38. All districts including Chingleput.	Thirty-three Head Constables (includes one at Chingleput).	10 each.	Special allowance for charge of armed reserve; intended to enhance the Head Constable's status and be an appropriate remuneration for the performance of certain administrative duties. (Letter No. 739, dated 7th May 1912 and G.O. No. 944, Judicial, dated 11th June 1912.)	
39. Trichinopoly ..	One Sub-Inspector	10	Pudakkottai allowance drawn for additional duties performed for the State. [G.O. No. 1102, Judicial, dated 21st July 1910.]	
Training Schools.				
40. Training Schools.	Four Sergeants	25 each.	As the pick of British soldiers are required for this work, a temporary duty allowance has been sanctioned. It is admissible only to those who have served in the British Army. [G.O. No. 1801, Home (Judicial), dated 6th June 1919 and G.O. No. 33, Home (Judicial), dated 6th January 1920.]	
Cordite factory.				
41. Nilgiris ..	One Sergeant	20	Allowance granted for responsible and exacting work. [G.O. No. 116, Home (Judicial), dated 17th January 1919.]	
Police forces on special duty at Pondicherry—from the Districts of South Arcot, Tanjore, Salem and Coimbatore.				
42.	Sub-Inspectors Head Constables Constables	30 7 4	On account of the responsible nature of the work. [G.O. Nos. 514, Financial, dated 16th October 1911 and 1821, Judicial, dated 24th November 1911.]	

POLICE DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
Duty Allowances—cont.				
Agricultural Staff.				
43. South Arcot ..	Farm Manager	Rs. One-fifth of pay.	This is a duty allowance granted for deputation to Aiswagar Settlement. (Judicial Memorandum No. 149 A-1, dated 21st February 1919.)	
Local Allowances.				
A consolidated statement of local allowances to be given to Inspectors, Sub-Inspectors, Head Constables and Constables was prepared in December 1908 in connexion with the scheme of reorganization of Police establishments for which the sanction of the Secretary of State was received in 1909. The number of officers and the amounts of local allowances drawn by them have undergone slight variations from time to time, but the reasons for the grant of these allowances are concisely stated in the letter of the Madras Government, then sent, which is extracted below:—				
Nearly all these allowances are granted in hill or other special tracts, in which the cost of living is so high or the climate so unhealthy, that higher pay is necessary to secure suitable men for service. These remarks cover the allowances proposed for Ganjam, Vizagapatam, Jeypore, Godavari, Coimbatore, the Nilgiris, Malabar, Madras (except the Kamudi force), Salem, North Arcot and South Kanara districts. The local allowance for the Bellary district is in accordance with the recommendations of the Police Commission (Appendix XIII of their report) and has been found necessary to stimulate enlistment. The additional Police at Kamudi and the special force at Sivakasi (Tinnevely district) are recruited from outside the districts in which they serve and an allowance is therefore necessary to attract recruits. The Malappuram special force is a picked body of men, which is perhaps more likely to be exposed to dangerous service than any other reserve and which it is desirable to maintain at a specially high standard of efficiency. Service in that station is also unpopular. The men of the travelling staff of the Railway Police have always had a local allowance to compensate for particularly trying service, entailing absence from their homes for stretches of many hours. A city allowance (Rs. 1) for the Railway Police men required to reside in Madras is necessary owing to the dearness of living there. Local allowances for the Inspectors at Ootacamund and Gudalur in the Nilgiri district have long been in existence and the Governor in Council is of the opinion that the high cost of living on the Nilgiri Hills justifies the grant of these allowances.				
In the scheme of revision of pay of constabulary sanctioned in 1916, local allowances of Rs. 1 each per mensem were sanctioned to the constables serving in the towns of Madras, Negapatam and Tuticorin as the cost of living in these places was held to be exceptionally high (G.O. No. 1620, Judicial, dated 23rd June 1916). The amounts and rates of allowances as they stand at present are given below:—				
44. Ganjam ..	Four Inspectors Sixteen Sub-Inspectors Six Sub-Inspectors Thirty Head Constables Fourteen Head Constables Two hundred and sixty-eight Constables Fifty-six Constables	15 each. 15 " 7 1/2 " 2 " 1 " 1 " 1 "	(G.O. No. 712, Judicial, dated 1st June 1909 and G.O. No. 841, Judicial, dated 24th April 1917.)	
	Two Clerks, Subdivisional Police Office, Balliguda. One Muebi, Subdivisional Police Office, Balliguda.	8 each. 1	G.O. No. 1102, Judicial, dated 21st July 1910.	
	Three Mahouts (Head Constables). Three Kabadies (Constables) ..	2 each. 1 "	These are in charge of the elephants supplied to the Police officers in Agency tracts as means of locomotion; and so the allowance is granted (G.O. No. 1808, Judicial, dated 6th November 1913).	
45. (a) Vizagapatam (including Jeypore).	Fourteen Inspectors One Sergeant, Koraput reserve Fifty-two Sub-Inspectors Six Sub-Inspectors Two Head Constables Ten One hundred and two Head Constables Thirteen Head Constables Twelve Constables Seventy-three Constables Seven hundred and twenty-five Constables Eighty-five Constables	30 each. 20 " 15 each. 7 1/2 " 8 " 4 " 2 " 1 " 4 " 2 " 1 " 1 "	(G.O. No. 712, Judicial, dated 1st June 1909.) (G.O. No. 2701, Judicial, dated 2nd November 1915.) (G.O. No. 2585, Judicial, dated 3rd November 1916.) (G.O. No. 3, Judicial, dated 2nd January 1914.) (G.O. No. 2011, Judicial, dated 4th October 1913.)	
	Six Mahouts (Head Constables) .. Six Kabadies (Constables) ..	2 each. 1 "	These are establishments in charge of elephants supplied to Police officers and hence the allowances (G.O. No. 142, Judicial, dated 25th January 1911 and G.O. No. 1808, Judicial, dated 6th November 1913).	

POLICE DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
Local Allowances—cont.				
(8) Visagapatam ..	Office of the District Superintendent of Police, Jeypore— One Manager One Accountant Thirteen Clerks One Mushi	40 30 5 each. 2	(G.O. No. 1102, Judicial, dated 21st July 1910).	
96. Godavari ..	Four Inspectors Fifteen Sub-Inspectors Twenty-five Head Constables Ten Head Constables Two hundred and four Constables Sixty-six Constables	15 each. 15 " 5 " 2 " 3 " 1 "	Local allowances sanctioned to these men who are in charge of elephants in the Godavari Agency. (G.O. No. 1868, Judicial, dated 6th November 1912).	
	Two Mahouts (Head constables) Two Kabadies (Constables)	2 each. 1 "		
	Subdivisional Police Office, Bhadrachalam— Two Clerks One Mushi	5 each. 2	(G.O. No. 1102, Judicial, dated 21st July 1910).	
97. Bellary ..	All Constables	1 each.	This extra allowance of Rs. 1 was recommended by the Police Commission in Appendix XIII of their report for the Bellary district as being necessary to stimulate enlistment.	
Chittoor ..	One Sub-Inspector Two Head Constables Eight Constables	15 4 each. 3 "		
98. Madura ..	Two Sub-Inspectors	15 each.	Local allowances for residence at Kodaikanal and Tandigudi.	
	Four Head Constables Twenty-three Constables	7 each. 5 "	Hill allowances.	
	Ten Constables police guard, Veigal Twelve Constables police guard, Veigal mills, and all other Constables in Madura Town	1 each. 1 "	Local allowances sanctioned in connection with scheme of revision of pay of constabulary as cost of living is high. (G.O. No. 1620, Judicial, dated 23rd June 1916).	
Tanjore ..	All Constables in Negapatam	1 each.	Do. do.	
99. Salem ..	One Sub-Inspector Three Head Constables Sixteen Constables	20 3 each. 3 "	Local allowances sanctioned for Yeround.	
100. Tinnevely ..	All Constables in Tuticorin	1 "	Local allowances sanctioned in connection with the scheme of reorganization sanctioned in 1916 as Tuticorin is a costly place (G.O. No. 1820, Judicial, dated 23rd June 1916).	
101. Ramnad ..	(a) Sivakasi Special Force— One Head Constable (Jamadar) Five Head Constables and eighty-nine Constables Twenty-five Constables Two hundred and twenty-four Constables	3 14 each. 2 " 1 "	Local allowances sanctioned to remove discontent and to improve recruitment. The force is manned mostly by men from Malabar who are found by experience to be most suitable (G.O. No. 831, Home (Judicial), dated 12th April 1918).	
	(b) Punitive Police at Ramnad, Ramnad District— One Inspector One Sub-Inspector Fifty-five Head Constables, Constables and Bagles	15 10 3 each.	Local allowances (G.Os. Nos. 2305, Home (Judicial), dated 11th October 1918 and 1259, Home (Judicial), dated 4th June 1919).	
	(c) Mandapam Quarantine Camp— One Sub-Inspector One Head Constable Ten Constables	10 3 3 each.		

POLICE DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
Local Allowances—cont.				
101. Ramnad—cont. (d) Ramnagar temple— Guard—Temporary— One Head Constable Six Constables	2 2 each.			
102. Coimbatore ..	One Inspector Two Sub-Inspectors One Sub-Inspector Local allowance of Head Constables, Naiks and Constables— Kollegal—23 Lokanahalli—5 Hannapuram—13 Hannur—5 Kottamangalam—7 Talaudi—11 Talamalai—6 Hannur—5	25 15 each. 15 1 each. 1 " 3 " 2 " 2 " 2 " 2 " 3 "	Local allowance of Inspector of Police, Kollegal (G.Os. Nos. 712, Home (Judicial), dated 1st June 1909, and 1733, Home (Judicial), dated 20th August 1917).	
103. The Nilgiris ..	Two Inspectors One Inspector Sergeants One Sergeant, Cordite Factory One Inspector, Cordite Factory Eight Head Constables Seventy Constables Three Constables Cordite Factory—Temporary— One Sergeant Two Head Constables One hundred and two Constables	60 25 15 each. 15 25 7 each. 5 1 15 7 each. 5	Local allowances at Gudalur and Ootacamund. Local allowances at Coonoor (G.O. No. 1806, Judicial, dated 5th September 1918). Hill allowances (G.O. No. 1983, Judicial, dated 12th September 1914). G.Os. No. 1983, Judicial, dated 12th September 1914 and No. 1116, Home (Judicial), dated 17th January 1919.	
	The details of other local allowances in the Nilgiris were in 1909 as follows— Sub-Inspectors Head Constables Constables	25 10 or 7 6 or 6	The higher rate of local allowance for Head Constables (Rs. 10) and for Constables (Rs. 6) is admissible in the Wynad (G.O. No. 712, Judicial, dated 1st June 1909).	
	Office—Establishment, District Superintendent of Police, Ootacamund— One Manager One Accountant Local allowances for Clerks— One Clerk Five Clerks One Clerk One Mushi One Inspector	25 15 15 15 each. 5 3	Hill allowances (G.O. No. 1102, Judicial, dated 21st July 1910).	
104. South Malabar ..	One Sub-Inspector in Malabar—Wynad Eleven Head Constables Ten Constables Ninety-eight Constables Eight Constables Three Sub-Inspectors One Head Constable Seven Head Constables Eight Head Constables Fifty-five Constables Ninety-one Constables Thirty-eight Constables	25 each. 10 6 3 30 each. 6 2 each. 2 " 2 " 2 " 1 "	Local allowance at Maranaddy (G.O. No. 712, Judicial, dated 1st June 1909). Local allowances (G.Os. Nos. 712, Home (Judicial), dated 1st June 1909, No. 2352, Judicial, dated 27th September 1915, and No. 1169, Home (Judicial), dated 20th May 1917).	
105. South Malabar ..	Local allowances. This includes also signalling latins drawn by some Head Constables and Constables (G.Os. No. 712, Judicial, dated 1st June 1909 and No. 96, Judicial, dated 11th January 1916).			

POLICE DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
106. Karnool ..	Head constables and constables employed at the Siddapur project.	Rs. 3/10 of pay.	This is a local allowance granted for duty at the Siddapur irrigation project (G.O. No. 1200, Judicial, dated 8th August 1900).	
	Three peons under the Chenchu officer, Nallamalais.	2 each.	This local allowance is granted on account of the special conditions of the Nallamalais.	
107. Nellore ..	Four constables, Mopad project.	2 ..	Local allowances granted on account of the special conditions of Mopad.	
108. South Kanara.	One Sub-Inspector Two Sub-Inspectors One head constable Six head constables Nine constables Twenty constables Twenty-three head constables One hundred and eighty-five constables.	20 .. 15 each .. 5 .. 3 each .. 2 .. 1 1/2 .. 3 .. 2 ..	Local allowances in special places.	
109. Madras and Southern Mahratta Railway.	One hundred and thirty-three constables.	1 ..	Hill allowance.	
110. South Indian Railway.	Twenty-five head constables .. One hundred and eighty-six constables.	3 .. 2 ..	Madras City and Bellary allowance.	
	One hundred and five constables.	1 ..	Travelling staff allowance.	
	Five head constables Eighteen constables One Sergeant	7 .. 6 .. 20 ..	Madras City, Madras, Tuticorin, Negapatam and Nagore allowance.	
111. All districts..	Lamp and flag signalling was introduced in the Armed Reserves in the Presidency in 1917 and a signalling party of two head constables and ten constables was formed in each of the reserves. The signallers were sanctioned local allowances of one rupee each in 1917. The details of the allowances are— Ganjam.—Two parties at Chatrapur and Russellkonda. Visagapatam.—Three parties, Visagapatam reserve, Parvati-pur reserve and Jeypore. Godavari.—Two parties at Godavari and Chodavaram. Tinnevely.—Two parties at Palamsottah and Tuticorin. South Malabar.—Three parties. One party each in— Bellary, Trichinopoly, Madras, Salem, North Malabar, Karnool, Nellore, South Arcot, Chingleput, Ramanad, Guntur, Cuddapah, Anantapur. Tanjore, Coimbatore, Kistna, North Arcot, Chittoor and South Kanara. Signalling party of one head constable and five constables in special force, Kamudi, Ramanad.	20 .. 1 each .. Do.	Hill allowance on the Nilgiris. Dhannakhodi allowance.	
			<i>Signalling allowances.</i>	
			This allowance of one rupee is drawn by each head constable and constable; it is given so as to induce the men to keep themselves efficient [G.O. No. 2715, Home (Judicial), dated 22nd December 1917].	
			G.O. No. 2852, Home (Judicial), dated 17th November 1919.	

EDUCATIONAL DEPARTMENT.

112. South Kanara.	Drawing Master (Temporary), Government College, Mangalore and Gymnastic Instructor (Temporary), Government College, Mangalore.	5	These are duty allowances granted to these teachers for imparting instruction in drawing and drill respectively to the students of the Government Secondary Training class at that place. There is no need for employment of separate whole-time teachers [G.O. No. 204, Home (Education), dated 19th February 1917].	The duty allowance might be merged in pay.
113. Chingleput ..	Gymnastic Instructor, Teachers' College, Saidapet.	10	This is a personal allowance sanctioned in 1908 and it has been recently declared to be a duty allowance [G.O. No. 90, Educational, dated 20th February 1903 and No. 1633, Home (Education), dated 14th February 1915].	Do.

EDUCATIONAL DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Duty allowances—cont.</i>				
114. Visagapatam.	Teacher, Engineering School (One year from 17th April 1919).	Rs. 25	This is a duty allowance sanctioned to the Headmaster, Government Training School, Visagapatam, for teaching mathematics to the students in the Engineering school, Visagapatam [G.O. No. 1214, Home (Education), dated 11th September 1918].	
115. (a) Tinnevely.	Headmaster and Assistant, Government Training school.	25	This is an additional teaching allowance paid since 1917, for additional work caused by the attachment of a secondary section to the school [G.O. No. 1106, Home (Education), dated 29th August 1917, No. 1433, Home (Education), dated 15th November 1917, and No. 426, Home (Education), dated 4th April 1919].	The duty allowances of the drawing and drill instructors might be merged in pay.
	Drawing and Drill Instructor ..	10		
(b) Anantapur, Madras and Nellore.	Headmaster and Assistant in training schools in the Ceded Districts College, Anantapur, and at Dindigul and Nellore.	25	This is an additional teaching allowance paid since 1917, for additional work caused by the attachment of a secondary training section to the school [G.Os. No. 1106, Home (Education), dated 29th August 1917, No. 1433, Home (Education), dated 15th November 1917 and No. 426, Home (Education), dated 4th April 1919].	
	Drawing and Drill Instructors ..	10		
(c) Godavari.	Government Secondary School, Bhadrachalam— Headmaster Drawing master Gymnastic instructor Telugu Pandit	10 .. 5 .. 3 .. 3 ..	These are teaching allowances for additional work in the Training class attached to the school. They are also getting local allowances as detailed under item 122 infra [G.Os. No. 860, Home (Education), dated 20th July 1917 and No. 1261, Home (Education), dated 23rd September 1919].	
116. Madras ..	Allowance to Subba Lakshmi Ammal, Government Training school, Triplicane.	25	This is remuneration paid for duties of superintendence of the Brahman Widows' hostel, Triplicane. It was fixed at Rs. 50 in 1916 (G.O. No. 837, dated 29th March 1916). It was subsequently split up into 2 portions, which Rs. 25 go to this subordinate.	
117. Do. (a) ..	Assistant Physical Director, Madras.	40	This is an office allowance which the Accountant-General says is to meet the rent of a residential office [G.O. No. 371, Home (Education), dated 19th March 1918 and No. 1606, Home (Education), dated 30th December 1919].	
(b) ..	Office of the Director of Public Instruction— Duty allowance to a clerk doing shorthand work.	10	Shorthand allowance sanctioned in G.O. No. 1132, Home (Education), dated 18th September 1919.	
(c) ..	Deputy Warden of the Hostel, Presidency College.	80	These two items have been included in the list of the office of the Director of Public Instruction. They were sanctioned in G.O. No. 1172, Home (Education), dated 26th September 1919 and in No. 810, Home (Education), dated 28th July 1915. It is understood from the Accountant-General's office that the first allowance has not yet been drawn and the second is drawn by a retired officer.	
	Deputy Warden of the Hostel, College of Engineering.	80		
(d) ..	Government Secondary and Training school for Mistresses, Triplicane— One clerk One clerk	16 .. 10 ..	These are duty allowances given when the posts are held by women [G.O. No. 1626, Home (Education), dated 18th December 1918].	
(e) ..	Queen Mary's College for Women— One clerk Three teachers One teacher One teacher	10 .. 30 each .. 25 .. 20 ..	Duty allowance sanctioned for doing duties connected with the hostel [G.O. No. 1468, Home (Education), dated 18th November 1915]. These allowances represent remuneration for part-time work rendered at the college in connexion with the teaching of Hindustani, Malayalam, Sanskrit, Telugu, etc. [G.O. No. 1468, Home (Education), dated 18th November 1915].	

EDUCATIONAL DEPARTMENT -cont.

[illegible]

* The allowances drawn by the Upper Subordinate Inspectors of the Public Works Department in the College of Engineering are omitted, as they are included under the Public Works Department. The office of the Director of Public Instruction refers to an allowance of Rs. 174 drawn by a temporary Sub-Assistant Surgeon in the Refectory School. This is omitted as the allowance is not admissible to it drawn now.

EDUCATIONAL DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
123. The Nilgiris.	One clerk under the Sub-Assistant Inspector. Attender Peon	Rs. 10 8 2	Allowances sanctioned owing to the cost of living on the hills (G.O. No. 673, Home (Education), dated 23rd October 1906, and No. 394, Home (Education), dated 3rd July 1909). The office of the Director of Public Instruction refers to a local allowance of Rs. 26 of the Sub-Assistant Inspector; but it is understood from the office of the Accountant-General that this is not drawn.	
Coimbatore	Government Girls School, Kelle-gai— Head Mistress First Assistant Second Third	4 4 3 3	Local allowances sanctioned owing to unhealthiness of locality and to improve recruitment (G.O. No. 822, Home (Education), dated 12th May 1917).	
124. South Kanara.	Teacher, Anantapur school ..	3 (temporary).	This allowance was sanctioned in the following circumstances—This school was opened in June 1915 by a qualified teacher who is a native of the Deccan; but for three years it was not inspected by an officer, the result being that the schoolmaster became unable to earn results grants. In consequence of this, a local allowance of Rs. 3 per annum was sanctioned to him, on which there was no deduction. A similar allowance is being given in the Kanara District, vide G.O. No. 177, Revenue, dated 6th March 1919.	
125. Bangalore.	Teachers in the model sections of the training schools at Chinnarayana, Derbarnapur, Kayaachoti and Kurnool. Teachers in the model sections of the training schools at Chinnarayana and Anantapur. The Accountant-General's statement shows that such allowances are being given in the following places only; other stations are omitted by him— (i) Anantapur— Four teachers, Model school .. One teacher One teacher One teacher (ii) Kurnool— Teachers, model school, Government Training school. (iii) Bellary— One headmaster, model school. One Assistant Do. Do. Do. Second assistant, Government Training school, Bellary.	20 per cent of pay. 3 each. 5 2 2 Not exceeding 20 per cent of pay. 10 8 2 6 5 4	Local allowance sanctioned on account of unhealthiness of locality (G.O. No. 1066, Educational, dated 3rd December 1912, and G.O. No. 1262, Educational, dated 22nd November 1915).	
126. Kurnool (Nalambais).	Supervisor, elementary school, Chennais.	10	Local allowance sanctioned on account of unhealthiness of the locality (G.O. No. 1316, Home (Education), dated 7th October 1918).	

EDUCATIONAL DEPARTMENT—cont.

[illegible]

EDUCATIONAL DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
123. The Nilgiris.	One clerk under the Sub-Assistant Inspector. Attender Peon	Rs. 10 2 2	Allowances sanctioned owing to the cost of living on the hills [G.O. No. 872, Home (Education), dated 23rd October 1906, and No. 394, Home (Education), dated 3rd July 1909]. The office of the Director of Public Instruction refers to a local allowance of Rs. 26 of the Sub-Assistant Inspector; but it is understood from the office of the Accountant-General that this is not drawn.	
Coimbatore	Government Girls' School, Kollagal— Head Mistress First Assistant Second Third	4 4 4 4	Local allowances sanctioned owing to unhealthiness of locality and to improve recruitment [G.O. No. 627, Home (Education), dated 12th May 1917].	
124. South Kanara.	Teacher, Anandini school	3 (temporary).	This allowance was sanctioned in the following circumstances:—This school was opened in June 1915 by a qualified teacher who is a native of the Laccadives; but for three years it was not inspected by an officer, the result being that the schoolmaster became unable to earn results grants; to compensate for this, a local allowance of Rs. 8 per annum was sanctioned in years in which there was no inspection. A similar allowance is being paid in the Kasaragod school, Government Order No. 124, Revenue, dated 6th March 1918.	
125. Coimbatore District.	Teachers in the model sections of the training schools at Chikacole and Anantapur. The Accountant-General's statement shows that such allowances are being given in the following places only; other stations are omitted by him:— (i) Anantapur— Four teachers, Model school One teacher One teacher One teacher (ii) Kurnool— Teachers, model school, Government Training school. (iii) Bellary— One headmaster, model school. One Assistant Do. Do. Do. Do. Second assistant, Government Training school, Bellary.	20 per cent of pay. 3 Rs. 5 2 Rs. 2-6-6 Not exceeding 20 per cent of pay. 10 3 3 6 5 4	Local allowances sanctioned in these areas. The Director of Public Instruction has been empowered to sanction local allowances up to this limit of 20 per cent of pay (G.O. No. 1066, Educational, dated 3rd December 1912, and G.O. No. 1262, Educational, dated 22nd November 1915). Local allowance [G.O. No. 344, Educational, dated 29th March 1916].	
126. Karnool (Nalmalais).	Supervisor, elementary school, Uchenbua.	10	Local allowance sanctioned on account of unhealthiness of the locality (G.O. No. 1318, Home (Education), dated 7th October 1918).	

MEDICAL DEPARTMENT.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Duty allowances—cont.</i>				
(a) Gunter ..	Sub-Assistant Surgeon at Bapatla.	15	Duty allowance for visiting the criminal settlement at Stuartpuram and issuing ordinary medicines [G.O. No. 1790, Home (Judicial), dated 28th August 1917].	
	Sub-Assistant Surgeon, Gunter ..	10	Duty allowance for visiting prisoners' Home (Reformatory Settlement), Gunter [G.O. No. 1790, Home (Judicial), dated 28th August 1917].	
136. Tanjore ..	One of the Sub-Assistant Surgeons attached to municipal medical institution, Kumbakonam.	10	Duty allowance granted for visiting and treating the patients of the Leprosy Asylum at Kumbakonam (G.O. No. 66, Medical, dated 14th February 1917).	
137. Gunter ..	Sub-Assistant Surgeon at Bapatla.	10	Duty allowance for visiting the Leprosy Asylum and treating the patients therein (G.O. No. 331, Public, dated 10th March 1913).	
138. (a) Malabar ..	Assistant Port Health Officer, Calcutta.	20	Duty allowance for extra work involved in inspection of vessels for plague purposes at Beypore (G.O. No. 190, Local and Municipal (Plague), dated 12th April 1915).	
(b) Tinnevely.	Sub-Assistant Surgeon, Kula-sakraspatnam.	20 per cent of pay.	This is a special allowance (duty allowance) for additional plague work [G.O. No. 280, Revenue (Special), dated 13th September 1917].	
(c) Malabar ..	Sub-Assistant Surgeon, Cannanore.	5	Duty allowance for extra work involved in inspection of vessels for plague purposes (G.O. No. 190, Local and Municipal (Plague), dated 12th April 1915).	
139. The Nilgiris	Factor's Institute, Coonoor— (i) Sub-Assistant Surgeon ..	30 + 5	Duty allowance granted for special nature of work (G.O. No. 558, Public, dated 24th July 1906, No. 651, Public, dated 5th September 1906 and No. 274, Public, dated 29th February 1912). The Rs. 5 represents waria clothing allowance.	
	(ii) Do.	30 + 5	This is a duty allowance sanctioned for special nature of work which requires bacteriological knowledge. The men are employed in preparation of anti-influenza vaccine (G.O. No. 1347 L., dated 30th October 1919).	
140. Chingleput ..	Three Sub-Assistant Surgeons, King Institute of Preventive Medicine, Guindy.	30 each.	Teaching allowance as Assistant Lecturers. This rule which was Rs. 20 formerly was raised to Rs. 25 in December 1919. (G.O. No. 619, Medical, dated 22nd December 1919).	
141. Madras ..	Sub-Assistant Surgeons in the Rayapuram Medical School.	25	Teaching allowance for giving instruction to probationary ward attendants. The Presidency allowance of Rs. 10 is also drawn in addition.	
	One Sub-Assistant Surgeon in Government General Hospital.	10	Teaching allowance for instructing Indian pupils in midwifery. The Presidency allowance of Rs. 10 is also drawn in addition (G.O. No. 1183, Public, dated 13th June 1916).	
	One Sub-Assistant Surgeon in Government Maternity Hospital.	20	This is a teaching allowance granted for imparting clinical instruction to the students of the Medical School and it is a duty allowance (G.O. No. 28, Medical, dated 19th January 1917).	
	One Sub-Assistant Surgeon in Royapeta Hospital.	30	This is a teaching allowance granted for imparting clinical instruction to the students of the Medical School and it is a duty allowance (G.O. No. 28, Medical, dated 19th January 1917).	
142. Visagapatam.	Sub-Assistant Surgeon, Medical School.	20	This is a teaching allowance granted for imparting instruction to medical pupils (G.O. No. 326, Medical, dated 19th June 1919).	
143. Tanjore ..	Demonstrator in Anatomy, Medical School.	20	Do. do.	
Madras ..	Sub-Assistant Surgeon, Rayapuram Hospital.	16	Temporary duty allowance sanctioned for giving instruction to the ward attendants in the Government Rayapuram Hospital, Madras (G.O. No. 268, Medical, dated 20th May 1919). The Presidency allowance of Rs. 10 is drawn in addition.	

MEDICAL DEPARTMENT.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Duty allowances—cont.</i>				
144. Madras ..	One Sub-Assistant Surgeon in Government Ophthalmic Hospital.	25	Duty allowance for pathological work (G.O. No. 323, Public, dated 12th March 1912). The Presidency allowance of Rs. 10 has merged in this allowance.	
145. Do.	One Sub-Assistant Surgeon in Government Leprosy Hospital, Madras.	20	Duty allowance for special nature of work (G.O. No. 669, Public, dated 13th September 1909). He does not draw the Presidency allowance of Rs. 10.	
146. South Kanara.	Sub-Assistant Surgeons attached to the Amindivi Dispensary.	10	Duty allowance for doing vaccination work (G.O. No. 284, Financial, dated 26th May 1917).	
147. Madras ..	Attender, Medical College	3	Duty allowance for additional work in connection with the care of the animal museum (G.O. No. 1043, Public, dated 30th May 1916).	The allowance might be amalgamated with pay.
148. Do.	One Typist in Surgeon-General's Office.	10	For being employed on confidential work (G.O. M. No. 858, Local and Municipal, dated 24th July 1910).	
149. Chingleput ..	King Institute of Preventive Medicine— One clerk One peon	5 1	Duty allowance for attending to the work of maintenance and distribution of anti-rinderpest serum, in addition to regular duties (G.O. No. 1297, Public, dated 27th May 1913).	The duty allowances might be amalgamated with pay.
<i>Local allowances.</i>				
150. Ganjam ..	Sub-Assistant Surgeon at Ganjam	10	Local allowances in Agency tracts, the minimum is 30 per cent (paragraph 228, Civil Medical Code, G.O. No. 24, Financial, dated 31st January 1906, No. 168, Financial, dated 11th March 1898, and No. 27, Medical, dated 15th February 1919).	
	Do. Garabunda.	5		
	Do. Varanasi.	5		
	Gullari (Public Works Department Hospital).	10		
	Roshikulva	15		
	Udayagiri-Goomsur ..	15		
	Do. attached to the Special Assistant Agent's staff.	15		
	Sub-Assistant Surgeon, Civil Dispensary, Udayagiri.	15		
	Sub-Assistant Surgeon, Agency Hospital, Balliguda.	15		
	Sub-Assistant Surgeon, Ramagiri-Udayagiri.	15		
	Sub-Assistant Surgeon, Gamsabadi.	15		
	Sub-Assistant Surgeon, Agency Police Hospital, Balliguda.	15		
	Three Compounders ..	3		
	Sub-Assistant Surgeon, Itinerating Dispensary, Serango.	each 15		
	Do. Kallikota	5		
151. Visagapatam.	Sub-Assistant Surgeons at Gunnur Police Hospital, Korapat .. Police Hospital attached to the Special Assistant Agent's establishments.	10 15 10-15		
	Bissamoutlak	15		
	Jeypore	15		
	Nowrangpur	15		
	Rayagada	10		
	Karupam	5		
	Padwa	15		
	Malkangiri and Pottangi ..	15		
	Krishnadevi Peta	15		
152. Visagapatam.	Warder, Lunatic Asylum, Waltair	3		
Madras ..	Two warders, Lunatic Asylum, Madras.	2 each		

MEDICAL DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
Local allowances—cont.				
153. Gadavari ..	Sub-Assistant Surgeon at Bhadrachalam.	10		
	Do. attached to the Special Assistant Agent's establishments.	15		
	Chodavaram	10		
	Gokavaram	5		
	Polvaram	5		
	Sub-Assistant Surgeon, Civil Dispensary, Kuvavaram.	15		
	Sub-Assistant Surgeon, Venkata-puram Dispensary.	15		
	Addalgala	30		
	Two Sub-Assistant Surgeons, Dumagudem Division.	15		
	Midwife, Civil Hospital, Bhadrachalam.	8		
	Sub-Assistant Surgeon, Yelleswaram.	5		
	Do. Gangareddigudem ..	10		
154. Kistna ..	Sub-Assistant Surgeon at Chintalapudi.	5		
155. Karnool and Cuddapah.	One Sub-Assistant Surgeon at Cumbum and one at the Head-quarter Hospital, Karnool.	10		
	Sub-Assistant Surgeon at Dhona ..	15		
	All Sub-Assistant Surgeons in Municipal hospitals, Cuddapah and Karnool, or on general duty in these districts including the Sub-Assistant Surgeons in the Cuddapah Collector's establishment, and Jail and Police hospitals.	10		
156. Chittoor ..	Sub-Assistant Surgeons at Tirupati and Venkatagirikota.	5		
157. Coimbatore ..	(a) Sub-Assistant Surgeon at— Hanur.	10		
	Do. Talvadi	15		
	Do. at Anamalai hills ..	15		
	(b) Plague Inspector	15		
	(c) Two Sub-Assistant Surgeons attached to the Forest College, Coimbatore.	10		
158. Madura ..	Sub-Assistant Surgeon at Tondandi.	15		

MEDICAL DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
Local allowances—cont.				
159. Ramnad ..	Sub-Assistant Surgeon at Tondi ..	10		
	Nurse, temporary plague establishment (up to 31st March 1920).	10		
Do. ..	Sub-Assistant Surgeon, Police Hospital, Sivakasi.	10		
Do. ..	Do.	10		
	Do. at Dhanushkodi.	10		
	Do. at Pampun	20		
160. Nilgiris ..	Sub-Assistant Surgeons at Colakombai and Police Hospital, Ootacamund and Coonoor.	10		
	Devanahola	10		
161. Malabar ..	Sub-Assistant Surgeon at Sultan's battery.	25		
	Palghat Branch Dispensary ..	5		
	Tamaracherry	10		
162. South Kanara ..	Sub-Assistant Surgeon at Manjeshwar.	10		
163. South Arcot ..	Sub-Assistant Surgeon at Ariznagar.	10		
	Sub-Assistant Surgeon, Head-quarter hospital.	10		
164. Chingleput ..	Sub-Assistant Surgeon, Pulicat ..	15		
165. Anantapur ..	Two Sub-Assistant Surgeons, Headquarter Hospital.	10		
166. (a) Nellore ..	Sub-Assistant Surgeons at Sullurpetta, Arneggon and Katichedu.	10		

MEDICAL DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
16. Madras	Sub-Assistant Surgeons in Presidency hospitals and those undergoing post-graduate course of instruction in legal medicine.	Rs. 10	This allowance was sanctioned in 1899 to compensate for the increased cost of living in Madras City and for the loss of the usual charge allowance of Rs. 10 which was not formerly admissible when employed in Madras (G.O. No. 654, Public, dated 20th September 1899, and paragraph 211, Medical Code).	
17. Districts	Sub-Assistant Surgeons appointed under the scheme of extension of medical relief to rural areas by duplicating the staff of medical officers in municipal hospitals and dispensaries.	30	This is a compensatory local allowance granted in addition to the usual charge allowance of Rs. 10, in consideration of the loss of private practice during the half-month to be spent in camp. Fixed travelling allowance of Rs. 15 is given in addition to the Sub-Assistant Surgeon (G.O. No. 269, Medical, dated 14th June 1917).	
1. South Kanara, Kurnool, Coimbatore, etc.	Lady Apothecary, Headquarters Hospital.	25—50	Charge allowance admissible under paragraph 211 of Civil Medical Code. Under this the pay of Lady Apothecaries is regulated according to length of service and it ranges from a minimum of Rs. 25 to a maximum of Rs. 50 attainable in the 20th to 35th year of service (G.O. No. 243, Medical, dated 19th July 1919). They get also a charge allowance in addition to pay of Rs. 25 in the 2nd to 7th year of service and of Rs. 50 for the further period of their service. The Accountant-General has included this under local allowance. But like the similar allowance granted to Sub-Assistant Surgeons and Apothecaries, it seems to be a duty allowance.	The question of treating this allowance as 'duty' allowance does not appear to have been considered. It appears to the Committee that it should be amalgamated with pay.

SANITATION DEPARTMENT.

<i>Local allowances.</i>				
Godavari	Six vaccinators	10 each.	7	
(a) Ganjam, Visakhapatnam and Godavari.	One vaccinator	10 each.	7	
	Two Deputy Inspectors of Vaccination.			
	Ganjam—One Deputy Inspector of Vaccination.			
	Jaypore—One Deputy Inspector of Vaccination.			
	Koraput—Two Deputy Inspectors of Vaccination.	15 each.		In consideration of exceptional local circumstances (G.O. No. 954 L., dated 4th July 1917).
	Polvaram—One Deputy Inspector of Vaccination.			
	Bhadrachalam—One Deputy Inspector of Vaccination.			
(b) The Nilgiris.	One Deputy Inspector of Vaccination.			
(c) Four districts in (a) and (b).	Nine pecuni for the above	1 each.		

POLITICAL DEPARTMENT.

<i>Duty allowances.</i>				
Trivandrum	One clerk in the office of the Resident in Travancore and Cochin.	15		This is a duty allowance for shorthand which is admissible to any clerk doing the work (G.O. No. 318, Political, dated 1st July 1911).

AGRICULTURAL, VETERINARY AND CO-OPERATIVE DEPARTMENTS.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Duty allowances.</i>				
173. Madras	One clerk under the Director of Agriculture.	Rs. 10	This is a shorthand allowance (G.O. No. 3140, Revenue, dated 2nd November 1914).	
173. Coimbatore	One clerk, office of the Deputy Director of Agriculture (V and VII Circles).	10	This allowance is given for shorthand work and has been declared to be a duty allowance (G.O. No. 735, Revenue (Special), dated 23rd April 1919).	
174. Do.	Teaching Assistants in the Agricultural section of the Agricultural College.	An allowance which will bring their minimum emoluments up to Rs. 65 per month.	Like other teaching allowances, this has been declared to be a duty allowance. It is granted partly because picked men are required for the posts, and partly to enable them to keep up their position in the college (G.O. No. 2441, Revenue, dated 12th October 1913).	
175. Do.	One Assistant in Chemistry	15	This is a duty allowance which is given as the Assistant attends to the Meteorological work at the college (G.O. No. 816, Revenue, dated 26th April 1919).	
176. Do.	One officer of the Civil Veterinary department doing the duties of Veterinary Assistant at the Agricultural College.	50	Allowance granted as the officer is a picked man with a considerable amount of responsibility. This is a duty allowance (G.O. No. 2023, Revenue, dated 6th September 1915).	
177. Tinnevely	One Veterinary Assistant attached to the quarantine station in Tinnevely.	45—1—50	The allowance is granted in consideration of the special and onerous nature of the work (G.O. No. 2984, Revenue, dated 26th October 1908).	
178. Districts	Veterinary Assistants in independent charge of hospitals and dispensaries in the plains and hill stations	10 each (now cancelled).	This allowance was given in view of the increased responsibilities devolving upon them when holding independent charges (G.O. No. 2870, Revenue, dated 19th October 1909, and No. 2891, Revenue, dated 6th October 1914). It has been recently abolished (G.O. No. 2300, Revenue, dated 7th October 1919).	
178. Madras	Veterinary Assistant attached to the Veterinary College.	10 (now cancelled).	This allowance was granted for doing the duties of hospital surgeon at the college which are of an exacting and responsible nature (G.O. No. 676, Revenue, dated 2nd March 1910). It has now been cancelled (G.O. No. 2300, Revenue, dated 7th October 1919).	
180. Do.	Veterinary Assistant working in the office of the Superintendent, Civil Veterinary Department.	10 (now cancelled).	This allowance was granted as the work was held to involve special responsibility (G.O. No. 2569, Revenue, dated 28th August 1912). It has now been cancelled (G.O. No. 2300, Revenue, dated 7th October 1919).	
181 (a). Tanjore	Two Co-operative Inspectors under the Special Deputy Collector, Tanjore.	10 each.	These are granted duty allowances owing to the special character of their work among the Panobamas (G.O. No. 1615, Revenue, dated 27th April 1918, No. 1700, dated 3rd May 1918, and No. 627, dated 5th April 1919).	
181 (b). Godavari	One Co-operative Inspector employed under the Special Deputy Collector, Ramachandrapuram, for work among the Panobamas.	10	G.O. No. 2420, Revenue (Special), dated 27th December 1919, Revenue have included this allowance which, it is presumed, is granted on the analogy of the allowance in Tanjore.	
<i>Local allowances.</i>				
182. Nellore	Chintaladevi Farm— Farm Manager (5 years) Assistant Manager Clerk One peon	20 12 9 3	The station is 35 miles from railway and ordinary household articles are therefore expensive: conditions are similar to those of Mopad where Public Works Department subordinates get local allowances of 80 per cent of pay (G.O. No. 4062, Revenue, dated 23rd December 1918, and No. 1759, Revenue, dated 19th September 1919).	

AGRICULTURAL, VETERINARY AND CO-OPERATIVE DEPARTMENTS—

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.
Local allowances—cont.			
183. The Nilgiris.	One Curator, Government Gardens and Parks.	Rs. 50	Local allowance granted on account of the special conditions of the Nilgiris (G.O. No. 2885, Revenue, dated 22nd December 1915).
	Two peons under the Curator	3 each.	Local allowances for residence in the Nilgiris (G.O. No. 1471, Revenue, dated 21st May 1914).
184. Madras	Four Lecturers, Madras Veterinary College.	20 each.	Local allowances granted as the posts are filled by selected men and as they are forced to live in Madras (G.Os. No. 2112, Revenue, dated 16th September 1915, and No. 1278, Revenue, dated 5th June 1916).
185. Hill stations, the Nilgiris, Agency tracts of Godavari.	(a) Veterinary Assistants in charge of Veterinary Institutions— I and II grades III grade (b) Touring Veterinary Assistants in these localities.	15 10 10	The local allowances are granted in consideration of the special conditions of these localities (G.O. No. 2309, Revenue, dated 7th October 1919). Do.
186. The Nilgiris.	Two Inspectors, Co-operative Societies.	25 each.	Local allowance granted owing to the conditions of the Nilgiris; this is drawn in addition to grade pay (G.O. No. 3995, Revenue, dated 18th December 1918).
187. Ganjam	One Deputy Assistant Registrar, Berhampur (pay Rs. 250). One clerk, Berhampur (pay Rs. 25).	50 10	(This is an agency allowance sanctioned for work in the Ganjam Agency (G.O. No. 1232, Revenue, dated 21st June 1919).

SCIENTIFIC AND MISCELLANEOUS DEPARTMENTS.

Duty allowance.			
188. Madras	Assistant Registrar, Joint Stock Companies.	Rs. 50	This is a duty allowance which was granted in 1914, as the work was held to involve special responsibility and required picked men (G.O. No. 684, Judicial, dated 19th March 1914).
Local allowance.			
189. Rannad (Pamban)	Pearl and Chank Fisheries— One clerk (pay Rs. 25) Two gumastas (Rs. 20) One peon (Rs. 9)	5 4 each 2	Local allowance sanctioned owing to expensiveness of living in the locality (G.Os. No. 1667, Revenue, dated 10th June 1914 and No. 3243, Revenue, dated 5th October 1915).

GOVERNMENT PRESSES.

190. Madras	One Examiner, Government Press. One do.	20 10	Confidential allowance to Examiners for doing confidential work (G.Os. No. 644, Public, dated 25th June 1901, and No. 1074, Public, dated 26th November 1903).
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MISCELLANEOUS DEPARTMENTS.

191. Salem	Guard for Prisoners Camp, Yercaud— Three head constables Thirty-two constables One clerk, Office of the Superintendent, Prisoners of War Camp, Yercaud. One do. Two peons	3 each 15 10 4 each	Allowances are granted owing to the costliness of living on the hills (G.Os. No. 2420, Judicial, dated 17th November 1917, No. 2133, Judicial, dated 18th September 1918, and No. 14, Public, dated 7th January 1918).
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MINOR IRRIGATION ESTABLISHMENT.

Local allowance.			
192. Godavari	Polavaram— One Sub-Overseer One Insar Yellavaram agency— One Sub-Overseer Rhadrahaham— One Sub-Overseer One Insar	10 1 10 10 20 1	Local allowance sanctioned as the Sub-Overseer has to travel in the agency (G.Os. No. 1437, Revenue, dated 18th December 1906 and No. 3075, Revenue, dated 27th August 1918). Do. No. 2907, Revenue, dated 16th December 1919). Local allowance sanctioned owing to special conditions of the agency (G.Os. No. 2556, Revenue, dated 5th September 1914, page 76, and No. 2074, Revenue, dated 27th August 1918).

PUBLIC WORKS DEPARTMENT.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.
Duty allowance.			
193. (a) Godavari (b) Kistna	Assistant Superintendent, Godavari Eastern division (Lower Sub-ordinates cadre). Assistant Superintendent, Kistna Central division (Lower Sub-ordinates cadre).	Rs. 30 30	Duty allowance granted in view of the heavy and responsible duties to be performed. The pay of each of the two appointments was originally Rs. 120 per mensem. The appointments were in 1907 brought within the scale of the Lower Subordinate establishment (Pay Rs. 30—80) (G.O. No. 873 W., dated 18th August 1907). As the normal pay of a Sub-Overseer was considered inadequate for the duties attaching to the posts which are heavy and responsible and require special qualifications, a local allowance of Rs. 30 per mensem had been sanctioned subject to the condition that the salary plus the allowance does not exceed Rs. 120 (G.O. No. 81, W., dated 25th January 1911).
194. Districts	Store clerks in the following places, Ganjam, Vizagapatam, Godavari, (North, East, Central and Conservancy) Kistna (West and Central) Bellary, Kurnool, Coimbatore, West Coast, Salem, Chingleput, Nellore, Trichinopoly, Madras, Tinnevely, North Arcot, Cauvery, South Arcot, Vannar, Cuddapah and Tank Restoration Scheme (III, VI and VII) Circles	6 each	For duties in connexion with the charge of stores; the allowance is granted to compensate for the risk and responsibility which custody of stores involves—vide G.Os. No. 966 W., dated 18th May 1906, and No. 304 W., dated 9th February 1911 (paragraph 14) and No. 1405 W., dated 28th July 1915.
195. Kurnool Sid-dapur tank project.	Storekeeper	5	For duties in connexion with the charge of stores. (Item 180 on page 345 of the Madras Supplement to the Civil Service Regulations).
196. Guntur (Gungirala).	Look Superintendent (pay Rs. 15).	5	The allowance is granted in view of the additional duties attached to the post; some of the duties performed by the Look Superintendent do not properly belong to the post and the nature of the work is specially arduous (G.O. No. 1674 W., dated 22nd September 1918).
197. Godavari (Palakole).	Look Superintendent	3	The allowance is granted in view of the additional duties of Wharf Superintendent at the Palakole upper and lower wharves, which were imposed on him from 1913. The allowance continues for so long as the additional duties of Wharf Superintendent at the Palakole upper and lower wharves are attached to the post of Look Superintendent (G.O. No. 707 W., dated 10th April 1915).
198. Madras	(a) Public Works Secretariat— Typist in the Public Works Secretariat (General Branch). (b) Typist in the Public Works Secretariat (Irrigation Branch).	10 10	Allowance is granted for being employed on confidential work (G.O. No. 978, Financial, dated 6th December 1918). Allowance is granted for being employed on confidential work (G.O. No. 82, Financial, dated 14th January 1919).
199. Do.	(a) General and Irrigation (b) Buildings and Roads	40 40	Shorthand allowance; a lump sum of Rs. 80 placed at the disposal of the Secretary to Government, Public Works Department, to be expended by him in the form of shorthand allowance to such number and amount as he may deem fit. This sum has been distributed equally between the two Secretaries (G.O. No. 480, Financial, dated 24th June 1919 and Memorandum No. 5744-C., dated 4th September 1919).

PUBLIC WORKS DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.
<i>Local allowances.</i>			
200. Madras	Supervisors, first and second grades. Overseers, first, second and third grades. Accountants— First, second and third grades .. Fourth and fifth grades .. Sixth and seventh grades and temporary.	Rs. P.A. 30 H.R. 10 P.A. 15 H.R. 10 P.A. 50 H.R. 20 P.A. 30 H.R. 10 P.A. 15 H.R. 10	The allowances are being drawn by the officers of the department for over 40 years. The necessity for the Presidency allowance (not house-rent allowance) was questioned in 1888 by the Finance Committee; and the Government of Madras in that connection justified the continuance of the concession on the grounds that in their opinion the cost of living in Madras, to officers of the classes affected is by no means less expensive than in Calcutta or Bombay; while as compared with the mufassal, there were many extra items of expenditure which an officer stationed in the Presidency town could not avoid, and in Madras, for an officer to keep a carriage while in the mufassal, the horses which an officer keeps for travelling, and for which he pays out of travelling allowance could be used. The selection of an officer of the Public Works Department for duty in Madras would entail on him pecuniary loss by depriving him of all travelling allowances, and if the Presidency allowance was to be done away with, it would become necessary to attract the best men to the Secretariat and other posts in Madras by attaching special salaries to those appointments. Carriage hire was also more costly in Madras than in mufassal. For these reasons the continuance of the allowances was agreed to by the Government of India (G.O. No. 1852-53 W., dated 8th May 1888, and No. 2267 W., dated 25th July 1888).
201. Periyar project.	Supervisors, first and second grades. Overseers, first, second and third grades. Accountants— First, second and third grades .. Fourth and fifth grades .. Sixth and seventh grades and temporary. Sub-Overseers, clerks and draughtsmen. Sub-Assistant Surgeon ..	60 40 80 40 40 40 40 ..	The allowance is given because the conditions of life at the headworks of the Periyar are quite unfavourable as regards cost of living, and locomotion and risk to health (G.O. No. 2180 W., dated 18th July 1888). The grant of local allowances in this case and in other cases marked with an asterisk below is regulated by the following rules:— (a) Local allowances in Periyar project, Vizagapatam, Ganjam Hill tracts and Wynad are restricted to Subordinates only till the roads are completed. (b) In the Wynad, Anamalai and Ganjam and Vizagapatam Hill tracts, local allowance is not to be drawn by officers travelling casually within the limits of the tracts named on inspection duty or otherwise; but only by officers whose headquarters are within the tracts. In the case of such officers an allowance exceeding ten days from these tracts will deprive them of the allowance for the whole period of their absence. (c) Sub-Overseers and clerks not engaged locally and not on consolidated rates of pay receive 30 per cent on salaries varying from Rs. 30 and upwards subject to a maximum allowance of Rs. 8. (d) Sub-Overseers, Ganjam, Wynad and Vizagapatam .. (e) Sub-Overseers, Anamalais .. (f) Clerks and draughtsmen, (Ganjam, Wynad and Vizagapatam) .. (g) Clerks and draughtsmen, Anamalais .. (h) Peons on the permanent establishment, Vizagapatam agency .. (i) Peons on the permanent establishment, Wynad .. (j) Sub-Assistant Surgeon, Thekkadi .. (k) Peons on the permanent establishment, Public Works Department, Thekkadi ..
202. Ganjam, Vizagapatam, Coimbatore, Malabar and Nilgiris.	Ganjam, Vizagapatam, Wynad, and Anamalais Hill Tracts— Supervisors, first and second grades. Overseers, first, second and third grades. Accountants, first, second and third grades. Fourth and fifth grades .. Sixth and seventh grades and temporary. Sub-Overseers, Ganjam, Wynad and Vizagapatam .. Sub-Overseers, Anamalais .. Clerks and draughtsmen, (Ganjam, Wynad and Vizagapatam) .. Clerks and draughtsmen, Anamalais .. Peons on the permanent establishment, Vizagapatam agency .. Peons on the permanent establishment, Wynad .. Sub-Assistant Surgeon, Thekkadi .. Peons on the permanent establishment, Public Works Department, Thekkadi ..	60 40 80 60 40 ... 15 ... 8 2 50 per cent of pay. 25 60 per cent	Anamalais Hill tracts. Supplies abnormally dear and difficult to obtain and country generally uninhabited and feverish (G.O. No. 505 W., dated 20th February 1897, Letters No. 505 W., dated 20th February 1897, No. 2490 W., dated 7th September 1897 and G.O. No. 239 W., dated 28th January 1898). Other places. Unhealthiness of the locality and expensiveness of living. Vide footnotes to appendix 19 to the Public Works Department Code, Volume III. ... Scale regulated by the rules in item 201 supra. G.O. No. 3052 W., dated 30th October 1905 and No. 1317 W., dated 13th November 1919. G.O. No. 1276 W., dated 17th November 1912.

PUBLIC WORKS DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.
<i>Local allowances—cont.</i>			
203. Ganjam	Kalinga subdivision— Supervisors, first and second grades. Overseers, first, second and third grades. Peons on the permanent establishment.	25 20 1	Unhealthiness of locality and expensiveness of living. (G.O. No. 1896 W., dated 18th September 1912 and Appendix 19 to the Public Works Department Code, Volume III, 7th edition.) G.O. No. 194 W., dated 22nd October 1915.
204. Vizagapatam	Nagavalli Thotapalli— Supervisors, first and second grades. Overseers, first, second and third grades. Sub-Overseers ..	25 25 15 per cent of salary.	On the grounds of severity of climate and the difficulty and expensiveness of procuring provisions. (G.O. No. 507 W., dated 6th May 1907.)
205. Godavari	Damodarapuram and Vengalapuram subdivisions of the Upper Godavari— Supervisors, first and second grades. Overseers, first, second and third grades. Clerks and Draughtsmen .. Peons on the permanent establishment, Godavari Agency.	40 30 30 per cent and 50 per cent of salary. 1	The allowance is sanctioned on account of the insalubrious and unhealthy character of the locality and in view of the expensiveness of living there. (G.O. No. 407 W., dated 6th May 1910, No. 2308 W., dated 28th November 1914 and No. 902 W., dated 1st August 1918.) Scale regulated by the rules in item 201 supra. G.O. No. 913 W., dated 1st May 1914.
206. Coimbatore	Kollegal— Supervisors, first and second grades. Overseers, first, second and third grades. Sub-Overseers .. Clerks and Draughtsmen ..	25 25 15 30 per cent and 50 per cent of salary.	Locality very feverish and service unpopular. (Letter No. 788 W., dated 24th March 1898 and G.O. No. 1261 W., dated 17th May 1898.) (G.O. No. 3123 W., dated 10th November 1902). If these are not engaged locally and not on consolidated rates of pay, then local allowance is— (i) 30 per cent on salaries of Rs. 30 and above subject to a maximum of Rs. 40. (ii) 50 per cent on salaries less than Rs. 30 subject to a maximum of Rs. 8.
207. Do	Muthikolam— Supervisors, first and second grades. Overseers, first, second and third grades.	40 25	On account of the unhealthiness of the locality. (G.O. No. 1029 W., dated 31st May 1915.)
208. Do	Anamalai Ghat road works, headquarters Iyerpadi— Supervisors, first and second grades. Overseers, first, second and third grades. Sub-Overseers .. Clerks and Draughtsmen .. Peons on the permanent establishment.	25 25 30 per cent and 50 per cent of salary. 6, 7 and 10 2	Expensiveness and remoteness of the locality. (G.O. No. 631 W., dated 7th May 1917.) Unhealthiness of locality, expensiveness of living and exorbitant conveyance charges. (G.O. No. 280 W., dated 16th February 1912.) 30 per cent if salary is not less than Rs. 30 and 50 per cent if salary is less than Rs. 30 subject to a maximum of Rs. 8. Rs. 5 for clerks on Rs. 20 and below. Rs. 7 for clerks from Rs. 21 to 30 and Rs. 10 for clerks from Rs. 31 to 40.
209. Madras	Kodaikanal, Palni Hills— Supervisors, first and second grades. Overseers, first, second and third grades. Sub-Overseers .. Clerks and Draughtsmen .. Peons on the permanent establishment.	30 30 30 per cent and 50 per cent of salary. 6, 7 and 10 2	Unhealthiness of locality, expensiveness of living and exorbitant conveyance charges. (G.O. No. 280 W., dated 16th February 1912.) 30 per cent if salary is not less than Rs. 30 and 50 per cent if salary is less than Rs. 30 subject to a maximum of Rs. 8. Rs. 5 for clerks on Rs. 20 and below. Rs. 7 for clerks from Rs. 21 to 30 and Rs. 10 for clerks from Rs. 31 to 40.

PUBLIC WORKS DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
210. Madurai	Manalor (in the Attar Ghant Road) and hill tracts of lower Palnis between Manalor and Law's Ghant— Supervisors, first and second grades.	25 per cent of salary.	On account of the difficulty in procuring supplies and in view of the discomfort and expensiveness to which the men employed there are subjected owing to the feverish nature of the climate and subject to the provision of article 76 (1) of the Civil Service Regulations. (G.O. No. 648 W., dated 22nd March 1905 and Letter No. 2447 W., dated 22nd October 1904.)	
	Overseers, first, second and third grades.	Do.		
211. Nilgiris	Sub-Overseers Clerks and Draughtsmen Supervisors, first and second grades.	Do. Do. 25		
	Overseers, first, second and third grades.	30	On account of the expensiveness of living. (Letter No. 1872 W., dated 20th July 1900 and G.O. No. 666 W., dated 12th March 1900.)	
212. Salem	Clerks and Draughtsmen Peons on the permanent establishment.	5 and 10 per cent.	Rs. 5 for clerks drawing less than Rs. 20 and Rs. 10 for higher salaries as in the Revenue Department. (G.O. No. 444 W., dated 20th April 1907.) To meet the high cost of living at Salem. (G.O. No. 278 W., dated 5th February 1900.)	
213. Malabar	Shevaroya— Supervisors, first and second grades.	20		
	Overseers, first, second and third grades.	15		
	Sub-Overseers Clerks and Draughtsmen Peons on the permanent establishment.	5 3 1	In consideration of the high cost of living at Cochin. (G.O. No. 1001 W., dated 17th May 1913.)	
214. Nellore	Moypad Project— Supervisors, first and second grades.	60	Water allowances. (G.O. No. 1432 W., dated 24th October 1912).	
	Overseers, first, second and third grades.	40	In view of the desolate and dreary nature of the country where the work is situated, its remoteness from railway communication and the high cost of living there owing to the difficulty in obtaining supplies. (G.O. No. 681 W., dated 31st March 1913 and No. 1362 W., dated 26th June 1906.)	
	Accountants— First, second and third grades. Fourth and fifth grades. Sixth and seventh grades and temporary.	80 60 40		
	Sub-Overseers	30 per cent and 50 per cent of salary.	If these are not engaged locally and not on consolidated pay, the local allowance is— (i) 30 per cent on salaries of Rs. 30 and more subject to a maximum of Rs. 40. (ii) 50 per cent on salaries of less than Rs. 30 subject to a maximum of Rs. 8.	
	Sub-Assistant Surgeon and Compounder. Clerks and Draughtsmen			
215. Kistna	Peons on the permanent establishment. Divi Pumping Station— Supervisors, first and second grades.	3 80	G.O. No. 436 W., dated 8th April 1919. In view of the remoteness and expensiveness of the locality and in view of the fact that conditions of life there are quite unfavourable as regards cost of living and locomotion. (G.O. No. 43 W., dated 13th January 1907 and No. 108 W., dated 27th January 1908 and Letter No. 1219 W., dated 4th June 1908.)	

PUBLIC WORKS DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
Kistna—cont.	Divi pumping station—cont. Overseers, first, second and third grades. Accountants— First, second and third grades. Fourth and fifth grades. Sixth and seventh grades and temporary. Clerks and draughtsmen	80 40 80 60 40 30 per cent and 50 per cent of salary.		If these are not engaged locally and not on consolidated pay, the local allowance is— (i) 30 per cent on salaries of Rs. 30 and more subject to a maximum of Rs. 40. (ii) 50 per cent on salaries less than Rs. 30 subject to a maximum allowance of Rs. 8.
6. Kurnool	Biddapuram— Supervisors, first and second grades.	2/10ths of salary.		The place is at the foot of the Nallamala, 89 miles from the nearest railway station, and unattractive. Drinking water to be fetched from 7½ miles from site of work. (G.O. No. 1097 W., dated 7th October 1906 and No. 2332 W., dated 20th November 1914.)
	Overseers, first, second and third grades.	Do.		
	Accountants, all grades Sub-Overseers Clerks and Draughtsmen Sub-Assistant Surgeon and compounder.	Do. Do. Do. Do.		
	Peons on the permanent establishment.	50 per cent.		
217. Tinnevely	Kunnarawami Pillai anicut— Supervisors, first and second grades.	30		In view of the costliness of living and remoteness of the locality which is situated on the hills in an out of the way place infested with wild animals—G.O. No. 1106 W., dated 23rd August 1917.
	Overseers, first, second and third grades.	30		
218. Canvey Gauging Party.	Supervisors, first and second grades.	25		The allowance was sanctioned because the places wherein this party has to work are remote, feverish and inhospitable and all supplies have to be imported from some distance—G.O. No. 370 W., dated 10th March 1917.
	Overseers, first, second and third grades.	25		
	Clerks and Draughtsmen	10		
219. South Arcot	Toludur project— Supervisors, first and second grades.	30 per cent of salary.		In consideration of the desolate and dreary nature of the country where the work is situated, its remoteness from railway communication and the high cost of living owing to the difficulties in obtaining supplies—G.O. No. 2128 W., dated 7th November 1914.
	Overseers, first, second and third grades.	Do.		
	Accountants, all grades Sub-Overseers Clerks and Draughtsmen Sub-Assistant Surgeon Peons on the permanent establishment. Compounder	Do. Do. Do. Do. 3 2		
220. Mangnad	Rameswaram— Supervisors, first and second grades, and Overseers, first, second and third grades.	80		The allowance is granted in view of the costliness of the locality—G.O. No. 1068 W., dated 16th August 1919.

PUBLIC WORKS DEPARTMENT—cont.

Locality.	Appointments to which allowances are attached.	Amount.	Reasons for the grant of the allowance.	Remarks.
<i>Local allowances—cont.</i>				
221. Kistna district (Western division).	Lock Superintendents— Adaripalem Lock Superintendent.	Rs. 5	The allowance is granted as the lock is situated at a very remote and lonely spot far from any village. It is subject to the condition that the pay and local allowance do not exceed Rs. 15—G.O. No. 799 W., dated 5th May 1916. Reasons not given. Apparently the allowance is given on account of the expensiveness of living there—Appendix 19 to the Public Works Department Code, Vol. III. This locality being outside the Madras Presidency, it does not arise for consideration.	
222. Coorg.	Supervisors, first and second grades.	60		
	Overseers, first, second and third grades.	40		
	Accountants— First, second and third grades.	80		
	Fourth and fifth grades Sixth and seventh grades and temporary.	60 40		

* Allowances drawn by establishments paid from Port and Marine Funds are omitted.

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APPENDIX B.

Report submitted to the Chief Secretary to Government by Messrs. C. B. Cotterell, C.I.E., I.C.S., Agent to the Governor in Ganjam, (2) C. A. Henderson, I.C.S., Agent to the Governor in Vizagapatam, (3) U. Rama Rao Aavargal, Government Agent, Gōdāvari, on the question of local allowances in the Agency tracts.

We have the honour to submit after consultation our reply to the reference to us in Government Memoranda No. 645/A-2, dated 26th February 1919, and No. 266/C-1, dated 27th March 1919. We have not dealt with the allowances of gazetted officers as we consider this matter outside the present reference.

2. *Medical Department.*—The minimum pay of Sub-Assistant Surgeons is now Rs. 50 so that the minimum allowance of 30 per cent prescribed by the Government in G.O. No. 97, Local and Municipal (Medical), dated 15th February 1919, will range from Rs. 15 up to Rs. 86 as against the present all-round allowance of Rs. 15. We consider the new rates appropriate.

3. (i) We do not think, however, that it is either possible or desirable to prescribe a fixed percentage allowance for officers of all departments serving in various parts of the Agency. We think that allowances should ordinarily vary in relation to the accessibility and healthiness of the locality, the responsibility of the office and the fact whether the officer has his headquarters in the Agency or not. We proceed to deal with each department in turn.

(ii) *Revenue Department.*—For the Deputy Tahsildars of the Vizagapatam Agency we recommend the allowances proposed by Mr. Harris in his proposals printed in G.O. No. 2688, dated 31st August 1917, as being more suitable to the several posts than the flat rate of 30 per cent now allowed. For similar considerations we propose an allowance of Rs. 50 for the following taluks in the Gōdāvari Agency, namely, Nugur, Bhadrachalam, Chodavaram, Yellavaram; in Polavaram on account of its comparative accessibility and healthiness we propose an allowance of Rs. 25. In Ganjam the Deputy Tahsildars' present allowances are, we consider, suitable and require no alteration. Revenue Inspectors should receive, as at present, fixed allowances of Rs. 15.

(iii) *Salt Department.*—No change is required in officers' allowances.

(iv) *Forest Department.*—Allowances of Rangers, Deputy Rangers and Foresters should remain as they are. The allowance of the Special Forest Officer, Golconda, was specifically reserved by us for a separate reference by the Vizagapatam Agent.

(v) *Education Department.*—Though in the case of Sub-Assistant Inspectors allowances are low, yet we consider the present allowances sufficient since these officers either have their headquarters in the plains or, if not, work in comparatively healthy portions of the Agency.

(vi) *Vaccination Department.*—For Deputy Inspectors of Vaccination we consider that the 30 per cent rate of allowance may be introduced instead of the present fixed allowance of Rs. 15. This will mean a substantial increase in the higher grades. The work of the Deputy Inspectors of Vaccination in the Agency is important and exacting and it is desirable that their allowances should enable them to live in comfort and without discontent. Agency vaccinators are generally Agency men whose present rates of pay are sufficient.

(vii) *Veterinary Department.*—No change is necessary.

(viii) *Police Department.*—Allowances of Inspectors of Police in the Ganjam district though shown in the Government reference as Rs. 30 are said to be Rs. 15 against Rs. 30 in the other two districts. We consider that a Rs. 30 allowance should be given to all Agency Inspectors and the allowances of head constables and constables should be not less than Rs. 4 and Rs. 2. The other allowances require no change.

(ix) *Public Works Department*.—We recommend that the allowances paid to Public Works officers in the Godavari district should be equalized with those paid in Vizagapatam as requested by the Superintending Engineer, I Circle. Otherwise no change is required.

4. We consider that clerks, attenders, muchis, dufferbunds, peons, etc., of all departments, and shroffs, may be paid allowances throughout the Agencies at fixed rates. The difficulty in getting educated and intelligent clerks is everywhere felt by Agency officers and we think that especially for the low-paid clerks and attenders the allowance should be fairly generous. The rate we propose is as follows :—

	Allowance.
Over Rs. 70 pay	Rs.
Over Rs. 40	30
On Rs. 40	20
Below Rs. 40	15
Peons of all grades	10
Other officers, not clerks or peons, whose pay is less than Rs. 20 and for whom allowances have not been provided above	2
	50 per cent of their pay.

We consider that the Postal Department officers can receive the same allowance as clerks.

CHAPTER XIII.

*The mode and rate of payment of village officers and menials and the grant of subsistence and travelling allowances to them when called on duty outside their villages.**

191. The emoluments of village officers originally consisted of :—

- (i) land held rent-free or on favourable terms ;
- (ii) fees collected from the inhabitants ; and
- (iii) direct money payments from the general revenues.

The inam grants referred to in item (i) supra were originally, in all probability, small assignments of land, granted by the village community for the performance of village duties. In cases in which they had not been resumed by the Muhammadan Government, the British Government recognized and continued these grants. In 1863, the total assessment on the inam lands in the ryotwari tracts (less quit-rent paid to Government on them) was estimated by Mr. Pelly at Rs. 17,22,782. In course of time there grew up the practice of treating the inam or rent-free land set apart for the emoluments of village officers as private property ; and in consequence, in many cases, there was practically no emolument in the shape of inam, attached to the office.

192. The fees referred to in item (ii) above were, for the most part, collections of grain made by village officers direct from the cultivators. They generally consisted of (1) a share of the crops and (2) mixed fees of a more uncertain character. The first was a deduction from the gross produce before the produce was shared between the ryots and the Government. The second was paid from the ryots' share in addition.

Direct money payments from the general revenues, shown as item (iii) above, were made in places where there were either no inams or fees or where the amount of these was insufficient.

193. Between the years 1859 and 1865 the Government considered proposals to secure greater efficiency in village administration throughout the Presidency and, as a result of their deliberations, they decided to enfranchise the service inam lands of village officers excluding village artisans, to commute the fees paid in grain and to pay money stipends to village officers. The quit-rent imposed on service inams which were enfranchised, supplemented by the cess levied under the Madras Village Cess Act of 1864 (since repealed) was formed into a village service fund, from which money salaries were paid to village officers. The effect of these measures will now be considered in greater detail.

194. *Enfranchisement of village service inams*.—In a letter, dated 14th November 1859, the Inam Commissioner, Mr. G. N. Taylor, pointed out that these inam lands had been held as family property for at least fifty years, that they had been repeatedly confirmed to the several sharers both by the Revenue authorities and by the decrees of civil courts, and that it would cause great dissatisfaction to deprive the co-sharers, other than the present office holders, of the inam lands inherited by them as common property. Mr. Taylor also pointed out that the receipt of grain fees by village officers formed a substantial portion of their emoluments and recommended that the fees should be supplemented by such portion of the service inam land enjoyed by the sharers as would be required to make up the maximum emoluments fixed for the office together with 15 per cent in addition, only the surplus being

* The bulk of the information contained in this chapter has been taken from a note supplied to the Committee by the Revenue Secretariat.

confirmed to the several shareholders as freehold, subject to one half assessment. In an order passed in February 1860 the Government approved the Inam Commissioner's recommendation, but subsequently modified this decision when they passed orders on the proposals for the remuneration of village officers in the Kurnool district.

195. In that case the Government decided that the best course would be to enfranchise the whole of the village service inams at two-thirds of their fixed assessment and to pay money stipends to office bearers. The rate of enfranchisement of service inams in the Kurnool district was very shortly after fixed at five-eighths of the assessment instead of two-thirds. Under orders passed in August 1861, this procedure was applied generally throughout the Presidency. As a result of the representations made by Mr. LeFanu, Collector of North Arcot, in 1889, the Government decided that *tirva* inams should be enfranchised at full assessment rates but refused to adopt any change of policy in respect of land inams. This order was followed in the enfranchisement of the inams in Vizagapatam, Madras and South Arcot districts. In all cases of enfranchisement of village service inams in ryotwari tracts, the quit-rents imposed were fixed permanently and were not made revisable at resettlements.

196. In the Madras Proprietary Estates Village Service Act, 1894, power was taken to enfranchise village service inams in proprietary estates also and to grant money salaries to village officers in lieu of the inams. In orders passed in 1901 and 1902 the Government ordered that village service inams in proprietary estates should be enfranchised at full rates and that the quit-rents imposed should be made liable to revision at any general revision of the rates of assessment in the district.

197. *Financial results of enfranchisement—Ryotwari tracts.*—The statement below shows the amount of quit-rent levied in ryotwari tracts on village service inams which have been enfranchised:—

District.	Quit-rent levied in ryot- wari tracts.
	Rs.
1. Ganjam ...	23,456
2. Vizagapatam ...	36,460
3. Godavari ...	1,17,329
4. Kistna ...	40,446
5. Nellore ...	57,100
6. Chingleput ...	43,217
7. Anantapur ...	1,02,427
8. Kurnool ...	2,27,057
9. Bellary ...	1,69,613
10. Cuddapah ...	1,75,340
11. North Arcot ...	1,07,419
12. South Arcot ...	43,259
13. Trichinopoly ...	8,441
14. Madras ...	58,250
15. Tinnevely ...	1,221
16. Coimbatore ...	80,651
Total ...	12,92,586

REMARKS.—Guntur, Chittoor and Ramnad districts were not formed then. There were no service inams to be enfranchised in Tanjore, Salem, South Kanara, Malabar, the Nilgiris and Madras.

198. *Proprietary estates.*—Information is not available to show the amount of quit-rent imposed in each district as a result of the enfranchisement of village service inams in proprietary estates; but according to the Civil Budget Estimates for 1919-20, the amount of quit-rent payable in fasli 1329 was Rs. 6,64,000.

Statement No. 10 attached to the jamabandi reports gives the demand of proprietary estate village service receipts which consist mainly of quit-rent on enfranchised village service inams.

Proprietary estates village service receipts.

For fasli 1327 (1917-1918).

District.	Demand, current. Rs.
Ganjam ...	61,438
Vizagapatam ...	1,43,775
Godavari ...	1,07,731
Kistna ...	47,045
Guntur ...	8,980
Nellore ...	17,949
Cuddapah ...	5,043
Anantapur ...	1,720
Bellary ...	7,193
Kurnool ...	4,693
Madras ...	21,862
Chingleput ...	48,477
Chittoor ...	20,549
North Arcot ...	2,604
South Arcot ...	...
Tanjore ...	12,006
Trichinopoly ...	29,086
Madura ...	30,163
Ramnad ...	15,399
Tinnevely ...	1,146
Coimbatore ...	...
The Nilgiris ...	85,010
Malabar ...	...
South Kanara ...	...
Malabar ...	...
Anjengo ...	...
Total ...	6,21,859

199. *History of the Cess Acts—Ryotwari tracts.*—In 1861 the Government decided that the fixed fees should be abolished and that a money cess should be levied in their place. In pursuance of this decision Madras Act No. IV of 1864 was introduced. This Act provided for the levy of the cess at a rate not exceeding one anna in every rupee of the assessment. In the year 1881 the Board pointed out that the Government were not paying their proper share of the cost of the village establishment and as a result of prolonged discussions on this matter, the Government decided that they should contribute an amount equivalent to the proceeds of the village cess. In Madras Act IV of 1893, by which Madras Act No. IV of 1864 was repealed, it was provided that the rate of cess should be so regulated that the total proceeds of the cess should be as nearly as possible equivalent to half the cost of the village service within the area to which the Act was applied, subject to the proviso that the rate should not exceed one anna in every rupee of the assessment. In the year 1906-07 the Government of India decided that no local cesses should be imposed on land supplemental to the land revenue proper except such cesses as are levied by, or on behalf of, local authorities. In pursuance of this policy the Government of India proposed in that year to devote the funds at their disposal to the abolition of the cesses which were levied under various names, such as, the patwar cess, the village service cess, etc., in Madras and other provinces. Accordingly the Government of India requested this Government in a letter, dated 23rd March 1906 to take steps to abolish the levy of the ryotwari village service cess with effect from 1st April 1906. The Government issued orders on the 30th March 1906 directing the abolition of the ryotwari village service cess with effect from 1st April 1906.

200. *Proprietary estates.*—In proprietary estate areas the levy of the village service cess was introduced, for the first time, under the provisions of Madras Act No. II of 1894, it being stipulated that the rate of the cess should not

exceed 10 pice in the rupee on the annual rent value of all occupied lands comprised within the limits of such estates. The Government of India pointed out in May 1907 that, since the village service cess had been abolished in ryotwari areas of this Presidency, it would be inconsistent to maintain it in proprietary estates and to introduce it by degrees in fresh areas. The Government accepted the proposal to abolish the cess when the Imperial finances admitted of such a course. In 1912 the Government of India communicated their decision to abolish the cess with effect from 1st April 1912. Orders were issued by this Government in March 1912 directing the abolition of the levy of the cess in proprietary estates with effect from 1st April 1912.

201. Under the arrangements in force for the distribution of Provincial revenues between the Government of India and the local Government, compensatory assignments were made by the Government of India to the local Government in lieu of the revenue relinquished by the abolition of the cesses. Under the financial system shortly to be introduced by the Reforms Scheme, there will be no such assignments and it is accordingly not necessary for the Committee to refer further to this matter.

202. *Proposals that have been made from time to time for increasing the pay of village officers.*—As a result of the representations of the Board of Revenue in 1896 the minimum pay of karnams was raised from Rs. 6 to 8 per mensem and the establishment of karnams was reorganized at an additional cost of more than 2½ lakhs per annum. In 1904 during His Excellency the Governor's tour in the Nellore district, the karnams of the district presented an address, in which they requested that batta might be granted to them whenever they were compelled to leave their villages on Government duty. The Board of Revenue pointed out that there were then 13,886 karnams in the Presidency and that the grant of a batta of four annas a day for thirty days per annum to each karnam would result in an extra cost of over a lakh of rupees per annum, apart from the cost of the extra establishment which the work of the preparation, passing and auditing of the travelling allowance bills would necessitate. For these reasons the Government, agreeing with the Board, declined to sanction the travelling allowance or batta to karnams in 1904. In 1906 the Government sanctioned the payment of extra remuneration to karnams for work done in Settlement offices. In 1908 the Government declined to grant compensation for dearth of food to village officers on the ground that not only was the cost excessive but that the village officers had other means of living besides their emoluments. In 1909 the Government declined to grant the requests of the karnams of the Ellore taluk, Kistna district, that their pay might be raised to Rs. 15 per mensem and that they might be granted batta at six annas a day when engaged on land records work. In an order passed in September 1909 the Government sanctioned the grant of travelling allowance to karnams undergoing training in Survey schools. In reply to the representations of the karnams of certain taluks in the districts of Tanjore, Trichinopoly and South Kanara and the vettis of Melur taluk, Madura district, the Government pointed out in September 1909 that there was no reason to increase the pay of karnams as their pay had been revised in 1898 and that there was no ground to increase the pay of headmen as their pay must be regarded as an honorarium and not as a means of subsistence. As regards village menials the Government pointed out that, although their wages might be less than those of a coolie, their position differed from that of a coolie in that they could get work all the year round and, in the great majority of cases, they had other sources of income in addition. The Government also observed that the remuneration given to all classes of village officers compared favourably with that granted to persons performing similar work under private employers or in Native States. At the same time the Government conceded that, in places where there was a large demand for labour or where men could not be obtained for the present pay, proposals for increase of pay to, and the increase of the pay of, village officers has been the subject of several resolutions in the Legislative Council. The Government declined to accept the proposals on various grounds, of which the following are the most important:—

(i) That there was no lack of applicants for the posts.

Assistant karnams.—An assistant karnam (usually on Rs. 8 per mensem) is allowed for villages having a beriz of Rs. 8,000 and more when the work is too heavy to be satisfactorily performed by a single karnam.

Monigars.—In the same circumstances a monigar on Rs. 5 per mensem is allowed to help headmen in collection duties.

Nirgantis—

				No. of nirgantis on Rs. 4 per mensem each.	
For each work irrigating	200 acres and under 500	..	..	..	1
Do.	500 do.	1,000	..	..	2
Do.	1,000 acres and more	..	..	..	3

In the district of Malabar, vettis (or kolkarnams as they are called there) are paid Rs. 5 per mensem instead of the usual rate of Rs. 4. In the district of South Kanara, vettis (i.e., ugranis as they are called there) get also a pay of Rs. 5; and karnams (or shanbagues) get a minimum pay of Rs. 10 per mensem as against Rs. 8 per mensem allowed elsewhere.

The above standard scale is not rigidly adhered to; but departures are made from that scale in special cases.

206. Proprietary estates.—The scale in these tracts is as follows:—

Karnam and headman—

Grade of beriz including water-rate or quit-rent payable to Government.

Ra. 1,500 and below	One karnam or headman on Rs. 4 per mensem.
Over Ra. 1,500 and under Ra. 2,000	One karnam or headman on Rs. 5 per mensem.

Note.—The higher pay is admissible where the population exceeds 1,000 although beriz may not exceed Ra. 1,500.
Karnam's pay. Headman's pay.

				No.	
Not less than Ra. 2,000 but less than Ra. 4,000	..	..	..	6	5
Do. 4,000 do. 8,000	..	..	..	7	6
Do. 8,000 do. 12,000	..	..	..	9	7
Ra. 12,000 and above	..	..	..	11	9

Note.—Where the full complement is allowed to villages having a beriz of less than Ra. 2,000, the scale of pay is Ra. 5 for karnam and Ra. 6 for headman. An assistant karnam and monigar may, if necessary, be allowed if the beriz exceeds Ra. 2,000 and if it is inadvisable to subdivide the village. The pay of the assistant karnam and monigar will be Ra. 5 and Ra. 4 respectively if the beriz is less than Ra. 12,000 and Ra. 6 and Ra. 5 if it is Ra. 12,000 or above.

Talaiyaris—

				No. of talaiyaris on Rs. 3 per mensem.	
For groups having a population of not less than	200 but less than 1,500.	..	..	..	1
Do. do. 1,500 do. 3,000.	..	..	..	..	2
Do. do. 3,000 do. 4,500.	..	..	..	..	3
Groups having a population of 4,500 and over	..	..	..	..	4

For villages situated in the Gōdāvari and Kistna deltas or irrigated by Government sources elsewhere, with an irrigation revenue of Rs. 1,000 or upwards village establishments should be provided on the scale prescribed for ryotwari villages. In determining the scale of pay to be adopted for karnams and headmen the revenue to be considered is the aggregate of the rent payable to the proprietor and the assessment and water-rate payable to Government, while the number of vettis to be provided should be fixed with reference to the irrigation revenue alone. If the irrigation revenue is less than Rs. 1,000 but more than Rs. 200, the scale allowed for proprietary estates village establishments should be followed with the addition of a vetti on Rs. 3.

207. In connexion with a resolution moved in the Legislative Council in February 1919 for the grant of war allowances to these subordinates, which was not carried, Government considered further their case and they asked the Board of Revenue to report whether anything could be done for village officers by way of allotting to them lands under the darkhast rules especially where they do not now own lands.

208. The Board consulted the Collectors of four selected districts, viz., Gōdāvari, Tanjore, Salem and Madura, and came to the conclusion that the scheme was impracticable for the following reasons:—

(1) In most districts there is little or no land worth granting. What is required is a scheme that will benefit all village servants equally, and to devise such a scheme, based partly on land grants and partly on increased wages, would be an extremely difficult task.

(2) The land should be attached permanently to the office-holder and to ensure this object it would be necessary to prohibit alienation. It would be impossible to enforce such a prohibition. One of the main difficulties of the old inam system would be revived.

(3) The scheme obviously cannot be applied to zamindari areas.

209. For the reasons indicated by the Board of Revenue the Committee considers that it is impracticable, even if it were desirable at the present day, to introduce a system of remuneration by land grants. The system of money salaries has been introduced and it is now too late to go back upon it. But it is clear that the sums paid the village officers and menials as salary can, at no time, have completely covered the whole cost of living of themselves and their families, though it probably constituted a considerable proportion of such cost in the case of the menials and an appreciable, though lesser, proportion of such cost in the case of the karnam. In the case of the headman his salary can at no time have been more than an honorarium to cover his out-of-pocket expenses. As regards ryotwari areas, from the information before the Committee it would appear that the present salaries are comparatively most inadequate in the case of the menials. The Rs. 4 (in some cases and localities Rs. 6) that they get can nowhere approach a bare living wage; and the calls on their time, owing to the increasing complexity of district administration which tends to the villages a much larger number of officials to visit and inspect than formerly, prevent them from taking full advantage of any recent rise in the wages of agricultural labour. In several districts, it is reported that there is much difficulty in filling vacancies in the village menial staff notwithstanding the sentimental value attached to an hereditary post. In the case of the karnam the case is similar, though the grievances are not so acute and in all the more fertile districts, where the karnam's work is presumably greater, there appears to be no lack of candidates for a vacant post. The chief grievance of the village headmen appears to be the continuous calls made on their time by official visitors. Enhanced rates of pay are asked for by headmen mainly because of the idea that their dignity would suffer if the karnam or the menial received a higher rate. As a matter of fact, however, karnams are now generally paid at a higher rate than headmen. The Committee considers that, in the case of the karnam and the menial servants, their pay should be raised to an amount that will represent approximately the same proportion of their cost of living as their present pay did before the recent rise in the level of prices and that, as far as practicable, the calls on their time should be limited to give them a reasonable opportunity of supplementing their salaries by outside work. It recommends, therefore, that the pay of the village menial of all classes should be raised from Rs. 4 per mensem to Rs. 8 per mensem. In those towns where there are mills or factories, and in Malabar and South Kanara, it would fix the pay at Rs. 10 per mensem. It recommends that the pay of the karnam, whether he is the sole karnam or an assistant karnam, should be Rs. 15 per mensem all over the Presidency. It would fix a principal karnam's pay at Rs. 18 per mensem where there is one assistant karnam, and at Rs. 20 per mensem where there are two or more assistant karnams.

210. The Committee has considered the question whether some economy might not be effected by a redistribution of the karnam's charges which appear to have been fixed with too exclusive a consideration of the revenue payable. But it finds that the village survey records and registers having been prepared for the units now constituted, any revision would probably result rather in confusion and additional expense than in saving. The Committee is disposed to think, however, that a reduction in the number of village menials might well be made in those villages where there are four or more vettis or four or more talaiyaris. The number of vettis has been fixed according to the beriz of the village, while, generally speaking, there

is less work than elsewhere in the more highly assessed villages where rice is practically the only crop grown and where the assessment is paid easily by comparatively well-to-do ryots. The number of the talaiyaris again has been fixed with reference to the population, while it is not generally true that the talaiyaris' work is greater in proportion to the population. The Committee recommends that Collectors of districts should be invited to submit proposals for the reduction of the menial establishment in the more numerous staffed villages of their districts.

211. As regards the curtailment of work the Committee recommends that a competent authority be appointed to scrutinize and simplify the various registers and returns now required to be maintained and prepared by the karnam. The present rules require a large number of details to be recorded separately for each field unit, i.e., survey number or subdivision number. Most of these details do not affect the revenue payable by the ryots but are required for statistical purposes. The Committee fully appreciates the importance of securing a high standard of accuracy in agricultural statistics, but it is disposed to doubt whether the results attained by the very laborious and meticulous methods prescribed in the Manual of Village Accounts possess a value in any way commensurate with the work involved. It feels that it ought to be possible to devise some better method of collecting the necessary information and that detailed accounts should only be required when the revenue payable is affected. In the case of the menials, their proper duties are set out in the Village Officers' Manual and the Committee can only suggest that a real effort should be made to confine the calls on them to the extent necessary for these duties. Every touring official is, the Committee believes, sufficiently provided with peons. Yet it is a matter of common knowledge that work that should be done by these peons, such as the carriage of records, tappal, etc., is often imposed on the village menials.

212. As regards the village headman, the Committee considers that it should be recognised that his salary cannot properly be regarded as pay at all but is an honorarium for out-of-pocket expenses. The Committee would leave the rates of honorarium at the amounts now paid. It is, the Committee considers, even more important in the case of the headman than of the menial or the karnam that he should not be required constantly to be in attendance on inspecting officials who may visit the village. The Committee recommends that it should be authoritatively laid down that the village headman is bound to call *suo motu* only on officers above a specified rank in specified departments. In other departments superior officers may have the authority to send for the headman by yadast if they wish to see him. Officers below the specified rank should be required to go to the village headman's residence or chavadi if they have official business with him.

213. It will be seen from paragraph 205 above that in villages having a beriz of Rs. 8,000 and more, one or more monigars are employed to assist the village headman in the collection of revenue. The committee recommends the abolition of this class of village officer. It is not always, or even generally, the case that collection is difficult where the revenue is large. Where the Collector of the district considers that the collection work is difficult owing to the number of payees, absenteeism, or similar causes, he may be authorized to sanction the employment by the village headmen of one or more process-servers to assist him; but their cost should be completely defrayed by the levy of process fees. It should not be forgotten that it is the legal duty of every payer of land revenue to ascertain his dues and pay them at the proper date and that a demand notice is a process and not merely a bill, though often treated as such.

214. So far the Committee has been considering the case of village officers and menials in ryotwari tracts only. It appears to it that the case of similar officials in proprietary areas is on a somewhat different footing. In the case of the latter it cannot be reasonably maintained that their official duties are calculated to occupy their full time or indeed any considerable part of their time. The salaries at present paid them appear to the committee to suffice for the work they do for the State and the Committee does not recommend any increase in their case.

215. In the matter of travelling and subsistence allowances, the Committee observes that the rules, while declaring such allowances not ordinarily admissible, provide for the payment of a daily allowance to karnams when under training in

survey schools. There is a general complaint that village officers are often unnecessarily summoned from their village to attend at the taluk office. Were, however, travelling allowance to be granted to these officials for journeys to the taluk offices on duty, the number of safeguards that would be necessary to ensure that only journeys made in the public service should be paid for would probably result in the money not being drawn at all or in its not reaching the village official ultimately. It cannot be overlooked that the karnam has often to be summoned to the taluk office because of his own neglect or omission to make the prescribed returns, or to send in writing the information he has been asked for. The Committee, therefore, thinks that no useful purpose would be served by making a general rule that village officials should be entitled to travelling allowance for all journeys to the taluk office on the public service. But there are recognized occasions on which village officers and menials have to be absent for appreciable periods from their villages on the public service. For the karnam, attendance at survey classes is one such occasion; and it is provided for by the existing rules. The other occasions are *first*, for all village officers and menials the time of jamabandi, and *second* for karnams only, the closing of the village accounts after the end of the fasli year. For attendance at jamabandi the Committee recommends that village officers and menials should receive fixed sums towards their expenses according to the following scale irrespective of the exact number of days they attend or the distance they have come:—

	Rs.	A.	P.
Village headman	10	0	0
Karnam	5	0	0
Each menial	2	8	0

For attendance at the taluk office to close his accounts the karnam should, the Committee considers, be paid towards his expenses a fixed sum of Rs. 5 irrespective of the number of days of attendance.

216. The Committee does not recommend that travelling allowance should be granted ordinarily for other journeys made by village officials. If, however, karnams or any other village officials are specially summoned away from their villages for some special work such as, for example, to prepare draft electoral rolls, the Committee recommends that the Government should consider, when issuing the order requiring such work to be done, whether a fixed sum should not be sanctioned to each village official for his expenses.

217. In every case where travelling allowance is paid to village officials, arrangements should, the Committee thinks, be made for the money being disbursed to the individuals to whom it is due before they return to their villages, and, if practicable, in the presence of a superior officer, e.g., the officer in charge of the training school in the case of survey classes, the jamabandi officer in the case of jamabandi, the Divisional officer in the case of the closing of the accounts, and the officer in charge in the case of special work.

CHAPTER XIV.

The General Directions in which any increased cost that may be necessary can be met by a reduction in numbers or in any other way.

218. The Committee will at once state that it has neither received, nor been able to formulate, any proposals calculated to effect any substantial financial savings.

219. As indicated in its remarks at the beginning of Chapter X above, the Committee finds that in the case of the older departments of the public service increases of staff and salaries have been sanctioned only after prolonged discussion and financial criticism. The Committee can find no evidence of extravagance in the numbers of the staffs of these departments and it will be seen that it has been obliged in several cases to recommend substantial increases of pay. In the case of the newer departments, these have been constituted to deal with what may be called development subjects, and the progress of the country demands that expenditure on these departments should increase with the expansion of the sphere of their activities.

220. The Committee fully realizes that the acceptance of its recommendations will involve very considerable additional recurring expenditure. It has, therefore, restricted its proposals in every case to the lowest standard compatible with efficiency in the present economic conditions of this Presidency. It is hoped that the coming division of resources between the Imperial and Provincial Governments will provide the Local Government with sufficient funds to give effect to the proposals.

221. Some minor economies in particular departments the Committee has been able to suggest (e.g. paragraphs 76, 190, and 210). It will now refer to some other more general but still minor directions in which some saving appears to be practicable without loss of efficiency.

First as regards clerical establishments the Committee understands that the prevailing system of office routine has been exhaustively examined by an officer on special duty (Mr. A. R. Loftus-Tottenham) and that his proposals for saving of labour and reduction of establishment are under practical trial. The Committee, therefore, need do no more than refer to this matter as one direction in which some saving may be effected.

Next, the Committee has received from more than one quarter the suggestion that the staff of menial servants, in particular, peons, in many offices is in excess of actual requirements. The Committee agrees in this view. It is not certain whether the matter has not already been dealt with by Mr. Tottenham whose report the Committee has not been able to consult; but in any case the Committee would suggest that the reduction of menial establishments in Government offices should be specially examined by competent experts. The Committee would generally lay down that the head of an office who has not to tour should not require more than three peons, and that for Gazetted officers of lower rank one peon should suffice. For touring officers (other than district officers) one or two more peons might be allowed. District officers who have to camp in out-of-the-way places and may have a comparatively large camp equipment and office to carry will require more, but it seems to the Committee that the twelve or more peons allotted to a District Collector is excessive in the circumstances of the present day.

Apart from dispensing with unnecessary numbers, some economy might, the Committee thinks, be effected by the more extended use of boy messengers in the place of adults, particularly in large offices in the Presidency town and at district headquarters. In small offices and more out-of-the-way places conditions are probably not yet suitable for this innovation.

222. The Committee would also suggest that reductions might be made in the number of Police constables allotted to district and sub-divisional Magistrates' orderlies. The general impression the Committee has gathered about such orderlies is that they serve no very useful purpose.

CHAPTER XV.

*Summary of Recommendations.**Chapter II.—Starting pay of clerks, copyists and peons.*

(i) The minimum starting pay of a clerk and of a peon at the normal rates of the present day should be Rs. 30 per mensem and Rs. 12 per mensem respectively in the mufassal and Rs. 35 and Rs. 15 per mensem respectively in Madras Town (paragraphs 14 and 15 of Report).

(ii) Each peon in Government service who is not supplied with livery should be given annually two dhotis and two jackets of material suitable to the locality where he works (paragraph 15).

(iii) The Committee's recommendations regarding clerks and peons should be applied to all Government subordinates employed wholly or mainly on clerical work in the one case and to menial attendants other than village servants and those paid from contingencies in the other (paragraph 20).

(iv) Where a copyist is fully employed, his remuneration should not average less than Rs. 30 per mensem; and the cost should be met from fees levied for copying work, the present scale of fees being raised if necessary (paragraph 22).

(v) Increases of salary to be granted in the scheme of general revision should not be proportionate with the amount of salary but should be less, the higher the salary (paragraph 25).

Chapter III.—Upper and Lower divisions in clerical service.

(vi) A division of clerical establishment into Upper and Lower divisions is recommended. But in departments where the clerical staff is the main field of recruitment for the executive service in the lower grades there should be provision for introducing into the clerical staff men with better educational qualifications than those likely to accept service on Rs. 30 per mensem (paragraph 35).

(vii) University degrees should not be prescribed as a standard or passport for the purpose of entry into Government service; and a Civil Service Commission or some similar Government organization should determine who are the possessors of the needed superior qualifications and initial salary for them in each department (paragraph 35).

(viii) Pending the organization of the agency referred to in clause (vii), the power of heads of departments to make first appointments to clerical posts above Rs. 30 per mensem should remain unfettered (paragraph 35).

Chapter IV.—Elementary School Teachers and stipends to Teachers under training.

(ix) Rs. 30 per mensem should be the minimum pay of a fully qualified teacher in an elementary school, war and capitation allowances being withdrawn (paragraph 39).

(x) All elementary school teachers should in time be men qualified by the higher elementary grade; and to them the minimum of Rs. 30 per mensem should apply (paragraph 40).

(xi) Assistance should be given to local bodies from Provincial revenues to enable them to raise the standard of qualifications and salaries of elementary school teachers in their employment. All existing elementary teachers should be given war allowances at general rate of Rs. 6 at cost of Provincial funds (paragraph 40).

(xii) If salaries of trained teachers are fixed at adequate rates, the present scale of stipends may be sufficient for its legitimate purpose and need only be increased where experience shows such increase to be necessary in order to attract the desired class of student (paragraph 44).

Chapter V.—Typewriting and Shorthand in offices.

(xiii) Typewriting should form part of the ordinary qualifications of a clerk junior clerks should be required to learn typewriting as a condition of their retention in public service. Facilities should be provided therefor, but no extra pay need be given (paragraph 51).

(xiv) In offices where good shorthand writers are required, men should be specially recruited and paid special salaries, the general standard suggested being Rs. 70–10–150. Existing arrangement of granting shorthand allowances to clerks as an inducement to get them to learn enough of shorthand for the purpose of occasional work to be continued (paragraph 52).

Chapter VI.—Housing of clerks and peons.

(xv) As a general rule Government should not undertake to provide houses or quarters for their clerks or menial servants and provision by the Government of housing accommodation should be restricted to cases where circumstances compel such provision; in all other cases Government action may be directed towards removing obstacles and difficulties that may impede the full development of private enterprise (paragraph 60).

(xvi) Salaries of clerks and peons should be fixed at rates sufficient to cover normal rates of house-rent: temporary house-rent allowances may be paid in particular localities where it is established that private or co-operative enterprises in house building is impeded by removable causes, till measures can be taken to remove these causes (paragraph 60).

(xvii) The concessions in the matter of housing to be granted in cases where clerks and menials are required in public interests to live on or very near the premises where they work are specified [paragraph 61 (1)].

(xviii) The procedure to be followed in cases where there is no prospect of private or co-operative enterprise supplying the need in respect of houses in any reasonable period, viz. Agency tracts, outlying mufassal stations and at Madras, Trichinopoly and Coimbatore is specified [paragraph 61 (2)].

(xix) In Madras city, provision of Government quarters for peons and clerks or grant of special allowances to them is not required. Government should encourage the extension of tramways in the suburbs and particularly at the present moment to Saidapet and they should liberally support house-building on a co-operative basis by grant of loans and in exceptional cases by acquiring land under the Land Acquisition Act and making it available for house-building. Similar measures to be adopted in mufassal towns where house accommodation is now scarce and unduly expensive [paragraph 61 (3)].

Chapter VII.—Travelling allowance rates.

(xx) Having regard to the high cost of living, the travelling allowance rules should make provision to meet the extra cost of living that officials have to incur when travelling as well as the cost of transport (paragraph 63).

(xxi) Daily allowance rates to be enhanced as follows: six annas for every Rs. 25 of pay subject to a maximum of Rs. 4½ for second class officers, four annas for every Rs. 12½ of pay subject to a minimum of 8 annas and a maximum of Rs. 1½ for third class officers, six annas for inferior servants, Rs. 2 for Tahsildars, Rs. 1½ for Deputy Tahsildars, Sub-Magistrates, 12 annas for Revenue Inspectors, and by 50 per cent increase at 12 annas (paragraphs 64 and 65).

(xxii) Alteration in definition of 'day' recommended so as to permit of daily allowance for halt after railway journeys, in cases where it is not now admissible (paragraph 66).

(xxiii) Mileage rates to be six annas for second class officers, three annas for third class officers, and two annas for fourth class officers and daily allowances for mileage at enhanced rates to be granted in addition to mileage for all road journeys of over five miles' distance by road (para 67).

(xxiv) Substitution of permanent travelling allowances for ordinary travelling allowances in cases where officers have to tour frequently recommended (paragraph 71); and general principles laid down for application by heads of departments as to the cases where permanent travelling allowance should be adopted and the calculation of the amount (paragraph 72).

(xxv) The enhancement of horse or conveyance allowances recommended and the cases where such allowances should be granted specified. Government advances to be given to all employees above the rank of peons for purchase of bicycles and other conveyances, if possession of such conveyances would promote their efficiency, coupled with a proposal that the keep of a horse (and pony) should not be required in any case where a bicycle could possibly suffice. In the case of Police subordinates, the horses to be provided and kept at the cost of Government (paragraph 75).

(xxvi) Economy might be effected by curtailing the list of special travelling allowances in special localities; a detailed examination of the matter by experts recommended (paragraph 76).

Chapter VIII.—Incremental or time scale and grade pay.

(xxvii) An incremental scale of pay should be attached in each office to those clerical posts the duties of which are mainly mechanical and routine; the pay to be Rs. 30–1–60 in the mufassal and Rs. 35–1–65 in Madras. Other clerical posts should be on a graded scale in all large offices and where there are prospects of promotion it should apply to higher ministerial or to executive posts (paragraph 84).

(xxviii) In small offices with little or no prospects of promotion, and in the case of individual clerical appointments where there are special reasons for retaining a man in the appointment for a considerable period, e.g., cashkeeper's post, a more extended incremental scale should be adopted (paragraph 84).

(xxix) For subordinate executive staff, the cases where a time-scale, or a system of incremental pay at different grades may be applied, are specified (paragraph 87).

Chapter IX.—Appropriate salaries for men of the grades of Revenue Inspector, Deputy Tahsildar and Tahsildar.

(xxx) While the actual scale in each department should be fixed with reference to the circumstances special thereto, generally officers of the grade of Revenue Inspector should get about Rs. 60 per mensem, those of the grade of Deputy Tahsildar about Rs. 150 per mensem and those of the grade of Tahsildar about Rs. 250 per mensem (paragraph 89).

Chapter X.—Comparison of the salaries paid in different departments to officers of the grades 'corresponding' to Revenue Inspectors, Deputy Tahsildars and Tahsildars.

(xxxi) Revenue Department.—Pay of Revenue Inspectors should be fixed at Rs. 50–5–75 and of the Land Records Deputy Surveyors at Rs. 30–1–60 (paragraph 94). Stationary Sub-Magistrates should be treated as of the same status as Tahsildars and listed together with Tahsildars on grades of Rs. 275, Rs. 250, Rs. 225, Rs. 200 and Rs. 175; Deputy Tahsildars in charge of portions of taluks and exercising magisterial powers therein to continue on Rs. 125 and Rs. 150. If this improvement which the Committee strongly recommends be considered inexpedient, Stationary Sub-Magistrates should be on an incremental pay of Rs. 150–10–250 with a few selection posts on Rs. 275 to which appointments would be made by Government on the recommendations of District Magistrates (paragraph 95).

(xxxii) Revenue Survey Department.—An incremental scale of pay is suitable in this department. The pay for Deputy Surveyors should be raised to Rs. 30–1–60, this rate being applied also to Town Surveyors; the pay of Head Surveyors should be fixed at Rs. 75–5–125 and of Sub-Assistants at Rs. 150–10–250 (paragraph 98).

(xxxiii) Revenue Settlement Department.—Classifiers should be paid Rupees 30–1–60 like Deputy Surveyors, and Head Classifiers Rs. 60–1–70. It is not necessary to raise the pay of Supervisors and Uncovenanted Assistants (paragraph 100).

(xxxiv) *Separate Revenue Department.*—Pay of Sub-Inspectors should be raised by Rs. 10 to Rs. 50, Rs. 60, Rs. 70 and Rs. 80. For Assistant Inspectors there should be a new grade on Rs. 200 and they should be equally divided in the four grades of Rs. 125, Rs. 150, Rs. 175 and Rs. 200. The grade system of pay should be retained in this department (paragraph 108 of report).

(xxxv) *Forest Department.*—Pay of Foresters which has been recently fixed requires no alteration. For Forest Rangers no alteration of pay is proposed. This department like the Salt Department is one in which a time-scale or incremental scale would be unsuitable (paragraphs 105–106 of report).

(xxxvi) *Registration Department.*—Pay for Sub-Registrars should be fixed on a time-scale in two stages of Rs. 50—5—100 and Rs. 100—10/2—150. For Probationary Sub-Registrars the pay of Rs. 20 and Rs. 25 which they now get at two different stages should be raised to Rs. 30 and Rs. 35 respectively (paragraphs 108 and 109 of report).

(xxxvii) *Judicial Department.*—Amins should be paid Rs. 30 to Rs. 50 in grades; the extra cost involved should be met from process-fees, the rates being revised if necessary (paragraph 111 of report).

(xxxviii) *Police Department.*—Present scale of pay for Sub-Inspectors of Police in the mufassal is adequate and grade pay should continue. Sub-Inspectors not provided with Government quarters should be paid a house-rent allowance not exceeding 10 per cent of their average salary (Rs. 7), or rent actually paid by them, whichever is less until quarters are provided for them. Inspectors of Police in the mufassal should continue on graded pay and the present scale of pay is adequate (paragraph 116 of report). The remarks of the Committee regarding mufassal subordinates apply *mutatis mutandis* to city police officers (paragraph 117 of report).

(xxxix) *Jails Department.*—Existing rates of pay adequate for Jailors and Deputy Jailors in Central and District Jails (paragraph 121 of report).

(xl) *Educational Department.*—If Supervisors of Elementary Schools are to be retained, their salaries should be revised so that the average may approach more nearly to the standard of Rs. 60 (paragraph 123 of report). Sub-Assistant Inspectors of Schools should be placed on a time-scale of Rs. 75— $\frac{1}{2}$ —150— $\frac{2}{3}$ —250; and subordinate collegiate service on a time-scale of Rs. 100— $\frac{1}{2}$ —175— $\frac{2}{3}$ —250 (paragraph 126 of report).

(xli) *Medical Department.*—The charge allowance of Rs. 10 per mensem admissible to Sub-Assistant Surgeons holding sanctioned posts should be abolished and merged in pay; the system of allowances paid to these subordinates cannot generally be condemned. A pay of Rs. 75—5—175 is recommended for them which is inclusive of the present uniform charge allowance of Rs. 10, but not of allowances payable in unhealthy or specially expensive localities. The Committee recommends that, if the liberal scale of pay proposed by them is accepted, the list of other allowances should be carefully scrutinized by competent authority, such as the Surgeon-General, and retrenchment effected in cases where strong justification does not exist, e.g., occasional instruction in first aid, occasional visits to a Leper settlement, or a Criminal Tribes settlement (paragraphs 133 and 134 of report).

(xlii) *Sanitation Department.*—A time-scale pay of Rs. 60—2—100 is recommended for Deputy Inspectors of Vaccination (paragraph 138 of report).

(xliii) *Agricultural Department.*—It will be probably found expedient to revert to a simple time-scale when the department is more fully developed and the staff more completely recruited (paragraph 141 of report). As regards scales of pay, the Committee considers the present scales adequate (paragraph 143 of report).

(xliv) *Veterinary Department.*—The Committee sees no reason to doubt the adequacy of existing scales of pay for Veterinary Assistants and Veterinary Inspectors. A simple time-scale would appear to be more suitable than the grades of incremental scales in force; but, the latter having been sanctioned recently, no change is recommended (paragraph 146 of report).

(xlv) *Co-operative Societies.*—For Inspectors of Co-operative Societies a pay of Rs. 40 rising by some sort of time-scale to Rs. 80 would be suitable. For higher executive subordinates a scale of Rs. 60 or 80 to start with rising to Rs. 150, or the

present three grades of Rs. 60—2—80, Rs. 80—4—100 and Rs. 100—10—150 seem adequate. The travelling allowances of the inspecting staff of this department might appropriately be in the shape of fixed monthly allowances (paragraphs 152–153 of Report).

(xlv) *Public Works Department.*—For Lower Subordinates a time-scale of Rs. 50—2—100 is recommended. For Overseers, a scale of Rs. 75—5—125 and for Supervisors a scale of Rs. 150—5—200 is proposed (paragraph 165 of Report).

(xlvii) *Minor Irrigation Staff.*—The pay of the subordinates of this department should not be less than that of their fellows in the Public Works Department. For Sub-Overseers, a scale of Rs. 50—2—100 and for Supervisors a scale of Rupees 150—5—200 is proposed (paragraph 170 of Report).

Chapter XI.—Grain compensation allowance rules.

(xlviii) Grain compensation allowance should be payable at the discretion of the Local Government whenever rice, the most general staple food-grain, sells at two measures or less for the rupee. The amount of the allowance should be Rs. 5 per mensem, the equivalent of ten measures at two measures for the rupee and it should be payable equally to all full-time Government servants drawing a salary not exceeding Rs. 60 per mensem (paragraph 175 of Report).

Chapter XII.—Special allowances.

(xlix) It seems to the Committee that there are serious practical objections to any scheme that aims at wholly eliminating extra allowances by merging them in uniform rates of pay, and on the whole it is sound policy to compensate subordinate officials for marked differences in work or for living in special and expensive localities by a system of allowances (paragraph 180 of Report).

(i) There are cases where duty allowances now granted can be amalgamated with pay; heads of departments should be instructed to submit proposals to this end where this will not entail certain disadvantages. Duty allowances drawn by subordinates of those departments, which will be benefited by the adoption of improved scales of pay recommended by the Committee, should be reviewed very carefully by heads of the departments and those allowances withdrawn that cannot be justified by a real increase of work (paragraph 181).

(ii) Shorthand allowances should be treated as duty allowances, confidential allowances granted to typists should be abolished and teaching allowances should be granted only to those who attend to teaching in addition to executive work, and not to officials who are employed as whole-time teachers (paragraph 182 of Report).

(iii) Area or locality should not be the sole deciding factor in the matter of grant of local allowances; nature of duty performed may justify that concession; localities in which local allowances will have to be given are for decision in each case as it arises. The question of granting preference to one department over another in the matter of these allowances does not arise, owing to the differences existing in the same departments or offices. There is no necessity to prescribe a uniform standardization of local allowances applicable to all offices and to all departments. Correlation may be secured by laying down maximum scales in each locality; but allowance to be granted in each department should be decided on its merits (paragraph 186 of Report).

(iv) If Salt department officials are declared eligible for travelling allowance for ordinary journeys within jurisdiction, the local allowances now granted to them in some cases may be discontinued (paragraph 187 of Report).

(v) Policy to be followed in the matter of grant of local allowances to Forest officials suggested by the conference of Conservators of Forests is approved (paragraph 188 of Report).

(vi) Conclusions of the conference of the Agents to the Governor in Ganjam and Vizagapatam and Government Agent, Godavari, regarding local allowances Agency tracts are generally accepted (paragraph 189 of Report).

(vii) A suggestion is made that local allowances in exceptional localities like the Agency tracts and other hill ranges such as the Wynad, the Nilgiris, Palni etc., be examined by officers of local experience as in the Agency (paragraph 190 of Report).

Chapter XIII—Village Officials.

(lvii) Pay of village menials of all classes should be raised from Rs. 4 to Rs. 8, and to Rs. 10 in towns with mills and factories and in Malabar and South Kanara (paragraph 209 of Report).

(lviii) Pay of the karnams and assistant karnams should be Rs. 15 per mensem all over the Presidency, except in places where there are two or more karnams, in which case the principal karnam should get Rs. 18 where there is one assistant karnam, and Rs. 20 per mensem where there are two or more assistant karnams (paragraph 209 of Report).

(lix) Collectors of districts should be invited to submit proposals for the reduction of the village establishment in the more numerous staffed villages of their districts (paragraph 210 of Report).

(lx) A competent authority should be appointed to scrutinize and simplify the various registers and returns now required to be maintained and prepared by the karnam (paragraph 211 of Report).

(lxi) A real effort should be made to confine the calls on the village menials to the extent necessary for the performance of their proper duties as set out in the Village Officers' Manual (paragraph 211 of Report).

(lxii) Steps should be taken to emphasise the honorary character of village headmen's posts. The rates of honoraria now paid to them to remain unaltered (paragraph 212 of Report).

(lxiii) Village monigars should be abolished (paragraph 213 of Report).

(lxiv) No increase of pay recommended for village officers and menials in proprietary areas (paragraph 214 of Report).

(lxv) For attendance at jamabandi, village officers and menials should receive fixed sums towards the expenses incurred by them, irrespective of the number of days of their attendance or the distance from which they have come, according to the following scale:—village headman Rs. 10, karnam Rs. 5 and each menial Rs. 2½. For attendance at the taluk office to close his accounts the karnam should similarly get Rs. 5 (paragraph 215 of Report).

(lxvi) While no travelling allowance should be granted for the ordinary journeys made by village officials, for special journeys, such as may have to be undertaken by them in connexion with special work, e.g., preparation of draft electoral rolls, Government should consider whether a similar fixed sum should not be paid to each village official for his expenses (paragraph 216 of Report).

(lxvii) In cases where travelling allowance is paid to village officials arrangement should be made for disbursing the money to the individuals before their return to the villages in the presence of a superior officer if practicable (paragraph 217 of Report).

Chapter XIV.—Suggestions for meeting the additional expenditure involved.

(lxix) Reduction of menial establishments in Government offices suggested: the subject should be specially examined by competent experts (paragraph 221 of Report).

(lxx) A more extended use of boy messengers in the Presidency town and at district headquarters recommended (paragraph 221 of Report).

(lxxi) Reduction suggested in the number of Police constables allotted to District and Subdivisional Magistrates as orderlies (paragraph 222 of Report).

N. E. MARJONIBANKS,
M. RAMACHANDRA RAO,
(subject to a note).

V. K. RAMANUJA ACHARI,
N. M. OOSMAN,
J. H. THONGER,
T. NAMBRUMAL CHETTI,
(subject to a note).

31st March 1920.
FORT ST. GEORGE.

Note by Diwan Bahadar M. Ramachandra Rao Pantulu Garu.

I am unable to agree with the conclusions of my colleagues in regard to the recruitment of graduates on a higher initial salary for an upper service. In the first place I doubt whether it is open to us to go into the question of the propriety of the division of the Public Service into an upper and lower service. As I understand the terms of the reference we have been asked to decide on the appropriate starting pay of clerks and typists, and we have also been asked to examine the question of the provision for the recruitment of graduates at a higher initial salary in an upper division. Our main duty therefore was to fix the pay of the two classes of officers differently qualified. In fact point No. 3, in the terms of reference assumes the existence of an upper division and we are asked to report what higher initial salary should be given to the graduate to be recruited into that upper division. To my mind therefore the conclusion of my colleagues that "they do not recommend the division of clerical establishments into upper and lower divisions" is against the assumption made in the terms of reference. Be this as it may, I am unable to agree with my colleagues on the merits of the question and with the specific grounds on which their conclusion is based. The recruitment of graduates on a higher initial salary has been urged, at any rate, since 1886, when the Public Services Commission examined the organization of the public services in this Presidency. I need not refer to the history of this subject in detail, but the various stages in the discussion on this subject during the last thirty years cannot be forgotten. Much of the efficiency and purity of the public services at the present day is due to the large recruitment of the graduate class and I will not do anything which will tend to discourage this class of men from entering the public service if they are so minded. Moreover the organization of public services in other countries and the rates of pay are fixed with reference to recognized qualifications. My colleagues admit that a large portion of the subordinate executive service has to be recruited from the clerical ranks and that "men with higher educational qualifications cannot be attracted to these executive posts on the initial starting pay recommended and that a higher minimum salary than Rs. 30 per mensem would be necessary". They are averse to defining those qualifications as the possession of a University degree and they make a reference to the Calcutta University Commission. They express agreement with the view of the Commission that University degrees should not be prescribed as a standard or passport for the purpose of entry into Government service and that a Civil Service Commission or some other Government organization should determine who are the possessors of the needed superior qualifications and what their initial pay should be in the case of each department. While I am generally in agreement with the views of the Commission on the subjects, I must point out the qualified manner in which the Commission put forward their views. They advocated a real reform of the University system and expressed the opinion that the introduction of another set of examinations before this reform is effected would be disastrous. Under these circumstances and before any reform of the University system is effected and without any alternative machinery in existence for defining 'the men with better educational qualifications' than those likely to accept Rs. 30 per mensem and for selecting these men for the public service under a different system of recruitment, I am unable to condemn the existing system of the division of the service into upper and lower service and to say that the qualifications prescribed by the present rules are not satisfactory. I therefore suggest that the pay of a graduate for an upper division should be at least Rs. 50.

2. I am also of opinion that the pay of village headmen should have been raised along with other classes of village officers. My colleagues state that the pay of the headmen is an honorarium for out-of-pocket expenses and several district officials have stated that the post is much sought after and that therefore there need be no increase. Whatever the theory, the village headman is regarded as a paid servant and has to be at the beck and call of every subordinate official notwithstanding any number of injunctions to the contrary.

27th March 1920.

M. RAMACHANDRA RAO.

Note by the Hon'ble Rao Sahib T. Namberumal Chetti Garu.

I agree with the decisions of the Committee in general except in the following three points: I consider the minima recommended are low, understanding G.O. No. 766, Financial, dated 24th October 1919, paragraph 2, last sentence, to mean that the Government was already aware that Rs. 30 was low considering the present prices. I therefore suggest that Rs. 5 more may be added in the towns of Madura, Madras, Trichinopoly and Calicut and Rs. 5 to the rest of the departments in the mufassal.

2. In recruiting clerks for the upper division or superior service, preference should be given to graduates.

3. For clerks and peons in the City of Madras, I am of opinion that the Government should take up the construction (even though it be huts) of houses for the three thousand men, in case the special committee appointed by the Government recommends otherwise.

31st March 1920.

T. NAMBERUMAL CHETTI.

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புவனைத்தாள்.

சே எண் :

ப. எண் :

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S.F. 259A-4,00,000-30-1-84.

