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Government of Madras.

Financial DEPARTMENT.

G.O. No. letter 191 Press Mis.

Dated 17-4- 1868.

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Not to be folded or roughly handled

Read the following papers :—

No. 6. From E. F. WEBSTER, Esq., Honorary Secretary, Madras Civil Service Committee, to the Chief Secretary to Government, Fort Saint George ; dated Madras, 4th February 1868.

As Secretary to the Committee of the Madras Civil Service, appointed to consider the subject of the Rules of Leave of Absence in force for the then service, I have the honor to forward, in triplicate, the accompanying Memorial addressed to the Right Honorable the Secretary of State for India, and to request that His Excellency the Governor in Council will be pleased to forward the same.

2. I am directed to express the hope of the Memorialists that their Memorial may receive the valuable support of His Excellency the Governor in Council.

No. 7. To

THE RIGHT HONORABLE SIR STAFFORD HENRY NORTHCOTE, BART., C. B., M. P.,
Secretary of State for India.

The Memorial of the undersigned Members of Her Majesty's Covenanted Civil Service at the Presidency of Madras.

RESPECTFULLY SHEWETH,

That your Memorialists understanding that the amendment of the rules for leave of absence now in force for Her Majesty's Civil and Military Services in India is under the consideration of Her Majesty's Government, beg respectfully to state in what respect the leave rules for the Covenanted Civil Service have, as your Memorialists conceive, become unsuited to the present requirements of their service, and to submit for your consideration the amendments which your Memorialists pray may be made therein.

2. That the object which your Memorialists have chiefly in view by the alterations which they would venture to propose, is to induce Civil Servants to take advantage more frequently than they are now able to do, of the liberty to visit Europe which the present rules afford.

3. That under the rules now in force the pecuniary loss occasioned by taking leave on furlough is so serious as to prevent many members of the service from availing themselves of such leave, and that this is peculiarly the case where a Civil Servant from the misfortune of illness at an early period of his service has been compelled to obtain leave on Medical Certificate.

4. That in support of this view your Memorialists may state the fact that out of ninety-five members of their service who are or have been entitled to furlough, as many as forty-three have not availed themselves of this privilege ; and this fact is due, as your Memorialists are convinced, partly to the furlough allowance of £500 per annum being wholly inadequate to the requirements of the married members of the service, and partly and chiefly to the loss of office attending leave on furlough and the uncertainty and delay in obtaining a permanent appointment on return from Europe ; while at the same time the diminished emoluments of the service, and the greatly increased cost of living in India render your Memorialists less capable than formerly of making provision for the expenses attending absence on furlough.

5. That the result of the disadvantages attending leave on furlough is that Civil Servants are induced to prolong their residence in India until failing health compels them to avail themselves of the more favorable rules for leave on Medical Certificate.

6. That your Memorialists submit that these practical restrictions on the privileges of the furlough rules are as detrimental to the real interests of the State as they are injurious to the welfare of the members of the service, and that they are felt with peculiar severity now that improved communications both in India and between India and Europe have greatly diminished the difficulties attending a journey to England.

7. That your Memorialists venture to suggest that the practical remedy for these evils is by allowing to Civil Servants leave on private affairs at more frequently recurring periods than at present, and with similar advantages in respect to retention of office and allowances as are now granted during absence on medical certificate, and thus in effect putting all leave of absence to Europe on the same footing.

8. That for the greater convenience of reference and to avoid encumbering this address with minute details, your Memorialists beg very respectfully to refer to a Memorandum hereunto appended containing suggestions for carrying into effect the principle above indicated.

9. That in paragraph 10 of this Memorandum your Memorialists have also suggested the principles on which leave taken under the existing rules should be calculated in applying the alterations now proposed, and that they venture to submit that it is only fair and reasonable that the full period of leave taken subject to the disadvantage of the present rules should not be deducted from the amount of leave to which a Civil Servant may be entitled under much more favorable rules.

10. That your Memorialists submit that it would be unreasonable to calculate a furlough taken on £500 a year, or even less and with loss of office, or leave on Medical Certificate with loss of a valuable office as fully equivalent to leave taken on half salary and with retention of office, or to compel Civil Servants already entitled to furlough to serve for lengthened periods before becoming entitled to any leave except on Medical Certificate.

11. That your Memorialists further submit that the alterations suggested by them will be advantageous to the State, inasmuch as though possibly calculated to increase the number of officiating appointments, they will ensure that such appointments shall hereafter be held for definite and lengthened periods, and will entirely obviate the serious injury to the interests of the public service resulting from the frequent changes of office necessarily occasioned under the present rules in providing employment for Civil Servants on their return from furlough.

12. That in conclusion your Memorialists very respectfully submit that the alterations which they have ventured to suggest are suitable to existing circumstances and moderate in their character, for that while they will enable your Memorialists to enjoy the benefits intended to be granted but now virtually withheld by the present rules, they do not extend the total leave of absence beyond what has been always considered a fair and reasonable period.

(Signed) C. COLLETT,
(,,) W. T. BLAIR,
(,,) J. H. BLAIR, and 107 others.

APPENDIX.

Memorandum of alterations suggested.

That the present distinction between leave on furlough and leave on medical certificate be abolished, and that in future, with the exceptions hereinafter stated, all leave be either general leave or privilege leave.

2. By the term "general leave" is intended leave with retention of office and with the same allowances as are now granted during leave on medical certificate with retention of office except that the maximum drawn as absentee allowance shall not exceed £1200 per annum.

3. That in future a Civil Servant be entitled after every four years' residence in India to general leave for one year, provided that not more than six years' general leave be granted during the whole period of service.

4. That general leave be allowed to accumulate up to two years with the privilege of taking it in instalments, provided that there shall be an interval of four years' residence in India between each instalment.

5. That in the event of a Civil Servant being compelled by ill-health to be absent from duty when not entitled to general leave under paragraph 3, he be nevertheless permitted to anticipate such leave on production of the usual medical certificate, provided that he shall not be absent with retention of office for more than two years at any one time, and that no second leave under this paragraph be granted until the expiration of three years from the date of return from the last preceding leave under this paragraph. Provided further that all general leave taken in anticipation under this paragraph shall form part of the six years' general leave to which a Civil Servant would be entitled during the whole period of service.

6. That the period of service for pension remain as at present, twenty-five years, but that four years' general leave count as service for pension.

7. That the rules for privilege leave remain as at present, except that office be not forfeited unless the leave is overstayed for more than one month (a); and that a Civil Servant in an officiating appointment obtaining such leave shall on its expiration revert to such office.

8. That the rules for preparatory leave and leave for joining stations remain as at present.

9. That during all absence on leave pay be drawn monthly in India and quarterly in Europe.

10. That in the event of the alterations now suggested being adopted, all leave on furlough on £500 a year, and all leave on medical certificate with any allowance from Government which may have been previously obtained by any Civil Servant under the rules of 25th August 1854, 8th June 1855, or 16th December 1864, be deducted from the general leave to which such Civil Servant would be entitled under paragraphs 3, 4, and 5 in the following proportions; that is to say, every year's leave previously obtained with retention of any office other than that of Assistant Collector to reckon as one year, and every year's leave on furlough on £500 a year, or on medical certificate with loss of office but with any allowance from Government, or with retention of office as Assistant Collector, to reckon as six months.

11. That after return from leave on furlough or on medical certificate obtained under the rules now in force, four years' residence in India be completed before a Civil Servant be allowed to take general leave except as provided in paragraph 5.

12. That as no special leave is provided for under the alterations now suggested, the provisions of the Order of the Government of India in the Financial Department, dated 4th June 1864, No. 542, be extended to the Covenanted Civil Service.(b)

13. That as under the present rates of deputation allowance a large sum is now annually saved to the Government, and as the effect of the alterations suggested would be that in future the whole sum now paid as furlough allowances would also be saved, the present rates of deputation allowance be increased to such an extent as the sums so saved will permit.

14. That as the alterations now suggested will reduce the number of permanent offices available for Civil Servants now absent on furlough, such servants, on their return shall, until they obtain some permanent appointment, receive a special deputation allowance of 75 per cent. of the salary of the office in which they may be appointed to officiate.

No. 8. MINUTE by the Honorable A. J. ARBUTHNOT, dated 21st March 1868.

I have carefully considered the suggestions made in this Memorial, and have read, in connection with them, the Extract from the Proceedings of the Calcutta Committee which has been circulated in the packet. Of the two sets of suggestions I prefer those made in the Madras Memorial, which are in some respects more moderate than the proposals of the Calcutta Committee, but I regard the concessions asked for in both papers as in excess of what can be granted with a due regard to the interests of the State. It appears to me that the proposed alterations are based on a very exaggerated estimate of the advantages which are likely to result to the administration of this country from granting to our Civil Servants greatly increased facilities for visiting England. I entertain a strong impression that frequent visits to England, so far from increasing the efficiency of our Indian public officers, in many, if not in the majority of cases, have the opposite effect, by producing discontent and dissatisfaction with the monotony of Indian life, and with the many other drawbacks which unquestionably attach to it, and so weakening the interest in, and devotion to, their public duties, which has hitherto characterized the Indian Civil Service in a marked degree.

2. And while I am free to admit that the distinction, which is made in the present rules between leave on Medical Certificate and leave on Furlough, bears hardly in individual cases, in preventing an officer who has retained his health from visiting his native country, except at a

(a) This is the rule now in force for the Uncovenanted Civil Service.

(b.) Under this order the local Government are permitted for good reasons to allow Uncovenanted Civil Servants to be absent from duty for short periods without pay, and with forfeiture of service for the time of such absence, but with retention of office.

serious sacrifice to his prospects in the service, as well as a heavy pecuniary loss, I entertain serious doubts as to the policy of abolishing the distinction, inasmuch as the effect of the change will be enormously to increase the number of acting appointments. If this change be made, the number of permanent vacancies annually occurring will be limited to those caused by deaths and retirements. The impulse which is given to permanent promotion in the junior ranks by officers going away on furlough and vacating their appointments, will cease, and the evils which undoubtedly attach to acting appointments, will be largely increased. When I refer to the disadvantages attaching to the system of acting appointments, which already and of necessity is so prevalent in the public service in India, I do not mean to say that that system has not its advantages, as well as its drawbacks. Under it many an officer has opportunities, which he would not otherwise enjoy, of serving in appointments in which he acquires much useful experience, which tells favorably on his subsequent career ; and it not unfrequently happens that an infusion of new blood into a district leads to improvements in the administration which would not otherwise be introduced. But it cannot be denied that the knowledge which the incumbent of an acting appointment has, that his tenure of the appointment will almost certainly be of comparatively brief duration, must in many cases diminish the zeal and interest which he would otherwise apply to his work, and must render him more or less disinclined to enter upon the commencement of measures of improvement, which in all probability he will have to leave unfinished. On these grounds it appears to me that any change which tends to increase the already large number of acting appointments is a change of questionable policy.

3. In my judgment it would be on the whole more conducive to the interests of the public service to retain the principle of the present rules, and to augment the allowances which are now made to Civil Servants on furlough. It would, I think, be not unreasonable to make the furlough allowances equal to a moiety of the average salary of the permanent appointment or appointments held by the absentee during the preceding three years, provided that the allowance should in no case exceed £1200 a year.

4. But if the principle which has been advocated by the Calcutta Committee and by the Madras Memorialists, and which, it is said, has received the support of the Governor General in Council, is to be acted on, I am satisfied that the facilities for obtaining leave should be curtailed within narrower limits than those proposed in the two documents above referred to. I cannot but regard it as preposterous that every Indian Civil Servant should be enabled to be absent from his duties for one year out of every five, in addition to the privilege leave of one month out of every twelve which it is proposed, and I think rightly, to retain. One year's leave out of every seven would, I am sure, be an ample concession. This would enable every Civil Servant who served out the whole period of thirty-five years, to which under the present rules retention of office is limited, to be absent for five years on the whole without loss of appointment. A Civil Servant retiring on the annuity after twenty-eight years' service (and few of those who live to obtain the retiring annuity retire earlier) might have spent four years of that period out of India. In the case of a Civil Servant retiring on the completion of twenty-five years' service, the adoption of the rule which I suggest would entail the necessity of residence in India for one year longer than is necessary under the present rules ; but I cannot admit that this could justly be regarded as a valid grievance, considering the advantages which every Civil Servant would derive from the change of rule in respect of the facilities which would be afforded to him for visiting England without forfeiture of appointment.

5. I have heard it argued that the aggregate amount of leave, viz., six years, which a Civil Servant will be able to obtain in the event of the rules proposed in the Memorial now under consideration being adopted, is not more than members of the service can obtain under the existing rules. This, I submit, is a fallacious argument. It is true that under the present rules it is open to a Civil Servant, if he can furnish the requisite Medical Certificates, to obtain leave to England for periods amounting in the aggregate to six years ; but a moiety of the leave so obtainable can only be obtained with loss of appointment, and on terms which, as the Memorialists observe, place it practically out of the power of many members of the service to avail themselves of it, whereas

if the prayer of the Memorial now before us were complied with, every Civil Servant would be entitled to be absent for six years out of thirty, or for five years out of twenty-six* without forfeiture of office and on more favorable absentee allowances than those obtainable under the present rules.

(Signed) A. J. ARBUTHNOT.

No. 9 MINUTE by His Excellency the PRESIDENT, dated 8th April 1868.

I approach the question of Furlough with great hesitation. I must confess that to me it is chiefly a speculative one, and I shall regret to find that my speculation leads me to different conclusions from those adopted by my colleagues who can add a longer observation and personal experience to reason.

2. It seems to me that it is most desirable that the Members of the Indian Civil Service should have frequent, prolonged, and well remunerated periods of relaxation from active duty. I advocate this course in the interest of England, in the interest of India, and in justice to the Civil Servants themselves.

3. It is surely expedient that there should be a commerce of men and ideas between England and her vast possessions in the East. It is a common reproach that England does not care for India. The facilities of correspondence and travel, the expansion of Trade, Missionary enterprise, the discussions of Parliament, and the discussions of the Press will no doubt make Indian matters much more familiar to English ears than has hitherto been the case, but it would not be wise to undervalue the influence of personal intercourse. The incessant arrival in England of Indian Officials in the prime of life with all the energies of unimpaired health and intelligence, the mixture of such men in various classes of our society, and their access to men in office and men in Parliament, could not fail to attract the attention of Englishmen to Indian affairs. The emissaries of India to England should not be invalids and veterans only. We ought to see the best men in their best condition, not the weakest men in their worst condition.

4. If it be desirable, for the information and enlightenment of England, that it should be visited by Indian Officials in their prime of life, how much more is it desirable that this should be the case for the benefit of India. The Civil Servant comes to India under high intellectual pressure. The last years of his boyhood, the first of his manhood, have been passed in a course of scholastic excitement and tension. The character is not formed, there is nothing stable or mature in his principles or opinions ; he has seen little of men and much of books. Under the present system it is probable that in many cases he will be taken from a class in society which has none of the traditions or habits of authority. In every respect the Civil Servant on his arrival in India is in the gristle. In India the young Civilian will be much isolated from superior minds, from the social movement of the time, from libraries, from intellectual societies, he will be alone, and he will be first at a time when he ought to be in good company and last. If he has a good basis of character his conscience will no doubt be exercised, and his intelligence will in many respects be invigorated, but he will require elevation, expansion, and regulation. He will remain excluded from a thousand influences and lights which pour insensibly into the mind on every side in great communities. Where is he to repair the defects of his education and of his life except at home ? The Indian Civilian should go home before he is petrified in local notions and traditions, while he is still supple. A visit to England, a prolonged visit, before the age of 30, will bring him into contact with all the science, all the generous aspirations, all the projects, wild or wise, of the age. It is the peculiarity of the English that they will impose all they believe and all they use on other nations. The Indian Civilian will survey the political and social fermentation without illusions, without the spirit of a partisan. He will assimilate something, he will be better able to analyse and adapt what is applicable to India than an Englishman bred exclusively in England would be. We may

* NOTE.—According to the prayer of the Memorial every Civil Servant must still serve twenty-one years in India before he can retire on the annuity ; so that if he has taken five years' leave he cannot retire until he has completed twenty-six years' service.

assume that everything English will be tried in India. The question is by whom ? It is better surely that innovation should be imported by a mind already versed in India and matured in England than by a mind ignorant of India, and heated with prevailing English notions good or generous at least for the most part, but perhaps in part unsubstantial and transitory. The Indian Civilian will return to India with what is appropriate to India, and he will apply it with deliberation and indulgence.

5. But the gain to India must not be measured only by the new ideas and increased knowledge which the Civilian will acquire. India will profit by the general enlargement of the mind of its officials, by a certain elevation of tone and feeling, by a higher philosophy, by a renewed love of what is good and great. God forbid that I should undervalue the good which exists in the Civil Service. Many Civilians perform their duty and cherish the people committed to their charge in a spirit worthy of every commendation. But still, I think, there is a higher standard set up in England to which we may all repair, and by which we may measure ourselves with advantage. I have not served long in India, but I have served long in foreign Courts and Countries, and I have felt the moral and intellectual benefit of going home.

6. India will, however, not benefit alone under an improved system of leave rules by an improvement in the knowledge and character of the Members of the Civil Service. There will also be a sensible gain in the maintenance of their bodily strength and health. The duties of a Revenue Officer involve a great deal of physical exertion and the exercise of the mental faculties under many material inconveniences. It is impossible to over-rate the importance under these circumstances of freedom from pain, of serenity, of good animal spirits. But the climate produces depression and lassitude even in those who do not suffer from the formidable maladies of which India is the seat. It is to England that the Civilian should repair before his exhaustion becomes disease, it is from England that he will return replenished with the vigor and animation which are so essential to the performance of his duties.

7. It may be said that after residence in England the Civilian will become disgusted with the tedium and obscurity of an Indian career. In my humble judgment this will not often be so, and very rarely in the best characters. Some who are naturally careless and idle who take no hearty part in business and the country may be confirmed in their indifference, and continue to do their work mechanically, looking merely to the pension and the end. Such characters will not be improved by going to England certainly, nor will they be made much worse. Some there may also be of conspicuous ambition and ability, and of high social connections who may regret the loss of a greater scene of distinction, and the sacrifice of pleasures which India never can afford. But I must believe that these sentiments will rarely be aroused, and that in natures really good they will not endure long. The danger in my mind is rather of an opposite character. I fear that the young Civilian on returning to England may not always find access to the description of society which would afford him that sort of interest and improvement which we desire. The class of young men who come to India under the competition system find a much more extensive theatre of distinction here than they would at home. The young Civilian is a much greater man in India than in England. In England he will generally be affected by a sense of his insignificance, he will find his true level, and feel that he is nothing. That may do him good and stimulate his efforts for self-improvement, but it will not make him unhappy on his return. He will return to a great scene of honorable and congenial labor, where he can do good and earn credit and fame. Besides the new class of Civilians marry early and have quiet domestic habits. Their pleasures are circumscribed to their family and their house.

8. The life of an Indian Civilian is not so solitary, inaccessible, and cheerless as it was, yet still it is a hard and sometimes a dangerous life, passed at a great distance from home and country, and dear and early associations. The men who devote themselves thus are worthy of the liberal consideration of the State. Their health, their tastes, their affections, and their amusements should not be neglected, and all are summed up in the word Furlough. In that they have their chief reward. A generous Government will let them go home, and make them easy and happy while they are there.

9. Such being my impressions in connection with this subject, it would give me great pleasure if I could at once and entirely accede to the proposals embodied either in the Memorial presented by the Members of the Civil Service in Bengal, or in that sent in by those of Madras. But I cannot conscientiously do so. I think that these Memorials go further than is necessary.

10. I agree with Mr. Arbuthnot that to grant every fifth year leave on furlough would be an excess of liberality. Four years' service followed by one year's leave on half pay would be more than enough. I apprehend that any opinion which can now be expressed by this Government will have no practical effect on the decision of the Secretary of State, yet I think it right as the question is officially before us to place on record my sentiments in the following sense :—

(1). I would abolish the distinction between leave on medical certificate and furlough leave, granting general leave with half salary not exceeding £1200 per annum.

(2). I would not grant any general leave or furlough till after eight years' service, when the applicant might take two years' leave.

(3). After the first period of eight years the Civil Servant should be at liberty to take one year's leave at the end of every period of *five* years' service.

(4). More than *two* years' leave should not be granted in one period except on medical certificate.

(5). I would extend the period of one month's annual privilege leave to thirty-eight days so as to enable by far the greater part of the Civil Servants of Government to enjoy a *clear* month in some Hill Sanitarium.

(6). I would leave it open to Government to grant special leave in particular cases, the duration of such leave to count against the whole amount of general leave or furlough.

(7). The amount of general leave or furlough including special leave not to exceed six years during the whole period of thirty-five years' service.

(8). Appointments not to be vacated either on furlough or on special leave.

(9). With reference to the manner in which leave taken under the old rules should count under the new rules, I would accept the proposal of the Madras Memorial to this effect. Leave taken on furlough or on medical certificate without loss of office to count as if taken under the new rules. Leave taken with loss of office to count as half time.

(10). Salaries to be paid in England quarterly and in India monthly.

11. It only remains for me to notice one inconvenience which appears to be attached to the desired development of the furlough rules. I mean the increased number of acting appointments contingent on the contemplated changes.

12. I am very sensible of the evils which are attached to a want of stability in the personal management of districts, to frequent changes of men and consequent changes of opinion and system. The evil exists now. If it be aggravated by the measures we have in view we must deplore this unhappy result. I think, however, that the advantages which I have endeavoured to indicate more than counterbalance an inconvenience which I acknowledge, and it must not be forgotten that if the acting appointments become more numerous they will also be retained for a greater length of time and thus form a better school for the formation of the younger members of the Civil Service.

(Signed) NAPIER.

No. 10. MINUTE by the Honorable H. D. PHILLIPS, dated 11th April 1868.

The Memorialists appear to me to be asking too much by their proposal for one year's leave for every four years' service. Such a request seems to imply too careful a regard for the interests of the Memorialists, while those of the State, which employs them, are a sort of secondary consideration. I think the Government should distinctly object to the grant of such a concession.

2. I am in favor of abolishing the distinction between general and medical leave. It has been found difficult to apply rules to the grant of medical certificates, which of late years have been given, as I believe, with perhaps objectionable facility.

3. It will be a liberal and, I think, a sufficient concession, if a year's leave of absence be allowed with half salary, after six years at duty. I would also slightly increase, as proposed by His Lordship the President, the duration of the annual thirty days' privilege leave, but it occurs to me that thirty-five days will be a fair extension.

(Signed) H. D. PHILLIPS.

Read Despatch from the Right Honorable the Secretary of State for India, to the Right Honorable the Governor General in Council; dated 13th March 1868, No. 106.

No. 11. MINUTE by the Honorable A. J. ARBUTHNOT, dated 13th April 1868.

The last Mail from England has brought to this Government copies of the Despatch addressed by the Government of India to the Secretary of State in December last, proposing various changes in the Furlough Rules for the Civil and Military Services, and of a Despatch from the Secretary of State to the Governor General in Council according sanction to the main principles of the proposed rules, and authorizing the Government of India, after introducing alterations on certain points which are noticed in the Despatch, to promulgate the new Code of Rules without further reference to the Home Government.

2. Under these circumstances it seems useless to forward the Memorial of the Members of the Madras Civil Service to the Secretary of State. That document, together with the Minutes recorded with reference to it by the several Members of this Government, and any further Minutes which may be recorded on the papers now before us, should, I think, be sent at once to the Supreme Government, in order that they may be considered by that Government in connection with their final revision of the Rules.

3. I fear that there is not much chance of any modification being now agreed to in regard to the amount of general leave for which the new Rules provide; but I think it right to say that I adhere to the opinion expressed in my former Minute, that the amount of leave which, under these Rules, every Civil Servant will be able to obtain, with retention of office, is greatly in excess of what can be granted without serious prejudice to the public service, and that one year's leave, with retention of appointment, out of every seven years of service, and with the option of accumulating the leave up to two years, would be an ample concession, and quite as much as to use the words of the Secretary of State "is compatible with the public interest and good administration."

4. In regard to privilege leave, I think that it would be advisable to abolish cumulative leave, and to extend the period of privilege leave to six weeks in the year, as suggested in the 7th paragraph of Sir Stafford Northcote's Despatch. I would grant this leave at any time in the Calendar year, granting either the whole at one time, or granting it in instalments, as may be most convenient to the applicant, but, of course, reserving to the Government the power of refusing leave should the state of public business not admit of its being given. I would require an interval

of three months to elapse between the return of the absentee to duty in one Calendar year, before granting him leave in the next Calendar year, but I would impose no other restrictions.

5. I would not allow a Civil Servant, who has been absent on furlough, and who may be compelled by ill health to obtain leave on Medical Certificate before he has completed the service requisite to entitle him to fresh leave on furlough, to retain his appointment, unless three years shall have elapsed since his return to duty.

6. I would not, under any circumstances, allow retention of office on leave for more than two years.

7. With reference to the remarks of the Secretary of State in paragraph 13 of his Despatch, I would suggest that the scale of subsistence allowance in all the Presidencies should be as follows:—

	Rs.	
Above 15 years' service.....	500	per mensem.
Under 15 years and above 8 years' service.....	350	,, ,,
Under 8 years' service.....	250	,, ,,

The present rates of subsistence allowance are very low, especially in this Presidency. Those which I have proposed are not, I think, unduly liberal, when it is considered that, under the operation of the new rules, Civil Servants who may be so unfortunate as to forfeit their appointments, will usually have to wait for permanent appointments for lengthened periods.

8. The case of Civil Servants now in England on furlough may, I think, be met by the expedient suggested by the Calcutta Committee, viz., that on their return to India they should be granted deputation allowance at the rate of 75 per cent. on the salaries of any office in which they may be appointed to officiate. It is also deserving of consideration whether the claims of these gentlemen to be gazetted to any permanent vacancies that may occur previous to their return to India, should not be considered equally with those of Civil Servants actually in the country. Their case is a peculiar one, and ought to receive all reasonable considerations. Referring to the remark in paragraph 16 of the Despatch, I do not see what provision can be made to enable gentlemen holding no substantive appointment to obtain their furlough. At present the number of Civil Servants so situated is usually very small. If, as is probable, it should materially increase under the operation of the new rules, the difficulty in such cases of obtaining furlough will, as far as it goes, be a wholesome check on the facilities which the new Rules will give for obtaining leave.

9. Officers holding acting appointments when absent on privilege leave should, in my opinion, be allowed to draw their deputation allowances while so absent. If cumulative privilege leave be abolished, it will not usually be requisite to appoint an officer to officiate for another absent on privilege leave. For the short period of six weeks the duties of the absentee can be discharged by the officer next in rank in the Department, Office, or District. Special provision should be made for the case of Civil Servants who have had leave on furlough or on Medical Certificate under the existing Rules with loss of appointment. I concur with His Excellency the Governor that against gentlemen so circumstanced only a moiety of the period of such absence should be calculated as part of the total amount of leave to which they are to be eligible under the new Rules.

A similar concession might be made to Civil Servants who, when absent on leave on previous occasions, though retaining their appointments, did not draw while absent more than £250 a year. In regard to the Military Rules I am unable to perceive any valid reasons for not applying to Military Officers the principle recognized in the Civil Service Rules of counting leave on Medical Certificate as furlough taken in anticipation. I would allow the same amount of leave with retention of appointment to both classes of officers, viz., one year in every seven years' service, and with the power of accumulating leave up to two years with retention of appointment. Under the present organization of the Indian Army the position of the European Officers, with reference to appointments in the Army, is very similar to that of Members of the Civil Service with reference to appointments in the Civil Administration, and I can see nothing in the arguments of the Calcutta Committee to justify the distinction which they draw between the two sets of Rules.

(Signed) A. J. ARBUTHNOT.

No. 12. MINUTE by His Excellency the PRESIDENT, dated 14th April 1868.

I concur in the opinions expressed in the preceding Minute by Mr. Arbuthnot, except with reference to the amount of furlough to be granted to the Members of the Civil Service. I consider, as stated in my previous Minute, that one year after *five* years' service might be advantageously conceded. Annual privilege leave might be extended to six weeks, cumulative leave being abolished. I think, however, that the Memorial, addressed to this Government by the Members of the Madras Civil Service with the Minutes by the Members of Government, should be forwarded to the Secretary of State, as well as to the Supreme Government, though it is only in the latter quarter that the communication can have at present any practical effect.

(Signed) NAPIER.

No. 13. MINUTE by His Excellency the COMMANDER-IN-CHIEF, dated 14th April 1868.

I have no opinion to record on the subject of new Furlough Rules for the Civil Service.

2. With reference to those for the Military, they will meet a congratulatory reception from the Army, especially from those Officers who now hold staff appointments; it may affect unfavorably those now absent on furlough or leave, who vacated appointments under existing Rules, and had hoped for the prospect of succeeding to those which it is proposed shall not be vacated, within two years, under the new Regulations.

3. A great advantage will result to the State and to Officers from the new Rules, viz., the greater facility given to the unemployed Field Officers of visiting England on 50 per cent. of their Regimental Pay. Junior Officers cannot so well be spared; there is an approaching deficiency in those ranks, and 50 per cent. of the pay, if not in staff employ, will not give them much advantage.

4. The same Rule of retention of office and pay should be extended to all Officers of the British Forces proceeding to England on sick leave, in cases of tenure of office for five years, as well as in those cases in which there is no limitation. All other leave should be subject to the Rules of His Royal Highness the Commander-in-Chief at the Horse Guards. An opposite course would lead to much

confusion in regulating the periods of furlough, and I would make no distinction between one section of the British Forces and another; such distinctions should be obliterated as much as possible.

5. To illustrate this, an Officer of either the late Indian Artillery, Engineers, or New Line Regiment may have a service of many years at Home, in Canada, Gibraltar, or other Colonies, during which period he may have had several intervals of leave; he afterwards returns to India, how would the time so passed regulate his claim to furlough.? A tour of duty could not be classed as furlough, and yet he has already in some instances commenced to obtain advantages in common with the rest of the British portion of the Forces which are dwelt on by Lieutenant-Colonel Johnson. If afterwards holding a permanent staff appointment in India, the tenure of which is unlimited, he is classed with the Indian Army, in the new Furlough Regulations, he will obtain advantages over the Officers of the Indian as well as over those of the British Forces, unless some special Rule is introduced, regulating how his services under the Home Military Authorities are to count.

(Signed) W. A. McCLEVERTY, Lieut.-General.

No. 14. MINUTE by the Honorable H. D. PHILLIPS, dated 14th April 1868.

As the Despatch of the Secretary of State, disposing of the Absentee Rules amendment question, has been received, and we now know, or nearly so, to what extent changes will be made, I doubt the necessity of sending to England any papers other than the Memorial of the Madras Civilians which was but very lately before us under consideration.

2. The Rules require that every Memorial be transmitted to the Secretary of State, and it might be urged that some benefit would have arisen from it, had it not been kept back. We might, I think, very properly forward it, with a short explanatory letter, stating that just at the period when the consideration of it by this Government had been brought to a close, the communication from the Secretary of State, dated the 13th ultimo, Financial No. 106, reached Madras, rendering useless any further discussion on the subject.

3. All that has been here written on it may, however, with much propriety be submitted to the Supreme Government, though it is obviously doubtful whether the packet will reach Calcutta in time to effect any modification of the views which that Government are shown to have taken.

4. The new Rule approved by the Secretary of State, which grants a furlough of two years after service for eight years, seems to me, on consideration, to be an improvement on the one year after seven years Rule, which we had resolved to recommend. I prefer also the privilege leave of six weeks in the year to the five weeks Rule which had formed part of our plan.

5. If the Supreme Government resolve to adopt the one month leave after eleven months at duty, and permit an accumulation of the privilege leave to the extent of two months, as suggested by the Secretary of State, I shall see no hardship in a refusal to allow such accumulation to be tacked on to the six months' special leave.

6. The breaking up of the proposed six weeks' privilege leave into instalments, will, I think, be a mistake. It may suit the personal convenience of individuals, but it occurs to me that a great deal of ministerial inconvenience is caused by frequent changes of officers for brief periods, and as the Secretary of State appears to consider that leave of the kind is an official necessity, and should be taken, I would have it taken in the lump, and not otherwise.

7. I agree with Mr. Arbuthnot that a man ought not to be permitted to retain his appointment who goes away on sick certificate within a period of three years after resuming work on return from furlough. I also agree with Mr. Arbuthnot that there should be no retention of appointment for a longer period than two years.

8. The several other proposals made by Mr. Arbuthnot at the close of his observations are such as the Government ought, I think, to support, and I shall be glad to hear that the papers will reach Calcutta in time to admit of their being favorably viewed by the Government of India.

(Signed) H. D. PHILLIPS.

(True Copies).

(Signed) R. S. ELLIS,
Chief Secretary.

No. 15. To the Secretary to the Government of India, Financial Department, dated Fort Saint George, 17th April 1868, No. 191.

In continuation of my telegram of the 15th instant, a copy of which is entered in the margin, I am directed by the Governor in Council to forward, for the information of His Excellency the Governor General in Council, the enclosed Minutes recorded by the Members of this Government on the subject of the proposed changes in the Furlough Rules of the Civil and Military Services.

The Madras Government request that the Supreme Government will defer promulgating the new Leave Rules for the Civil and Military Services, pending the receipt of a letter which will be despatched by French Steamer now on its way from Galle.
The Government are unanimous in considering the amount of leave proposed for Civil Servants, with retention of office, to be excessive. Lord Napier would grant one year after five years. Messrs. Phillips and Arbuthnot consider one year after six to be sufficient.
This Government would abolish Cumulative Leave, and extend the annual Privilege Leave to six weeks to be given at any time in the Calendar year at the discretion of Government. The Government recommend that leave taken under existing Rules, with retention of office, shall count as if taken under new Rules. Leave taken under existing Rules, with loss of office, to count as half time under the new Rules.
The Commander-in-Chief would make the new Rules, so far as regards sick leave, only applicable to all officers of British Forces, holding staff appointments.

2. After the first Minutes were recorded, and when the deliberation of this Government had come to a close, His Excellency the Governor was furnished with a copy of the Despatch from the Secretary of State to the Governor General in Council, dated 13th March 1868, and of that from the Government of India to which it is a reply.

3. Further Minutes have now been recorded which are included in the packet now forwarded for submission to His Excellency the Governor General in Council.

(Signed) R. S. ELLIS,
Chief Secretary.

Exd. J. Tulloch.

13

Then Memo: accepts the Memorials - that should be attached to each Memorial Send the papers of 620 1863. Copy a Telegy I think with the Memorials to Govt.

Exhibited in evidence

By Mr Ellis

In F. 2053/68

Sent. From 4th April 68 to 6

To.

The Chief Secretary to Government.

Sir,

As Secretary to the Committee of Madras Civil Service appointed to consider the subject of the Rules of Leave of Absence in force for the then Service I have the honor to forward in triplicate the accompanying Memorial addressed to the Right Honorable the Secretary of State for India and to request that His Excellency The Governor in Council will be pleased to forward the same.

I am directed to express the hope of the Memorialists that their Memorial may receive the valuable support of His Excellency the Governor in Council

I remain
Sir
Your Most Obt. Servt.
E. T. Webster
Hon'y Secretary

Madras
Feb'y 4th 1868

Copies 9 1868

27

TO

THE RIGHT HONORABLE

SIR STAFFORD HENRY NORTHCOTE, BART, C. B., M. P.,

Secretary of State for India.

The Memorial of the undersigned Members of H. M's Covenanted Civil Service at the Presidency of Madras.

RESPECTFULLY SHOWETH,

THAT your Memorialists understanding that the amendment of the rules for leave of absence now in force for Her Majesty's Civil and Military Services in India is under the consideration of Her Majesty's Government, beg respectfully to state in what respect the leave rules for the Covenanted Civil Service have, as your Memorialists conceive, become unsuited to the present requirements of their service, and to submit for your consideration the amendments which your Memorialists pray may be made therein.

THAT the object which your Memorialists have chiefly in view by the alterations which they would venture to propose, is to induce civil servants to take advantage more frequently than they are now able to do, of the liberty to visit Europe which the present rules afford.

THAT under the rules now in force the pecuniary loss occasioned by taking leave on furlough is so serious as to prevent many members of the service from availing themselves of such leave, and that this is peculiarly the case where a civil servant from the misfortune of illness at an early period of his service has been compelled to obtain leave on medical certificate.

THAT in support of this view your Memorialists may state the fact that out of ninety five members of their service who are or have been entitled to furlough as many as forty three have not availed themselves of this privilege; and this fact is due, as your Memorialists are convinced, partly to the furlough allowance of £500 per annum being wholly inadequate to the requirements of the married members of the service, and partly and chiefly to the loss of office attending leave on furlough and the uncertainty and delay in obtaining a permanent appointment on return from Europe; while at the same time the diminished emoluments of the service, and the greatly increased cost of living in India render your Memorialists less capable than formerly of making provision for the expenses attending absence on furlough.

THAT the result of the disadvantages attending leave on furlough is that civil servants are induced to prolong their residence in India until failing health compels them to avail themselves of the more favorable rules for leave on medical certificate.

Financial Letter to Govt 27th April 1868.

Financial Dept. April 1868.

Home. Leave. Madras Civil Service Commission.

Home 1868 Report.

No. 191 dated 1868.

No. 207 dated 1868.

2 Encl.

To Govt.

Forwards for the consideration of the Govt of India a Memorial signed by certain Members of the Civil Service, referring to certain rules in connection with the arrangement of the Civil Service Allowance Rule now in force.

C.S. Ltr.

THAT your Memorialists submit that these practical restrictions on the privileges of the furlough rules are as detrimental to the real interests of the State as they are injurious to the welfare of the members of the service, and that they are felt with peculiar severity now that improved communications both in India and between India and Europe have greatly diminished the difficulties attending a journey to England.

THAT your Memorialists venture to suggest that the practical remedy for these evils is by allowing to civil servants leave on private affairs at more frequently recurring periods than at present, and with similar advantages in respect to retention of office and allowances as are now granted during absence on medical certificate, and thus in effect putting all leave of absence to Europe on the same footing.

THAT for the greater convenience of reference and to avoid encumbering this address with minute details, your Memorialists beg very respectfully to refer to a Memorandum hereunto appended containing suggestions for carrying into effect the principle above indicated.

THAT in Paragraph 10 of this Memorandum your Memorialists have also suggested the principles on which leave taken under the existing rules should be calculated in applying the alterations now proposed and that they venture to submit that it is only fair and reasonable that the full period of leave taken subject to the disadvantage of the present rules should not be deducted from the amount of leave to which a civil servant may be entitled under much more favorable rules.

THAT your Memorialists submit that it would be unreasonable to calculate a furlough taken on 500 £ a year or even less and with loss of office, or leave on medical certificate with loss of a valuable office as fully equivalent to leave taken on half salary and with retention of office or to compel civil servants already entitled to furlough to serve for lengthened periods before becoming entitled to any leave except on medical certificate.

THAT your Memorialists further submit that the alterations suggested by them will be advantageous to the State, inasmuch as though possibly calculated to increase the number of officiating appointments, they will ensure that such appointments shall hereafter be held for definite and lengthened periods, and will entirely obviate the serious injury to the interests of the public service resulting from the frequent changes of office necessarily occasioned under the present rules in providing employment for civil servants on their return from furlough.

THAT in conclusion your Memorialists very respectfully submit that the alterations which they have ventured to suggest are suitable to existing circumstances and moderate in their character for that while they will enable your Memorialists to enjoy, in benefits intended to be granted but now virtually withheld by the present rules, they do not extend the total leave of absence beyond what has been always considered a fair and reasonable period.

APPENDIX.

Memorandum of alterations suggested.

1. That the present distinction between leave on furlough and leave on medical certificate be abolished, and that in future, with the exceptions hereinafter stated, all leave be either general leave or privilege leave.

2. By the term "general leave" is intended leave with retention of office and with the same allowances as are now granted during leave on medical certificate with retention of office except that the maximum drawn as absentee allowance shall not exceed £1,200 per annum.

3. That in future a civil servant be entitled after every four years' residence in India to general leave for one year, provided that not more than six years' general leave be granted during the whole period of service.

4. That general leave be allowed to accumulate up to two years with the privilege of taking it in instalments, provided that there shall be an interval of four years residence in India between each instalment.

5. That in the event of a civil servant being compelled by ill health to be absent from duty when not entitled to general leave under paragraph 3, he be nevertheless permitted to anticipate such leave on production of the usual medical certificate, provided that he shall not be absent with retention of office for more than two years at any one time, and that no second leave under this paragraph be granted until the expiration of three years from the date of return from the last preceding leave under this paragraph. Provided further that all general leave taken in anticipation under this paragraph shall form part of the six years' general leave to which a civil servant would be entitled during the whole period of service.

6. That the period of service for pension remain as at present, 25 years, but that four years general leave count as service for pension.

7. That the rules for privilege leave remain as at present, except that office be not forfeited unless the leave is overstayed for more than one month(a); and that a civil servant in an officiating appointment obtaining such leave shall on its expiration revert to such office.

8. That the rules for preparatory leave and leave for joining stations remain as at present.

9. That during all absence on leave pay be drawn monthly in India and quarterly in Europe.

10. That in the event of the alterations now suggested being adopted, all leave on furlough on £500 a year, and all leave on medical certificate with any allowance from Government which may have been previously obtained by any civil servant under the rules of 25th August 1854, 8th June 1855 or 16th December 1864, be deducted from the general leave to which such civil servant would be entitled under paragraphs 3, 4 and 5 in the following proportions; that is to say, every year's leave previously obtained with retention of any office other than that of Assistant Collector to reckon as one year, and every year's leave on furlough on £500 a year, or on medical certificate with loss of office but with any allowance from Government, or with retention of office as Assistant Collector, to reckon as 6 months.

11. That after return from leave on furlough or on medical certificate obtained under the rules now in force, four years' residence in India be com-

(a) This is the rule now in force for the Uncovenanted civil service.

pleted before a civil servant be allowed to take general leave except as provided in paragraph 5.

12. That as no special leave is provided for under the alterations now suggested, the provisions of the order of the Government of India in the Financial Department dated 4th June 1864 No. 542, be extended to the Covenanted Civil service.

13. That as under the present rates of Deputation allowance a large sum is now annually saved to the Government, and as the effect of the alterations suggested would be that in future the whole sum now paid as furlough allowances would also be saved, the present rates of Deputation allowance be increased to such an extent as the sums so saved will permit.

14. That as the alterations now suggested will reduce the number of permanent offices available for Civil Servants now absent on furlough, such servants, on their return shall until they obtain some permanent appointment receive a special deputation allowance of 75 per cent. of the salary of the office in which they may be appointed to officiate.

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(6) Under this order the local Government are permitted for good reasons to allow Uncovenanted Civil servants to be absent from duty for short periods without pay and with forfeiture of service for the time of such absence, but with retention of office.

10 25

Minute.

I have carefully considered the suggestions made in this Memorial and have read in connexion with them the extract from the proceedings of the Calcutta Committee which has been circulated in the packet. Of the two sets of suggestions I prefer those made in the Madras Memorial, which are in some respects more moderate than the proposals of the Calcutta Committee, but I regard the concessions asked for in both papers as in excess of what can be granted with a due regard to the interests of the State. It appears to me that the proposed alterations are based on a very exaggerated estimate of the advantages which are likely to result to the administration of this country from granting to our Civil servants greatly increased facilities for visiting England. I entertain a strong impression that frequent visits to England so far from increasing the efficiency of our Indian public officers ~~[illegible]~~, in many if not in the majority of cases have

have the opposite effect by producing discontent and dissatisfaction with the monotony of Indian life and with the many other drawbacks which unquestionably attach to it, and so weakening the interest in & devotion to their public duties which has hitherto characterized the Indian Civil Service in a marked degree.

2. And while I am free to admit that the distinction which is made in the present rules between leave on Medical Certificate and leave on furlough bears hardly in individual cases in preventing an officer who has retained his health from visiting his native country except at a serious sacrifice to his prospects in the Service, as well as a heavy pecuniary loss; I entertain serious doubts as to the policy of abolishing the distinction, inasmuch as the effect of the change will be enormously to increase the number of acting appointments. If this change be made, the number of annually occurring permanent vacancies will be limited to those caused by deaths and retirements. The impulse which is given to permanent promotion in the junior ranks by officers going away on furlough & vacating their appointments, will cease, and the evils which undoubtedly attach to acting appointments will be largely increased. When I refer to the disadvantages attaching to the system of acting appointments, which already and of necessity is so prevalent in the public service in India, I do not mean to say that that system has not its advantages, as well as its drawbacks. Under it many an officer has opportunities which he would not otherwise enjoy, of serving in appointments in which he acquires much useful experience, which tells favorably on his subsequent career, and it not unfrequently happens that an infusion of new blood into a district leads to improvements in the administration which would not otherwise be introduced. But it cannot be denied that the knowledge which the incumbent of an acting appointment has that his tenure of

of the appointment will almost certainly be of comparatively brief duration, must in many cases diminish the zeal and interest which he would otherwise apply to his work, and must render him more or less disinclined to enter upon the commencement of measures of improvement which in all probability he will have to leave unfinished. On these grounds it appears to me that any change which tends to increase the already large number of acting appointments is a change of questionable policy.

3. In my judgment it would be on the whole more conducive to the interests of the public service to retain the principle of the present rules and to augment the allowances which are now made to Civil servants on furlough. It would, I think, be not unreasonable to make the furlough allowances equal to a moiety of the average salary of the permanent appointment or appointments held by the absentee during the preceding three years, provided that the allowance should in no case exceed £1,200 a year.

But if the principle which has been advocated by the Calcutta Committee and by the Madras Memorialists, and which it is said has received the support of the Governor General in Council, is to be acted on, I am satisfied that the facilities for obtaining leave should be curtailed within narrower limits than those proposed in the two documents above referred to. I cannot but regard it as preposterous that every Indian Civil Servant should be entitled to be absent from his duties for one year out of every five, in addition to the privilege leave of one month out of every twelve which it is proposed, and I think rightly, to retain. One year's leave out of every seven would, I am sure, be an ample concession. This would enable every Civil Servant who served out the whole period of 35 years, to which under the present rules retention of office is limited, to be absent for five years on the whole without loss of appointment. A Civil servant retiring on the annuity after 28 years' service (and few of those who live to obtain the

the retiring annuity retire earlier)
might have spent four years of that
period out of India. In the case of
a Civil servant retiring on the com-
pletion of 25 years' service, the adop-
tion of the rule which I suggest
would entail the necessity of residence
in India for one year longer than is
necessary under the present rules; but
I cannot admit that this could justly
be regarded as a valid grievance,
considering the advantages which
every Civil servant would derive from
the change of rule in respect of the
facilities which would be afforded
to him for visiting England without
forfeiture of appointment.

I have heard it argued that
the aggregate amount of leave, viz 6
years, which a Civil servant will be
able to obtain in the event of the
rules proposed in the Memorial now
under consideration being adopted,
is not more than members of the
Service can obtain under the existing
rules. This I submit is a fallacious
argument. It is true that under
the present rules it is open to a
Civil servant, if he can furnish the
requisite medical certificates, to
obtain leave to England for periods
amounting in the aggregate to six
years; but a moiety of the leave so
obtainable can only be obtained with
loss of appointment, and on terms
which, as the Memorialists observe,
place it practically out of the power
of many members of the Service to
avail themselves of it, whereas if
the prayer of the Memorial now before
us were complied with, every Civil
servant would be entitled to be absent
for six years out of thirty, or for five
years out of [x] twenty six without
forfeiture of office and on more
favorable absentee allowances than
those attainable under the present
rules.

G. J. Cumming

27th March 1888.

[x] or 5.
Assuming that the prayer of the Memorial was granted every Civil Servant must still have 21 years in India before he can retire on the Annuity. So that if he has taken 5 years leave he cannot retire until he has completed 26 years service

Minute by His
Excellency The President

I approach the question of Furlough with the great hesitation.

I ~~The Question of Furlough is a bit difficult with great hesitation.~~

I must confess that to me it is chiefly a speculative one and I shall regret to find that my speculation leads me to different conclusions from those adopted by my colleagues who can add a longer observation and personal experience to reason. -

II. It seems to me that it is most desirable that the Members of the Indian Civil Service should have frequent

prolonged, and well
remunerated periods
of relaxation from
active duty. I advocate
this course in the interest
of England in the
interest of India in
the picture to the
Civil Servants themselves.

III It is surely desirable expedient
that there should be an
commerce of men and
ideas between great England
Britain and her vast
dependencies in the East.
It is a common reproach
that England does not
care for India. The
facilities of communication
and travel, the
extension of Railways, the Missionary enterprise, the
discussions of Parliament
and the discussions of the
Press will no doubt

make Indian matters
much more familiar
to English ears than
has hitherto been the
case but it would
not be wise to
underestimate the
influence of personal
intercourse. The incessant
arrival in England
of Indian officials in
the prime of life with
all the energies of
unrestrained health
and intelligence, the
reactions of their Indian
experiences upon their
own society and their
access to men in office,
and men in Parliament,
could not fail to
stimulate the attention
of Englishmen to
Indian affairs. The
consciousness of India
to England should

not be invalids
and veterans only. We
ought to see the best
men in their best
condition not the
weakest men in their
worst condition. —

IV. If it be desirable
for the information and
enlightenment of England
that it should be
visited by Indian officials
in their prime how much
more is it desirable
that this should be the
case for the benefit
of India. The Civil
Servant comes to India
under high intellectual
pressure: the best years
of his boyhood, the
fruit of his manhood
have been passed in a
course of scholastic
excitement and tension.
The character is at formed,

there is as they state
a mature in his
principles or opinions
he has seen little of
men and much of
books, under the
present system it is
probable that in many
cases he will be taken
from a desk in Society
which has none of
the restrictions or habits
of authority. He very
rarely sees the Civil
Servant on his arrival
in India is in the
crisis. In India
the young Civilian
will be much isolated
from superior minds
and from the intellectual
social movement
of the time, from
~~books~~ literature, from Society,
he will be alone

and he will be fresh
at a time when he
ought to be in good
company and taste.
If he has a good
basis of character his
conscience will no doubt
be ~~touched~~ awakened and his
intelligence will in
many respects be
invigorated, but he
will require elevation,
expansion, regulation.
He will remain excluded
from a thousand influences
and lights which flow
incessantly into the
mind on every side
in great ~~societies~~ industrial; where
it is he to obtain the
defects of his education
and of his life
except at home? The
Indian Christian should
go home before he is
~~de~~ Christianized in local

ideas and tradition
while he is still
supple. A visit to
England, a prolonged
visit, before the
age of ~~thirty~~ will
bring him into contact
with all the science
all the generous
aspirations, all
the impetus, mild or
wise, of the age.
It is the peculiarity
of the English that
they will impose all
they have seen and all
they use on others
~~by force~~ naturally. The
Indian Christian will
borrow the political
and social fermentation
without silencing
what the Spirit
of a Christian. He

will assimilate
something, he will be
better able to analyse,
and adopt what is
applicable to India
than an Englishman
who has exclusively in England
would be. We may
assume that every thing
English will be useful
in India. The question
is by whom? It is better
surely that a native
should be imported
by a mind already
versed in India
and matured in England
than by a mind
~~unformed of Indian~~
assignment of India
and tainted with peculiarly
English virtues, good or generous absurdities
~~faults~~ for the most
part, but fatal
in fact ~~such as~~ unsustainable and
humiliating. The English Indian

3/

Christian with ~~any~~ return
to India with what
is appropriate to India
and he will apply it
with deliberation
and circumspection. But
the ~~benefit~~ to India
must not be
measured only
by the new ideas and
increased knowledge
which the Christian
will acquire. India
will ~~benefit~~ by
the general enlargement
of the mind
of its ~~people~~, by
their a certain
elevation of tone and
feeling, by a higher
philosophy, by a
removed ~~tenure~~ tone of
what is good and
great. God forbid

that I should undertake
the good that exists
in the civil service. Many
civilians [illegible] discharge their
duty and the people
connected in their charge
in a spirit worthy of the very
highest recommendation. But
still I think there is a
higher standard to which we
in England should look
which we may measure
ourselves with advantage.
I am not conversant with India
but I have served long in
foreign countries and
at home I have felt the
moral and intellectual
benefit of going home.
I will [illegible] only with [illegible]
benefit after
improved system of
clear rules by which

improvement in the
knowledge and character
of the members of the
Civil Service [illegible]. There will also
be a sensible gain
in the moral vigour
of their [illegible]
strength and health.
The duties of a resident
officer involve a great
deal of physical
exertion and the
exercise of the varied
faculties under
many external
circumstances. It is
impossible to recreate
the [illegible] under
these circumstances
[illegible] person for having
[illegible] of necessity, of good
exercise sports. But
the climate [illegible]
[illegible] defies
and [illegible] even
in those who do not

suffer for the formidable
maladies of India
India is the seat. If in
England that the
Indian should retain
upon his constitution
becomes disease it is
for England that
he will return replenished
with the vigor and
energies which are to
operated in the
performance of his
duties —

It may be said that after
residence in England
will disqualify the Indian
with will become
disqualified with the
Indian and obscurity
of an Indian career:
I may humbly grant
this will often be so
and very rarely in the

both characters Some
who are naturally
careless & idle who
take a hearty part
in hunting & the
country may be reformed
in their indifference
and contempt to this
and mechanically
looking merely to the
pension at the end
Such characters will not
be improved by going to
England certainly, nor
will they be made
much worse. Some
there may also be
of ambition ambition
and ability and of
high social connection
who may regret
the loss of a greater
share of distinction
and the sacrifice
of pleasures which

India never can afford.
But I must believe
that these statements
will rarely be attended
and that in Natures
really good they will
at last prevail long. The
danger in any branch
is rather of an opposite
character. I fear that
the young Civilian on
returning to England may
at always find a deep
& the discomfiture of
Society that would
afford him the disposition sort
of interest and
improvement which
we desire. The class of
young men who come
to India under the
competition System
find a much more
extensive theatre of
distinction here than they

young Civilian is a much greater man
in India than in
England. In England
he will generally
be affected by a sense
of his insignificance,
he will find his
true level and feel
that he is nothing.
But may do his good
and stimulate his
efforts for self
improvement but it
will not make him
unhappy or his return
he will return to a
great scene of bustle
and congenial labour
where he can do
good and earn
credit and fame.
Besides the new
class of Civilians
many early and best

quiet domestic habits.
Their pleasures are
circumscribed & their
family and their home. —

V. The life of an Indian
Fighter is also blistery
inaccessible and cheerless
as it was, yet still it
is a hard and toilsome
a dangerous life, beset
at a great distance from
home and country and dear and
early associations. The men
who devote themselves
to this are worthy of the
<u>special</u> consideration of this
State. Their health, their
comfort, their pleasures,
their amusements should
all be regulated and all are
summed up in the word
Pension. & that they
have their chief reward.
A generous government

will let him go
home and make
them easy and
happy while they are
there. —

VI. Such being my
impression in connection
with this subject I
would give me great
pleasure if I could
accede to the prayer
embodied & set forth in the
Memorial presented
to the members of the
Legislature in Burgess
from Rockbridge. But
I cannot conscientiously
do so. I think that
these Memorials go
further than is
necessary. —

I agree with the Rt.

<u>almost</u> entirely

<u>or</u> in that sort in my

arbitrary that to
grant any fifth year
on furlough would be
an exercise of liberality.
Four years service followed
by one years leave on half
pay would be more
than enough. I suppose
that any decision which
can not be enforced
by the government
of the day can as practical
effect as the decision
of the Secretary of State
yet I think it right
as the question is
officially before us to
claim a record my
opinions in the following
terms. —

(1) I would abolish
the distinction between

leave on Medical
certificate and
furlough leaves
granting general
leave with half
salary averaging
£1200. per annum.

(2) I would not
grant any general
leave on furlough till
after eight years
service when the
officers might
take two years
leave.

(3) after the first
period of eight
years the Civil
Servant should be
at liberty to take
one years leave

at the end of every
period of five years
Service. -

(4) More than two
years leave should
at the greatest in one
period except
on Medical Certificate.

(5) I would extend the
period of one month
annual privilege
leave to thirty eight
days so as to make
it for the greater
part of the Civil
Servants of government
to enjoy a clear
month in some
Hill Sanatarium. -

(6) I would leave
at least to Government

to grant should
leave in particular
cases the duration
of which leave to
count against
the whole amount
of general leave
or furlough.

(7) The amount
of general leave
or furlough which
should leave
off to accrue for
years during the
whole period of
thirty five years
Service. -

(8) Appointments not
to be vacated either
on furlough nor

Worcester

Sheriff leave. —

VII. The only reasons for & extension or innovation which appear to be attached to the desired development of the furlough rules, I mean the number of actual appointments contingent on the contemplated changes. —

I am very sensible of the evils which are attached to a want of stability in the personal arrangement of districts, & frequent changes of men and consequent changes of opinion

(9) With reference to the manner in which leave taken under the old rules should count under the new rules, I would recall the proposal of the Madras Memorial & this effect. Leave taken on furlough or Medical Certificate without loss of office to count as if taken under the new rules; Leave taken with loss of office to count as half time. —

(10) Salaries to be paid in England quarterly & in India monthly. N.

and system. The evil exists now. If it is to be aggravated by the measures we have in view we must deplore this unhappy result. I think however that the advantages which I have endeavoured to indicate more than counterbalance the inconvenience which ~~it~~ ~~is~~ ~~not~~ ~~which~~ I acknowledge and it must not be forgotten that if the actual appointments become more numerous they will also be retained for a greater length of time

Norcott

and then from a letter
School for the
formation of the
Younger Members of
the Civil Service. —

Napier

Remarks by
H.E. The
President

Furlough

The Memorialists appear to me to be asking too much in their proposal for one year's leave for every four years service. Such a regulation would be simply too careful a regard for the interests of the Memorialists while those of the State which employs them are a very secondary consideration. I think the Govt. should distinctly object to the grant of such a concession.

I am in favor of abolishing the distinction between furlough and medical leave. It has been found difficult to apply rules to the grant of medical Certificates which if false can have been given as to extend with perhaps objectionable facility.

I would be a liberal and, I think, a sufficient encouragement, if a year's leave of absence be allowed with half salary, after six years at duty.

I would also highly approve, as proposed by the Lordship the President, the duration of the annual ~~vacation~~ holiday leave, it seems to me that thirty days will be ample [illegible]

J Dorsey

Treasury Letters Aug 7th April to 31st Oct

Received 1868 Sept
Treasury
Secretary's Office
Private Secretary
A. J. Arbuthnot
Sept 7th Received 1697

Minute of Mr. Treasury
Sept 8th 1868 1698

Minute by the Hon
H. D. Phillips
Sept 11th 1868 1699

Regarding the Borough
Rates of the Leander Rail
& Railway Services

Aug 10.

[illegible]

[illegible]

[illegible]

Expense of the Home Govt.

Under these circumstances it seems unfair to demand the immediate of the members of the Legislature (with which of the Secretary of State. that Government by the ministers would with expense of it by the Revenue of this Govt and any further power ministry which may be required as the papers now before us, should I think, be sent up one of the Supreme Govt in order that they may be sanctioned by that Govt in connection with their final revision of the rules.

I pass that there is not much chance of any modification

being now agreed to in the amount of pecuniary punishment which the new rules provide; but I think it right to say that I adhere to the opinion expressed in my former minute that the amount of these should under these rules very small would not be able to obtain little extra duty in any case, and that the object of accumulating the case up to two years would be an ample compensation and quite as much as, if not the whole of the Secretary

a Clerk is incapable while
he publishes a book and for
a month after.

He must be privileged
I think but it must be
advertised & a book immediately
have sent to the Council
of privileged books & this book
in this year, as supposed in the
2d year. of his Clerkship
he must send three books.
print this home at any time
either the whole at one time
or printing it in parts
he may be must announce
to the applicant, but of course
Licensing & the first. Engraving
of upwards have should be
Clerk of public business not
admit of it being given.
I must agree and in lieu of
3 months & charge between
the return of this Schedule & the

in one Calendar year before
printing his book in the
next Calendar year, but he
must in no case so return
particulars.

I must also observe a Civil
servant who has been absent
on privilege and who may
be employed by ill health
to obtain leave on medical
certificate before he has
completed his three years
& publish his book on
privilege, & return his
copy: only 3 years have
been elapsed since his
return to duty.

I must not under any
circumstances allow extension
of leave on account for
more than 2 years.

With reference to the remarks
of the Secretary of State in
para 13 of his despatch

I would suggest that the scale of arbitration allowance in all the Presidencies should be as follows.

Above 15 years service Rs 500 per annum
under 15 & above 8 years
service 350
under 8 years service 250

The present rates of arbitration allowance are very high especially in the Presidency. Even during the last working hours, when it is considered that under the new system of the two Inter Court Awards also may be so unfortunate as to forfeit their appointments will already have to wait for promotion appts. for long thereafter periods.

The case of Civil Servants are in England as perhaps they, I think, be not by the Secretary of State in Council [illegible]

[illegible] ing cent as their retiring [illegible]
India they should be granted
deputation allowance at
the rate of 75 per cent on
the salaries of any offices in
which they may be appointed
& officiate. The also drawing
of consolidation should be
claims of other pertinent
to be regarded as any pensionable
salaries but may count
pensions & their retiring
benefits, should not be
considered greatly with
those of Civil Servants actually
in the country. This latter
is a practice and
ought to cease at
reasonable consideration

Referring to the remark in
para 11 of the despatch,
to not be short provision
can be made to enable
pertinent to bring his
arbitration appeal before

to obtain their privileges.
At present the number of Civil
Servants to citizenship is annually
very small. If, as is probable,
it should materially increase
under the operation of the new
rules the difficulty in the
case of obtaining privileges
will, as far as it goes, be a
substantial check on the privileges
which the new rules will give
for obtaining leave.
Officers holding existing appts.
whose absence on privilege leave
should in any previous 12 months
exceed their privilege allowance
which is absent. If accumulation
of privilege leave be absolutely barred,
it will not usually be expedient
to appoint an officer to officiate
for another absent on privilege
leave. For the short period of
his duties the duties of the
absentee can be discharged
by his officer and it would be
unfair to both officers

5

Special provision should
be made for the case of
Civil Servants who have
had leave on pay or
on medical certificate
under the existing rules
with loss of appointment.
I cannot with the materials
for forming that opinion
pretend to estimate the
extent of such absence should
be calculated as part
of the total amount of leave
to which they are to be
entitled under the new
rules. A similar question
might be made to Civil
Servants who have absent
on leave on previous occasions
through obtaining their appts.
did not draw salaries above
£250 a year.

It appears to me desirable

notes I am unable to propose
any valid reason for
not applying to entitling
officers to privileges proposed
in the Civil Service notes
of counting leave as qualifying
certificate as furlough
taken in anticipation:
I would allow the same
amount of leave with
retention of appointment &
title of officers liz
one year in every seven years'
service and with the power of
accumulating leave up to two
years with retention of office:
under the present organization
of the Indian Army the position
of the European officers with
regiments & appointments in the
Army is very similar to that
of members of the Civil Service
with reference to appointments
in the Civil administration
and I can see no

[b 19]

the arguments of the Calcutta
Committee to justify the
distinction that they
have drawn between the two
sets of rules.

G. J. Goschen

13th April 88.

Remarks by H.E. the President

I concur in the opinion expressed
in the foregoing Remarks by Mr
Authority exists with reference
to the amount of furlough to be
granted to the members of the
Civil Service. I consider, as
stated in my Minute
that one year after five years
service might be advantageously
conceded. Annual furlough
leave might be extended to six
weeks cumulative leave being abolished.
I think, however, that the Remarks

Memoir

as the despatch of the S of State
disposing of the absolute rules and
practice, has been received, and are
now fixed, or nearly so, so that no
changes will be made, it would be
useless of sending to England any
papers other than the Memorial of
the Madras Merchants which was laid
before us under consideration.
Nothing else before us under consideration.

The rules require that every Memorial
be transmitted to the S of State and
brought he urged that some benefit
could have arisen from it, had it not
been kept back he might; I thought,
any steps forward with a short
explanatory letter stating that just at
the period when the consideration of the
Mad. Petn, had been brought to a close,
the comm. from the S of State dated the
13 March, Financial, No. 106, reached
Madras, rendering useless any further
discussion on the subject.

As that has been here written on
it may however, both much pushing
be submitted to the Supreme Govt,
though it is thought doubtful whether
the packet will reach Calcutta in

time to effect any modification of the rules which have for some time obtained.

The new rule adopted by Mr. S of State, which grants a furlough of two years after service for eight years, seems wise, or considerations, to be an improvement on the present system, viz. one month for each year, viz. one month for each year, which I recommend. I prefer also the privilege leave of six months in the year to the four months rule which had formed part of your plan.

If the Supreme Govt. resolve to adopt the one month's leave after eleven months at duty, and permit an accumulation of the privilege leave to the extent of two months, as suggested by Mr S of State, I shall see no hardship in a refusal to allow such accumulation to be tacked on to the six months thereby leave.

The keeping up the present privilege leave into its calculation, will, I think be a mistake. It may suit the personal convenience of individuals, but I deem it true that a great deal of unnecessary inconvenience is caused by frequent changes of officers for brief periods, and as Mr S of State appears to consider that leave of this kind is an official necessity - and I think he is right, I would

have it taken in the hunting and shooting season.

I agree with Mr Richardson - that a man ought not to be permitted to retain his appointment who goes away on Sick Certificate within a period of three years after resuming work on return from furlough. I also agree with Mr Richardson that there should be no selection of appointments for a longer period than two years.

The several other proposals made by Mr Richardson at the close of his observations are such as the Govt. ought to think, to support, and I should be glad to hear that the Papers will reach Calcutta in time to admit of their being favorably viewed by the Government of India.

A Dalrymple

Private.

I have to inform you and the Inhabitants of Van Diemens Land that the Court have been pleased to grant to the Military Officers who may wish to retire from the Service, a Retiring Allowance, proportioned to the Rank they have held in the Army, and to the length of Service they have rendered.

The Regulations for the Retirement of Officers will be found in the Royal Warrant of the 30th August 1834, a Copy of which I have the honor to enclose herewith.

It is not intended that Officers should be permitted to retire from the Service, except in cases where they have been employed for a considerable time on Foreign Service, and have become entitled to the Retiring Allowance, or where they have Private Fortunes sufficient to enable them to live in England without the aid of their Pay.

Officers who may be desirous of availing themselves of the Regulations, will address their Applications to the Secretary at War, stating their Services, and the Amount of Retiring Allowance to which they may consider themselves entitled.

Officers who may be desirous of retiring from the Service, will not be permitted to sell their Commissions, but will receive the Retiring Allowance to which they may be entitled.

I have to request that you will communicate the contents of this Letter to the Officers under your Command.

I have the honor to be
Sir
Your most obedient
humble Servant

[illegible] is [illegible] with the Indian Country
he has Further Depredations he will obtain advantages
on the Officers of the Indian Dept as will be con
ducive for the Benefit Peace and good Order
as introduced Retaliatory Laws in Cases where the
Aggressor Mulcted in Damages on a Suit

[illegible]

Transmitted to the Chief Secretary to Government for his information

Council

India Office, London,
13th March 1868.

Financial,
No. 106.

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

Sir,

Para. 1. I have duly considered in Council your Financial Despatch dated the 21st December 1867, No. 270, covering proposed new Furlough Rules for the Civil and Military services, together with copies of the proceedings connected therewith.

2. I fully recognize that the time has arrived when, owing to the altered relations between India and England, a complete revision of the existing Furlough Rules has become necessary, more especially as respects the Military service, and I am clearly of opinion that this revision should proceed, in a large and liberal spirit, to the removal of all petty restrictions and limitations, and with the view of giving as much reasonable indulgence to the services as is compatible with the public interest and good administration.

3. The alterations required in the Civil Furlough Rules chiefly relate to the extension of the advantages, now enjoyed by invalids only, to all absentees on leave. But in the Military Rules more extensive changes are necessary. The old rules were passed chiefly with reference to Indian limits, and have become unsuitable to the present time. They were, moreover, passed with a view to the condition of the East India Company's army, and, in many respects, have become wholly inapplicable to the condition of service of Officers of the Staff Corps.

4. The main principles on which these new rules have been based I gather to be as follows,—

1st. The extension of the privilege of retention of appointment to leave on private affairs, so as, in a great degree, to obliterate the distinction between furlough and leave on medical certificate.
2d. The allotment of a fixed (and enlarged) period of absence from office, with retention of appointment.
3d. The grant of larger allowances during furlough.
4th. The abolition (generally) of the geographical limits within which furlough may be taken.
5th. The assimilation of rules for each branch of the service, so far as circumstances permit.

To these general principles, I am happy to be able to give my full adherence.

5. But, on going carefully through the rules, I find that these principles have not always been closely adhered to, especially in the Military

Rules; and I proceed to notice several points to which I beg to direct the favour of calling your attention.

Civil Rules.

6. You have assigned to Civilians a maximum of six years' furlough, with retention of office during their whole service, with half salary, limited to a minimum of 300*l.* and a maximum of 1,200*l.* per annum. To these limits I shall not object. In addition to this, you propose to grant privilege leave for one month in each year, on full salary, to be accumulated to two or three months if not taken annually, six months' special leave, with half salary, once during the whole period of service, and special leave for a similar term, without allowance, after intervals of at least six years.

7. Of the privilege leave for one month in the year, I quite approve, but I have great doubts whether accumulation of leave should be allowed. I should prefer to see the annual privilege leave extended to (say) six weeks, and regularly taken; but if you think this undesirable, I shall not object to the accumulation of the monthly leave to the extent of two months.

8. When the special leave on urgent private affairs was first granted, it was the only leave to Europe which could be taken without the forfeiture of appointment. There is not, therefore, the same necessity for it now as there was then, but as the presence of a civilian, who is not eligible for furlough, may be urgently required at home, I am willing to continue it, but during this leave the allowance should be the same as that granted to an Officer on furlough.

9. The proposed combination of privilege leave with special leave on urgent private affairs is open to objection. The Committee themselves state that "privilege leave was intended to afford the opportunity of occasional change and relaxation, in the intervals between the periods of "longer leave on furlough, and the permission to add privilege leave to "furlough would probably interfere with the practical attainment of "this object." Encouragement should be given to Officers charged with laborious duties to avail themselves of this leave annually, whereas the permission to combine it with special leave would have the effect of inducing them to remain at work, when relaxation was most desirable, in order to accumulate privilege leave for the purpose of adding it to special leave, which would come to be considered more as a matter of course than as an exceptional indulgence, in which light special leave ought to be regarded.

10. The proposed rules also provide that a Civil servant shall be eligible for two years' furlough after eight years' residence, and for a further furlough of one year after every four years' residence, but they admit of an Officer obtaining furlough at *any time on medical certificate*, without reference to his period of residence, or return from a previous furlough, and of obtaining an extension of a third year without vacation of office.

11. The residence required as a qualification for furlough, without medical certificate, is unobjectionable, but it can hardly have been intended by you that an Officer recently returned from furlough should, on production of a medical certificate, be immediately allowed to be again absent, and retain his office; and some provision similar to that contained in the existing Rule 13, which requires an interval of two years, or in the Military Rule XV., which requires an interval of three years, is called for.

12. The allowance of furlough for three years at one time is also open to objection. It is true that the existing rules provide for a three years' furlough, but it is without retention of office, and with an allowance of 500*l.* a year. The case is materially altered when the furlough is to be granted with retention of office, and half salary. A period of two years is ordinarily sufficient to re-establish the health of an invalid, and if a further time be required, it is only reasonable that it should involve the vacation of office and reduction to a subsistence allowance, the whole period of leave, with allowance, being included in the six years.

13. The principle of the subsistence allowance fixed for India might be adopted, but the scale should be revised, and perhaps increased, with a view to equalise the allowance at the different Presidencies.

14. The alteration of the period of residence from 22 to 21 years is open to objection, and is opposed to the rules of the Civil Service Annuity Fund, which require a residence of 22 years.

Note.—A Civilian who has taken one year's leave on medical certificate will, of course, not be prejudiced by any change that may be made.

15. I forward herewith copies of two memorials which I have received from certain Civil servants now in this country on furlough, representing the injury to their prospects from the proposed change in the Furlough Rules. Gentlemen in their position must, I fear, suffer in some degree from a change of this nature, but I am satisfied that I may safely leave it to you to mitigate, as far as practicable, the injury which they apprehend.

16. It is obviously necessary that some provision should also be made to enable gentlemen, holding acting appointments, to obtain their furlough, which the present rules do not appear to supply. The same remark applies to their privilege leave.

Military Rules.

17. In considering the details of your proposed scheme, as it affects the Military service, I observe that you have apparently found it impossible to adopt a set of rules such as would have been suitable to the present organization and future condition of the Staff Corps, if that alone had been in question. You have, no doubt, thought it important to meet the case of the Officers of the old service, by retaining certain traditional usages, which had their origin in a state of things now no longer existing. Such is the reference made, in Clauses XIII. and XV., to the extension of leave to Europe, on medical certificate, to three years, with pay and retention of appointment, and to five years in all; an extent of absence not known in the British service, and no longer necessary in the case of an Officer of the Indian Army, since the communication with that country has been shortened and facilitated, and for the reasons assigned in paragraph 12, I consider that two years is the utmost extent of leave, with retention of appointment, that should be granted at one time. Such also appears to me to be your proposal in Chapter 2, Clause XXVI., to allow an indefinite amount of sick leave in India, with retention of appointment, in addition to the very large aggregate of furlough which you propose, by Rule XVI., to grant during an Officer's service. The retention of this indulgence as a thing apart from, and in addition to, the liberal allowance of furlough now proposed, is, I observe, not contemplated in the case of the Civil service, and, if allowed in the Military service, must be carefully guarded, so as to prevent abuse.

18. Her Majesty's Government are conscious of the disadvantage of keeping open a question of this important character, and one which so closely affects the personal interests of every individual in the service. They are, moreover, anxious to settle it upon liberal principles. If the question were simply one between the Government and its servants, I should have little difficulty in authorizing you to grant whatever you might be disposed to recommend as fair to the latter. But I cannot forget that we are now dealing rather with a re-arrangement of advantages between different members of the service than with a boon to be conferred by the Government upon the service as a whole; nor that in

granting a large extension of leave to Officers holding appointments, we are throwing a greater amount of work, and at a smaller remuneration, upon those who are called upon to act for them during their absence. I must also bear in mind that the new organization of the army will in a few years have become co-extensive with the service, and that it is therefore desirable, in framing new rules, to adapt them so far as possible to that organization, making special provision, where necessary, for the case of the Officers of the old formation.

19. As a minute, but important illustration of the necessity for care in this respect, I must notice the rule (IX.) by which you propose to determine the date at which an Officer shall become entitled to furlough. It is not clear whether, by the phrase "eight years' service in India," you intend service in the Staff Corps, or whether service in India in the general Army previous to admission to the Staff Corps is to be reckoned. It may be well also to remind your Excellency, with reference to the limit which you very properly propose to place on the amount of leave to be taken by an Officer at any one time, with pay and retention of appointment, that, according to the practice of the British Army, of which the several Staff Corps now form component parts, no Officer on the effective list ever ceases to draw full pay, and further, that the principle laid down in the first portion of the 14th Rule, just in itself, can only be made applicable to certain classes of Officers by the withdrawal of privileges which, according to present regulations, they claim on proceeding to England on medical certificate, such as passage at the public expense, and certain allowances from the several Military Funds.

20. Having thus put your Excellency in possession of the views of Her Majesty's Government, I now desire to leave the final arrangement of the rules in your Excellency's hands, and I authorize you, subject to the alterations which I have suggested, to promulgate the new code without further reference to me.

I have, &c.

Sir,

Your most obedient, humble Servant,

(Signed) STAFFORD H. NORTHCOTE.

CIVIL AND MILITARY

FURLOUGH RULES.

87

GOVERNMENT OF INDIA.

Financial Department.

Leave and Allowances.

No. 276 of 1867.

To the Right Honourable Sir Stafford H. Northcote, Bart., Secretary of State for India.

Fort William, the 21st December 1867.

Sir,

1. His Majesty's Government are aware that a feeling of dissatisfaction with the existing Furlough Rules has, of late years, pervaded all classes of Government Servants in this country, more especially the Officers of the Army. This feeling has been based mainly on the fact, that the Rules now regulating Furlough act in a manner very detrimental to the interests of all those availing themselves of their provisions. We deemed it advisable, therefore, to consider the subject in the first place in the Financial, Military, and Home Departments, and subsequently to appoint a Committee composed of representatives from each of those Departments, and two other Members, to examine the Leave Rules as they apply to all Officers of the Government Service, and to propose such alterations as might seem to them just and proper. It was an especial instruction to this Committee that, in any Rules which they might frame, the principles regulating the Leave of each branch of the Service should, as far as possible, be identical.

2. The Committee have recently submitted the Rules drawn up by them regarding the Civil and Military Services, together with copies of their Proceedings thereon. These we have duly considered, and we now forward them with this Despatch together with the documents referred to in the List subjoined.

3. You will not fail to observe that the Rules drawn up by the Committee propose considerable changes. We have considered the probable working of those changes under three separate aspects, and the mode in which they will affect the Public Service, the Finances, and the Officers of both Services.

4. With respect to the Public Service, we would remark that the scheme of the Committee lays down, as a main principle, that Officers of both Services shall be allowed to retain their appointments when taking Furlough on Private Affairs. The Committee have proposed indeed different terms for the two Services for which appointments might be retained during absence on Private Affairs, viz., three years for the Civil Service, and two for the Military; but we are strongly of opinion that the lesser limit—that of two years—should apply to both Services. It will result from this retention of appointments that acting appointments, especially in the Civil Service, will be largely increased.

5. The Rules at present regulating Furlough for the Civil Service, do not recognise the principle of retention of appointment during absence from India. The Committee have advanced strong reasons in the 4th, 5th, and 6th paragraphs of their Proceedings in favour of the alteration they suggest. We are of opinion, on many grounds, that the Public Service would be benefited by the adoption and extension of this principle. The fact of their being appointments open in which an Officer may act, will afford to the Government an opportunity of testing his fitness for that particular office, and for the line of service with which it is connected. It is always difficult to remove from his appointment an Officer permanently posted thereto, in every respect a deserving one, but whose abilities are not above mediocrity. Under a system of acting appointments, this difficulty would be obviously mitigated, if not altogether removed. Those acting appointments would afford the Government the opportunity of removing an Officer from a position for which he was naturally entitled to another for the duties of which he might be better qualified, without leaving to the Officer himself, or to any one besides, any valid grounds for dissatisfaction.

6. On the other hand, the system of acting appointments need not render the tenure of office in effect less permanent than it now is. This has been pointed out by the Committee in the 5th paragraph of their Proceedings.

7. In the Military Service the system of retention of appointment is better known and acted upon. It would appear from the Returns appended to the Proceedings of the Committee, that 83 per cent. of the Military Officers who visit England retain their appointments. The principle, therefore, as regards Officers of the Army, may fairly be regarded as already generally prevailing under Medical Certificate, and its application to them during absence on Private Affairs will obviously effect no radical change in the present practical result; its adoption will rather tend to place the question of Furlough on Private Affairs on a satisfactory basis. The Committee have, it seems to us, shown very clearly (paragraphs 37-39 of their Proceedings) that Furlough on Private Affairs is, as a rule, impossible to Officers of the Army, who are thus driven in many cases to apply for a Sick Certificate. It is most desirable, on every ground, to equalize the advantages of the two kinds of leave, and not to hold out special advantages to the sickly or less scrupulous Members of the Service.

8. We are of opinion, then, that the system of acting appointments; the natural result of their retention by Absentees,—tried and tested as it has been, especially in the Army,—would act beneficially for the Public Service in all its branches.

9. We now proceed to ask your attention to the principle next in importance under-lying the whole scheme, viz., the allowance to Officers proceeding on Furlough, whether on Private Affairs or Medical Certificate, of a sufficient per-centage on their substantive emoluments to enable them to pay their passage to and fro, and to maintain themselves in Europe. We recommend that the proposal of the Committee on this head, viz., to allow pay on Furlough to every Officer of both Services at the rate of 50 per cent. of the pay of his substantive office—with a maximum of £1,200 a year, and a minimum, in the Civil Service of £300, in the Military of £250,—be sanctioned. In the Civil Service the cost of this proposal will be fully met by existing available allowances (*vide* paragraphs 9, and 12 to 32 of the Proceedings of the Committee); indeed the change will result in a considerable saving, even after bringing in the additional Deputation Allowances proposed by the Committee. In the Military Service, likewise, we do not anticipate any increase of expenditure by the adoption of this measure. For, if the proposition in Rule XXII. of the Revised Military Furlough Rules be sanctioned, and the principle, well known in the Army, of restricting an acting Officer to one half the Staff salary of the Absentee, in addition to his own half Staff salary, if any, be reverted to, the great tribution of the emoluments of the Officers of the Army, who will thus contribute, whilst in India, to the expense of their improved position at some future period in England. Instances of the financial effect of the scheme, both as regards the acting Officer and the Absentee, have been given by the Committee in their Proceedings (paragraphs 56 to 64). We regard the adoption of some such scheme of increased Furlough allowances as essential to the success of any reform in the Furlough Rules, and we consider the mode of meeting the existing difficulty to be sound and unobjectionable.

10. Before proceeding to the manner in which, we anticipate, the changes we have recommended may affect the Officers in the service of Government, we propose to notice those less important features of the scheme in which divergence has been made from existing Rules.

(*a.*)—In the Civil Service Rules one year's leave has been calculated on every four years' Residence, up to a maximum, including leave on Sick Certificate, of six years' absence in an entire Service. No leave, moreover, can be taken until after eight years' Residence. We consider this arrangement preferable to that now obtaining.

The reduction of the term of Residence to 21 years in lieu of reckoning one year's Sick Leave as Residence, is merely a change of form. As being necessary for the amalgamation of Furlough and Sick Leave under the general head of Furlough, we recommend it for adoption.

We recommend also the modifications proposed in the 2nd Chapter of the Civil Rules, on the subject of Short Leave and Privilege Leave. Considering that Special Leave for six months can now only be taken in the Civil Service once, and, if the proposed Rules be adopted, can be repeated only after an interval of six years,

without pay and at the convenience of Government, we do not think the proposal to join such Special Leave with Privilege Leave to be at all unreasonable. The limitations proposed, are, we think, sufficient to prevent the abuse of such an indulgence.

(*b.*)—In the Military Rules the period now allowed for Furlough, viz., four years in 24 years' Service, has not been interfered with. The allotment of the four years has alone been changed. We consider the new allotment well adapted to the present conditions of Indian Service, and as likely to be more convenient to the Officers of the Army. We recommend also the adoption of the suggestion regarding a fifth year of absence made by the Committee (paragraphs 44 and 45).

Hitherto no limitation has existed in the Indian Military Service regarding absence on Medical Certificate. We are of opinion, however, that in return for the many advantages offered by the proposed scheme, as well as to discourage repeated absence on Sick Certificate, an Officer may fairly be restricted to certain fixed limits of absence, without loss of pay, during his entire Service. Having regard to the general nature of that Service, we propose to fix the limit at eight years, including leave out of India on Medical Certificate.

We consider that the limit now allowed for Furlough on Private affairs—two years—could not justly be lessened. After many years of toil in India, an Officer actually requires to recruit his health and energies, and this can hardly be effected within a shorter term than two years. We have proposed to adapt the leave on Medical Certificate to this period. Considering, however, that we also suggest the restriction of absence on Medical Certificate to those who are not entitled to Furlough, and that, under these Rules, Furlough will offer advantages equal to Sick Leave, we are of opinion that the number of Absentees on Medical Certificate will materially and speedily diminish. To meet special cases, we have proposed, in the Military, as in the Civil Rules, that Furlough on Medical Certificate may be extended to three years, with retention of appointment.

11. We have suggested no alterations in the Rules regarding Short Leave and Privilege Leave granted to Military Officers.

12. We now proceed to ask your attention to the effect which these Rules are calculated to produce on the Officers of Government. One principal result, we have no doubt, will be to make both Services popular, to render them attractive to the particular classes from which it is desirable to recruit them. This, in itself, we regard as a very great desideratum, inasmuch as the future of India depends mainly upon the character of the men who may be admitted into the Services, and who, in choosing India for a career, will be prepared to devote the best part of their lives to the country. Few circumstances, we are of opinion, act with more repelling force to those classes from which both Services are drawn than the idea that an Indian career is tantamount to an unbroken exile from Europe. The removal of this bar cannot fail to be beneficial alike to the Services and to India.

13. The result will not be less beneficial to the character and efficiency of the Officers of whom the Civil and Military Services are now composed. Nothing can be more prejudicial to a Service than the yearning after a privilege, which it is not open to enjoy, except by paths which a conscientious man will not tread. We think it has been clearly demonstrated that Officers of the Staff Corps are, by existing Rules, to a great extent debarred from Furlough on Private Affairs. We are sure that this was never intended, and feel that, in justice, it ought not to exist. We are confident, moreover, that the removal of the prohibition will tend to make good Officers better, to render all contented. The result will be that the Officer, especially the good Officer, contrasting his want of means and position in England with his emoluments and opportunities of distinction in India, will return to his work with renewed energy, and with far greater contentment than he ever experienced before.

14. With respect to the Revised Military Furlough Rules, we may remark that they were framed primarily for the Officers of the purely Indian Service, *i.e.*, the Staff Corps, the local Officers, and the Royal (late Indian) Engineers. We are, however, strongly of opinion that its provisions, if approved, should be applied to all Officers of the Royal Army, including the Royal (late Indian) Artillery, who may hold permanently Staff appointments in India the tenure of which is not limited. The provisions of these Rules, drawn up as they have been to suit the circumstances of the Officers of a Local Army, would, however, be entirely inapplicable to the general conditions of Service in the Royal Army, leave in which is on an entirely

different footing, and in which long periods of Service in India are not required. It would be impossible to draw up a series of Rules regarding Furlough which would embrace the differing requirements of an Imperial and a Local Army; and we have, therefore, deemed it advisable to keep them on a distinct footing.

15. The Rules regarding the Uncovenanted Service and the Chaplains are now under preparation, and will, we hope, be despatched to you by the next Mail.

16. In concluding this Despatch, we would beg your earnest and early attention to the matter to which it refers. The question is one that deeply affects the interests of all Government Servants, as well as those of the country itself, and we feel convinced that the changes which we recommend would confirm the loyal feeling of the Officers of Government, and would fully satisfy their just expectations.

We have the honor to be,
Sir,
Your most obedient, humble servants,
(Signed) John Lawrence.
" W. R. Mansfield.
" G. N. Taylor.
" W. N. Massey.
" G. U. Yule.

LIST OF PAPERS.

From the Commission, to the Secretary to Government of India, Home Department, with Enclosures A. and B., and Appendices containing a Note and Minute by the Viceroy, and Notes by the Secretaries, Home, Financial, and Military Departments.

Minute by His Excellency the Commander-in-Chief.

Minute by the Honorable Sir H. M. Durand, K. C. S. I.

No. 1.

To E. C. Bayley, Esquire, Secretary to the Government of India, Home Department.

Sir,

Dated Fort William, the 17th December 1867.

We have the honour to submit to Government a copy of our Proceedings with reference to the Furlough Rules, together with Drafts, marked A. and B. respectively, of the Rules we have proposed for the Civil and Military Services. Those for the Chaplains and Uncovenanted Service are now under preparation, and will be submitted within a few days. For convenience of reference, our Proceedings relating to the Civil Department are attached to the proposed Civil Rules, while those bearing upon the points connected with the Army are bound up with the proposed Military Rules.

2. It has been our study to adhere, as closely as possible, to the declared object of His Excellency the Viceroy, viz., to frame "a set of Rules which shall be applicable to *all* Public Servants, excluding only such subordinate Ministerial Officers and Clerks to whom Rules of such nature would be obviously inapplicable." This fundamental Rule has guided all our deliberations, and has been applied to the principles upon which the proposed Rules regarding both Services have been based. There are, however, some few points of difference in the nature of the two Services, for which it appeared to us necessary to provide according to the different requirements of each. Thus, although the Rules for both Services have been founded on the same principle, there are in each differences of detail. The nature of, and reason for these differences, have been alluded to in our Proceedings (paragraphs 43 and 44).

3. The main principles underlying both Rules are identical. These are—

1*st*.—The retention of appointment when Absent on Private Affairs, and on Medical Certificate.

2*ndly*.—The payment to an Absentee during absence of 50 per cent. of the full pay of his substantive appointment.

4. The reasons which have prompted us to recommend the first of these proposals are stated at length, regarding the Civil Service, in the 4th, 5th, 6th, 7th, and 8th paragraphs; and regarding the Military, in the 37th, 38th, 39th, 40th, 41st, and 42nd paragraphs of our Proceedings. The arguments to support the second proposal appear, regarding the Civil Service, in paragraphs from 17 to 35; and with respect to the Military, in paragraphs from 55 to 64, inclusive.

5. We will not attempt to recapitulate here any of these reasons. It will suffice if we state that their purport is to show—1*st*, that the alterations we suggest are absolutely necessary, and should be carried out at any cost; 2*ndly*, that they can be effected without causing any extra expenditure if even they do not result in an absolute saving. We cannot too strongly insist upon the fact that the Rules regulating Furlough on Private Affairs of Officers of the Army are virtually prohibitory; and that, even in the case of Civil Servants, the sacrifice required by an Officer of his appointment to enable him to take the Furlough he has gained by his service, entails too often continuance in Service until health has been broken and leave rendered comparatively useless.

6. The Rules we have proposed will enable the Officer of the Army, as well as the Civilian, to proceed to Europe on Furlough after stated intervals, untrammelled by fears as to his future on return to duty. The scheme is not new; it has been already tried and tested in the Military Service in the case of Officers proceeding to Europe on Medical Certificate,—83 per cent. of the entire number of Absentees. The system of acting appointments has in those cases worked well.

7. We have reason to think, as we have shown in our Proceedings (paragraph 5), that this system will work to the full as well in the Civil Service; whilst in the Military Service, as well as in it, the ampler provision for Absentees will be made by a re-arrangement of existing allowances. Thus the Officers of both Services will pay for the advantages which will be ensured to them by this scheme.

8. The points of difference in the details of the Rules for the two Services have been shown in paragraphs 43 and 44. They are all, it will be observed, connected with the customs and requirements of each branch of the Service, and we have deemed advisable to deal with them as we have found them. There is an alternation of advantages, but it has been our object, and we hope we have accomplished it, that the balance should not incline more to one side than to the other.

9. The existing Rules regarding the Short Leave and Privilege Leave of Officers of the Army remain, in our proposals, unchanged. In the Civil Service, however, we have proposed an alteration,—the junction of Privilege Leave with leave for six months, (paragraphs 14 and 15), a change which will entail no expense on the State, which will not be inconvenient for the Public Service, and which, we are sure, will be greatly prized by Members of the Service.

10. In conclusion, we beg to recapitulate the most important of our proposed alterations. These are—

1*st*.—Leave to England for two years (Military), and three years (Civil), with retention of appointment.

2*ndly*.—Pay for that period at the rate of 50 per cent. of the acting allowances of the Absentee, subject to a *maximum* of £1,200, and a minimum of (Civil) £300, (Military) £250 per annum.

3*rdly*.—Extension of Leave on Medical Certificate to two and three years, with retention of appointment.

4*thly*.—A change of periods, after which Furlough can be obtained, to consist, in the Civil Department, of two years after eight years, and one after every subsequent four years of residence; in the Military, of two years after eight years, and one after every subsequent six years of Service in India.

5*thly*.—Service for at least three years after return from leave from Europe before fresh leave to Europe drawing pay can be taken.

6*thly*.—The limitation of the total absence of a Military Officer out of India to eight years on pay, including Leave on Sick Certificate.

7*thly*.—The limitation of a Military Officer acting in an appointment to the half Staff salary of the appointment (*plus* his own half Staff, if any, and full pay) for the entire period of such acting.

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sthly.—The extension to Civil Servants of the privilege of taking six months Leave of Absence after intervals of six years, without pay; and the power of uniting Privilege Leave with such leave.

6thly.—The increase of the Deputation Allowances of Civilians from ten and twenty per cent. to twenty and thirty per cent.

11. These are the main alterations we have proposed. We are confident that, if favourably entertained by His Excellency in Council, and granted by the Right Honourable the Secretary of State, they will be productive of great satisfaction in the Services to which their provisions will apply.

We have the honour to be,
Sir,
Your most obedient servants,

E. H. Lushington.
E. C. Bayley.
R. E. Bacon, Lieut.-Col.
G. B. Malleson, Major.
A. M. Mowbray.

A.

Civil Service Absentee Rules with Extract from the Conservancy's Proceedings relating thereto.

Civil Service Absentee Rules.

The following Rules, relative to the absence of Civil Servants on leave, are substituted for those hitherto in force:—

I. The distinction hitherto drawn between Furlough on Private Affairs and Sick Leave is abolished, both kinds of leave being included under the general term Furlough, and provision being made for the obtainment of Furlough under Medical Certificate without all the restrictions applicable to Furlough when taken without Medical Certificate.

II. Leave taken under the Rules now prescribed will not, in any case, involve forfeiture of appointment.

III. The Rules now prescribed do not affect the provisions of Act XXXIII. of George III., Chap. 52., Section 78,* but an Absentee cannot retain his appointment and draw Absentee allowances, except under the Rules now prescribed.

IV. Leave of absence with pay and retention of appointment will, in future, be only of two kinds, viz.:—

I.—Furlough.
II.—Short leave, embracing what is commonly called Privilege Leave and Special Leave for six months.

CHAPTER I.

Furlough.

V. An Officer absent on Furlough will be allowed pay at the rate of 50 per cent. of the salary of his substantive office, provided that £1,200 a year shall be the maximum rate to be drawn by any Absentee, and £300 the minimum rate.

VI. The amount of Furlough attainable by a Civil Servant is limited to six years during the whole period of his service.

VII. The maximum amount of Furlough to be taken at any one time will be three years.

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* *Note.*—The Section referred to is quoted below:—
"Provided also, and be it further enacted, That no Person who shall have Service Under" And be it further enacted, That no Person who shall have Service Under" And be it further enacted, That no Person who shall have Service Under" And

VIII. A period of at least three years' Residence after return from last Furlough, if it exceeded three months, must be completed before Furlough can again be taken, unless obtained under Medical Certificate (see Rule XI).

IX. A Civil Servant will be eligible for two years' Furlough on the completion of eight years' Residence, and for one year more Furlough on the completion of every four years' Residence thereafter, subject, of course, to the preceding limitations. The grant of Furlough, to an Officer eligible for it, will be subject to the general limitation in respect of the number of Absentees (Rule XIX.); but if the application be supported by a Medical Certificate, stating that it is necessary for the Officer to proceed on Furlough, it will be considered under Rule XVIII., without reference to the number of existing Absentees.

X. An Officer eligible for Furlough need not take the whole amount to which his Residence entitles him, but may apply for any portion thereof as an instalment; and in that case the balance will remain at his credit in any future computation of the amount of Furlough to which he is entitled.

ILLUSTRATIONS.

(1.)—*A Civil Servant who has resided nine years in India without taking Furlough is entitled to two years' Furlough. He takes only one year, and after his return remains in India for three years. He is then eligible for two years' Furlough as follows:—*

Total Residence	- -	*12 years.*
Furlough due on above amount of Residence	-	*3 "*
Furlough already taken	-	*1 "*
Balance for which he is now eligible	- - -	*2 "*

(2.)—*A Civil Servant who has resided 16 years without taking Furlough is entitled to four years' Furlough. He can only take three years, however, at one time, the balance of one year remaining at his credit in any future computation of the Furlough to which he may be entitled. He can take the above-mentioned balance after completing three years' Residence from the date of his return from the first instalment; or, if he chooses to complete four years' Residence, he will then be entitled to two years' Furlough as follows:—*

Total Residence	- -	*20 years.*
Furlough due on the above Residence	-	*5 "*
Furlough already taken	-	*3 "*
Balance for which he is now eligible	- - -	*2 "*

(3.)—*A Civil Servant who has resided 17 years in India without taking Furlough is entitled to four years' Furlough, and takes the maximum instalment of three years. On return to India he must complete three more years of Residence before he can take the balance (one year); but if he chooses to reside for a still*

further period of four years, he will then be entitled to three years' Furlough as follows:—

Total Residence	- -	*24 years.*
Furlough due thereon	-	*6 "*
" already taken	-	*3 "*
Balance for which he is now eligible	- - -	*3 "*

XI. An Officer not entitled to Furlough, whose health may necessitate his taking it, may, *under Medical Certificate*, obtain such amount as may be duly certified to be necessary for the restoration of his health, subject only to the limits prescribed by Rules VI. and VII., in respect of the total amount of Furlough, and the maximum to be taken at any one time.

XII. An Officer absent on Furlough may, *under Medical Certificate*, obtain an extension of Furlough to the limit of any balance of Furlough which may be due to him, or to such further extent (beyond the above-mentioned limit) as may be duly certified to be necessary for the restoration of his health, subject only to the general limits prescribed by Rules VI. and VII., in respect of the total amount of Furlough and the maximum to be taken at any one time.

XIII. Furlough taken under the two preceding Rules will, of course, be taken into account in any future computation of the amount of Furlough to which the Officer is entitled.

ILLUSTRATIONS.

(1.)—*A Civil Servant who has resided for six years is not entitled to Furlough. But he falls sick and obtains (say) one year's Furlough. On his return he must reside for three years before he is entitled (except on Medical Certificate) to any more Furlough, and he is then eligible to one year, as follows:—*

Total Residence	- -	*9 years.*
Furlough due on above Residence	- - -	*2 "*
Furlough already taken	-	*1 "*
Balance for which he is now eligible	- - -	*1 "*

If instead of taking the balance (one year) as above, he chooses to remain in India for three years longer, he will then be entitled to two years' Furlough, as follows:—

Total Residence	- -	*12 years.*
Furlough due on above	-	*3 "*
" already taken	-	*1 "*
Balance for which he is now eligible	- - -	*2 "*

(2.)—*A Civil Servant of eight years' Residence takes one year's Furlough. At the end of that time he falls sick and is unable to return to India. He can obtain, on Medical Certificate, an extension within the limit of the balance (one year) of Furlough due to him, or for such period beyond that limit as may be certified to be necessary. But the total extension cannot exceed two years, which, with the amount (one*

year) originally taken, makes up the total absence to the maximum of three years prescribed by Rule VII. Any further prolongation of his absence will involve forfeiture of appointment and loss of allowances.

Supposing the above-mentioned Officer to be absent on the occasion referred to for the full period of three years, he will not, on his return to India be entitled to any more Furlough (except on Medical Certificate) till he has resided for a further period of eight years. He will then be entitled to one year's Furlough, as follows:—

Total Residence - - -	16	*years.*
Furlough due thereon - -	4	"
" *already taken* -	3	"
Balance for which he is now eligible - - -	1	"

XIV. There will be no restriction as to the places to which an Absentee may resort during Furlough.

XV. If taken in India, Furlough will be reckoned from the date of the Absentee quitting his Station to the date of his return thereto; and, if taken out of India, from the date of the sailing of the vessel in which he may have embarked from any port in India to the date of his disembarkation at any such port.

XVI. For the interval elapsing between departure from Station and the commencement of reckoning absence on Furlough, and between the end of reckoning absence on Furlough and re-arrival at Station, the Absentee shall be allowed Subsidiary Leave, not ordinarily exceeding 30 days. During that period the Absentee will be entitled to draw a moiety of his substantive allowance. Subsidiary Leave will, as heretofore, count as Service and Residence.

XVII. Furlough allowances shall be payable monthly if payment is taken in India, and quarterly if payment is taken in England.

XVIII. Applications for Furlough, *under Medical Certificate*, will be submitted and dealt with in the same way as has hitherto been observed in respect of applications for leave on Medical Certificate, each application being disposed of separately without reference to the number of existing Absentees.

XIX. Furloughs not under Medical Certificate will be granted only to the extent of 10 per cent. of the total number on the List of each Presidency; and, in the event of there being an excess number of applications, the available Furloughs will be given to the applicants in their order of seniority according to the rank assigned to them on the Gradation List of the Service.

XX. The privilege heretofore granted of reckoning one year's Sick Leave as "Residence" is withdrawn, and in lieu thereof the term of Residence required for Pension is reduced from 22 years to 21 years.

XXI. In lieu of the three years of Furlough and one year of Sick Leave, allowed under former Rules to count as service towards Pension, four years of Furlough will now be permitted to be so reckoned. The periods of Service qualifying for Pension will remain unaltered.

XXII. In computing the Furlough to which Civil Servants who have taken Sick Leave or Furlough under former Rules may be entitled to under the new Rules, it will be remembered that the aggregate of Furlough allowed to any Officer during the whole period of his service under the present Rules (Rule VI.), viz., six years, is the same as the aggregate* of Furlough and Sick Leave obtainable, with allowances, under the former Rules. Whatever aggregate amount, therefore, of Furlough and Sick Leave remains to an Officer on the date of the present Rules coming into force, will be regarded as available to him under the present Rules; but it can only be taken under the prescribed conditions in respect of Residence, &c. The calculation of Residence entitling to Furlough will not, of course, include any Sick Leave which may, under former Rules, have been reckoned as Residence (see Rule XX).

*i.e., three year's Furlough and three years' Sick Leave.

ILLUSTRATION.

A Civil Servant who obtained, under the former Rules, two years' Sick Leave after completing a Residence of six years, has, since his return, completed a further Residence of five years. His Residence, under former Rules, is calculated at 12 years, of which one year was spent on Sick Leave. Under the present Rules his Residence will be calculated at 11 years, so that he will not be entitled (except under Medical Certificate) to Furlough until he has completed one more year of Residence, when he will become eligible for one year's Furlough; and after taking one year's Furlough, as above, he will have in prospect three more years' Furlough, which may be taken on his becoming eligible for it.

CHAPTER II.

Short leave, embracing what is commonly called Privilege Leave and Special Leave for six months.

XXIII. The Government may grant to Civil Servants leave of absence for one month in each calendar year, without deductions from the salaries and emoluments drawn by such servants; such leave, however, will only be granted when the Government is satisfied that no inconvenience will arise from the departure of the Officer seeking it. No second leave can be granted under this Rule until the completion of 11 months from the expiration of the last leave, if taken at one time, or from the date of return from Furlough, or until the completion of six months from the expiration of the last instalment of a leave, if it has been divided. Servants not availing themselves of the indulgence in any one year may obtain, under the like conditions, leave for two successive months to commence at or after the expiration of 22 months from the expiration of their former leave; and, if two years elapse without enjoyment of the privilege,

leave for three months may, in like manner, be granted at the expiration of 33 months from the termination of the last preceding leave; but no leave shall be granted, under this Rule, for any period exceeding three months. If an Officer shall not return at the expiration of the period of leave granted him under this Rule, he shall forfeit all pay and allowances during the time of his remaining so absent without leave; and, if he shall so continue absent for more than one week beyond the term granted, his office shall become vacant.

XXIV. As a general rule, when leave is granted under the preceding paragraph, such leave will be in one period only, whether for a whole month or less, and not in detached portions to complete one month; but, as an exception to this Rule, it shall be discretional with the several Local Governments, when good cause is shown for the indulgence, and if it is attended with no public inconvenience, to sanction leave of absence, under this Rule, to such parties as may not have occasion to apply for the whole at once, in two instalments only, which are not to exceed in the aggregate one month within the calendar year. Civil Servants, to whom an accumulation of short leave may be due, and who may take a portion thereof, may, at the discretion of the several Local Governments, be allowed to take the remainder at a subsequent time.

XXV. In cases of very urgent private affairs, when leave can be granted without detriment to the public interests, the Government, on being satisfied of the urgency thereof, may grant Special Leave of absence for six months on private affairs, provided, however, that, for the period of such absence, the Absentee shall draw no more than half his salary. The leave granted under this Rule will be computed in the manner indicated in Rule XV. (for Furlough taken in India and out of India). Subsidiary Leave being also obtainable under the conditions set forth in Rule XVI. The allowances due on the first three months of this leave may be drawn after the expiration of three months, but the remainder shall not be payable until after the Officer shall have returned to his duty. If the Absentee over-stay his leave under this Rule, to a greater extent than one week, his office shall become vacant.

XXVI. Leave under the above Rule, with allowances, can be obtained only once during the whole period of an Officer's service: but it may be repeated *without allowances* after intervals of at least six years' Residence.

XXVII. Leave under this Chapter cannot be taken in continuation of Furlough (Chapter I.), nor can Furlough be taken in continuation of leave under this Chapter. If Furlough be obtained by an Officer while absent on leave under this Chapter, the whole period of absence will count as Furlough, and be subject to the Rules governing absence on Furlough.

XXVIII. The two kinds of leave contemplated in this Chapter, (*i.e.*, Privilege Leave and Special Leave for six months) may be given together at the discretion of Local Governments, provided that no public inconvenience is caused thereby; and in cases of combined Privilege and Special Leave, half the allowances due on the whole period of leave may be drawn on the expiration of half the total period of leave, the remainder being obtainable only after the Officer shall have returned to his duty. If combined Privilege and Special Leave be over-stayed for more than one week, the office of the Absentee will become vacant. Combined Privilege and Special Leave will be computed, and Subsidiary Leave will be granted, in the same way as when Special Leave is taken alone (see Rule XXV).

XXIX. There will be no restriction as to the places to which an Absentee may resort in cases of leave under this Chapter.

XXX. Periods of absence on Privilege Leave will, as heretofore, count as Residence and Service, and periods of absence on Special Leave will count as Service but not as Residence.

PROCEEDINGS of the COMMITTEE appointed by the GOVERNMENT of INDIA to consider the existing LEAVE RULES as they apply to all branches of the Government Service, and to propose such alterations as might seem just and proper.

Extract from above relating to the Civil Service Absentee Rules.

At their first Meeting, held at Simla on the 31st October, the Committee had before them the following documents (See Appendices), viz. :—

Note by Colonel Norman, dated 5th October.
Minute by His Excellency the Governor General, dated 7th October.
Note by Mr. E. H. Lushington, dated 19th October.
Note by Mr. E. C. Bayley (without date).
Minute by His Excellency the Governor General, dated 21st October.
Communication from the Military Department, addressed to the Financial Department, No. 613, dated 22nd October.
Demi-official Letter from Lieutenant-Colonel A. B. Johnson, dated 20th October.

2. It was determined, at the above-mentioned Meeting, that the best course would be to take up, in the first instance, the Leave Rules of one particular branch of the Service, and to prepare for that branch a Code of Rules for Leave of Absence based on broad principles, which might, with modifications in detail, be made applicable to all branches of the Public Service,—similar Codes being thereafter prepared on the same model for other branches, with such detailed modifications as might be deemed necessary in reference to their particular circumstances and requirements.

3. The Civil Service was selected as the branch which could most conveniently be first dealt with; and accordingly, at a second Meeting held in Calcutta on the 28th November, the Rules (of which a copy is enclosed) were adopted by the Committee.

4. A principal feature in these Rules is the provision for the retention of office during absence on Furlough, whether under Medical Certificate or not; and on this point it is not, perhaps, necessary to enter upon any very lengthy explanation. There can be no doubt that the forfeiture of appointment hitherto involved in the taking of Furlough on Private Affairs has operated, to some extent, in the Civil Service, and much more in respects some other branches of the Service, as a very serious drawback to the enjoyment of this species of leave. It is a privilege to the individual servant to have the opportunity of recruiting mind and body, and renewing home relations in his native country; but this is not all, for it is obviously desirable, on public grounds, that the servants of Government should have every facility and encouragement towards the use of this privilege in a moderate degree. An Officer who goes Home before his health gives way, will, as may reasonably be assumed, do more towards refreshing mind and body, and placing himself in a condition to render efficient service to Government, than he who, waiting till his health is broken, has to spend, perhaps, the greater portion of his leave in the condition of an invalid. And yet the conditions under which an Officer may take Furlough on Private Affairs have been relatively so unfavourable, as compared with those under which he may go Home on Sick Certificate, that there has been a strong inducement to postpone the taking of needed relaxation until the health has been so far impaired as to render him eligible for leave under Medical Certificate.

5. In advancing as above, the reasons for allowing retention of appointment during absence on Furlough, the Committee do not overlook the fact that the proposed system will give rise to the multiplication of acting appointments in India; but it seems to them that some of the main objections now existing in respect of acting appointments will be very much modified under the proposed arrangements. The acting incumbent will be considerably better paid than formerly, for as will presently be seen, the Committee recommend the appropriation to that object of the large saving which it is shown will result from the new arrangements; and this will go far towards removing one ground of complaint against acting appointments. It is also clear, that with a greater prospect of prolonged tenure of office, the acting incumbent will not, in the same degree as formerly, feel himself to be a merely temporary occupant of the position which he fills. And further, although there will of course be a larger proportion of acting appointments, there need not, perhaps, be more or even so many changes of office as under the present system; for the Committee would wish it to be distinctly understood that they do not contemplate the retention during Furlough, in the case of Deputy Commissioners, Magistrates, Collectors, Judges, Commissioners, &c. of any claim to particular Districts or Divisions, as is now generally the case. Under present Rules, for instance, A., Commissioner of the Rohilcund Division, takes Sick Leave, and B. acts for him; by the time A. returns C., Commissioner of the Allahabad Division, is going home on similar leave; B. is ousted from his acting appointment in Rohilcund and has to go to Allahabad to act for C. But under the proposed arrangement B. would be allowed to continue in Rohilcund, A. being posted to the Allahabad Division on its vacation by C., one change of office only instead of two being thereby caused. If this principle be observed, the unsettled character of an acting appointment, to which objection is taken with so much force, would be greatly modified.

6. Having regard to the above considerations, the Committee are disposed to look upon the advantages of the proposed change, in respect of retention of appointment during Furlough, as decidedly outweighing the disadvantages. Furlough on Private Affairs is, in fact, the relaxation which a servant of Government ordinarily needs after active service in India for a given period; and the Committee think that it is only reasonable that such Furlough should carry with it privileges, in respect of retention of appointment and allowances, corresponding to those enjoyed by Absentees on Sick Certificate. The only advantage required by the latter is that they should be able to obtain their leave without reference to the number of Absentees or to the period of their residence in India: and this advantage has been reserved to them. It is quite reasonable that restrictions of this sort should be placed on absence on Private Affairs: but, while maintaining in this respect a full regard to the interests of the Public Service, the Committee have endeavoured to avoid, as far as possible, the imposition of any restrictions which would needlessly interfere with the taking of Furlough in the way, and at the times most convenient to the individuals concerned. No restrictions have been placed in this respect, except what appear to be really necessary to prevent abuse, or to check the tendency which some may feel to expend, in the early part of their career, all or nearly all of the leave to which they are entitled. Thus a Civil Servant who, after (say) eight years' Residence, may have been compelled by ill-health to spend three years at Home, under Medical Certificate, may properly be restrained from taking, two years after his return from such leave, and without any necessity in respect of health, the whole remaining leave (three years' Furlough) to which he is entitled during his whole service. He could do this under the Rules hitherto in force, but not under the Rules now proposed.

7. The maximum amount of Furlough, including, as above explained, Furlough both on Private Affairs and Sick Certificate, proposed to be allowed to an Officer during the whole period of his service, is six years; and it is only necessary to explain here that this maximum corresponds exactly to the maximum of Furlough on Private Affairs and Sick Leave obtainable, with allowances, under the present Rules.

8. Similarly, the maximum amount of Furlough allowed to be taken at one time (Rule VII.) is the same, viz., three years, as the maximum allowed under existing Rules. It may, perhaps, at first sight, appear somewhat unreasonable to allow so long a period as three years at a time, absence, with retention of appointment, for the retention of appointment during absence and But it is to be remembered that, as the multiplication of appointments in India are recognized as a general principle and effect of the new Rules, it is rather an object, than otherwise, to give the acting incumbents the greater amount of laxity in their plans, resulting from the prospect of a more extended tenure of office. A three years' Furlough is frequently the most beneficial way to the individual of enjoying the period of relaxation earned by his previous service, inasmuch as a residence in England for a considerable period allows of a more settled and less expensive mode of life, while it also gives to those who may wish it the opportunity of qualifying for the Bar, and to those who may require it the means of a thorough restoration of health by a long and comparatively settled residence at Home. The Committee believe that, while the three years' limit may often prove more beneficial and convenient to the individual Absentee, it will not, under the circumstances explained above, be in any way inconsistent with

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the general interests of Government and of the Civil Service Establishment at large.

9. The scale of allowances provided for Absentees on Furlough differs somewhat from the scale now in force for Absentees on Sick Certificate; the maximum amount obtainable in any one case having been raised from £1,000 to £1,200 a year, and the minimum reduced from £500 to £200. The Committee believe that the proposed rates provide for a more equitable distribution of the funds available for Absentee allowances. The former scale did not, in the opinion of the Committee, make sufficient distinction between the requirements and consequent expenditure while on leave of the different grades of Civil Servants, whether judged by their standing in the Service, or by the position and pay assigned to them in India. In fact, all junior Absentees drew full pay, or nearly full pay; while those of more advanced standing were reduced to one uniform maximum level of £1,000 a year, which might represent half salary in some cases, and $\frac{1}{3}$rd or $\frac{1}{4}$th or $\frac{1}{5}$th salary in other cases. Although the Committee are far from arguing that the pay which Officers have been drawing in India, and which must represent more or less nearly the relative scale of their expenditure, should be the sole criterion of their allowances while on leave, they cannot but think that this criterion is too much disregarded in the present Rules; and they have consequently proposed a scale of Absentee pay, which will recognize, to a somewhat greater extent, among Absentees the difference in their Indian pay and position. If regard be had to the greatly increased cost of living in England since the maximum of £1,000 was first fixed, the maximum of £1,200 now proposed cannot be considered excessive.

10. The Financial results of the above-mentioned modification, as well as of the other modifications embodied in the proposed Code, will form the subject of separate remarks (*paragraph 17, et seq.*).

11. The privilege of reckoning one year's Sick Leave as "Residence" has been withdrawn under Rule XX., and in lieu thereof the term of Residence required for Pension has been reduced from 22 to 21 years. This involves a change of rather a nominal than a real kind. There are very few Officers who, during the whole course of their service, do not obtain at least one such Sick Leave, and to all who do obtain it the new provision involves no real change. The amalgamation of Furlough and Sick Leave under the general head of Furlough obviously rendered a change necessary.

12. Rule XXII. provides for the computation of the Furlough available, under the new Rules, to those who have already taken Furlough or Sick Leave, or both, under former Rules. The proposed Rule appears to be equitable; but there may, perhaps, be some few cases in which it would operate hardly. An Officer, for instance, of (say) 10 years' Residence, who has already taken three years' Sick Leave, and who is eligible, under present Rules, to take his whole Furlough of three years, will find himself debarred, under the new Rules, from taking it, or any portion of it, (except under Medical Certificate,) until he has completed six more years of Residence, and even then he will only be eligible for one year. The Committee do not regard this as any real hardship, except in so far as it interferes suddenly with a privilege enjoyed under the present Rules. The Committee have already, in a previous paragraph, stated that they consider it an objectionable feature of the present Rules that they permit an Officer circumstanced as above, early period of his career, the whole amount of the leave to which he is entitled. But, however clear may be the expediency of the new provisions in this respect, it is just possible that there may be a few Members of the Service who may consider themselves hardly treated by the sudden withdrawal of a privilege to which they were entitled under the former Rules, and to the early enjoyment of which they may possibly have been looking forward. It might, perhaps, be proper in such cases to give the option of remaining under the old Rules; any Officer so electing to remain being subject to the conditions of the old Rules in all respects, except that he would be allowed to retain his appointment during Furlough. His allowances during Furlough would, of course, be regulated by the old Rules, the only exception being in respect of retention of appointment. This exception is obviously necessary, for it would be unreasonable to expect an Officer to vacate his appointment, without the prospect which he had under the old Rules of speedily regaining his position, after return to India, owing to the vacation of appointments by other Officers taking Furlough.

13. Under Rule XVI. will be found a modification of the provisions hitherto in force respecting leave preparatory to departure by sea, and for joining Stations after arrival by sea. The present Rules on this subject involve complicated calculations of distance; and are, moreover, unsuitable to present requirements in so far as they relate to the ports from which, and at which, an Absentee may embark or debark. It is seldom, if ever, that an Officer seeks more preparatory or joining leave than is absolutely necessary for the purpose for which it is given; and the Committee do not suppose that the Government care to restrict an Officer to particular ports, provided that his choice of a port for embarkation or debarkation does not entitle him to any greater amount of preparatory or joining leave than he would otherwise get. This being the case, the Committee think that the provisions embodied in Rule XVI., while very simple in their application, fully meet the requirements. If, under that Rule, an Officer stationed in Calcutta chooses to select Bombay as his port of embarkation, and to proceed thither in the interval of 30 days, there can be no reason why he should not be allowed to do so.*

14. The provisions of Chapter II. relate to short leave, embracing what is commonly called Privilege Leave and Special Leave for six months on urgent private affairs. The modifications of existing Rules provided under the proposed Code are not numerous. Provision has been made (Rule XXV.) for half the allowances due on Special Leave for six months being paid on the expiration of half the period of leave, instead of the whole being held back till the Officer has returned to his duty. It has also been provided (Rule XXVI.) that Special Leave for six months may be granted after intervals of six years' Residence, but without any pay. Considering that the leave is granted only at the convenience of Government, and only on the occurrence of urgent private affairs, the Committee consider that repititions of such leave at considerable intervals, and without pay, may reasonably be allowed.

15. Rule XXVIII. provides for Privilege Leave and Special Leave for six months being taken together. There is no doubt that this permission will be much prized by the Members of the Service; while the concession will not, it is believed, involve any inconvenience (but the contrary) to the State. If an Officer is to be absent for two short periods, one of three months and the other of six months, it is obviously better, both for him and for the Public Service, that these periods should be taken together, than that they should be taken separately as can be done, and is sometimes done, under existing Rules,—the Officer taking over charge of his office on the expiry of his Privilege Leave, and making over charge the same day prior to taking six months' leave. The Committee do not overlook the objection, which may fairly be argued to a general permission to take Privilege Leave in conjunction with all other sorts of leave. Privilege Leave is let aded to afford the opportunity of occasional change and relaxation in the intervals between the periods of longer leave on Furlough, and the permission to add Privilege Leave to Furlough would probably interfere with the practical attainment of the special object above described; but this cannot be said in respect of the proposed permission to add Privilege Leave to another species of short leave which is obtainable only once in a man's service with allowances, and in no instance, except at the convenience of Government, and on the occurrence of urgent private affairs.

16. A further reason for the proposed modification will be found in the fact that the retention of appointment during Furlough will necessarily give rise to a much larger proportion of acting appointments in India; and, as Officers naturally do not like taking Privilege Leave when they may have to give up an acting appointment, it becomes all the more necessary to afford them the means of occasionally taking Privilege Leave in conjunction with Special Leave, thereby avoiding the vacation of acting appointments more frequently than necessary. The Committee believe that, in this point of view also, the proposed modification will conduce to the advantage of the Public Service, no less than to the convenience of the individuals concerned.

17. It has already been stated (para. 10) that the Financial results of the modifications proposed to be made in the Absentee Rules of the Civil Service would form the subject of separate remark.

18. The Committee have had before them the following statistics, compiled in the Civil Service Fund Office, viz.:—

1. A Statement showing the aggregate substantive pay of the offices held by Absentees (as above with exception of appointment) from Bengal, the North-western Provinces, and the Government of India, together with the Absentee allowances drawn by them.

* Note.—To Officers at Stations on Indian Rivers, &c., this period may be extended at the discretion of Government.

II. A Statement showing the aggregate substantive pay of offices held by acting Incumbents in Bengal and the North-western Provinces and under the Government of India, together with the allowances (substantive and acting) drawn by the Officiating Officers.

III. A Statement showing the number of Absentees on Furlough from the three Presidencies of Bengal, Madras, and Bombay, with the Furlough allowances drawn by them, also the Numerical Strength of the Civil Service Establishments in each Presidency.

19. The above Statements (of which copies are annexed) have been prepared for the 1st January and the 1st of July of each of three years, viz., 1865, 1866, and 1867, so that the deduced results may be accepted as showing a tolerably fair average. The two first Statements include only offices appertaining to Bengal, the North-Western Provinces, and the Government of India; the statistics of these offices were more readily available, and as the details required for the preparation of the Statements were exceedingly voluminous, it would have involved more time than the Committee had at command to prepare them on a more extended basis. As the Civil Service Establishment attached to, or employed under Bengal, the North-Western Provinces, and the Government of India comprises 53 per cent. of the entire Civil Service Establishments in India, the results deduced may be accepted as affording sufficiently reliable data.

20. The main modifications involving Financial considerations are as follow:—

(1.) The proposed change of scale for allowances on Sick Leave (included under the head 'Furlough' in the proposed Rules).

(2.) The provision for the retention of Appointment during Furlough on private affairs with the same scale of allowances as that referred to above.

Rupees.
* Substantive pay ... 2,27,418
Allowances drawn ... 89,280
2,27,418 : 89,280 :: 100 : 40

21. The statistics in Statement No. I. show that *Absentees on Sick Leave* under the existing Rules drew on the average 40* per cent. of the pay of their appointments.

22. From the figures appended to the above-mentioned Statement, it will be seen that out of 146 Absentees on Sick Leave, included therein,—

64 drew more than half pay, the Amount drawn being £500 each, representing on the average 62 per cent. of their Indian pay;
22 drew half pay between the limits of £300 and £1,000;
60 drew less than half pay, the amount drawn being £1,000 each, representing on the average 30 per cent. of their Indian pay.

23. As already stated, the general *average* rate of pay drawn by Sick Absentees is 40 per cent. of their Indian pay; but, as shown above, this general average is the result of details differing very widely from each other. Nearly half (44 per cent.) of the whole number of sick Absentees consisted of Junior Civil Servants drawing, while on leave, an average salary of £495 a year, equivalent to 82 per cent. of the Salaries held by them in India. The 82 per cent. of Indian pay drawn by these Absentees is in marked contrast to the 30 per cent. of Indian pay obtained by those of more advanced standing, whose Absentee allowances (£3,000 each), though of course actually larger, are viewed by the Committee as relatively smaller, when regard is had to the much heavier expenses ordinarily involved in the voyage home and back, and in the residence at home of an elder Officer and his family.

24. It was on the grounds evidenced by the above statistics that the Committee decided to propose an alteration of the scale of allowances, providing for what seems to them to be a more reasonable distribution of the funds available for Absentee allowances.

25. The figures given in Statement No. II. show the effect which the proposed scale of allowances would have had upon the 146 Sick Leave Absentees included in the Statement under notice. It appears that the total allowances would have been the same, the reduction of the minimum almost exactly counterbalancing the increase of the maximum limit. The details of this calculation stand as follows (the total number of Absentees being 146):—

32 would have drawn more than half pay, the amount drawn being £500 each, representing on the average 56 per cent. of their Indian pay;
62 would have drawn half pay, between the limits of £300 and £1,200; and
51 would have drawn less than half pay, the amount drawn being £1,200 each, representing on the average 34 per cent. of their Indian pay.

The above figures corroborate what has already been represented as to the distribution of Absentee allowances under the proposed scale being more reasonable than that provided by the scale hitherto in force.

26. The further statistics now to be noticed have, for their object, the approximate exhibition of the financial results involved in the proposed change under which Civil Servants, taking Furlough on Private Affairs, may retain their appointments, drawing Absentee allowances on the same terms as those absent on Sick Certificate.

27. A very little consideration will show that there will be a large saving to the State by the change. To estimate the amount of this saving, endeavour must be made to compare, so far as possible, the cost entailed on the State by absence involving retention of appointment and allowances of the proposed kind, with the cost entailed by absence on Furlough under the existing scale of allowances and without retention of appointment.

28. A Civil Servant going on leave, with retention of appointment and with allowances on the proposed scale, will draw, as already shown, an average of 40 per cent. of the pay of his office. His absence will of course, produce a considerable number* of acting appointments in India; some of these acting men may draw the full pay of the offices in which they officiate, and others may draw considerably less, according as the Deputation* Rules operate in each case. Each Absentee may be said to produce a saving in India by the acting appointments to which his absence gives rise, against which saving have to be placed the allowances drawn by the Absentee himself. From Statements Nos. I. and II. it appears that the saving from acting appointments (Statement No. II.,) when distributed among the Absentees (Statement No. I.) gives an average amount to each Absentee of 29† per cent. of his Indian salary; and as the Absentee himself will, as shown above, draw 40 per cent. as Absentee allowance, it would appear that the Absentee gives rise to an extra charge equivalent to (40—29=) 11 per cent. on the pay of his office. Almost the same result may be worked out, in a slightly different way, as follows:—If the aggregate saving shown in Statement No. II. (Rupees 1,09,861) be divided among all the Absentees (241) shown in Statement No. I., each Absentee will, so to speak, be credited with Rupees 455,* being the monthly saving to which his absence gives rise. But the Absentee on Sick Leave will, under the proposed scale, draw, on the average, Rupees 615,† per month during absence, the extra charge being thus: Rupees (615—455=) 160 per month; and this sum is equivalent to nearly 11 per cent. on his average Indian pay.

*e.g., A. goes on leave, B. acts for A., C. acts for B., and so on.

* Saving Indian pay of Absentees ... 3,34,236
3,34,236 : 1,09,861 :: 100 : 33

† Vide figures appended to Statement No. I.

Rs.
Absentee allowances, under proposed Rules of 146 sick Absentees ... 89,800
Average of each 89,800 / 146 = 615

29. But in reality no extra cost is, or will be, created by the Absentee in such cases. The list of acting appointments, to which an Absentee gives rise, usually, of course, ends with an Assistant (belonging to the general staff of Assistants under training) appointed to act (say) as Joint Magistrate, or with an Officer performing for the time the duties both of his substantive office and acting appointments, or with a man who, being without an appointment, is drawing subsistence allowance for doing nothing. The state is, under any circumstances, paying these Officers certain allowances which, though forming part of the Acting Officer's pay, and as such included in the calculation made above, can hardly be viewed as an extra charge caused by the departure of the Absentee. If, on this principle, the pay of an Assistant (Rupees 500) be added to the saving produced by each Absentee, the extra charge of Rupees 160 before shown will be converted into a net saving of Rupees 340, which is equivalent to 21 per cent. of the Absentee's Indian pay.

*Note.—The existing Deputation Rules may be described generally, as providing:—
(1.)—That an Officer officiating in an appointment shall draw the own substantive salary, plus 10 per cent. on the first two thousand Rupees of the salary of the office in which he acts, and 10 per cent. on the remainder.
(2.)—That he shall in no case draw more than the full pay of the appointment in which he is acting, or of the minimum pay of the grade where the appointment bears several grades.
(3.)—That the ordinary Deputation Allowance shall be drawn also, subject, of course, to the preceding provisions.
(4.)—That Officers who have no substantive appointments are allowed, while acting, to draw half the pay of the office in which they may be acting, in addition to their subsistence allowances.

30. It is, however, to be considered that, to some extent at least, the Assistants under training are maintained for the purpose of providing a supply of Substitutes for Absentees, and that so large a number might not be otherwise necessary (*i.e.* for the purpose of being trained for substantive employ) if the supply for temporary vacancies were not drawn from them. But, allowing for all this, it is quite evident from the above figures that though absence with retention of appointment, on the scale of allowances now proposed for Furlough Absentees, may not, under the above view, really give rise to the estimated saving of 21 per cent. of the pay of the Absentee's office, it will not, at all events, give rise to any extra charge.

31. This being the case, it is clear that the State will be saved, under the proposed Rules, whatever charge it incurs on account of absentees, as at present, *without* retention of appointment. When Officers, under the existing Furlough Rules, vacate their appointments, they give rise to no saving in India, for the offices are all filled up on *full pay*, so that the Absentee allowances (£560 each per annum) form a direct extra charge upon the State. The aggregate average amount of this charge is shown by Statement No. III. to be no less than Rupees 3,30,410 per annum for the three Presidencies; and, if the full number of Furloughs allowed by Government had been taken up, the extra charge would have amounted to Rupees 4,40,880 per annum.

32. The Committee do not suppose that it would be the desire of Government to allow the aggregate emoluments of the Civil Service to be reduced to this large extent, as they certainly would be if the proposed change in the Furlough Rules were carried out without any compensating measure; and it seems to the Committee that the money may properly be regarded as available for increasing the scale of acting or deputation allowances. It must be remembered that, under the proposed Rules, a very much larger proportion of appointments in India will be held by acting incumbents than has hitherto been the case, and they will be so held for much longer periods. This result will be a hardship to the members of the Service, and will be open to objection on general grounds, if a simultaneous increase be not made to the scale of acting allowances, so as to make the emoluments of acting incumbents approach more closely to the substantive pay fixed as the fair equivalent for the work and responsibility undertaken. It may be noted here that the class of acting appointments in respect of which the emoluments of the officiating incumbent fall farthest short of the substantive pay consist principally of the offices held by Magistrates, Collectors, and Deputy Commissioners. The acting incumbent in these cases ordinarily gets but a small proportion of the pay of the office the duties of which he discharges. A Joint Magistrate, for instance, in the North-Western Provinces, whose substantive pay is Rupees 1,000, gets, while acting as Magistrate and Collector, only Rupees 1,425, although the full pay of the office is Rupees 2,250. Similarly, if a Magistrate and Collector of the 1st Grade in Bengal, whose salary is Rupees 1,916, goes on Leave, or is removed to act in another appointment, a Joint Magistrate who acts for him draws only Rupees 900 (substantive pay), plus Rupees 341 (deputation allowance), being a total of Rupees 1,241. These, and other similar appointments, are among the most important offices in the country, and it would, in the opinion of the Committee, be very undesirable on public grounds to allow them to be ordinarily held by under-paid officials, especially as the remedy consists merely in appropriating to that object the funds saved by the change of Absentee Rules now under contemplation. The Committee would recommend that the whole of the saving shown above should be so applied: the Rules for regulating deputation allowances being altered simultaneously with the change in the Leave Rules.

33. It would be difficult to estimate, with any approach to accuracy, what would be the cost involved in any particular alteration of the Rules for deputation allowances, especially as the number of acting appointments arising out of the proposed modification of the Leave Rules can hardly be made the subject of calculation. But the Committee think that they are keeping well within the bounds of the funds which they have shown will be available for this purpose, when they propose that the existing rates of 20 and 10 per cent. should be increased to 30 and 20 per cent., *i.e.*, that the Acting Officer should draw 30 per cent. on the first two thousand Rupees, and 20 per cent. on the remaining portion of the substantive pay of the office in which he officiates. This alteration would not, of course, produce any increase of charge in a large proportion of acting appointments, where the acting allowances, under existing Rules, bring up the pay of the acting incumbent to the

full standard of the office in which he officiates; but it would provide some addition to the allowances in other cases. A Joint Magistrate, for instance, who, in the North-Western Provinces, draws a total pay of Rupees 1,425 when acting in a Collectorship, substantive pay Rupees 2,250) would, under the proposed modification, draw Rupees 1,650.

34. The Committee would also suggest that special provision be made to meet the case of those who may return to India after the introduction of the new Rules from Furlough taken under the old Rules. These men vacated their appointments under the reasonable expectation that, on their return to India, appointments vacated by Officers proceeding on Furlough would become available for them. But, under the proposed Rules for granting Furlough with retention of office, they will, of course be disappointed in this expectation, and they will, for the most part, have to set in such appointments as may be available, drawing subsistence allowance* plus 50 per cent. of the pay of the office in which they officiate. The Committee think that it would be fair and reasonable to allow such Officers, as a special case, to draw deputation at the rate of 75 instead of 50 per cent.; and it is probable that the extra expense involved in this temporary provision would be covered by the funds shown above to be made available by the contemplated change of Rules.

35. The Committee would point out here that the large increase in the proportion of acting appointments in India, to be expected from the adoption of the proposed Rules, will obviously produce an indirect, but considerable, saving, owing to the fact that Absentee allowances are reckoned, not on the total emoluments (substantive and acting) drawn by the Absentee at the time of his taking leave, but on his substantive pay. The proposed increase in the scale of acting allowances may bring up to the old level the aggregate allowances drawn by Officers working in India; but the pay of the Absentee (on whatever kind of leave he goes) will be calculated on a less amount, owing to Indian emoluments being composed, to a greater extent than formerly, of acting allowances, which do not count towards fixing the rate of Absentee pay.

This is a species of saving, which, though of considerable amount, it is, of course, impossible to calculate; but the Committee think it right to draw attention to it, as corroborating their view of the necessity of making a substantial increase in the scale of deputation allowances.

* Rate of subsistence allowance.

	Bengal.	Madras.	Bombay.
	Rs. As. P.	Rs. As. P.	Rs. As. P.
Above 12 years' service	240 0 0	201 12 0	192 0 0
Under 12 "	216 0 0	216 12 0	244 0 0
" 7 "	192 0 0	142 8 0	192 0 0
" 3 "			

Statement No. II.

Showing the aggregate Substantive Pay of Offices held by Absentees on Leave, with retention of Appointment, from Bengal, the North-Western Provinces, and under the Indian Government, together with the Allowances drawn by them.

		Substantive pay of offices held by Absentees on leave, with retention of appointment.	Allowances drawn by the Absentees while on leave.
		Per Measem. Rupees.	Per Measem. Rupees.
1st January 1865		1,85,749	1,85,599
1st July "		1,67,444	1,70,185
1st January 1866		1,13,088	1,00,894
1st July "		1,47,752	1,27,240
1st January 1867		1,34,096	1,31,851
1st July "		1,36,799	1,62,564
Total for six months		9,13,130	8,02,332
Average per measem		1,52,188	1,33,722
Saving for six months		1,10,861	
Average saving per measem		18,810	

Statement No. III.

Showing Furlough Absence and Furlough Allowances in respect of the Civil Service Establishments of the three Presidencies.

Years.	Bengal.		Madras.		Bombay.		
	Total strength of service.	Number absent on Furlough.	Total strength of service.	Number absent on Furlough.	Total strength of service.	Number absent on Furlough.	
1st January 1865	379	28	196	8	(Not available).	(Not available).	
1st July "	384	41	189	8	(Not available).	(Not available)	13
1st January 1866	377	33	190	8	184		
1st July "	369	30	193*	10*	180	11	
1st January 1867	363	45	189	11	180	16	
1st July "	349	45	172†	12†	156	17	
Total for 6 months	3,421	368	1,039	57	for 4 months 220	61	
Average monthly	380¼	41	194½	9½	180	15¼	

Grand total of monthly average for the three Presidencies 804¼ Per measem. = 60½ Per measem. Rs. 3,30,410

Allowance drawn by the average number of Absentees from the three Presidencies 55,091 = 3,30,410

Difference which would have been drawn had the full number of Furloughs been taken up,—4.6, 10 per cent. on total average strength 44,083 = 4,40,830

* For September 1866, the returns for July not being available.
† For September 1867, do. do.

B.

Revised Military Furlough Rules, with Extract from the Committee's Proceedings relating thereto.

The following Rules, relative to the absence of Military Officers on leave, are substituted for those hitherto in force:—

I. The distinction with respect to allowances hitherto drawn between Furlough on Private Affairs and Sick Leave is abolished, both kinds of leave being included under the general term Furlough, provision, however, being made for the obtainment of Furlough, under Medical Certificate, without all the restrictions applicable to Furlough, when taken without Medical Certificate.

II. Leave taken under the Rules now prescribed will not involve forfeiture of appointment, except in the cases herein specially provided for.

III. The Rules now prescribed do not affect the provisions of Act XXXIII. of George III., Chapter 52, Section 70; but an Absentee cannot retain his appointment, and draw absentee allowances, except under the Rules now prescribed.*

IV. Leave of Absence will, in future, be of three kinds, viz.:—

I.—Furlough in or out of India.
II.—Special Leave on Private Affairs or Sick Certificate in India.
III.—Privilege Leave.

Chapter I.

Furlough.

V. An Officer absent on Furlough will be allowed pay at the rate of 50 per cent. of the salary of his substantive office, provided that a maximum rate of

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* Note.—The Section referred to is quoted below:—

Section 70.—"And be it further enacted, That no Person who "shall have held any Civil or Military Station whatever in "India, in the Service of the said United Company, being under "the Rank or Degree of a Member of Council or Commander-"in-Chief of the Forces, and who, having departed from India "by Leave of the Governor General in Council or Governor in "Council, shall not return to India within the Space of Five "Years next after such Departure, shall be entitled to any Rank "or Emoluments of Office, or be capable of again serving in "India, either in the European or Native Corps of Troops or in "the Civil Line of the Company's Service, unless, in the Case of "any Civil Servant of the Company, it shall be proved to the "Satisfaction of the Court of Directors that such Absence was "occasioned by Sickness or Infirmity, or unless such Person be "permitted to return with his Rank to India by a Vote or "Resolution passed by way of Ballot, by Three Parts in Four "of the Proprietors assembled in General Court, specially con-"vened for that Purpose, whereof Eight Days previous Notice "of the Time and Purpose of such Meeting shall be given in "the London Gazette, or unless, in the Case of any Military "Officer, it shall be proved to the Satisfaction of the said Court "of Directors, and the Board of Commissioners for the Affairs "of India, that such Absence was occasioned by Sickness or "Infirmity, or some inevitable Accident."

£1,200 a year, and a minimum rate of £250 a year be adhered to. The term salary will signify the total amount drawn by an Officer, whether as consolidated pay, or staff allowances in addition to pay, but will not include any extra or special allowances.

VI. All grants of Furlough on Private Affairs are subject to the exigencies of the Public Service, and to any regulations that may be found necessary for limiting the number of Absentees.

VII. The maximum amount of Furlough on Private Affairs to be taken at any one time, carrying pay and retention of appointment, will be two years.

VIII. A period of at least three years' service after return from last Furlough must be completed before Furlough can again be taken, unless obtained under Medical Certificate (see Rules XIII. and XIV.)

IX. An Officer will be eligible for two years' Furlough on the completion of eight years' service in India, for a third year after six years' service from the date of his return to duty, and for a fourth and fifth year after similar intervals of six years. The grant of Furlough to an Officer eligible for it, will be subject only to the conditions specified in Rule VI. The fact of having taken Furlough on Medical Certificate will not affect the grant of these Furloughs, except as to the condition laid down in Rules VIII., XIV., and XVI.

X. An Officer eligible for Furlough need not take the whole amount to which his service entitles him, but may apply for any portion thereof as an instalment; and in that case the balance will remain at his credit in any future computation of the amount of Furlough to which he may be entitled.

ILLUSTRATIONS.

(1.)—*An Officer who has served nine years in India is entitled to two years' Furlough. He takes only one year, and after his return remains in India for five years. He is then eligible for two years' Furlough as follows:—*

Total Service in India - -	14 years.
Furlough due on that Service -	3 "
Furlough already taken - -	1 "
Balance for which he is eligible	2 "

(2.)—*An Officer who has served 20 years in India without taking Furlough is entitled to four years' Furlough. He can only take, however, two years at one time carrying pay, the balance remaining at his credit in any future computation of Furlough to which he may be entitled. He can take that balance after completing three years' service from the date of his return from the first instalment.*

XI. Furlough on urgent Private Affairs for six months without pay, to be extended to a year, if necessary, may be granted, as heretofore, when the

Officer is not eligible for ordinary Furlough. The said period may form part of the periods of eight and ten years referred to in Rule IX.

XII. There will be no restriction as to the places to which an Officer may resort during Furlough.

XIII. An Officer not entitled to Furlough, whose health may necessitate his taking it, may, under the usual Medical Certificate, obtain such amount as may be duly certified to be necessary for the restoration of his health. Such Furlough will not be granted for a longer period than two years in the first instance, but it may be extended up to three years on pay, and for such further periods without pay, up to a total of five years, on the production of the prescribed Medical Certificate.

XIV. An Officer entitled to Furlough, whose health may necessitate his absence from India, will be compelled to take leave as Furlough under Rule IX. Any extension of this Furlough, beyond the period to which he may be entitled under Rule IX., will be regarded, in all respects, as Furlough on Medical Certificate. Such extension will not be allowed to take effect, until the Officer shall have exhausted the entire amount of his available Furlough on Private Affairs.

XV. Absence on Medical Certificate for a longer period than three years at one time, or departure on such Furlough within three years of the date of return from a previous Furlough of not less than one year, will involve forfeiture of appointment.

XVI. The aggregate amount of Furlough with pay and retention of appointment, whether on Private Affairs or on Medical Certificate, that may be granted to an Officer during his service, will be limited to eight years.

XVII. If taken in India, Furlough will be reckoned from the date of the Absentee quitting his Station to the date of his return thereto: if taken out of India, from the date of the sailing of the vessel in which he may have embarked from any port in India, to the date of his disembarkation at any such port.

XVIII. Preparatory leave to embark for Europe or elsewhere on Furlough will be granted for any period not ordinarily exceeding 30 days; but the Officer may embark from any Indian port he may select. Leave to the same limit, to enable him to rejoin on his return from Furlough, will be granted from the date of his disembarkation at any Indian port.

XIX. Furlough allowances shall be payable monthly if payment is taken in India, and quarterly if payment is taken in England.

XX. Advances of Furlough pay will continue to be made in India to those Officers who desire it, for three months from date of embarkation. Payments in continuation will be made in England on the expiration of six months from that date.

XXI. The last Pay Certificate issued to each Officer who may be granted Furlough, whether on Private Affairs or on Medical Certificate, will specify the rate of the pay and Staff salary of his last substantive appointment, and the rate to which he will be entitled in Europe in virtue of Rule V.

XXII. An Officer acting in India for an Absentee will be restricted for the entire period of such acting to the half Staff salary of the appointment in which he may be acting, in addition to the full pay of his rank, and the half Staff salary of his own appointment, if he possess one. Should, however, the aggregate amount of the two half Staff salaries be less than Rupees 100, the acting Officer will be allowed to draw the full Staff salary up to that limit.

XXIII. The privilege heretofore granted to Military Officers, of counting the proportion of leave noted in the margin as service for Pension, is retained. The periods of service qualifying for Pension remain unaltered.

Years.		Years.
2	is	30
3	is	25
4	is	20

ILLUSTRATION OF THE MODE OF COMPUTING SERVICE FOR PENSION IN ANY CASE.

		Years.	Months.	Years.
Total Service from date of arrival in India, say	-	-	-	30
Leave:				
In Europe, say	-	6	7	
In India	-	3	5	
		—	—	= 10
Of which he can realize			-	4
Remaining to be deducted			-	6 6
Service counting for Pension			-	24

XXIV. In computing the Furlough on Private Affairs to which an Officer who has already enjoyed some portion of such Furlough will be entitled under these Rules, it will be necessary to deduct the total amount of the Furlough on Private Affairs of which he may have availed himself during his service, from the total periods to which, under Rule IX., he can lay claim. The balance will represent the leave to which he will be entitled on the expiration of not less than three years from his last return to duty.

ILLUSTRATION.

(1.)—An Officer, who had obtained, under the existing Rules, two years' Furlough after ten years' service, returns to India on the date on which this order is promulgated. He accepts its conditions, and serves four years longer in India. On the expiration of that term, he can take one year's Furlough, thus—

Total Service in India	-	14 *years.*
Leave to which that Service entitles him	- -	3 "
Already enjoyed	- -	2 "
Balance	- -	1 "

(2.)—An Officer of two years' service has proceeded on Sick Certificate to England for 20 months, extended afterwards to two years. He returns, seven six years in India, takes two years' Furlough, and returns to India about the time of the promulgation of these Rules, which he accepts. He must serve six years before he can take an additional year's Furlough, thus—

Total Service up to return from Furlough	- - -	12 *years.*
Total Service in India	-	8 "
Furlough enjoyed on that Service	- - -	2 "
Further period of Service to entitle him to one year's Furlough	- - -	6 "

CHAPTER II.

General Leave on Private Affairs and Sick Certificate in India.

XXV. An Officer will be eligible, as at present, to take leave on Private Affairs in India, for any period not exceeding six months, at the discretion of His Excellency the Commander-in-Chief, or of the Government under which he may be serving. During the entire period of his absence on this account, the Officer will be entitled, as at present, to his full pay, and a moiety of his Staff salary.

XXVI. Leave on Sick Certificate for a period not exceeding one year, capable of extension, under renewed Medical Certificate, to a limit of two years, may, as at present, be granted to any Officer who, in the opinion of a Medical Board, may require it. During this leave the Absentee will draw a moiety of his Staff salary in addition to the pay of his rank.

XXVII. Short leave not exceeding three months on Private Affairs or Sick Certificate, may also be taken as now, on the above condition, but absence from India for any longer Period will be treated as Furlough.

CHAPTER III.

Privilege Leave.

XXVIII. Privilege Leave may be granted, as at present, for sixty days in each year, to all Officers in Military employ, without deduction from the salaries and emoluments drawn by them. General Leave, in extension of Privilege Leave, can only be granted on the ground of sickness, or some other serious emergency which could not have been foreseen when the Officer proceeded on Privilege Leave.

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Privilege Leave may, however, be converted into General Leave with the sanction of the Commander-in-Chief or the Government.

XXIX. Privilege Leave to Officers in Civil employ will be granted in accordance with Civil Rules.

XXX. In the case of the Stations noted in the margin, Privilege Leave may, as at present, be granted for ninety days to Officers of local Corps, or of Corps which are usually employed in one or other of the Districts named.

Assam.	Bunnu.
Shillong.	Dera Ismael Khan.
Ellichpore.	Dera Ghazee Khan.
Deolee.	Rajanpore.
Khairwara.	Jacobabad.
Khetra.	

XXXI. An Officer is at liberty to proceed wherever he may desire on Privilege Leave eastward of the Cape of Good Hope or Egypt, provided he can ensure his return before the expiration of his leave.

XXXII. Privilege Leave cannot be taken in continuation of Furlough, nor can Furlough be obtained in continuation of Privilege Leave. If Furlough be obtained by an Officer while absent on Privilege Leave, the Privilege Leave will be converted into General Leave, the Officer for that period sacrificing a moiety of his Staff salary.

Subsidiary Rule.

XXXIII. Officers of the Indian Military and Medical Services will be required generally to notify their intention to accept these Rules, or to adhere to those now existing, on the first occasion of their taking Furlough after the publication of this Order. Officers who may determine to abide by existing Rules, will be allowed to proceed on Furlough on the conditions laid down in Rules VII., VIII., and XV. to the extent to which they may be entitled under the Furlough Regulations of 1854, and on the rates of pay contemplated in those Regulations, but retaining their appointments. The principle laid down in Rule XIV. must, however, be applied in those cases.

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PROCEEDINGS of the COMMITTEE appointed by the GOVERNMENT of INDIA to consider the existing LEAVE RULES as they apply to all branches of the Government Service, and to propose such alterations as might seem just and proper.

Extract from the slate, relating to the revised Military Furlough Rules.

26. At the third, fourth, and fifth Meetings held by the Committee on the 7th, 10th, and 12th December, the question of the revised Military Furlough Rules was fully discussed. A *copy of* those which were adopted is appended.

27. With respect to the retention of appointment by Military Officers during Furlough, the Committee are of opinion that, without such provision, the grant of Furlough would be, as at present, practically inoperative. The reasons which have determined the recommendation of such retention in the Civil Service apply with far greater force to the Officers of the Army. Under the existing Rules, devised for a different system, an Officer holding a good appointment is virtually debarred from taking Furlough on Private Affairs: he can only do so by forfeiting his appointment, and forfeiting at the same time all reasonable prospects of obtaining, on his return, another at all equal to it in point of emolument. Restricted, too, for the entire period of his absence, to English pay, it is impossible for him, unless he possess considerable means of his own, to pay the expense of his passage to and fro, and maintain himself in Europe in the position of a gentleman. The existing Furlough Rules are therefore virtually prohibitory.

That this is the case is proved by the fact, stated by Lieutenant-Colonel Johnson in his letter to Mr. Lushington, that of the entire number of Officers absent from India, only ten have resigned their appointments to take Furlough.

28. The Returns attached to Mr. Lushington's Note show with not less clearness, in a different form, the prohibitory results of this law. They prove beyond a doubt that Officers have, as a rule, shrunk from taking Furlough, whilst they have partaken largely of the advantages offered by the Rules regulating Leave on Medical Certificate. They show that out of a total number of 696* Officers of the Staff Corps and General List, who have left India on Leave of Absence, 83 per cent. are absent on Medical Certificate, and only 16 per cent. on Private Affairs. There could scarcely be a clearer proof that the interests of Government do not benefit by the restriction to English pay of Officers proceeding to Europe. Officers must visit Europe; and, as under existing Rules, they are unable to proceed thither on Furlough, they use, as largely as they can, the greater advantages open to them by the Rules regulating absence on Medical Certificate. There can be scarcely a doubt that in many cases Officers, too conscientious to ask for a Medical Certificate, have preferred, to their own great detriment, to remain at their posts. Others, again, having no connections on this score, have laid themselves out to obtain Medical Certificate. The existing Rule, therefore, has had a harsh and demoralizing effect. Its tendency has been to bear hardly on the best men in the service, and to favour the worst. Thus, not only the Government, but the Service generally, suffer. Furlough has been next to impossible, and some of the best Officers of the Army have been thereby condemned to a deprivation of that salutary influence which is best imparted by periodical visits to Europe, and which, in the case of a professional man, may be regarded as indispensable.

*Officers beyond India on Medical certificate	583
Officers beyond India on Private Affairs	113
Total	696

29. Such a state of things has long been felt to be unsatisfactory. The remedy for it, however, is fortunately easy; and this remedy, the Committee believe, may primarily be found in the alteration of the Rule which deprives Officers proceeding to Europe of their appointments.

40. Such a boon, however, unaccompanied by any provision for the proper maintenance of an Officer, often an Officer and his family, whilst on Furlough, would, in the opinion of the Committee, be altogether delusive. Considering the high prices ruling in Europe, and especially in England, with reference not

(1000.)

only to accommodation and travelling, but to the necessary articles of food, &c., it is sufficient only to point to the rates* now allowed to Officers proceeding on Furlough to show their inadequacy for the purpose. It must not, moreover, be forgotten, that the necessary expenses of living in India, especially at and near the Presidency Towns, where a large number of Officers holding the better Staff appointments have to reside, render it impossible for the married Officer, even in the course of several years, to lay by, as he formerly could, a sum sufficient to enable him to defray the necessary expenses of a Furlough. It seems to the Committee to be beside the question to assert that the rates now allowed are identical with those drawn by Officers of the British Army who visit Europe from India. As a rule, Officers of the Indian Army have no means of their own; they make service in India the profession of a life-time; they look forward to a career extending generally over 30 years; for two-thirds of their service they are rarely able to save money; they cannot, therefore, go home with the prospect of drawing only the English pay of their rank. But with an Officer of the British Army it is different. He often possesses some means of his own; he comes out but for ten years at most; if he dislikes the country, he is generally able to exchange into a Regiment in another quarter of the Globe; he can obtain leave to England whenever the Military authorities see fit to grant it; it is open to him often likewise to be allowed to do duty with the depôt of his Regiment in England, where he obtains advantages equivalent to a large increase of pay. The reasons which require that sufficient provision be made for the maintenance of an Indian Officer on Furlough in England do not, therefore, apply to him. Should he fall sick, his passage is paid under the new Passage Warrant. He is, in fact, on a footing entirely different. The argument, therefore, based on the assumption that the Officer of the British Army draws only British pay in England is incorrect in point of fact, and certainly does not appear to the Committee to constitute a valid argument for restricting the Officer of the Indian Army to that amount. It has already been shown that such a restriction now acts as a bar, almost prohibitive, to his taking Furlough.

Rates of Furlough Pay now prevailing.

	£	s.	d.	
Lieutenant	118	14	1½	p. an.
Captain	191	15	1½	"
Major	292	4	0	"
Lieut.-Col.	362	2	0	"
Colonel	438	5	0	"

41. The necessity, then, of the retention by an Officer of his appointment, and of providing for his maintenance whilst on Furlough being, in the opinion of the Committee, clearly proved, it remains to consider in what manner the former privilege should be restricted within reasonable limits, and to what extent provision should be made for the latter. The Committee have attempted a solution of these questions in the 1st Chapter of the Revised Military Furlough Rules.

42. In the first place, to prevent an excessive absence of Officers on Furlough,—which, however, the Committee are far from anticipating, as the inability to reckon more than a limited period as service for pension has acted, and must ever act, as a great check on unnecessary absence,—it is proposed to fix an absolute limit to the total leave of absence from India granted to such Officer (Rule XVI). This limit, after mature consideration, the Committee have fixed at eight years. They do not anticipate that the full period will be taken by Officers, unless under most exceptional circumstances, and in rare instances of ill-health; but, considering that an Officer must anticipate the passing of from 30 to 40 years in India, they think it fair to provide for the cases of some who, towards the end of their career, may be forced by sickness to seek a change of climate; of others, likewise, who have lost their health in consequence, in a great degree, of service in unhealthy localities. They consider the limit adopted the more reasonable, inasmuch as, under existing Rules, the power of an Officer to proceed to Europe, retaining his Staff appointment, is checked only by the necessity of obtaining a Medical Certificate after every three years' service. Still further to restrict the abuse of the privilege above referred to, the Committee have framed a Rule (Rule XIV.) by which an Officer, when entitled to his Furlough on Private Affairs, will be compelled to take it, instead of Furlough on Medical Certificate, even though his health may necessitate his leaving India. The effect of this Rule will be practically to limit the absence of Officers on Medical Certificate to those whose health forces them to leave the country, whilst, combined with the limitation of eight years, it will restrict the advantages which a sickly Officer now enjoys over his more robust comrade.

43. In contrasting these Rules with those recommended for the Civil Service,

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the Committee would remark that, whilst it has been their endeavour to assimilate as much as possible the conditions regulating the Leave Rules of the two Services, there have been points of difference connected with the nature and requirements of both, which it has been absolutely necessary to recognize to a greater or a less degree. There are thus some points in which the Civil Service Rules are more favourable than the Military, others in which the Military are more advantageous than the Civil. The members of the Civil Service, for instance, have been allowed two years' absence after eight years' Residence, and an additional year after intervals of four years' Residence, while in the case of the Military the first period corresponds, but the intervals are extended to six years. On the other hand, a Civil Servant is restricted to six years' Leave of Absence in his entire service, whilst eight years are proposed as the limit for a Military Officer. The Leave of Absence on Medical Certificate of a Military Officer does not restrict his power of applying for Furlough after having served certain specified periods; whilst in the case of the Civilian such Leave is regarded as Furlough in anticipation. Again, the Civilian is allowed pay and retention of appointment for three years, whilst the absence of the Military Officer is, except on Medical Certificate, limited to two years. These differences meet the differing circumstances and requirements of the respective Services. On the one hand, it may be affirmed that the different intervals of six and four years are natural, because Officers in the Army come out to India at a much younger age than Civil Servants, and their service extends over a longer period; on the other, that the continuation to Military Officers of the immemorial privilege of regarding absence on Sick Certificate as in no way infringing on their rights to Furlough is desirable, not less on account of the nature of their profession, than of the climatic changes to which they are exposed. The requisitions of discipline, again, are such as to discourage a longer absence on Private Affairs, than two years at one period; whilst no such restriction is required for the Civilian.

44. On the question of the limitation of the total leave of absence out of India of an Officer, the Committee desire to remark that restriction of any sort with respect to Leave on Medical Certificate has hitherto been unknown in the Indian Army. Officers holding Staff appointments are, under the Rules of 1854, allowed Leave on Medical Certificate, with retention of appointment, as often as they may require it, provided an interval of three years must elapse between each Leave of Absence. It is a strong argument in favour of the relaxations proposed by the Committee in the Furlough on Private Affairs, that whilst the existing Rules for Leave to Europe on Medical Certificate allow of an Officer proceeding to Europe so frequently, retaining his appointment, and drawing liberal allowances, the percentage of Absentees is yet moderate. The Committee, nevertheless, are of opinion that it is desirable, when placing on the same footing as regards allowances two kinds of leave hitherto so distinct, to fix a maximum of leave, carrying pay. The proposed term of eight years includes five years on Private Affairs, thus leaving a margin for three years on Medical Certificate. It will be for the Government to deal specially with cases in which an Officer who, having exhausted this entire term, should still require Leave of Absence.

45. Having thus guarded the interests of Government, the Committee feel no hesitation in proposing that the period of absence on Furlough be extended from four years to five. Under existing Rules, Officers are allowed four years in twenty-four, and this limit is retained in the proposed Rules.

The main difference between the existing conditions and those proposed is this:—that, under the latter, the first leave of two years may be taken after eight years' service instead of after ten, and that the second period of two years may be divided by an Officer into two parts, for one of which he may be eligible six years after his return from his first Furlough. A fifth year has been added, partly to enable an Officer who may have forestalled all his Furlough during the first twenty-four years of his service to visit Europe afterwards, partly to compensate him for the restrictions now proposed on his total absence from India. With a view to enable an Officer to proceed to Europe, when necessary, for a short period, or to return suddenly to India, should he feel so inclined, without prejudice to his Furlough, the Committee have carried this principle further, by permitting (Rule X.) an Officer to take his Furlough by instalments.

46. The Committee have restricted the period for which an Officer can draw pay, and retain his appointment during absence in England, to two years on Private Affairs and three years on Medical Certificate (Rules VII. and XIII.) Under the Rules of 1854, an Officer on Furlough, whether on Private Affairs or Medical

Certificate, can draw pay for a total period of three years; and, during Furlough on Medical Certificate, he can retain his appointment for twenty months. The alteration suggested by the Committee is but a necessary consequence of the adaptation of the Rules to the present conditions of Indian Military Service.

47. The Committee have fixed the minimum period of residence between two Furloughs, with retention of appointment, at three years. (Rules VIII. and XV.) This is the period required, under existing Rules, to elapse between return from leave to Europe, and the proceeding to Europe on Leave of Absence on Medical Certificate, with retention of appointment. The Rule requiring a period of six years to elapse between return from leave to Europe and departure for Europe, on Furlough on Private Affairs, has been so far modified, that the Officer, who may have delayed taking his first or other Furlough for some years after he had become entitled thereto, is allowed the full benefit of his service in India, restricted only by the necessity of serving at least three years in India between his return from his last Furlough and the taking of another. This modification the Committee regard as absolutely essential, inasmuch as the existing Rule has pressed most hardly upon Officers who, from poverty or other causes, have delayed taking their Furlough for many years, and who, suddenly ordered to Europe on Sick Certificate, have, on their return from leave, passed not in enjoyment or recreation, but in endeavouring to recover their health, been necessitated to spend six more years, in addition, perhaps, to the twenty or thirty previously passed in India, before they can obtain the boon which, in the Furlough Rules of 1854, is ostensibly offered to each Officer after a service of ten years. Even under the improved Rule now submitted, the Committee believe that many Officers will still be obliged to refrain from taking Furlough till long after they have become entitled to it.

48. With the existing Rule, which permits an Officer to proceed to Europe on urgent Private Affairs for six months, capable of being increased to twelve, without pay, when he is not eligible for ordinary Furlough, or with the conditions attaching thereto, the Committee have not interfered (Rule XI). The Rule has worked well, and has not been abused.

49. Similarly, the existing Rules regarding the date of reckoning Furlough (Rule XVII.), and leave preparatory to Furlough (Rule XVIII.), have not been interfered with, except, so far as the latter instance, as to lay down a fixed period, not ordinarily to exceed 30 days,* as the limit of the Preparatory Leave. In the present day, when so many facilities exist to enable Officers to proceed to Europe *viâ* Bombay, even when they may be stationed near Calcutta, this limit will not be deemed excessive. It is certainly far more simple than a sliding scale. The Rule, in the Military Department, which subjects all Officers proceeding on General Leave to the loss of a moiety of their Staff salary, will preserve it from being abused.

50. This would appear the proper place, regard being had only to the order preserved in the Rules, for considering the financial effect of the proposed changes. As this, however, is a question which, the Committee think, would be more advantageously considered separately, they proceed, in the first place, to allude very briefly to the Rules proposed in the Second and Third Chapters.

51. In the existing Regulations regarding six months' leave on Private Affairs in India (Rule XXV.) leave for one year, capable of being extended to two years, and on Medical Certificate in India (Rule XXVI.), and short leave for three months to be proposed. These Rules have worked satisfactorily. They tend greatly, it may be observed, to the health and efficiency of the Officers of the Army and to the popularity of the Indian Service, whilst the Authorities can at any time restrict their application as they may deem necessary.

52. Nor for a similar reason has any alteration been supposed in the existing Rules regarding Privilege Leave (Rules XXVIII., XXIX., XXX., XXXI., and XXXII.).

53. These Rules have been framed by the Committee with special reference to the Officers of the purely Indian Army, including the Royal (late Indian) Engineers, but they strongly recommend to the consideration of Government the circumstances of Officers of the Royal (late Indian) Artillery who have been seconded, as well as of those whose Brigades may be serving in India.

* *Note.*—To Officers located at stations as distant as Peshawur, Kohat, Burma, &c., this period may be extended at the discretion of the Government or the Commander-in-Chief.

54. The subsidiary Rule (Rule XXXIII.) by which Officers of the Indian Military and Medical Services are required to notify their intention to accept these Rules, or to adhere to those now existing, on the first occasion of their taking Furlough, after the publication of the Order containing the revised Rules, is identical in spirit with the Regulation on that head contained in the New Furlough Rules of 1854. The Committee observe that Lieutenant-Colonel Johnson proposes that all Officers should be called upon to make their decision within a given period. There may be convenience in such a course, but they can be but small; and as the interests of Officers would benefit by being allowed to postpone a final decision till such decision may be imperative, the Committee have adhered to the precedent of 1854.

55. The Committee now proceed to remark upon the financial aspect of the new scheme. And here, it may be premised, that inasmuch as, under existing Rules, eighty-three per cent. of Officers who visit Europe proceed thither on Medical Certificate, any comparison that may be made between the existing rates and those herein proposed ought, to be practical, to be based on the assumption that leave to Europe on Medical Certificate is the only leave to Europe of which Officers, as a rule, can now avail themselves, Furlough on Private Affairs constituting an exceptional opening, to be rarely taken advantage of, and then only by those to whom exceptional circumstances have made it possible.

56. The Committee have already observed (paragraph 41) that they had, in Chapter I. of the Rules, laid down the principles on which Furlough Allowances should be granted to Military Officers, but that they reserved their remarks on the particular Rule (Rule V.) until they should proceed to point out the financial results of the new scheme. The rates of pay they now recommend,—although at first sight, and if compared with the utterly inadequate, indeed practically prohibitory, existing rates, they may appear high,—will not, they believe, be deemed excessive if due weight be given to the considerations urged in paragraph 40. The Committee have carefully considered and fully discussed this question, and they are strongly of opinion that the proposed rates should be given, even if the whole expense of the measure were to fall upon the State. This, however, will never be the case; for they have proposed a scheme (Rule XXII.) whereby, even in the case of Staff Officers, all extra expense will be avoided; whilst, with reference to unemployed Officers—at present a large body—the gain accruing to Government will equal one half of their allowances. But they are still anxious it should be clearly understood that they deem their proposal in Rule V. necessary and just, quite irrespective of any plan for meeting the expense which that proposal may involve. Turning now to the Rules referred to, it will be seen that Rule V. provides that an Officer shall receive 50 per cent. of the aggregate amount of his pay and Staff salary, or of his consolidated pay, during Furlough, subject to a maximum of £1,500 a year, and a minimum of £200; and Rule XXII. that the Officer, acting in the appointment temporarily vacated by the Absentee, shall be restricted for the entire period of such acting to the half Staff salary of the acting appointment, *plus* the half Staff salary of his own appointment, if he possess one, and the pay of his rank. In cases where the aggregate of two half Staff salaries does not amount to Rupees 100 per measem, the Acting Officer will draw full salary up to that limit. The Committee propose to show, as briefly as may be, how this arrangement would work financially, illustrating their remarks by such examples as may tend to render them clear.

57. Under existing Rules, an Officer, who may proceed to Europe on Furlough, on Medical Certificate, costs the State his Indian pay for six months, *plus* his English pay for fourteen. That is to say, such pay represents the expense caused to the State by an Officer proceeding on Furlough on Medical Certificate: it shows, in fact, the cost which the State has declared its readiness to pay to enable its Officers to avail themselves of this necessary privilege. The Committee propose to show, by an example, the amount of such cost. For the convenience of com-

parison with the Rules of 1854, the Committee suppose that the Officer's leave of 20 months is extended to two years.

Lieutenant-Colonel A. (Staff Corps), Commanding a Corps of Infantry, proceeds to Europe on Medical Certificate for 20 months, extended afterwards to two years.

	Rs.	As.	P.
He draws for the first six months—			
Indian Pay - - - 827-14-0×6=	4,967	4	0
Half Staff - - - $\frac{600}{2}$×6=	1,800	0	0
English pay for the next 18 months, at £1 per diem - - - -	5,475	0	0

Now the first and third of these items represent the cost paid by the State to enable a Lieutenant-Colonel to proceed to and live in England; the second item does not fall as a charge on the State, because it is taken from the Staff salary of the acting Officer.

	Rs.	As.	P.
*Indian Pay -	4,967	4	0
English „ -	5,475	0	0
Total -	10,442	4	0

It is thus clear that, under the Rules of 1854 the State is ready to contribute Rupees 10,442-4* to enable a Lieutenant-Colonel, whatever may be his appointment, or even if he have no appointment, to take Furlough on Medical Certificate.

Under the Rules now proposed, the Lieutenant-Colonel Commanding an Infantry Corps would draw—

Rs. As. P.

$\frac{1,027\text{-}14\text{-}0}{2}$ = 713 15 0 { per mensem for two years, or an aggregate amount of Rs. 17,134-8-0.

But under Rule XXII. the acting Officer would draw, for two years, *only* the half Staff salary of the Absentee's appointment. To show, therefore, the amount debitable to the State, it will be necessary to deduct from that aggregate sum the half Staff salary thus saved. The account will then stand thus:—

	Rs.	As.	P.
Total amount drawn by the Absentee Lieutenant-Colonel - - - - - -	17,134	8	0
Deduct—Amount saved to the State by the half Staff salary remaining undrawn $\frac{600}{2}$ × 24 = -	7,200	0	0
Balance, showing the expense borne by the State -	9,934	8	0

But under the existing Rules the State contributes Rupees 10,442-4-0. The proposed arrangement will, therefore, effect a saving of Rupees 507-12-0.

58. The instance cited by the Committee represents the case of an Officer drawing a Staff salary rather above the mean, and often, therefore, a comparison favourable to the State rather than to the Officer. For it is obvious that, whilst, under existing Rules, the cost to the State is fixed and undeviating, depending solely on the rank of the Absentee, it is affected, under the proposed Rules, by the salary of the Staff appointment of the absent Officer. It may indeed be safely stated that no loss will accrue to Government by this scheme, for, with the very high salaries, the maximum laid down in Rule V. would always act as a preventive, whilst in the lower Staff salaries there will almost inevitably be a gain. If, in the case of some few salaries, the State were to be a loser, the loss would be more than covered by the greater gain in the majority of Furloughs that would be taken.

59. To illustrate their meaning more clearly the Committee proceed to bring under notice the cases of a Lieutenant-Colonel, Judge Advocate General, drawing a high consolidated salary; and of a Lieutenant, Adjutant of an Infantry Regiment, drawing pay in addition to a small Staff salary; the leave of both being extended, for purposes of comparison, to two years.

The Judge Advocate General would cost the State, under the present Rules, his Indian pay for six months, and his English pay for eighteen months, or a total of Rupees 10,442-4-0.

Under the revised Rules he would draw the maximum salary allotted to any Officer, £1,200 per annum, or for two years Rupees 24,000.

From this sum would have to be deducted the saving effected by Government in the salary of the acting Officer, or half the difference between Rupees 827-14-0, the pay of the Judge Advocate General, as Lieutenant-Colonel, and his consolidated salary of Rupees 2,400. The calculation runs thus:—

	Rs.	As.	P.		Rs.	As.	P.
2,400-0-0 — 827	14	0	=		1,572	2	0
$\frac{1,572\text{-}0\text{-}0}{2}$ = 786	1	0	× 24 =		18,865	8	0

the sum saved by the State in half Staff salary.

Deduct from Rupees 24,000 this sum, and the balance, Rupees 5,134-8-0, shows a saving to the State, in comparison with the cost, under the Rules of 1854, of Rupees 5,307-12-0.

The Committee now proceed to the second case, that of the Lieutenant, Adjutant of an Infantry Regiment. Under existing Rules that Officer would cost the State his Indian pay as Lieutenant for six months, or Rupees 1,354-8-0, *plus* his English pay in the same rank for eighteen months, or Rupees 1,780-8-0, a total of Rupees 3,135.

Under the proposed Rules he would draw—

Rs. As. P.

Rs. $\frac{425\text{-}12\text{-}0}{2}$ × 24 = 5,109 0 0

From this sum would have to be deducted the saving accruing to Government from his half Staff salary for two years, or Rupees 2,400.

The balance, Rupees 2,709, shows a saving to the State, in comparison with the cost, under the Rules of 1854, of Rupees 426.

60. It is thus clear to the Committee that the alteration proposed by them would certainly not increase the present cost to the Government of Furloughs. They now propose to consider how it would affect the Officers to half Staff salaries for two years. And here they admit the possibility that the proposal might not at first sight be favourably received. They are convinced, however, that the scheme has only to be carefully examined to be approved of by those who would come under its operation. The principle, in the first place, is not new. By it General Leave of Absence in India is now regulated; it formed likewise the basis of the leave granted to Officers for two years to the Cape and Australia, and largely takes advantage of by them before the introduction of the Furlough Rules of 1854.

But the Committee believe that the fact of the principle being just and even in its operation will especially commend it to the Officers of the Army. It is a leading feature of this principle that, to ensure a fair Furlough to all Officers, the sacrifice of an inconsiderable portion of the acting allowances now enjoyed shall be required. The sacrifice does not affect substantive salaries; it touches only the extra allowances, which would not be available, but for the fact of Furlough being really open; and as all Officers will have, in turn, the advantage of the higher Furlough pay, the loss even of a portion of those extra allowances will, sooner or later, be made up. The sacrifice, then, does not appear to the Committee to be of itself of such a nature as to entail any real hardship or grievance. The scheme contemplates, in effect, merely a redistribution of emoluments; it operates by spreading over a wider surface the sums which had been allotted to a few, and may thus be regarded, emphatically, as a measure for the benefit of the Officers as a body.

61. In another point of view it is not less to their interests. The term of duration of an acting appointment is increased from twenty months to two and three years. An Officer, then, acting for another absent on Furlough, will not receive, in the aggregate, very much less than he would draw, under the existing Rules, for the 20 months, extended to two years, authorized by them. What, too, is of even more importance,—the Military spirit of Officers will be stimulated by the greater number of commands and of other high appointments, available for a period embracing certainly two years, and capable, under certain circumstances, of being extended to three years.

62. To show exactly how Regimental Officers of the Army would be pecuniarily affected by the scheme, the Committee append a Table indicating the total

amounts that would now be drawn by each Officer of an Infantry Regiment the Commanding Officer of which should proceed to England on Medical Certificate for 20 months, and the total amounts that would accrue to each during two years. It is presumed that the Regiment is commanded by a Lieutenant-Colonel, who has as 2nd in Command a Major, with a Captain as Wing Officer, a Captain as Adjutant, and three Subalterns as Quarter Master and Wing Subalterns respectively. The calculation runs thus:—

Under present arrangements the Lieutenant-Colonel, Commandant, proceeding on Furlough on Medical Certificate, would draw for the first six months his pay and half Staff salary as Commandant; for the remaining fourteen months, English pay only. The others would draw—

	For first Six Months.			For remaining Fourteen.			Grand Total.
	For mensem.			For mensem.			
	Pay.	Half Staff.	Total.	Pay.	Half Staff.	Total.	
	Rs. As. P.	Rs.	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.
Major, 2nd in Command, Acting Commandant	333 14 0	200 + 133 = 333	6,833 8 0	640 14 0	666 0 0	17,374 8 0	24,207 8 0
Captain, Wing Officer, Acting 2nd in Command	274 1 6	133 + 133 = 266	5,744 2 6	274 1 6	470 0 0	8,262 2 6	14,706 14 0
Captain, Adjutant, Acting Wing Officer	274 1 6	133 + 133 = 266	5,744 2 6	274 1 6	666 0 0	8,467 2 6	14,211 14 0
Lieutenant, Quarter-master, Acting Adjutant	233 12 0	73 + 100 = 173	3,618 4 0	233 12 0	333 0 0	5,554 4 0	9,172 8 0
Lieutenant, 1st Wing Subaltern, acting as Quarter-master	233 12 0	33 + 73 = 130	3,194 8 0	233 12 0	150 0 0	3,994 8 0	7,189 1 0
Lieutenant, 2nd Wing Subaltern, acting as 1st Wing Subaltern	233 12 0	33 + 33 = 100	2,834 8 0	233 12 0	150 0 0	4,994 8 0	7,829 1 0

N.B.—The senior Officer is, as a rule, supposed to act for a 2nd Wing Subaltern, himself acting as 1st.

To make the comparison complete, there should be added to the total amount drawn by each Officer the pay and Staff allowances of his own appointment for the four months subsequent to the return of the Absentee, thus bringing the total period up to two years:—

	Amount drawn in six months while acting.	Annuity of Pay and Salary of substantive Appointment for Four Months.	Total.	Average per mensem.
	Rs. As. P.	Rs. As. P.	Rs. As. P.	Rs. As. P.
Acting Commandant - -	23,937 8 0	+ 3,643 8 0 =	27,871 0 0	1,394 10 0
„ 2nd in Command - -	12,781 14 0	+ 2,156 0 0 =	14,177 8 0	709 0 0
„ Wing Officer - -	11,391 14 0	+ 2,156 0 0 =	13,548 0 0	677 8 0
„ Adjutant - - -	8,361 0 0	+ 1,823 0 0 =	10,184 0 0	509 4 0
„ Quarter Master - -	7,361 0 0	+ 1,823 0 0 =	9,184 0 0	459 4 0
„ 1st Wing Subaltern -	6,111 0 0	+ 1,823 0 0 =	7,934 0 0	396 12 0

Under the proposed arrangements, on the other hand, the same Officers would draw, for two years, as follows:—

	For mensem.						For 2 years.	Average.		
	Rs.	As.	P.		Rs.	As.	P.	Rs.	As.	P.
Major, 2nd in Command, Acting Commandant -	640	14	0	+ 625 =	1,265	14	0	31,825	0	0
Captain, Wing Officer, Acting 2nd in Command -	274	1	6	+ 333 =	624	1	6	14,979	4	0
Captain Adjutant, Acting Wing Officer - -	274	1	6	+ 333 =	599	1	6	14,962	4	0
Lieutenant, Quarter Master, Acting Adjutant - -	233	12	0	+ 175 =	408	12	0	9,813	0	0
Lieutenant, 1st Wing Subaltern, Acting Quarter Master - -	233	12	0	+ 125 =	358	12	0	8,613	0	0
Lieutenant, 2nd Wing Subaltern, acting as 1st Wing Subaltern -	233	12	0	+ 100 =	333	12	0	7,813	0	0

The above Statement clearly shows that the Officers will not appreciably suffer, even in a pecuniary point of view, from the operation of the new scheme; whilst, on the other hand, its benefits, far more widely spread, will be enjoyed by a greater number of Officers than was possible under the existing rules. Indeed, compared with the advantages it offers, the insignificant curtailment of allowances shown in the foregoing Table does not deserve serious consideration.

63. To illustrate still more clearly the truth of this argument, the Committee adduce the case of one of the higher Officers of the Staff, a Judge Advocate General, who is a Lieutenant-Colonel, and for whom the Deputy Judge Advocate General, also a Lieutenant-Colonel, is appointed to act:

Under the Rules of 1854 the Acting Officer would draw for the first six months his pay, Rupees 827-14-0, his half Staff as Deputy, Rupees 400, and the half Staff of the acting appointment, Rupees 786-1-0 per mensem, or a total of Rupees 12,083-10-0 for the six months. For the next 14 months he would receive the full salary of the appointment, Rupees 2,400 per mensem, or Rupees 33,600. For the remaining four months, reverting to his position of Deputy, he would draw Rupees 1,627-14-0 per mensem, or a total of Rupees 6,511-8-0. For the entire two years he would thus receive 12,083-10-0 + 33,600-0-0 + 6,511-8-0 = 52,195-2-0, or an average of Rupees 2,174-13-1 per mensem.

Under the proposed Rules he would draw per mensem for two years thus: 827-14-0 + 786-1-0 + 400-0-0 = Rupees 2,013-15-0, again an inappreciable difference, especially when contrasted with the countervailing advantages offered.

64. The Committee have already stated that the new scheme will not, in their opinion, entail any direct loss on the Government. They believe, on the other hand, that for some years to come, at all events, it will prove directly advantageous in a financial point of view. For, whilst Rule VI. will enable the Government to check hereafter, if necessary, the number of Absentees on Furlough, the more liberal rates of Furlough pay now proposed will afford the means and opportunity to many unemployed Officers of proceeding to Europe on terms financially advantageous to the State.

The State gains financially by every unemployed Officer who may be absent on Furlough; and at present India is overwhelmed with unemployed Officers.

65. The Committee have now, to the best of their ability, explained and elucidated the Rules to which these remarks are appended. They would wish, however, before concluding that portion of their labours connected with the revised Military Rules, to meet by anticipation a remark which may be made as to the policy of encouraging Officers in any considerable numbers to proceed so far from the country with which they are connected by ties of duty. In replying to this, they would point out that, by Rule VI., it is left in the hands of the Government to restrict or forbid Furlough to Officers in any way, or on any grounds that it may deem sufficient. Further, that, having regard to the now almost instantaneous communication by telegraph with Europe, and the weekly steam communication to be inaugurated early in the ensuing year, the services of an Officer absent in Europe can, in case of an emergency, be made available in India at least as quickly as could the services of an Officer on leave in the interior of the Himalayas.

They further beg to record their unanimous opinion that this scheme will, if adopted, prove—to borrow the expression used by Lieutenant-Colonel Johnson in his letter now before them—"the greatest boon that has ever been conferred on the Indian Military Service, and will do more to attract the best men into it than doubled salaries, coupled with expatriation, would do."

APPENDICES.

Note by Colonel H. W. Norman, C. B., and A. D. C. to the Queen, on a revision of the New Furlough Regulations.

There is a strong opinion in the Army of India that the new Furlough Regulations are unsuited to the altered circumstances of the times, and to the present organization of the Army.

This feeling finds a vent in the public Press; and it seems most desirable that, if, after deliberate consideration, alteration is required, it should be granted freely, instead of being, perhaps, given after years of agitation in the Press and in Parliament, and after much discontent, all of which are so injurious to discipline.

At the same time anything really unreasonable, or that may be detrimental to the public interests, should be steadily resisted.

Taking this view, a memorandum is submitted to show what may reasonably and properly be looked for, and it is hoped that those who deal with this subject will endeavour to consider men's feelings and the *general state of affairs as they now exist*, and not deem that what was the practice a quarter of a century ago is any guide whatever for the India of the present day.

With respect to Furlough on Sick Certificate, the present Rules seem sufficiently liberal. They admit of any Officer obtaining Sick Leave for a period not exceeding 20 months, after the shortest period of service. While on such leave, he receives for the first six months the Indian pay and allowances of his rank, and also, if he holds a staff appointment, the half staff salary of that appointment. After six months he only receives English pay of his rank; and after 20 months he forfeits his staff appointment if he has one.

He can obtain this leave whenever passed fit by the Medical Board; but if he has not been back in India for three years at least, he forfeits his appointment on again proceeding to England, and only draws English pay throughout his leave.

On the whole, there is little to complain of in these Regulations. If anything, as compared to the Rules regarding Furlough on Private Affairs, they rather encourage the sickly man and the shirking Officer, but no material alteration seems required; although, I think, it would be advisable to grant, on the occasion of the whole period of Sick Leave up to 20 months, based on a per-centage of the whole salary drawn by the Officer in India, instead of giving him, for the first six months was given throughout the whole period of Sick Leave up to 20 months, based on a per-centage perhaps, a large income, amounting sometimes to a thousand pounds for the half year, and during the subsequent period of his leave allowing him only at the rate of 121*l.* or 240*l.* per annum. A better adjustment might, I think, be conveniently made without the slightest increase of expenditure; but this is not a matter of much moment, though deserving, I think, of consideration.

It is with the Rules under which Officers obtain Furlough on Private Affairs that there is so much dissatisfaction.

By the Furlough Regulations established in 1854, an Officer can obtain two years' Furlough on Private Affairs after 10 years' actual service in India, and he can obtain a second Furlough for two years after a second service of 10 years. This is subject to the restriction that no Furlough can be taken on Private Affairs, whatever may be the length of service, unless an Officer has passed six years in India subsequent to any Sick Leave to Europe. On the other hand he can obtain a second Furlough within five years of his first Furlough, if he had served 20 years in India prior to enjoying the latter.

If on staff employ, the Officer has to serve exactly the same period prior to his first Furlough, and between the first and second; but if he is away from India *more than six months*, he forfeits his staff appointment.

During all such Furloughs on Private Affairs, the Officer receives the bare English pay of his rank, and that only, whether he holds, or does not hold, a staff appointment.

The only way in which an Officer can visit England, if not entitled to Furlough under the foregoing Rule, is by satisfying Government that he has urgent Private Affairs, when he may be allowed to visit Europe for six months; and this leave may be extended on good grounds being shown to the Secretary of State; but during the whole of such leave, no pay of any description is given; and if the Officer's absence exceeds a period of six months, he forfeits any staff appointment he may hold.

It is to be observed that all leave, sick or otherwise, whether in or out of India, is added up; and, in cases of two years out of 10, 3 out of 15, and four out of 20, is not counted in calculating the period of service entitling to pension or retirement.

The only descriptions of leave excluded from this Rule are—

1st.—The ordinary annual Privilege Leave in India.

2nd.—The short leave given to proceed to the port of embarkation preparatory to leave to Europe.

3rd.—Leave given in consequence of wounds in action or sickness contracted on actual field service, but even this is subject to limitations laid down by the Secretary of State: and where an Officer, owing to the great severity of his wounds, has required a very prolonged leave, only a portion of it has been allowed to count as service.

I will now revert to what is deemed the great grievance of the existing Regulations.

In 1854 staff employ was the exception; and a rule which now and then forced Officers back to their Regiments, and gave others a turn of staff employment, was wholesome and desirable. Officers returned to their Corps, not only if they exceeded an absence of six months on private Furlough, but also for other reasons—sometimes on account of promotion to a higher Regimental grade, sometimes because they expected to obtain a Regimental command.

It was, in many cases, no great hardship to the individual to do so, at all events the Officer had his Regiment to go to, and some sort of employment; while, as regards the State, there was no inconvenience whatever.

And when the Officer became a Regimental Field Officer, his going Home in no way debarred him, on his return after any lapse of time, from obtaining Regimental command, which, as a Lieutenant-Colonel, indeed he always obtained the instant he came back.

Now the constitution of the Army is entirely changed. Every situation in which an Officer serves is considered a staff situation, and a young Officer entering the Staff Corps enters on a staff career for life. The Officers with Regiments are all Staff Officers, and, if not actually holding a situation with a Regiment or in some Department, the Officer's career is, for the time, dead.

But the rule by which an Officer on Leave or Private Affairs to Europe can retain his appointment for more than six months remains, so that the Indian Officer of the present day is practically barred from any leave to Europe, unless his health breaks down, save six months after 15 years' service, and another six months after a second 15 years' service. Moreover, if he has had the misfortune to go Home on Sick Leave, he must wait, whatever his previous service may have been, for six years before he can obtain even this trivial boon of six months' Furlough.

I say the Officer is barred from more than this, because, practically, no Officer—actually no good Officer—likes to give up the position he has attained in a Regiment or Department; and few can afford to do so.

He may be restored to his position on return if it is vacant, or he may, on an opportunity occurring, obtain something equivalent to his former position; but he may not do so for a long time, during which he is unemployed, or doing nominal duty on bare Staff Corps pay, which is considerably less than the old rate of full batta pay for Infantry.

For instance, an Officer of 20 year's service commands a Native Regiment. He may have raised it; at all events, he may have been for many years, and take the greatest interest in it, and be a most efficient Commander of it. His family is growing up, his health is good, but it is most desirable he should go Home to settle various matters. If he cannot do this and return within six months, though he may never have had a day's leave before, he loses his command and returns to India to do general duty, until the Commander-in-Chief of the day takes compassion on him and gives him another Regiment, for he can hardly hope his old Corps will fall vacant.

So a Departmental Officer, after years, during which he has worked his way up several of the grades, finds himself cut out of the Department; the Officer who has been in Civil employ finds himself doing general garrison duty; the Officer in a special scientific appointment the same; and all this because Rules applicable in 1854 are retained in 1867.

It is not to be denied that the very valuable Officer will, perhaps, be sought for in his own line of employment on his return, but the opportunity of getting him back may be wanting and Officers feel it hard to have to run such risks.

Few will deny that the present state of these rules is very hard on the individuals affected, and that they are hardest on those Officers who, we ought to consider certainly in our respect the most valuable, those who do not get sick or imagine themselves so.

And what does the State gain by an adherence to such Rules? Nothing, that I can see, that is desirable. Officers are discontented because they cannot obtain leave on reasonable terms, and still more so if they take leave and forfeit their appointments. Government gains nothing pecuniarily by these Rules; but, on the contrary, loses by every Officer it forces out of employ. We may reckon that, as a rule, an extra Officer is reckoned for the Staff Corps.

It is to be hoped that such Rules will speedily be divergent; and, as a very moderate measure, I would suggest as follows:—

Let the Furlough Rules stand as far as to admit of only four years' Furlough during the whole period of services, but let those four years be taken, with selection of appointment, under the following limitation, and subject—as has always been the case—to there being no public exigency which requires the presence of that Officer in India:—

After seven years' actual service in India, one year's Furlough to be allowed, and the three succeeding years after every five years of service; all Sick Leave to be deducted from the necessary Furloughs as they become due, he would be on leave from the end of his seventh to that of his eighth year, from the end of the thirteenth to the end of the fourteenth, from the end of the nineteenth to the end of the twentieth, and from the end of the twenty-fifth to the end of the twenty-sixth, getting about two months at Home each time. If he preferred to take two

years after ten years' service, and a second two after twenty years, instead of taking his leave in smaller portions, I do not see why he should not be allowed to do so, retaining his appointment; but of course limited to four years in the aggregate.

I propose a first Furlough after seven, instead of after ten, years; for I think ten years is a long time to wait for one year's leave; and it must be recollected that many Officers entering the Staff Corps will have served one, two, or three years perhaps in the Army before they come to India.

The Rule by which an Officer must wait six years after Sick Leave to Europe, before he can take any private Furlough, although entitled to it by length of Indian service, bears very hardly. Under the old Rules, an Officer entitled to Furlough could take it the day after he returned to India from Sick Leave. This, perhaps, cannot now be expected; but I think Furlough might always be given, with retention of appointment, if the Officer had served the full period entitling him to it, provided he had returned from Sick Leave three years previously. The Officer who fell ill, provided he had returned from Sick Leave three years previously. The Officer who fell ill, provided he had returned from Sick Leave three years previously. The Officer who fell ill

be seen from the accompanying Statement, showing the per-centage of the number of Absentees on the total strength of the various branches of the Service, that though, as remarked by Colonel Norman, the proportion of Military Officers on Furlough is less than the proportion of Absentees on Furlough; from the Covenanted Civil Service the proportion of Absentees on Sick Leave, 4·5 of the total number of Absentees in the Military Department, is much greater.

A modification of the Rules for leave on Medical Certificate seems necessary for other reasons also; for example, there can be no reason why a Military Officer who takes Leave on Sick Certificate in India, where at best he can only patch up his broken health, should be allowed Indian pay and allowances during his absence; while if he takes leave to Europe, where his health can be probably fully restored, he should be reduced after six months to bare English pay.

Again it will be seen from the accompanying Synopsis of the principal features of the Military and Civil Rules, that there are many differences in these Rules which may, with advantage, be done away with; for instance, a Military Officer gets four years' Furlough, a Civil Servant only three. A Military Officer can get Leave on Private Affairs every six years, a Civil Servant only once in the whole course of his service. A Military Officer cannot take leave on Private Affairs out of India, a Civil Servant can. A Military Officer can take Privilege Leave for two months in the year, a Civil Servant for only one; and, lastly, what seems an obvious anomaly, a Military Officer can take leave on Private Affairs, by continuation of Privilege Leave,—but the Civil Rule on this point not being perfectly clear, a Covenanted Civil Servant is compelled to rejoin his appointment on the expiration of his Privilege Leave, though it be only for five minutes, before taking six months' Leave on Private Affairs, though the conditions attaching to the two descriptions of leave are almost the same.

For these reasons, I think it will be advisable not to press for one alteration in the Military Rules only, but to take the opportunity of urging a general revisal of all the Rules which the altered circumstances of the present day have rendered inappropriate; and, in place of the subdivision of any piecemeal arrangements to the Secretary of State, I would suggest that the whole subject of leave to all the Services in India should be considered and reported upon by a Commission, composed of representatives from all. On the receipt of Report of such a Commission, the Government might take the whole subject into consideration, and submit such proposals to the Secretary of State as would appear to be reasonable and economical.

PROPORTION OF ABSENTEES ON TOTAL STRENGTH.

	Total Strength	Number of Absentees. On Medical Certificate: On Leave	On Medical Certificate: Beyond Limit	On Medical Certificate: Total	On private Affairs beyond Limits	On Urgent Affairs	Per centage: Sick Absentees on total strength	Per centage: Absentees on P. L. on Urgent Affairs on total strength	Per centage: Total Absentees on total strength
Staff Corps, General List of Cavalry and Infantry, and Officers under the new condition	1,270	33	393	426	113	733	3·3	·8	4·1
Royal Artillery	690								
Less—On duty in England	61								
	629	4	60	64	24	85	1·0	·7	1·7
Royal Engineers	307								
Less—On duty in England	3								
	304	—	37	37	13	27	1·1	·4	1·5
Civil Service	995	—	45	45	10	177	·4	1·5	1·9
Medical Service	692	6	124	130	18	148	1·0	·4	1·4

N.B.—This Statement was prepared last year from Army and Civil Service Lists corrected to 30th June 1868.

I do not think much can be deduced from this as it now stands. The strength of those only who are entitled to Furlough should be given; the Royal Artillery are not under Indian Furlough Rules.

SUMMARY DIFFERENCES BETWEEN MILITARY AND CIVIL RULES.

Military.	*Civil.*
Furlough.—Four years in the aggregate, *i.e.*, two years after first ten years' service, and two years more after another ten years.	For three years in the aggregate, *i.e.*, at one time after ten years or in two instalments after 12 and 18 years, or in three instalments after 7, 14, and 19 years.
Leave on Private Affairs.—Six months every six years within "Indian Limits" with pay, six months at any time out of India without pay.	Six months in or out of India on half-pay, once during the whole course of service.
Leave on Medical Certificate.—Three years continuously, or after as the requisite certificate can be produced.	Three years in the aggregate, in not more than two instalments, and for not more than two years at one time.
Privilege Leave.—In India only, for two months in each year, which lapses if not taken within the calendar year.	One month in each year which may be accumulated up to three months.

MINUTE BY MR. E. C. BAYLEY.

COLONEL NORMAN'S proposals as regards the Furlough Rules for Military men, I understand, to be substantially as follows:

He would allow an officer to have four years' Furlough during his period of service; that is to say, he would allow a year's Furlough after seven years' actual Residence in India, or two years after 10 years' Residence; or a second Furlough of one year (if the first be taken after seven years) after five years more Residence; a third year after five more years of Residence; and a fourth year after another five years' Residence, allowing him to retain his appointment for any period not exceeding two years.†

He would also allow a Furlough to be taken three years after return from sick Leave, instead of as at present only after six years.

5. It is asked, as I understand, what changes would be necessitated in the Civil and Ecclesiastical Service Furlough Rules if these modifications are accorded to the Military Service.

6. For the present, putting aside the Ecclesiastical Service, the first point which needs notice would be the effect of these rules in the Non-Regulation Provinces, where Military Officers hold civil employ on the same footing as Civil Officers, both Covenanted and Uncovenanted.

4. Under present Rules, a Covenanted Civil Officer, going to England on Furlough, forfeits his appointment. Under the proposed Rules, a Military Officer would not do so; at present he does if away more than six months, but not otherwise.

5. An Uncovenanted Officer is allowed to retain his appointment during Furlough by existing Rules, but he can only take two years' leave in all: one year's after 10, and a second year after 14 years' service.

6. The practical result is that a Military Officer rarely goes on Furlough at all; an Uncovenanted Officer not frequently; and in the older Regulation Provinces the Covenanted Civil Officers are gradually being excluded from the bulk of the higher offices, and fill only the lower offices of the Commissions.

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* I do not quite understand Colonel Norman's proposed here. Does he intend that a man taking a year's Furlough, say after nine years' Residence, should serve five years or three years after his return before becoming entitled to a second year's Furlough?

† I do not exactly see why the retention should be limited to *two* years. Absence for three years really counts as Government no more inconvenient than absence for two, perhaps indeed less; because a locum tenens for three years certain would be, to all intents and purposes, nearly as good a position as leave cases for three years would be, to all intents and purposes, nearly as good a position a locum tenens for three years certain would be, to all intents and purposes, Military and Civil, a man to run permanently parallel; taking, indeed, the average of both Services, Military and Civil, a man rarely holds the same appointment for more than three or four years.—E. C. B.

Yes.—J. L.

7. It seems, therefore, only politic, as well as just, to place all classes as nearly as possible on the same footing.

Of course.—J. L.

8. But, then the question arises if, as seems certain, some alteration should be on the side of liberality, how far the limit should extend? It is clear that no limit in respect to Furloughs can fairly be extended to Covenanted Civilians serving in the Non-Regulation Provinces which can be withheld from others. In fact, most Covenanted Civilians pass their service partially in Regulation, partially in Non-Regulation, Provinces.

Yes.—J. L.

9. Whatever boon is allowed to Covenanted Civilians should be allowed to the whole body.

We doubt.—J. L.

10. As to Uncovenanted Officers, the extension need not be so wide; indeed the Uncovenanted Service is gradually dividing itself by the force of circumstances into two classes, those who are employed in offices indifferently held by Covenanted and Military Officers, and others equivalent to them, and those employed in a subordinate class of appointments. It seems a mistake to make one set of *Leave* and Furlough Rules apply indifferently to both classes, especially as the preponderance of Europeans in the former, and of Natives in the latter, materially affect the working of the Rules.

Yes.—J. L.

11. To the Uncovenanted Service of the upper class might fairly be extended the same Rules as to Furlough, which it is proposed to give to the Covenanted Civil Service.

I would include Extra Assistants. J. L.

12. It is not necessary to indicate the exact extent of the proposed division of Uncovenanted Civil Officers, but the upper class might contain all Civil Officers above the rank of Extra Assistant, the corresponding ranks of the Financial and Public Works Departments, the graded classes of the Educational Service in Bengal, and corresponding appointments elsewhere, Pensioners (except Kine and Asst. Masters, &c. &c.

Yes.—J. L.

13. This being the extent to which it seems necessary to extend the privilege of more liberal Furlough Rules, I have no objection to make to the division of the periods * proposed by Colonel Norman, which are I think fair; but I confess I see no object in limiting the duration of Furlough with examination of appointment to two years, as even these, if the applicant is entitled by length of service to more.

I would have no conditions of the kind. J. L.

14. A Covenanted Civil Officer or Uncovenanted Officer in judicial appointments might, perhaps, be allowed to take three years' Furlough at once after 12 years' service. The main reason being to permit those who wish it to attend the Inns of Court, and to be called to the Bar; or this privilege might be accorded only to those who make such use of it, and who obtain a Certificate from the Benchers of those Inns, or other legal authority, that they are *bond fide* studying law. Of course, in such a case, 12 years' subsequent Residence would be required to qualify for a fourth year's Furlough.

15. As a matter of fact, however, I believe that more than two years' Furlough would rarely be taken, save to study for the Bar, or when sickness rendered it expedient; and in such a case the gain would be so great to the Public Service as to the individual.

16. It remains to consider the question of expense.

If under 15 years standing only 250*l.*, I fancy. J. L.

17. At present if a Military Officer goes on Furlough, he draws nothing but his English pay, and forfeits his appointment, to which another Officer is appointed on *full pay*. A Covenanted Civil Officer draws indifferently, whatever his standing, 1000 a year, and his appointment is also filled up by another man *on full pay*.

* An Uncovenanted Officer, who has served in other Uncovenanted appointments, should be, perhaps, allowed to count his service in the lower appointments held by him previous thereto to fill up his 5 Furlough for one year on the Rules of the upper class till he had served at least four years in an appointment of that class, or a second till he had served at least four years in an appointment of that class, or a second till he had served at least seven years, or a third period till he had served 10 years, or a fourth till he had served 12 years in such an appointment.—E. C. B.

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14. An Uncovenanted Officer of the higher grade draws *half pay* up to a maximum of 500*l.* a year, but his appointment is only filled up by an Acting Officer, who draws at most *half pay*.

15. There is one exception in the higher grades of the Financial Department, in which the *Leave rules* of the Officer draws *full pay* while acting for him.

16. It seems unbearable to extend the exception which this obtains in the Financial Department: for if this be done, there will be two classes of acting appointments,—one on full pay, when the permanent office-holder is on Furlough; and one on the ordinary allowances, when he is absent on Leave on Private Affairs or on Sick Leave.

17. This would be found in practice, I believe, to work very ill, and the choice seems to lie between an entire and liberal revision of the Rules of acting allowances, or the application of the existing Rules as to those, to acting vacancies caused by the absence of Officers on Furlough retaining their appointments.

I would go on the principle of as few rules as may be.—J. L.

18. But if the existing Rules are universally applied to the *Uncovenanted Civil* Service, then their result of allowing the Officers to retain their appointments, while on Furlough, would be a very considerable financial gain to Government, a gain represented by the difference between the acting *a* gain represented by the difference between the acting allowances of Officers acting for Absentees, and the *full* salaries of the appointments.

19. On the other hand, such an application of the Rules would seriously reduce the general emoluments of the Service; and, if not counter-balanced by some boon, would produce much, and not unjust, discontent, especially among the junior branches of the Service, who are certainly the *not too highly paid*, and who would suffer mainly by the ruling.

I would give the Acting Officer all which the Absentee did not get. J. L.

20. It would seem fair, therefore, either that the acting allowance should be generally liberally revised, or that some extra allowance should be granted to Absentees on Furlough.

21. I incline individually to think the latter the preferable course.

This would press a serious expense; all Officers in India would have to be allowed it.—J. L.

22. Practically, the expense of Furlough is so great, that to allow *any* extension of the Furlough Rules without more to allow *any* extension of the Furlough Rules without more liberal allowances would merely tantalise the services with a *show of empty liberality*.

23. To allow a Military Officer to go on Furlough holding his appointment, but merely on English pay, will, I believe, result in the acceptance of the boon only by a very minute per-centage of those nominally entitled to it, except when they have virtually resolved to retire, and when their intention is only to retain a hold on their appointments in case circumstances may induce them to change their minds.

I agree, — only I would have one class not exceeding and beyond — 250
Then up to 5 years' service, not exceeding — 250
10 " — 500
15 " — 750
20 " — 1,000

23. It would, I believe, really entail but little expense, if *Indian* pay were allowed to Military Officers on Furlough. If necessary, the expense might be strictly limited, as it is in the Civil Service, by allowing only a per-centage from each to be at Home at once.

Pendlebury to be at Home at once.

24. Similarly to the Civil Service, whether Covenanted or the upper Uncovenanted, I would allow 33 per cent. of their allowance, excluding personal and special allowances, provided that the sum so allowed did not fall below 800*l.*, and did not exceed 1,200*l.* per annum.*

25. The existing Rules, as to a limited number of Absentees, should also be retained. The present limit of ten per cent. seems fair both for Covenanted and Uncovenanted Officers.

* The per-centage would be less than that now allowed to Uncovenanted Officers, but they would gain greatly otherwise.—E. C. B.

This would never do.—J. L.

31. As regards promotion, the retention of officers by Absentees on Furlough would at first to some extent check promotion in the lower branches of the Covenanted Civil Service, but this evil would be partially counterbalanced by the subsequent advantages gained when going on Furlough; and eventually would be, I believe, but little felt.* At first there would be a good deal of difficulty, as the men now on Furlough would gradually return, and the number of vacancies for employing them would greatly be reduced. It might be got over, however, by giving to such Officers as they return the full pay of the appointment they left when going on Furlough, and filling up vacancies alternately by appointing an officer returned from Furlough and by promotion from below.

32. As regards the Ecclesiastical Service, the Rules are tolerably liberal in respect to the periods of Furlough already: three years' Furlough is allowed after 10 years' service, or one year or two years after seven years, with a second Furlough if the balance left unspent, after eight years' or ten years' more service in India, accordingly as the Chaplain was appointed before or after the 11th December 1856.

33. Perhaps this period might be reduced to five years if the first Furlough was taken after 10, and to 7 years if taken after five years' service.

This question is raised.—J. L.

34. There are but few cases in which the question of retention of appointment could arise. Chaplains, even while in India, are allowed no right of remaining, even for a given time, in any one station, and it would be very inconvenient to allow it.

Yes.—J. L.

35. The only question would be as to Archdeacons' appointments; these are of the nature, however, rather of ecclesiastical headlines, and are, in practice, I believe, retained on Furlough even now, but give no increased allowance to the Absentee. As to Furlough pay, the Chaplains' allowances are certainly low; but there can be no analogy to that of Military Officers; in fact their Furlough pay is that of a Captain of Infantry, and any increase allowed to that class should apply to Chaplains also.

36. This seems all that is necessary to notice in Colonel Norman's Memorandum, except perhaps the closing note as to Privilege Leave.

37. The recent restrictions as to Privilege Leave, and to six months' leave on Private Affairs, have, so far as my knowledge extends, been received with much discontent throughout the Civil Service; indeed, as regards the restriction of six months' leave to one occasion during service, it has been felt as a positive breach of faith, that indulgence having been understood as given in lieu of the restrictions placed upon the liberal leaves formerly enjoyed within Indian limits.

But this I would not allow.—J. L.

38. Now there there seems any good reason, when an officer is compelled to apply for six months' leave to Europe, being at the time entitled to Privilege Leave, why he should be compelled to forfeit the latter, when if he had just returned from Privilege Leave, he might still obtain six months' leave to Europe.

39. As a matter of fact, such a case has happened within my knowledge, and there seems to good reason why an Officer so situated should not be allowed to take both leaves together.

E. C. BAYLEY.

* If the promotion of A. is now accelerated when B. his senior goes on Furlough, it is proportionally checked when B. comes back from Furlough and takes up a vacancy which would otherwise have benefited A.—E. C. B.

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MINUTE by HIS EXCELLENCY the GOVERNOR GENERAL,—Dated the 21st October 1867.

I propose to appoint a Committee of the Officers noted on the margin to consider existing Leave Rules as they apply to all branches of the Government service, and to propose such alterations as may seem just and proper.

The Hon. E. H. Lushington.
Mr. E. C. Bayley.
Lieutenant-Colonel A. R. Johnson.
Mr. A. R. Scoresby.

The object to be aimed at is, I consider, the framing of a set of Leave Rules which shall be applicable to all Public Servants, excluding only such subordinate Ministerial Officers and Clerks to whom Rules of such nature would be obviously inapplicable. It may possibly be found impracticable to frame such a set of Rules as shall altogether be applicable in details to Officers in every branch of the Government service, but at least the principle should be the same in each case so far as may be possible. I throw out the following suggestions which occur to me for the consideration of the Committee, but I do not desire to impose any limit to their considerations:—

1.—I think it will be a sound principle to adopt that the State shall not gain, and shall not lose, in consequence of the leave granted to its Officers.

2.—It will be well, I consider, to abolish practical differences, as regards allowances, for instance, between leave granted upon Medical Certificate and that given on Private Affairs (Furlough).

3.—It will be necessary closely to limit the number of Officers who shall be on leave at one time, as regards Civil Servants the present proportion permitted to be absent is ten per cent. This is exclusive of Officers absent on Medical Leave. It may, perhaps, be well to increase the proportion and to make it include all Absentees.

4.—As regards Leave on Furlough.

In my opinion, an Officer proceeding on such leave should be allowed, under certain restrictions, to retain his appointment. As a basis for such leave, I would say that seven years' Residence should entitle to one year on Furlough, with retention of appointment.

Ten years' Service (Residence) without leave (except on Medical Certificate) should entitle to two years' leave on Furlough, with retention of appointment. A third year on Furlough, on the same terms, might then be taken on the expiry of seven years after the return from the first Furlough of two years.

After 14 years' Residence without leave (except on Medical Certificate), leave on Furlough for one, two, or three years, retaining appointment, might be allowed. If less than three years, in such case, be taken, no further such leave to be granted until the expiry of seven years from the return after such Furlough.

In no case should an Officer be allowed to be absent from India for a longer period than three years, retaining his appointment. Under the principle above mentioned, an Officer of 28 years' service would be entitled to four years, and an Officer of 35 years to five years leave on Furlough.

5.—Medical Leave.—I would allow two years' leave only in the aggregate during an Officer's term of service, to be taken on Medical Certificate, with retention of appointment; one year of which may count as Residence. After the return of an Officer from such, three years should be required of Residence before leave could again be taken with retention of appointment.

6.—Allowances to Officers on leave should be fixed with reference to the period of their service, and to some extent also to the nature and pay of the post they hold,—generally, I should propose to lay down some such scale.

To an Officer of Service (Residence) not exceeding five years, 250*l.* per annum; exceeding five, and not exceeding seven years, 300*l.* per annum; exceeding seven, and not exceeding seven years, 350*l.* per annum; exceeding 14, and not exceeding 21 years, 750*l.* per annum; 14 years, 800*l.* per annum; exceeding 14, and not exceeding 21 years, 750*l.* per annum; exceeding 21 years, 1,000*l.* per annum. Provided in each case that the allowance stated should not exceed the half of the aggregate allowance received by such Officer when serving in India. The above allowance should be made from the salary assigned to the post held by the Officer proceeding on Furlough, the whole of the balance being available to his home leave.

There may be many other points, of more or less importance, which require consideration; but the above appear to me, in the main, to be the most important.

JOHN LAWRENCE.

From Lieutenant-Colonel A. JOHNSON, Assistant Secretary to the Government of India, in the Military Department, to E. H. LUSHINGTON, Esquire, Secretary to the Government of India, Financial Department,—No. 455, dated Simla, the 25th October 1867.

I AM directed to forward, in original, the accompanying memorial*, addressed to the Secretary of State by Major G. B. Malleson, praying that the Regulation which obliges Officers to remain six years in India after their return from Furlough on Medical Certificate before they can take Furlough on Private Affairs may be relaxed, and to request that you will lay it before the Committee shortly to be assembled, to consider the question of Furlough Rules generally.

2. The return of the memorial is required at the early convenience of the Committee, in view to its being forwarded to the Right Honorable the Secretary of State.

* Dated 11th October 1867.

THE humble MEMORIAL of Major G. B. MALLESON, Bengal Staff Corps, Sanitary Commissioner for Bengal,—Dated Simla, the 11th October 1867.

YOUR MEMORIALIST begs respectfully to bring to notice that he entered the service of the late Honourable the East India Company on the 11th June 1842, and that he has never yet enjoyed the privilege of Furlough to Europe on Private Affairs.

Your Memorialist, after serving more than three years in India, was compelled by ill-health, brought on by exposure on his way to join the Army of the Sutlej in 1845, to proceed to the Hills, on Medical Certificate, in February 1846. He rejoined his Regiment in September of the same year, and, from that time to June 1854, continued in the zealous performance of his duty without leave or relaxation of any sort. In June 1854, he having then served for eighteen months in the newly-acquired Province of Pegu, your Memorialist was ordered to Calcutta on Medical Certificate, and was on that account absent from his duty for six weeks. On the expiration of that period your Memorialist continued in the performance of his duty till February 1858.

Your Memorialist had up to that date served in India for fifteen years and a half, having been absent during that period little more than ten months on Medical Certificate.

In February 1858 the state of your Memorialist's health rendered it necessary for him to proceed to Europe on Sick Leave for fifteen months. The whole of this period was devoted by your Memorialist to the recruiting of his strength, and he returned to India in April 1859 without having enjoyed the advantages of which, had he been well enough to partake of them, he would gladly have availed himself.

Shortly after your Memorialist's return, very heavy duties devolved upon him. He was appointed, in 1861, Secretary to the Amalgamation Commission of the Royal and Indian Armies; and on the dissolution of that Commission was transferred in the same capacity to that of Military Finance. The duties of these appointments were performed by your Memorialist for more than two years, but the very heavy labour thereby involved, necessitating unremitting attention to desk-work for eight and ten hours a day in the climate of Calcutta, proved too much for your Memorialist's constitution, already impaired by exposure in Pegu, and he was forced, in April 1865, once again to re-visit Europe on Medical Certificate.

The leave on this occasion extended to twenty months, but the greater part of this period was passed by your Memorialist in the Alpine Regions of Europe, to the endurance, under the advice of his Physicians, to prepare himself to encounter again the climate of India. Your Memorialist returned to India in November 1866, and has since served zealously in the country.

Your Memorialist has at this date served the Indian Government twenty-five years and four months. Out of this period, two years, ten months, and six days have been passed in Europe. That leave cannot be considered as furlough, for the entire term was devoted to the recruiting of your Memorialist's health,—the failure of his health having on each occasion been caused by unremitting attention to his work in the climate of Calcutta. He has paid the penalty for incurring the necessity of that leave, for he having previously taken ten months' Sick Leave in India, twenty months of it count against his service.

But another penalty has also accrued. Your Memorialist finds, to his dismay, that, notwithstanding that he has served twenty-five years and four months without once, during that period, notwithstanding that the Furlough Regulations (G. G. O. No. 1186, 17th November 1858, paragraph 6) expressly lay down that "every Officer will be allowed a Furlough to Europe, or elsewhere beyond sea, for a period of two years at the expiration of ten years' service, and for a second period of two years after twenty years' service," Your Memorialist has served not only ten years, but upwards of twenty-five, and yet he will have to serve upwards of three years more, or twenty-eight and a half in all, before he will be entitled or able to take even his first Furlough.

The reason of this is that, by the 7th Regulation of the order he has already quoted, your Memorialist must serve six years in India, subsequent to his return from Sick Leave, before he can take Furlough. But independently of the fact, already noted by him, that the Sick Leave was the consequence of labour performed in the service of the State, your Memorialist would observe that the condition which forces him to serve nearly twenty-nine years for his first Furlough is peculiar to the Furlough Regulations of the Indian Army. The Officer of the Royal Service is not required to serve any intervening period between his Leave on Medical Certificate and his Leave on Private Affairs. The Member of the Civil Service can take Furlough two years after his return from Medical Certificate. The Officer of the Indian Army is alone placed in this position; that although the Rules nominally allow him a first Furlough after ten, and a second after twenty years, he is liable, if after, perhaps in consequence of a long and conscientious devotion to his duty, he be forced to proceed on Sick Certificate to Europe, to forfeit the rights conferred upon him by the 6th paragraph of the G. O. quoted, and to pass twenty-three, or even a longer period of years before he can take the Furlough, the title to which the General Order confers upon him after ten years.

Your Memorialist would respectfully bring to notice that, throughout his service, he has never sought to shirk or evade his duty. He might, indeed, have taken Furlough in 1856, but he cheerfully accepted, instead, the labour of serving in the Commissariat Department—an office which personally he disliked—at a time when the pressure of the Burmese War made a heavy demand on the Officers of that Department. Eighteen months later, when Furlough was still open to him, and after he had been appointed permanently to the Commissariat Department, your Memorialist, acting solely from a sense of duty, proceeded to perform the very arduous duties devolving upon a Commissariat Officer on the Pegu Frontier after the war, when there was no glory to be

gained, when not a single house existed on the spot, but when the entire Commissariat arrangements had to be organized, and he could expect only to encounter difficulties and annoyances of a most harassing character. The conduct of your Memorialist during that period was on one occasion, brought to the favourable notice of the Government by the Commissary General, Colonel Ramsay, C.B., and your Memorialist received from that Officer special thanks for his services. Nevertheless, it is the conviction of your Memorialist that, to his labours on that frontier, the subsequent attacks of illness, which forced him to Europe on Sick Leave, are mainly to be attributed. Yet he now finds that, because he preferred his duty to taking his Furlough, when Furlough was open to him, and thus incurred the attacks of a disorder, the effects of which long continued, and mainly compelled him twice subsequently to visit Europe, he must serve nearly 30 years before he can take that Furlough which was in his grasp 15 years ago.

Your Memorialist feels confident that it never could have been the intention of the late Honourable Court of Directors thus to place an insurmountable barrier to Furlough in the way of Officers whose sickness had forced to visit Europe at an advanced period of their service; and he trusts that the oversight which has only to be pointed out to be remedied. He would humbly submit that a regulation enough to hope that the effect of the 7th Rule of the Furlough Regulations, which he sees this barrier, has only to be pointed out to serve twenty-eight years before he can take Furlough to require an Officer, as he is required, to serve twenty-eight years he has had no Private Leave whatever on Private Affairs, when, during those twenty-eight years he has had no opportunities which are necessary to ease, is to shut him out from those advantages of European intercourse which personal keep him on a level with his contemporaries, and to give him that knowledge which personal investigation alone can impart. Your Memorialist would, therefore, humbly request that the restriction laid down in the 7th paragraph of the Furlough Regulations be removed, and that it be declared competent to him to take his Furlough on the conditions laid down in the 6th paragraph of those Regulations, unclogged by further restriction.

And your Memorialist will, as in duty bound, ever pray.

G. B. MALLESON, Major,
Bengal Staff Corps, and Sanitary Comm. for Bengal.

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DEMI-OFFICIAL LETTER from Lieutenant-Colonel R. B. JOHNSON to E. H. LEVERTOON, Esquire.

MY DEAR LEVERTOON,—The Leave Rules for the Army are hopelessly complicated; we have... Indian Officers under the old Rules. Indian Officers under the new Rules. Staff Corps Officers under both,—under Military Rules for Privilege Leave, and under Civil Rules for Medical Certificates. Royal Artillery (Indian) under Queen's Regulations as regards Leave on Private Affairs. Indian Rules for Medical Certificates, and Indian Rules guide their Leave on Medical Certificates, and consequent Indian rates of pay and retention of appointments. Royal Engineer (Indian) Officers under Indian Regulations, old and new, but who may come under the Queen's Regulations by exchange, and then on promotion revert to India. Royal Engineer (British) coming into the Public Works Department under their own Rules for Private Affairs Furlough, with the benefits of Indian Service Rules in respect to their leave on Medical Certificate, together with special Rules for Leave on Private Affairs when holding "Army Staff" appointments. A glance at "the new Furlough Regulations," with its glosses and interpolations and readings, &c., will show very completely what a tangled mesh would have to be unravelled if any attempt were made to reduce them to simple order, or to adapt them to the present state of affairs.

It appears to me that, in dealing with the question of the Furlough Rules for the future, it is impossible to put out of sight too completely the Rules now in force; any tinkering of them will only produce tinker's work, one hole mended and two holes made. Leaving, therefore, the old Rules altogether out of sight, I would attempt to evolve a system of Furlough suited to the present day, quite regardless if in some respects they were less advantageous, or in other respects more advantageous than the old rules, and regardful only of their suitability to the requirements of the State and of the individual at the present day.

But though the course might be followed in preparing a new body of regulations, the Code, when put into force, could not be imposed on the Officers of the Indian Army who entered the Company's Service, except with their own consent. Any alteration of the Leave Rules brought to bear on them without their consent would unquestionably come within the Henley clause, and form another of those breaches of the Parliamentary guarantee of which we have already heard so much.

The obvious alternative is to leave them † as they stand under their old Rules, but this would hardly be fair, and I would concede to such relaxation on two points, viz. 1st, a right to take their Furlough, when otherwise due, as soon after their return from Medical Certificate as they like; with 2nd, promotion of their appointments for one year or 18 months. In all other respects the Rules now in force should remain as

† i.e., those who do not wish to accept the new rules.

It is probable that the new Code when framed will prove more liberal in many respects especially in allowances, than the old, even when modified as above suggested; and it is possible that those who hold to the old will draw odious comparisons between them and the new. I would not, however, allow this to weigh as against

them do so, and avow my deliberate intention of drawing by such means all men into the new Rules.

There is, I think, no necessity for touching on the Rules as they affect Officers of British Regiments. No restrictions have ever been imposed on them as such by the Indian Authorities; and, as Staff Officers serving in India, they can only hold the five years' appointment, for which the Leave Rules on Private Affairs and on Medical Certificate already sufficiently provide. When the Indian element is eliminated, and placed on altogether a new footing, there will be no difficulty in reducing the Leave Rules, as affecting British Officers serving in India, to a very simple Code of half a dozen lines. Anyhow, as forming an entirely different body of men from the Indian Officer proper, they can be separately dealt with as circumstances require. In framing a new Code, therefore, I would keep their case altogether out of sight. It may be that the Indian Officer on Furlough will enjoy higher pay than the Officer of the British Service on leave from India at the same time, but there is this all-sufficient answer to any cavilling which may be made on this point, that, whereas the Indian Officer passes his whole career in India, the British Officer passes but 10 years of his there. Again, as Officer who devotes his whole career to Indian service has always been held, and I think justly, entitled to some compensating advantage. In former days this right was admitted in an invidious, even an unjust, certainly an ungallant, manner by the total exclusion of all "Queen's Officers" from Staff employment of every kind,—a practice now wisely abandoned, but with it has gone the compensation for prolonged Indian Service. In no way, as it appears to me, can such compensation be more fitly and appropriately given than by enforcing special advantages on Indian Officers in the direction of Furlough, that is, in respect to the most conspicuous drawback which attaches to an Indian career. I have somewhat insisted on this point, because I foresee that the opponents of the scheme will make plausible use of the argument that Indian Officers and Officers of the British Army holding similar positions in India should be treated alike, and that odious comparisons will be drawn between the pecuniary position of an Officer Commanding a Native Regiment and an Officer Commanding a British Regiment, both at Home together on Furlough on Private Affairs. It may be said, "then why not place both on the same footing?" Putting reasons actually impracticable, the War Office would not listen to such a proposal for an instant, for then precisely the same comparisons would be drawn between the Officer of a British Regiment on leave from India, and one on leave from China or the Cape, and so on, *ad infinitum*. In framing any Report, therefore, on the new Rules, I would not ignore the case of Officers of the British Line, but would carefully justify their exclusion from the present consideration of the question, and the necessity for treating them as a separate class.

As it may be anticipated that any radical change now made will have some temporary, the exceptional and abnormal state of the [illegible] generation may be set aside, and not be allowed to interfere with the fair proportion of the new scheme. Practically, so far as Military Officers are concerned, it is the Staff Corps only, that is, the future Military strength of the Indian Services proper, which requires to be legislated for. In the meantime, however, there are still the Local Service and the Staff Corps Officer under the old, or under the 1454, Regulations to be considered. In the case of such Officers who may refuse to join the new Rules, nothing will have to be done. They remain as they were, but I see some difficulty in enrolling the new Regulations of 1454, has returned from Furlough on Private Affairs, say, two years since, and has still two years' Furlough to get, and desires to join the new Rules, how long must he wait before he can take a third year? or say, he has just returned from 10 months' Leave on Medical Certificate, having had no Furlough on Private Affairs, how would the new Rules affect him? I don't attempt to answer such questions, I merely must them to show that, unless an arbitrary ruling is laid down, drawing a broad line between the present and the future, the introduction of the new rules will, at the same time, introduce further elements of confusion and complication which, if it be attempted to deal with each case on its individual merits, will be multiplied indefinitely. No two doubtful cases under the present rules, as I know from every experience, are exactly alike; consequently, in dealing with them *separately*, scores of new precedents and frequent contradictory decisions come on the record.

It seems to me impossible to introduce a new system boldly without seeing at first (apparently) and perhaps inconsistently. I am strongly of opinion that the *gradual** introduction of the Governor-General's scheme would be impracticable; at any rate, I am convinced it would be inexpedient to try it. I would, therefore, take the bull by the horns, and say that every Officer is to record by a given date his intention of joining the new, or adhering to the present, Rules, and at once admit every Officer wishing it to the full benefit of them,—that is, any Officer who would, under those Rules, be entitled to Furlough, should be allowed to take it without any reference, *as regards periods*, to previous leaves. I do not mean that I would give a fresh rule to a man who had already taken all his, but such portion as might still be in reserve he should, if entitled thereto under the new Rules, have at once. I will try and illustrate my meaning:—

A., has 14 years' Service, and has just returned (on the publication of the new Rules, which he joined) from 20 months' Leave on Medical Certificate. Under the Governor-General's scheme he would have to wait three years for his three years' Furlough, with retention of appointment. I would let him take it at once, or as soon as suits him. B., also 14 years' Service, has had two years' Leave on Private Affairs. Under paragraph 4, Clause 3 of the

* That is, the gradual introduction in the case of individuals. Of course, its introduction into the Services must be gradual.

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* I should tell him that, when an Officer has had under the old Rules all the leave that the new Rules would give him, he has, of course, no claim to anything further under any circumstances.

scheme, he would have to wait seven years before he could take his third year Furlough, with retention of appointment. I would let him have it on completing his 14 years' Service (Gentlemen). Such permission, would, however, be exceptional and altogether without prejudice to the prospective action of the new Rules on men who may join them."

In the foregoing, I have assumed that the Governor General's scheme will be the basis of your proposals, the radical feature of which, of course, is the introduction of an identity of Furlough Rules for all Officers under the Government of India. From a Military point of view, the design seems admirable.

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Para. 1.—I fancy the view that the State shall neither lose nor gain by Furlough will command almost universal assent. I am not, however, sure that the question of loss should be taken into consideration, if it is conceded that Officers have a claim to leave at certain intervals, on such an allowance as shall suffice for their respectable support at home; and if, on the other hand, it be conceded that certain work is entitled to a certain wage in India, then, I think, that, if, in granting the leave and providing for the work, some small loss at times may accrue, the charge is one which may equitably be borne by the State. I do not see why the Officer who does the duty should not draw the pay, notwithstanding that another Officer happens to be at Home drawing the authorized pay of his authorized leave.

Para. 2.—On this point I have no doubt there should be no distinction between Furlough on Private Affairs and on Medical Certificate, provided that the abolition of the distinction is coupled with the grant of a decent Furlough allowance, as is provided for by the Governor General. As the Military allowances (Furlough on Private Affairs) now stand, they are insufficient in themselves; and to compel a man, when sick, to go Home on nothing higher, would be tantamount, in most cases, to telling him to stop in India and die. The present system is simply a premium on malingering, and is the opprobrium of the Military and Medical Services.

Para. 3.—Is this limit necessary when combined in connexion with the limits of periods? I think it will be found that either would be sufficient. Still I have no idea, that if the per-centage were fixed at 15 or 18 per cent.,* it would ever be completed. I suppose if the Rule come into force, Medical Certificate Leave will have priority of choice; in fact it must. This would have rather a tendency to raise the value of Leave on Medical Certificate over that on Private Affairs, a point to be guarded against whenever it can be done. I think, therefore, allowance and privileges being now equal, that an Officer entitled to Furlough on Private Affairs might fairly be compelled to take it, and only be allowed Leave on Medical Certificate when he could not otherwise get Home. From such a Rule I would except Officers sent Home, on Medical Certificate from the pre-centage.

* I am not quite clear how the per-centage is to be calculated. Who would have the preference, those entitled to most Furlough or those who were first to claim when first entitled to it? The former Civil Rule, as I understand it, only contemplates one Furlough as which all men are entitled at the same time. The proposed Rules contemplate equalities, the claim for Furlough as for different periods of service.

Para. 4.—I understand this to leave untouched the existing Rule which allows a man to go Home on urgent Private Affairs without pay for six months. This is a valued boon rarely taken from the per-centage.

Para. 5.—I fancy the view that the State shall neither lose nor gain by Furlough will command almost universal assent. I am not, however, sure that the question of loss should be taken into consideration, if it is conceded that Officers have a claim to leave at certain intervals, on such an allowance as shall suffice for their respectable support at home; and if, on the other hand, it be conceded that certain work is entitled to a certain wage in India, then, I think, that, if, in granting the leave and providing for the work, some small loss at times may accrue, the charge is one which may equitably be borne by the State. I do not see why the Officer who does the duty should not draw the pay, notwithstanding that another Officer happens to be at Home drawing the authorized pay of his authorized leave.

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Para. 6.—The proposals for pay are, to my mind, ample. I prefer the Governor General's plan of consolidated sums, provided they do not exceed half the Officers aforegoing allowances, to what I believe Bayley suggests, viz., Indian pay and allowances, and for this reason—that the Governor General's plan would give the working man, and the man who had raised himself highest, the highest rate of pay; whereas the other plan would put all on the same footing. Thus if I, a substantive Major, or take Norman's case, he is a substantive Major, and if he went Home under Sir J. Lawrence's Rules he would get 1,100*l.* a year; and Major A., who is unfit for anything else but general duty, would get something under 400*l.* a year, that is, half his pay; under Bayley's proposal both would get 700*l.* a year.

Moreover the Governor General's plan would make a man power before taking his Furlough, without retention of his appointment, because, of course, his Furlough allowance would then be calculated on the Military pay of his rank, and not on the salary of the appointment he had resigned. There would, moreover, be thus a clear gain of the half of the Military pay of the Officer, which could go to a fund towards reducing the charge on the State which the full payment of men acting for Absentees might entail.

I attribute little or no weight to the objection that repeated Furlough, with retention of appointment, will check promotion. On the contrary, it will, I believe, be found that, from beginning to end of his Service, each Officer will find that he has gained more, both in money and reputation, by the greatly increased opportunities he will have had under the new system of acting in the higher appointments of his line, that he could possibly have got by the rare occasions when the holders of good appointments resigned them to take Furlough.*

I am speaking from a Military point of view only. In the Civil Service I believe men do take their Furloughs more regularly, and the objection in their case may be valid.

Indeed, you will see throughout that I have only been considering the scheme as it will affect Military Officers, and have not even touched on the important question of the advantages of step in advance. I will now close up, only adding that if Sir John's scheme be accepted, even in broad outlines, it will be the greatest boon that has ever been conferred on the Indian Military Service, and will do more to attract the best men into it than doubled salaries, coupled with expatriation, would do.

(True Copies.)

* I made a rough calculation the other day, and found that only 10 men, now at Hqrs. at Private Affairs, had resigned appointments to go on Furlough.

Minutes by His Excellency Sir WILLIAM MAYNE, K.C.B., and G. C. S. I., Commander-in-Chief.—Dated the 18th December 1862.

On my return to Calcutta I find that the Committee appointed by His Excellency the Governor General in Council for the revision of the Furlough Rules has made such progress, that the papers are ready for transmission for the consideration of the Right Honourable the Secretary of State, and that His Excellency the Governor General wishes that they may be despatched by the outgoing mail.

There is consequently no time for me to subject them to criticism, and I would ask leave to content myself with an expression of general approval of the principles laid down by the Committee, and of the reform suggested in consequence.

I observe that no mention is made, in the Rules, of the Officers serving in Her Majesty's British Regiments, the lists of whom include a considerable number of Officers who are now serving on the General Staff of the Army in the several Presidencies in the so-called five-year appointments.

Although it may be true, as stated by Lieutenant-Colonel Johnson in his letter, which may be found amongst the papers, that there are good reasons why the new Furlough Rules should not be made applicable to the Officers serving in British Regiments, the care taken by Colonel Johnson having the support of the Committee, it seems to be unnecessary for case that for fear of holding a Staff appointment will bring the Officer within the operation of the Rules, unless it be distinctly stated that all Officers on the Cadres of Engineers and of Royal Artillery and Engineers serving in India shall obtain Leaves of Absence according to the Rules contained under H.E.H. the Field Marshal Commanding-in-Chief, and not according to Furlough Rules, which are designed for the use of the Indian Services, the latter ultimately looking for promotion to the Right Honourable the Secretary of State for India alone.

I cannot concur in the recommendation of the Committee that any distinction should be made in favour of Artillery Officers now in the Royal Artillery, but late belonging to the old Indian Regiments of Artillery.

Such Officers have now all the benefit of an early return to England passed by other Officers of the Royal Army. Many of the Brigades late Indian Artillery are actually now in England. The force of the four Regiments is now complete. It would, therefore, seem most unadvisable to undo what has been done in this respect, and when framing new Furlough Rules, which are expressly designed to meet the Staff system of the Indian service, to introduce elements of division and difference among the Officers of the one Regiment of Royal Artillery. On the other hand, all Officers of the Royal Artillery and Engineers, whether old or new, who may hold Ordnance, Public Works, Political, Civil, or other administrative appointments, should have the advantage of the Furlough Rules as if they belonged to the Staff Corps.

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I observe, at the close of the 44th paragraph of the Committee's Report, an assertion which is open, I think, to question and likely to lead to much misapprehension if it be not authoritatively contradicted. That it is said, "at present India is overwhelmed with unemployed Officers." The Committee has here fallen unintentionally into an over-statement. It is quite a mistake to suppose that there is any such surplus of unemployed Officers.

The contrary is indeed the truth, with one slender exception. This it is a fact that of Subaltern Officers we have at present an insufficiency. Of Captains, there are very few unemployed, and such cases of unemployment may, in general, be traced to recent return from Furlough or Leave of Absence, and to very late promotion. The only real surplus which can be said to exist is among the Field Officers, many of whom are unfit for duty, while the cases of others owe their existence to causes which the Rules under reference are intended to remedy. It may, however, be said that, although the number of unemployed Field Officers attracts attention in India, whose till recent years multitudes Officers were unknown, the surplus number of unemployed Field Officers is after all the merest trifle when compared with the immense establishments from whence they come and the long lists of half pay Officers with which we are familiar in England.

The Committee would have been more correct if it had dwelt on the large allowances drawn by unemployed Field Officers in India. This is indeed an anomaly, which perhaps may be partly met by the operation of the Rules with advantage both to the State and the individuals concerned.

W. R. MANSFIELD.

Minute by the Honourable Sir H. M. DURAND, C.B., and K.C.S.I.

Major Mayhew's Memorial places in very strong light the hardship which the restrictions in paragraph 7 of the Furlough Regulations inflict on a large class of meritorious Officers.

The subject was brought to my notice some time back by Notes penned by Colonel Burne and Colonel Paton, and also by a series of articles which appeared in 1856 in the "Pioneer," and by a short notice in the "Calcutta Review" for February 1857.

I have waited, before taking up the question of a reform of the Indian Leave Rules, to see in what manner the Secretary of State would receive my recommendation in favour of allowing Officers, where it was feasible, to take their Privilege Leave in England, as had more than once been already permitted by the Bombay Government. The result of that recommendation has not been favourable; but my intention was had it been otherwise, to have brought forward for consideration a proposal which flowed naturally from the

The Members of the Civil Service are allowed to accumulate for three years their Privilege Leave, and are then permitted to visit England within the limitations of that leave, but enjoying all the advantages of salary which accompany taking Privilege Leave in India. This is an instance of the infringement of the principle that Indian Pay and Allowances can only be legitimately drawn in India. Manifestly, however, it can be of no consequence to the Government of India whether Officers on Privilege Leave are paid in India or in England; nor, from an economical point of view, can it financially make any appreciable difference whether 10 or 12 months of Privilege Leave salary are paid at the close of 10 or 12 years' service, or paid year by year at the rate of a month a year as the leave falls due, or as the case of three years as now allowed.

In an administrative point of view, there is a material difference which affects the question. Privilege Leave can only be taken when the applicant can be spared, and arrangement can be made for the discharge of his duties by a competent substitute. If Privilege Leave were accumulated for 10 or 12 years, the expedient for temporarily supplying a substitute would hardly be practicable; Government must appoint the substitute, and must remunerate him.

Another point is, that if Privilege Leave were allowed to accumulate as a sort of general fund, it must do so at the grade rate of salary of the several years, and not at the grade rate of the final year, otherwise the disadvantages to Government between the two systems would be great.

Bearing in mind these two considerations, viz., that for a protracted period Government must find and pay a substitute, and must guard against the last or highest rate of receipts being carried back and spread over the 10 or 12 years, I think the solution given to the Civil Service, which I had hoped might have been extended to the Military Service, suggested a mode of lightening the unfavourable pressure of the new Furlough Rules on a point which evidently calls for revision.

The Officers of the Indian Staff Corps complain that the conditions under which two years of Furlough are allowed after ten years' service are such as practically to render it suicidal for Officers holding appointments to take advantage of the Furlough, which has become a final letter in consequence of the penalties attending it. The result is that they can only visit Europe on six months' Furlough forfeiting Indian allowances, but retaining their appointments; or, on Sick Certificate, which is accompanied by the serious disadvantage complained of by Major Hallows.

The inevitable consequence of this system of Leave Rules is, that the hard-working men of the Service, however sensible that they might be benefit by a timely Furlough passed in Europe, have either to wait to qualify for a Medical Certificate by a thorough break-down, or are driven

to take, under very unfavourable circumstances which few men can afford to meet, six months' Furlough instead of twenty-four months'. The tendency of such a system is, of course, to foster the growth of Sick Certificates.

Some improvement on this state of things would be to diminish the premium on bad health and Medical Certificates, by allowing the accumulation of Privilege Leave, wholly or in part, for a period of ten or twelve years; and thus to permit the 21 or 24 months, or any portion of them not previously taken, to be carried to the Officer's credit in the two years' Furlough available after ten years actual Service. But with reference to the two considerations previously noted, as affecting a protracted accumulation of Privilege Leave, not quite on the same terms as to salary which are feasible when the leave is taken annually, but on the same terms as to Privilege Leave counting towards pension, there must be a deduction to aid in covering the charge for a substitute, and the final sixth and pay of the Officer cannot be given in retrospective effect over the whole ten or twelve years. To the hard-working, meritorious men of the Service such an arrangement would prove a great boon and encouragement, and to the Public Service it would be no disadvantage.

Under any circumstances, however, I think the restriction clause of the 7th paragraph of the Furlough Regulations complained of by the Memorialist, Major Mallinson, operates in such instances so harshly that it should be cancelled. Colonel Norman proposes to reduce the restriction from six to three years from last return to duty from Sick Leave; but, so far as an equitable title to leave is concerned, I do not see that the restriction being limited to three years is really, on principle, more justifiable than that of six years.

The great practical checks on this abuse of Furlough Rules, whether in or out of India, are—first, the expense of a visit to England and Europe: secondly, the disadvantage which an Officer's career suffers by frequent or protracted absence. As a rule, absence operates very prejudicially to the interests of an Officer who has embarked in service on an Indian career. To the greater facilities of visiting both England and other countries which Rail and Steam now afford to the Indian Services, the two first-mentioned checks must always remain regulating and adverse considerations, even when the somewhat glaring antagonism between existing Rules and existing facilities of communication are smoothed and softened down.

Simla, the 19th October 1862.

H. M. DURAND.

LONDON:
Printed by George E. Eyre and William Spottiswoode,
Printers to the Queen's most Excellent Majesty.
For Her Majesty's Stationery Office.

To the Hon'ble Lord [illegible]
[illegible]
[illegible]
[

From Governor - Madras
To Secretary of State for India Office
London -

This Government is transmitting
memorial from Civil Servants about
leave rules.
We are in favor of abolishing
distinction between furlough & privilege
and sick leave.
The majority
We recommend one years' leave
with retention of establishment after
five years service on half salary not
to exceed two hundred a year.
We see grave objection to conceding
prayer of memorialists for one year leave
after four on full pay after five years service.
We would retain discretion to grant
special leave without
We would grant special leave without
pay for short periods not counting as
time, at the discretion of Government.
We would increase the privilege leave
to five months in the year.
with retention of
leave taken under old rules to count as of

Secretary
Public Works Department
Bombay Castle 13th March 1865

Sir,

I am directed by the Governor in Council to forward for the information of the Secretary of State for India in Council a copy of the Minutes recorded on the Memorial of the Civil Servants of this Presidency, praying for the grant of one year's leave on half pay after five years service.

2. The Minutes recorded by the Members of Council will be found to be in accordance with the despatch from the Secretary of State to this Government, dated 2nd March 1864, and the Governor in Council has no further Minute to record.

I have the honor to be
Sir
Your most obedient Servant
(Signed) W. Morris
Secretary to Government
Public Works Department

To
The Secretary to the Government of India
Home Department
Fort William

SERVICE.

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Message for despatch by Electric Telegraph.

From MADRAS

From CHIEF SECRETARY

Words

To Calcutta, Bengal

To Secretary to Government of India
Pol. & Home Department

Her Madras Government request that the Supreme Government will defer promulgating the new loan rules for the Civil and Military services pending the receipt of a letter which will be despatched by French steamer now on its way from Galle.

The Government are unanimous in considering treatment of loans proposed for Civil servants with retention of office to be unexceptionable. Lord Napier would grant ~~only~~ one year after five years Madras service

Pitt Taylor

Phillipps and Corbett not Consider
one year after six to be supplement

The Government would abolish
Commutation leave and extend the
annual furlough leave to six weeks
to be given at any time in the Calendar
year at the discretion of Government

The Government
has been asked
to oppose this and
as of taken under
new Rules. Leave
taken under very
Rule will then
of course and
as left here under
the new Rules

make the same rules as far as regards
sick leave only applicable to all
Officers of British forces holding
staff appointments

15 April 1865

Copy immediately
Head Qrs

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Telegram taken to
Lord Stanley 147
from Office

In hurtful fact inasmuch
that Our response should
will the performance
will have effect for Our
Court to [illegible]
[illegible]
[illegible]
[

Received with the Letter of 27th April 1815

24 Sept. 1815

Enclosed is the Copy of
a Letter
from the Secretary to the Government
of India

Dated 17th April 1815

L & C 15