M.R.O. 1—77,006—8-6-37.

(1) Number of pages 64

(2) Date of repair 10.10.39

(3) Initials of the Referencer

MADRAS RECORD OFFICE.

Government of Madras.

Finance **DEPARTMENT.**

G.O. No. 517 Press / Mis.

Dated 16-11- 1868.

33/03

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FINANCIAL DEPARTMENT.

No. 517.

FROM

THE HONORABLE R. S. ELLIS, C. B.,
Chief Secretary to the Government of Fort Saint George,

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,
FINANCIAL DEPARTMENT.

SIR,

I am directed to transmit, for submission to the Secretary of State for India, a Memorial from the Members of the Civil Service in this Presidency, in respect of the existing scheme of retiring allowance, together with copies of the Minutes recorded thereon by the President and Members of Council.

FORT SAINT GEORGE,
16*th November* 1868.

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

Chief Secretary.

From the Secretary to the Civil Fund, to the Chief Secretary to Government, Fort Saint George ; dated Madras, 13th October 1868, No. 314.

I have the honor by desire of the Managers of the Civil Service Annuity Fund, and on behalf of those Members of the Madras Civil Service now in India, whose names are appended thereto, to forward the enclosed Memorial, in triplicate, for transmission to the Right Honorable the Secretary of State for India in Council, and to express a hope that the Government will be pleased to support its prayer.

2. I am directed respectfully to suggest that as the subject of the Memorial affects the entire Covenanted Service of India, and as consequently it will not in all probability be disposed of until the Secretary of State is in possession of the views of the Government of India upon it, as well as upon the Memorials of a similar character, which, it is understood, are about to be sent in by the Bengal and Bombay Civil Services, a copy of the present Memorial may be submitted to the Government of India at the same time that the Memorial itself is forwarded to the Right Honorable the Secretary of State.

MINUTE by the Honorable A. J. ARBUTHNOT, dated 27th October 1868.

Although I have not signed this Memorial, partly because I do not entirely concur in its prayer, and partly because I wished to leave myself free to offer in my place in Council such remarks as I might deem proper on the subject to which it relates, I consider that the Memorialists are justified in representing that the present rates of retiring allowance granted to the Covenanted Civil Service are inadequate, and I am of opinion that the whole system of pensions in that service ought to be revised.

2. Under the rules at present in force, and under the Covenant which every member of the service has to sign on his first appointment, each Covenanted Civil Servant is compelled to contribute throughout his service a percentage on his salary, at the rate of 4 per cent., to a fund designated the Civil Service Annuity Fund, and he is entitled, if he lives to retire after a service of twenty-five years, of which four may be passed on leave in England or elsewhere, to a pension from the State of £600 per annum, and in addition to an annuity of the amount not exceeding £400, which his accumulated contributions to the Annuity Fund with interest, which the Government allow at the rate of six per cent., will purchase, according to a table of rates sanctioned by the Government. It is open to him, if his contributions to the Annuity Fund are not sufficient to entitle him to an annuity of £400, to make up the deficiency on his retirement ; but if they exceed the sum requisite to give him an annuity of £400, under the present rules the excess is not refunded, but

remains an asset of the fund, as do the contributions of members dying in the service. Practically, therefore, every Covenanted Civil Servant is entitled after twenty-five years' service, including twenty-one years' residence in India, to a retiring allowance, which may reach, but cannot exceed, the maximum sum of £1,000 a year, and which cannot be less, and in fact must be more than £600. Probably the minimum might be safely put down at about £700. The proportion in which the retiring allowance is defrayed by the State, and is provided by the deductions from the annuitant's salary, depends upon the amount of the latter. In the majority of cases the accumulated deductions are less than the sum requisite to give an annuity of £400, and in every such case the annuitant receives a pension of £600 from the State in addition to his annuity from the fund, but men who rise to the higher offices usually contribute more than the sum requisite to give an annuity of £400, and in every such case the amount of pension from the State is *pro tanto* diminished. In two notable instances of comparatively recent date, those of the late Mr. Morchead and of Sir T. Pycroft, the accumulated deductions with interest were sufficient, or more than sufficient according to the table in force, to entitle the annuitants to annuities of £1,000 a year, or, in other words, those distinguished public officers paid the full estimated value of the retiring allowances assigned to them on their retirement, and received no pensions from the State; but, as I have already observed, the retiring allowances of the majority of those who retire now-a-days are less than £1,000 a year; considerably less, if the retirement takes place shortly after the completion of the minimum period of service, viz., twenty-five years.

3. It is shown in the Memorial now before us that the average contribution to the fund by those Civil Servants who have completed twenty-five years' service during the last five years has been only Rupees 21,101, which represents an annuity of £177, and a retiring allowance of £777, whereas the late Court of Directors, when they established the fund in 1825, estimated the average contributions at the expiration of twenty-five years' service at Rupees 38,876, which, under the present rules, would give a retiring allowance of £927 a year. In point of fact however, the average period of service is considerably in excess of twenty-five years. It appears from one of the Appendices to the Memorial that the average service of the twenty-seven Civil Servants who have retired during the last five years was over thirty-two years. An analysis of this list shows that of the annuitants entered in it—

1	Served for 38 years.		2	Served for 31 years.	
1	,,	for 37 ,,	2	,,	for 30 ,,
6	,,	for 36 ,,	1	,,	for 29 ,,
2	,,	for 35 ,,	2	,,	for 28 ,,
1	,,	for 34 ,,	2	,,	for 27 ,,
2	,,	for 33 ,,	2	,,	for 26 ,,
3	,,	for 32 ,,			

It thus appears that during the period in question ten out of the twenty-seven men who retired had served for thirty-five years and upwards; that sixteen had served thirty years and upwards; that only four had served less than twenty-eight years; and that one had served less than a year in excess of the minimum period of service.

The average retiring allowances received by those who served thirty-five years and upwards were £1,000 a year.

30 years, and less than 35...£908 a year.
28 years, and less than 30...£837 ,,
26 years, and less than 28...£798 ,,

4. It is clear, I think, from the foregoing figures that not only are the average retiring allowances obtainable at the present time by Civil Servants on the completion of the minimum period of service, very much below what the late Court of Directors contemplated in 1825, but that in the case of Civil Servants of lengthened service the retiring allowances granted under the present rules are below the standard at which they might properly be fixed, if due consideration be given to the importance of the duties on which the members of the service are for the most part employed, to the great increase which has taken place of late years in the cost of living, both in this country and in England, and to the scale of retiring allowances granted in other branches of the public service.

5. With reference to the latter point the Memorialists contrast the pensions given to the Civil Service with those given to the Barrister Judges of the High Court, to the Barrister Judges of the Presidency Courts of Small Causes, to the Assistant Secretary to Government in the Legislative Department, to the employés in the India Office in London, and to the Military and Medical branches of her Majesty's Service in India, and it cannot be denied that the contrast is the reverse of favorable to the Civil Servants, especially in the case of officers of long service. In the list to which I have already referred are to be found the names of two Civilian Judges of the High Court, who retired after having served thirty-seven and thirty-six years respectively on pensions of £1000 a year, of which in the one case more than four-fifths, and in the other more than one-half, was purchased by deductions from their salaries, while their Barrister colleague in the same Court is entitled to retire after twelve years' service as a Judge on a pension of £1200, for which he pays nothing. In the same list are two Members of Council, one of whom paid for more than the whole of his pension, and the other for £708 out of the £1000 assigned to him, while in the same year in which the first of these gentlemen left the service an Inspector General of the Medical Department, junior to him in the public service by several years, retired with a pension from Government of £900 per annum for which he had paid nothing, in addition to an annuity from the Medical Fund of £400 for which he had paid the sum of Rupees 12,000. The very liberal pension of £750 a year, which has recently been sanctioned for the Barrister Judges of the Courts of Small Causes, and the whole of which is paid by the State, presents, it must be admitted, a very marked contrast with the pension obtainable by a Civil Servant of twenty-five years standing, who has probably discharged for some years the far more onerous and responsible duties of Civil and Sessions Judge or Collector and Magistrate of a District, and who, according to the average at present obtaining, can only count on a retiring allowance of £775, of which only £600 is a pension from the State.

6. With these facts before us it is impossible, I think, to resist the conclusion that a further revision of the rules relating to retiring allowances in the Covenanted Civil Service is called for. It is surely an anomaly which ought to be corrected, that of two Judges sitting in the same Court, performing the same duties and drawing the same salaries, one should after twelve years of Indian service be granted a pension higher by one-sixth than the maximum pension which can be assigned to the other, whose service in India may have extended over a period of thirty-five years. There may be, and there are, very valid reasons for granting a pension after a much shorter service in the retiring allowance of a Lieutenant Governor, or of a Member of Council, or of the Chief Commissioner of a Province, should be less than that obtainable by an Inspector General in the Medical Department, or by a Lieutenant Colonel in the Army after twelve years' service in that rank. And, lastly, I submit, it is not right that a District Officer, who has been performing for many years the laborious and responsible duties of Judge or Collector of a District, whose Indian service may have extended over from thirty to thirty-five years, and whose savings, if he be a married man, must be comparatively small, should receive on his retirement a pension of little more than £900 a year, one-third of which has been purchased by him.

7. I see no necessity for any material addition to the scale of retiring allowance, which, under the existing rules, is attainable after the prescribed minimum service of twenty-five years, and on this point I do not think that we ought to support the prayer of the Memorial. The number of men who retire after a service of less than thirty years is, as we have seen, comparatively small, and I cannot think that it would be advisable to hold out any inducements which would have the effect of very materially reducing the average period of service.* On this point I concur entirely in the opinion expressed by Sir Bartle Frere in his Minute of the 10th March 1862, that "in "most cases the next five years, and in many cases the next ten years immediately following the "completion of twenty-five years' service, are the best and most useful to the public of a Civilian's "whole service," and that it would be a great evil for India if men were induced to look to service in this country, not as the duty of the best part of their working lives, "but as a mere prelude "to a middle age to be passed in England in English professions, aided by an Indian "pension." The arrangement which on full consideration it appears to me should be recommended to the Secretary of State, as that best calculated to meet the fair claims of the members

* See Proceedings of Government, Ecclesiastical Department, 27th March 1868.

* Note.—The Government of Madras have already suggested* that a rule should be passed enabling the Government if it should deem it proper to require a Civil Servant to retire on completing the minimum service of 25 years. The non existence of such a rule has often been felt to be a practical inconvenience.

of the service without prejudice to the efficiency of the administration, is that the Annuity Fund, as a fund, should be abolished, and that a graduated system of pensions should be established, commencing at twenty-five years' service, at an amount a little above the average pension now attainable at that period of service, and rising by annual increases to a maximum, which should be given on the completion of thirty years' service. The minimum pension might be fixed at £800, which is only £23 in excess of the average retiring allowance now obtainable after twenty-five years' service, and the maximum at £1200; the annual increase being £80. If such a scheme of pensions were sanctioned, the Government, I think, would be perfectly justified, in consideration of the additional boon thus conferred upon the service, in insisting on the continuance of the present deduction of 4 per cent. from salaries, as a set off against the charge incurred by the State in the payment of the pensions.

8. It appears to me to be very desirable that the Annuity Fund, or to speak more accurately, the form of crediting all deductions from the salaries of members of the service to a fund under the nominal management of a Board of Managers, in which practically the members of the service have no real interest, inasmuch as the Government guarantees to each the payment of a certain rate of annuity not exceeding £400 a year, with reference not to the general assets of the fund, but with reference to the amount of the deductions made from his salary, should be abolished. The so-called fund, in my opinion, is a perfectly obsolete institution, little more indeed than a mere phrase, which serves no useful purpose, but tends to keep up in the minds of the service generally, and especially of those whose contributions to it have exceeded the value of the annuity of £400, a feeling that they have a claim to benefits which are unjustly withheld from them. It is not right or fitting that the system of retiring allowances for Indian Civil Servants should be a source of frequent litigation between Her Majesty's Government and Her Majesty's retired servants, as is the case at the present moment; and in every point of view it seems most desirable that if any alteration be made in the present system of retiring allowances the opportunity should be taken for finally setting at rest the question of claims to refunds of over-payments, and this can only be done effectually by abolishing the fund, and by making it a condition of admission to the benefits of the new scale of pension that the retiring officer expressly waives all claim on any portion of the sums deducted from his salary. It would, of course, be necessary to offer to every present member of the service the option of adhering to the present Pension rules, and it might possibly be necessary to pass a short Act, empowering the Government to abolish the Annuity Fund, in regard to which, I presume, there could be no material difficulty. If it should be determined to adopt this course, and, continuing the present deductions from salaries, to substitute for the present system of retiring allowances a scale of pensions, graduated with reference to length of service, but irrespective of the amount of the individual deductions from salaries, it would no longer be necessary to adhere to the practice of allowing interest on the deductions, except in the case of the few members of the service, if there should be any, who might elect to be pensioned according to the rules now in force. In all other cases, and eventually in all cases, the deductions would be simply credited to the proper head in the Accountant General's books. No separate account would be kept of the deductions made from the salaries of individual Civil Servants, and the deductions would cease to be regarded as being in any way connected with the vested interests of individuals. It would, of course, serve the same purpose, if instead of retaining the system of deductions a general diminution of salaries were made to a corresponding extent; but as most of the salaries are in round numbers, (so far at least as regards their annual amount,) it would probably be more convenient to retain them at their present rate, subject to deduction, than to reduce the gross salaries.

9. It has been suggested not in the present Memorial, but in some papers which have been circulated in connexion with it, that the Secretary of State should be asked to apply to the Indian Civil Service the principles of the Superannuation Act by which pensions are regulated in the permanent Civil Service in England, and which, it is said, have been adopted by the Government of India in certain rules lately proposed for regulating the grant of pensions in the Uncovenanted Civil Service in this country. The leading feature of the English rules is that every Civil Servant is entitled to a pension of one-sixtieth of his salary at the date of his retirement, claimable as a right after sixty years of age and ten years of service, and claimable after ten years' service on Medical Certificate irrespective of age. These rules are probably very suitable to a service in which the highest salaries are low in comparison with those drawn in the Indian Civil Service, and which contains servants of all classes from copyists and tide-waiters to the permanent Under Secretaries of State. For the same reasons the rules in question are doubtless very well adapted to the Uncovenanted Civil Service in this country, the circumstances of which are in many respects analogous to those of the permanent Civil Service in England. In both cases the great majority of the persons affected by the rules are serving in their native country. In both the salaries, as a general rule, are not more than sufficient to enable the recipients to live in moderate comfort. There is usually little or no margin for savings, and the pension, at the rate of one-sixtieth of the salary at the time of retirement for each year of service, is not more than is requisite to provide the officer retiring with a decent provision for his remaining years. In the Covenanted Civil Service of India the circumstances are essentially different. The Covenanted Civil Servants are with scarcely an exception Englishmen, sent out to fill the higher offices in the administration, and eligible for the very highest posts. Their salaries are on a scale far higher than those of the permanent Civil Service in England, and although in the great majority of cases the opportunities for saving are not great, owing to the heavy incidental expenses which the Indian Civilian has so often to incur, still the scale of salaries, especially in the higher offices, is such as to render the adoption of the principle of the English Pension Rules quite impracticable, except by fixing the maximum pension at a rate greatly below that which would otherwise be claimable. The lowest fraction of salary that could be taken as the basis for calculating the rate of pension (and $\frac{1}{100}$th is probably the lowest that would ensure a suitable retiring allowance to those Civil Servants who do not rise above the post of Judge or Collector of a District) would entitle the Chief Secretary to this Government or a Secretary to the Government of India, after thirty-five years' service to a pension of £1750, a Member of Council at Madras or Bombay to a pension of £2240, a Member of the Council of the Governor General to a pension of £2800, and a Lieutenant Governor of a Province to £3500 a year, the lowest of which sums is obviously much in excess of the, maximum amount that could be granted with a due regard to the financial necessities of the State.

10. It is argued in the papers to which I have alluded, that the rate of pension to be given to an Indian Civil Servant should, as in the Home Service, be determined by the quality as well as by the quantity of the services rendered to the State, and it is of course assumed that the quality of the service should be measured by the salary assigned to it. I think it very doubtful whether any such rule ought to be applied to the Indian Civil Service. It may be admitted that, as a general rule, though by no means invariably, the abler men in the service rise to the higher offices, but the duties attached to the appointments of a lower grade, the Collectorates and Judgeships, in which the great majority of Civil Servants end their service, are, so onerous and so responsible, in many cases not only more laborious, but in every respect more trying, than those appertaining to what I may call the staff appointments of the service, that I am satisfied that it would be a measure of very doubtful justice to add to the advantages which belong to the latter class of appointments the boon of a higher scale of pension. I take it that the daily work of the Judge of Tanjore entails far more mental labor and bodily fatigue than that of a Member of Council at Madras, and I very much question whether there is any material difference in the degree of intellectual power which is requisite to the efficient discharge of the two sets of duties.

11. On the whole, I am persuaded that a system of graduated pensions with some reference to length of service and fixed at such a scale as will place the recipients in a not less favorable position on retirement than their cotemporaries in other branches of the public service, is that best adapted to meet the equitable claims of the Indian Civil Servants, and if it should be considered expedient to grant special pensions for special services, I would venture to suggest that this should be done by establishing good service pensions at the rate of say £200 a year, of which a limited number might be given occasionally on the recommendation of the Governor General, such pensions not to be restricted to persons who have held particular offices, but to be awarded for meritorious services of any description, which may be deemed worthy of special reward.

(Signed) A. J. ARBUTHNOT.

MINUTE by the Honorable H. D. PHILLIPS, dated 4th November 1868.

When the Memorial now before the Government was circulated to me, a Madras Civilian, by some of the gentlemen whose names are affixed to the paper, I doubted whether I should be justified in signing a requisition to the Secretary of State in the success of which I had a clear per-

sonal interest, or whether I ought not to await its consideration in Council and there give my opinion on it. The adoption of either of the two courses would not have relieved me from the possible supposition of being somewhat biased in favor of the Memorial, if I approved it. I did approve it, completely, and therefore I thought it would be better on the whole at once to sign the Memorial. My act in doing this is a distinct intimation of the views which I entertain in regard to the prayer of the Memorial.

2. It has long seemed to me that the general circumstances of the Civil Service have so changed for the worse that some modification of the rules affecting pension would be only an act of simple justice. The Memorial sets forth in plain, clear language in what manner it has appeared to a large number of Her Majesty's servants that their retiring prospects may reasonably be improved. Their prayer would seem to be in consonance with the views in respect of pensionary allowances of the Secretary of State, who has recently assigned to members of the Uncovenanted branch of the Civil Service far more favorable superannuation grants proportionately than any which are available to the older Covenanted branch. I hope, therefore, that with this late precedent on record, no difficulty will be experienced by the Home authorities in conceding the moderate request of the Madras Memorialists.

(Signed) H. D. PHILLIPS.

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

I have considered the Memorial from the Members of the Civil Service to the Secretary of State, praying that "while the principle of the existing scheme for providing retiring allowances is preserved, the benefits derivable therefrom may be increased, by raising the fixed sum given by the State from £600 to £800 per annum, and thus increasing the total retiring allowance from an average sum of £775, and a maximum of £1,000 per annum, to an average sum of £975, and a maximum of £1,200 per annum available under the same conditions as at present exist;" and I am bound to state that after an attentive consideration of the arguments advanced in it, and the figures in the annexures, the impression left on my mind is that it will be nothing more than an act of justice to accede to the prayer of the Memorialists.

2. It seems that so long ago as 1825 the Court of Directors of the East India Company instituted a scheme for enabling their Civil Servants to retire on a moderate competency after a certain period of service, which with some modifications is still in force. The basis of the scheme was simply that every Civil Servant should be able to retire after twenty-five years' service (of which twenty-two must be passed in India) on £1,000 per annum, and in order to carry this scheme into effect it was resolved to grant every Civil Servant after twenty-five years' service a pension of £500 a year to be supplemented by an annuity of £500 per annum to be bought by him.

3. This annuity was to be paid for by deductions from his salary from the moment of his entering the service, and it was calculated that by a deduction of 4 per cent. on the average receipts of a Civilian duringthe first twenty-five years of his service, a sum of Rupees 38,876 would be realized, which, supplemented by a fine of about Rupees 10,000, would suffice to pay for the annuity of £500.

4. The scheme was adopted, and from that time to the present every Covenanted Civilian has been bound by the terms of his contract to subscribe to the Civil Fund, the ostensible benefit to be derived from which was the possibility of retiring from the service after twenty-two years spent in India, with a pension of £1,000 a year.

5. It is clear, therefore, that one of the greatest inducements held out to young men to enter the Indian Civil Service was the prospect of this retiring allowance, and if through the altered circumstances of the public service, and through no fault of the Civil Servants themselves, the scheme has failed to answer the expectation of its framers, it seems to me that it is only just and equitable to take such steps as will, with least cost to the State, restore to the members of the Civil Service the advantages in the way of retiring allowances which their former masters intended that they should enjoy, and which they appear to have lost to a considerable extent; and I do not see a fairer, simpler, or less expensive method than that suggested in the Memorial.

6. A short analysis of the figures in the annexures shows that so far from the average subscriptions during the first twenty-five years of service reaching 38,000 Rupees, they have during the last five years only reached 21,000, which will only purchase an annuity of about £175, while after an average service of thirty-one years the average annuity purchaseable is only £321. Moreover, the State profits so largely by the accumulations by lapses, over-payments, &c., that during the last twenty years it has thus received a sum of over 13 lakhs of Rupees, which would have sufficed to have given an extra annuity of £130 per annum to each of the 91 annuitants during that period; in other words, out of every pension granted by the State £130 is not a charge on its finances at all. Again, from the late report on the Civil Fund by Mr. Brown, the Actuary, it appears that the rates at which Government have been in the habit of calculating the amount payable for an annuity are so unduly high that the difference between the Government's and the Actuary's rates would suffice at the end of twenty-five years, and at an average age of 51, to purchase an extra annuity of £34, so that out of every pension of £600 the sum of £164 is in reality paid for by the members of the Civil Service, and the real pension given by the State at its own cost to its Civil Servants is not more than £436 per annum.

7. The argument advanced by the Memorialists in the last paragraph but one of their Memorial, to the effect that the emoluments of the Civil Service have been steadily diminishing during the last twenty years, and that the cost of living both in India and in England has much increased, while the value of money has correspondingly decreased, and that £1,000 does not now nearly represent what it did in 1825, is entitled to every consideration. It is in fact irrefutable. It is next to impossible for any Civilian, even if he does not marry till after he has served for ten or twelve years, to save any money, while those who remain unmarried cannot save anything like what used to be the rule rather than the exception twenty-five years ago.

8. It appears to me, however, that it is sound policy to encourage the advent of young men of the highest character and intelligence in Great Britain to India in the Civil Service, and that no more effectual means to that end could possibly be devised than a system of liberal retiring allowances.

9. I am glad to find that my colleague, the Honorable Mr. Phillips, takes the same view of the question. The Honorable Mr. Arbuthnot is of opinion that it is "impossible to resist the "conclusion that a further revision of the rules relating to retiring allowances in the Covenanted Civil Service is called for," though he does not consider it advisable to hold out any "inducements which would have the effect of very materially reducing the average period of "service," which at present is about thirty years, and he quotes Sir Bartle Frere in support of this view. He then proposes that the Annuity Fund should be abolished, and a graduated system of pensions, commencing at twenty-five years' service, established; the minimum pension to be £800 per annum, rising by annual increases of £80 to the maximum of £1,200 per annum, while, in order to counterbalance the increased cost of these pensions to the State, the present 4 per cent. deduction from salaries should continue to be made but be credited to the General Revenues. This is tantamount to a 4 per cent. reduction of salaries to which I should scarcely be prepared to accede.

10. It also seems to me that inasmuch as young men now enter the service three years later in life (that is, at about twenty-three instead of at about twenty) than was the case formerly, and inasmuch as the tendency of the new Furlough Rules is, by promoting non-residence, to make them qualify for retirement later in life, it will be rare to find one of them who is qualified to retire before the age of 50, while the tendency of Mr. Arbuthnot's proposal would be to induce them to stay on in the service till the age of 55. Now granting that the best years of an Indian official's life are those between 40 and 50, I doubt whether it would be expedient to hold out inducements to Civil Servants to remain in the service five years longer.

11. As I said before, having given the matter my attentive consideration, I am of opinion that the members of the Civil Service have a claim on the Government for increased retiring allowances, and that the readiest and most acceptable mode of satisfying it is that set forth in the Memorial, the prayer of which I heartily recommend to the favorable consideration of Her Majesty's Secretary of State for India.

12. The unfavorable manner in which the Civil Service pensions contrast with those of other branches of the public service has been so strongly remarked on by Mr. Arbuthnot in his Minute as to call for no observation from me beyond the expression of my concurrence in his views on that point.

(Signed) NAPIER.

1868.

FINANCIAL DEPARTMENT.

From

The Chief Secretary to Government,
Fort Saint George.

To

The Secretary to the Govt. of India,
Financial Department.

Dated 16th November 1868.

Recd.

No. 517.
Enclosure.

Forwarding copy of a Memorial from the Members of the Civil Service in this Presidency to the Secretary of State for India, in respect to the existing scheme of retiring allowance, together with copies of the Minutes recorded thereon by the President and Members of Council.

Proceedings of the Madras Government, Financial Department,
6th November 1868.

No. MINUTE by the Honorable A. J. ARBUTHNOT, dated 27th October 1868.

Although I have not signed this Memorial, partly because I do not entirely concur in its prayer, and partly because I wished to leave myself free to offer in my place in Council such remarks as I might deem proper on the subject to which it relates, I consider that the Memorialists are justified in representing that the present rates of retiring allowance granted to the Covenanted Civil Service are inadequate, and I am of opinion that the whole system of pensions in that service ought to be revised.

2. Under the rules at present in force, and under the Covenant which every member of the service has to sign on his first appointment, each Covenanted Civil Servant is compelled to contribute throughout his service a percentage on his salary, at the rate of 4 per cent., to a fund designated the Civil Service Annuity Fund, and he is entitled, if he lives to retire after a service of twenty-five years, of which four may be passed on leave in England or elsewhere, to a pension from the State of £600 per annum, and in addition to an annuity of the amount not exceeding £400, which his accumulated contributions to the Annuity Fund with interest, which the Government allow at the rate of six per cent., will purchase, according to a table of rates sanctioned by the Government. It is open to him, if his contributions to the Annuity Fund are not sufficient to entitle him to an annuity of £400, to make up the deficiency on his retirement ; but if they exceed the sum requisite to give him an annuity of £400 under the present rules the excess is not refunded, but remains an asset of the fund, as do the contributions of members dying in the service. Practically, therefore, every Covenanted Civil Servant is entitled after twenty-five years' service, including twenty-one years' residence in India, to a retiring allowance, which may reach, but cannot exceed, the maximum sum of £1,000 a year, and which cannot be less, and in fact must be more than £600. Probably the minimum might be safely put down at about £700. The proportion in which the retiring allowance is defrayed by the State, and is provided by the deductions from the annuitant's salary, depends upon the amount of the latter. In the majority of cases the accumulated deductions are less than the sum requisite to give an annuity of £400, and in every such case the annuitant receives a pension of £600 from the State in addition to his annuity from the fund, but men who rise to the higher offices usually contribute more than the sum requisite to give an annuity of £400, and in every such case the amount of pension from the State is *pro tanto* diminished. In two notable instances of comparatively recent date, those of the late Mr. Morehead and of Sir T. Pycroft, the accumulated deductions with interest were sufficient, or more than sufficient according to the table in force, to entitle the annuitants to annuities of £1,000 a year, or, in other words, those distinguished public officers paid the full estimated value of the retiring allowances assigned to them on their retirement, and received no pensions from the State; but, as I have already observed, the retiring allowances of the majority of those who retire now-a-days are less than £1,000 a year, considerably less, if the retirement takes place shortly after the completion of the minimum period of service, viz., twenty-five years.

3. It is shown in the Memorial now before us that the average contribution to the fund by those Civil Servants who have completed twenty-five years' service during the last five years has been only Rupees 21,101, which represents an annuity of £175, and a retiring allowance of £775, whereas the late Court of Directors, when they established the fund in 1825, estimated the average contributions at the expiration of twenty-five years' service at Rupees 38,876, which, under the present rules, would give a retiring allowance of £327 a year. In point of fact, however, the average period of service is considerably in excess of twenty-five years. It appears from one of the Appendices to the Memorial that the average service of the twenty-seven Civil Servants who have retired during the last five years was over thirty-two years. An analysis of this list shows that of the annuitants entered in it—

1	Served for 38 years.		2	Served for 31 years.	
1	,, for 37 ,,		2	,, for 30 ,,	
6	,, for 36 ,,		1	,, for 29 ,,	
2	,, for 35 ,,		2	,, for 28 ,,	
1	,, for 34 ,,		2	,, for 27 ,,	
2	,, for 33 ,,		2	,, for 26 ,,	
3	,, for 32 ,,				

It thus appears that during the period in question ten out of the twenty-seven men who retired had served for thirty-five years and upwards; that sixteen had served thirty years and upwards; that only four had served less than twenty-eight years; and that one had served less than a year in excess of the minimum period of service.

The average retiring allowances received by those who served thirty-five years and upwards were £1,000 a year.

30 years, and less than 35...£908 a year.
28 years, and less than 30...£837 ,,
26 years, and less than 28...£798 ,,

4. It is clear, I think, from the foregoing figures that not only are the average retiring allowances obtainable at the present time by Civil Servants on the completion of the minimum period of service, very much below what the late Court of Directors contemplated in 1825, but that in the case of Civil Servants of lengthened service the retiring allowances granted under the present rules are below the standard at which they might properly be fixed, if due consideration be given to the importance of the duties on which the members of the service are for the most part employed, to the great increase which has taken place of late years in the cost of living, both in this country and in England, and to the scale of retiring allowances granted in other branches of the public service.

5. With reference to the latter point the Memorialists contrast the pensions given to the Civil Service with those given to the Barrister Judges of the High Court, to the Barrister Judges of the Presidency Courts of Small Causes, to the Assistant Secretary to Government in the Legislative Department, to the employés in the India Office in London, and to the Military and Medical branches of her Majesty's Service in India, and it cannot be denied that the contrast is the reverse of favorable to the Civil Servants, especially in the case of officers of long service. In the list to which I have already referred are to be found the names of two Civilian Judges of the High Court, who retired after having served thirty-seven and thirty-six years respectively on pensions of £1,000 a year, of which in the one case more than four-fifths, and in the other more than one-half, was purchased by deductions from their salaries, while their Barrister colleague in the same Court is entitled to retire after twelve years' service as a Judge on a pension of £1,200, for which he pays nothing. In the same list are two Members of Council, one of whom paid for more than the whole of his pension, and the other for £708 out of the £1,000 assigned to him, while in the same year in which the first of these gentlemen left the service an Inspector General of the Medical Department, junior to him in the public service by several years, retired with a pension from Government of £900 per annum for which he had paid nothing, in addition to an annuity from the Medical Fund of £400 for which he had paid the sum of Rupees 12,000. The very liberal pension of £750 a year, which has recently been sanctioned for the Barrister Judges of the Courts of Small Causes, and the whole of which is paid by the State, presents, it must be admitted, a very marked contrast with the pension obtainable by a Civil Servant of twenty-five years standing, who has probably discharged for some years the far more onerous and responsible duties of Civil and Sessions Judge or Collector and Magistrate of a District, and who, according to the average at present obtaining, can only count on a retiring allowance of £775, of which only £600 is a pension from the State.

6. With these facts before us it is impossible, I think, to resist the conclusion that a further revision of the rules relating to retiring allowances in the Covenanted Civil Service is called for. It is surely an anomaly which ought to be corrected that of two Judges sitting in the same Court, performing the same duties and drawing the same salaries, one should after twelve years of Indian service be granted a pension higher by one-sixth than the maximum pension which can be assigned to the other, whose service in India may have extended over a period of thirty-five years. There may be, and there are, very valid reasons for granting a pension after a much shorter service in the one case than in the other, but there can, it appears to me, be no justification for making any difference in the amount. It is also an anomaly, and one which equally calls for removal, that the retiring allowance of a Lieutenant Governor, or of a Member of Council, or of the Chief Commissioner of a Province, should be less than that obtainable by an Inspector General in the Medical Department, or by a Lieutenant Colonel in the Army after twelve years' service in that rank. And, lastly, I submit, it is not right that a District Officer, who has been performing for many years the laborious and responsible duties of Judge or Collector of a District, whose Indian service may have extended over from thirty to thirty-five years, and whose savings, if he be a married man, must be comparatively small, should receive on his retirement a pension of little more than £900 a year, one-third of which has been purchased by him.

7. I see no necessity for any material addition to the scale of retiring allowance, which, under the existing rules, is attainable after the prescribed minimum service of twenty-five years, and on this point I do not think that we ought to support the prayer of the Memorial. The number of men who retire after a service of less than thirty years is, as we have seen, comparatively small, and I cannot think that it would be advisable to hold out any inducements which would have the effect of very materially reducing the average period of service. On this point I concur entirely in the opinion expressed by Sir Bartle Frere in his Minute of the 10th March 1862, that "in "most cases the next five years, and in many cases the next ten years immediately following the "completion of twenty-five years' service, are the best and most useful to the public of a Civilian's "whole service," and that it would be a great evil for India if men were induced to look to service in this country, not as the duty of the best part of their working lives, "but as a mere prelude "to a middle age to be passed in England in English professions, aided by an Indian "pension." The arrangement which on full consideration appears to me should be recommended to the Secretary of State, as that best calculated to meet the fair claims of members of the service without prejudice to the efficiency of the administration, is that the Annuity Fund, as a fund, should be abolished, and that a graduated system of pensions should be established, commencing at twenty-five years' service, at an amount a little above the average pension now attainable at that period of service, and rising by annual increases to a maximum, which should be given on the completion of thirty years' service. The minimum pension might be fixed at £800, which is only £2[illegible] in excess of the average retiring allowance now obtainable after twenty-five years' service, and the maximum at £1,200; the annual increase being £80. If such a scheme of pensions were sanctioned the Government, I think, would be perfectly justified in consideration of the additional boon thus conferred upon the service in insisting on the continuance of the present deduction of 4 per cent. from salaries, as a set off against the charge incurred by the State in the payment of the pensions.

8. It appears to me to be very desirable that the Annuity Fund, or to speak more accurately the form of crediting all deductions from the salaries of members of the service to a fund under the nominal management of a Board of Managers, in which practically the members of the service have no real interest, inasmuch as the Government guarantees to each the payment of a certain rate of annuity not exceeding £400 a year, with reference not to the general assets of the fund, but with reference to the amount of the deductions made from his salary, should be abolished. The so-called fund, in my opinion, is a perfectly obsolete institution, little more indeed than a mere phrase, which serves no useful purpose, but tends to keep up in the minds of the service generally, and especially of those whose contributions to it have exceeded the value of the annuity of £400, a feeling that they have a claim to benefits which are unjustly withheld from them. It is not right or fitting that the system of retiring allowances for Indian Civil Servants should be a source of frequent litigation between Her Majesty's Government and Her Majesty's retired servants, as is the case at the present moment; and in every point of view it seems most desirable that if any alteration be made in the present system of retiring allowances the opportunity should be taken for finally setting at rest the question of claims to refunds of over-payments, and this can only be done effectually by abolishing the fund, and by making it a condition of admission to the benefits of the new scale of pension that the retiring officer expressly waives all claim on any portion of the sums deducted from his salary. It would, of course, be necessary to offer to every present member of the service the option of adhering to the present Pension rules, and it might possibly be necessary to pass a short Act, empowering the Government to abolish the Annuity Fund, in regard to which, I pre-

of 25 years. In non existence of such a rule has often been felt as a practical inconvenience —

sume, there could be no material difficulty. If it should be determined to adopt this course, and, continuing the present deductions from salaries, to substitute for the present system of retiring allowances a scale of pensions, graduated with reference to length of service, but irrespective of the amount of the individual deductions from salaries, it would no longer be necessary to adhere to the practice of allowing interest on the deductions, except in the case of the few members of the service, if there should be any, who might elect to be pensioned according to the rules now in force. In all other cases, and eventually in all cases, the deductions would be simply credited to the proper head in the Accountant General's books. No separate account would be kept of the deductions made from the salaries of individual Civil Servants, and the deductions would cease to be regarded as being in any way connected with the vested interests of individuals. It would, of course, serve the same purpose, if instead of retaining the system of deductions a general diminution of salaries were made to a corresponding extent; but as most of the salaries are in round numbers, (so far at least as regards their annual amount,) it would probably be more convenient to retain them at their present rate, subject to deduction, than to reduce the gross salaries. ~~If, however, Her Majesty's Government should determine to adhere to the principle of the present system of retiring allowances, composed partly of a pension granted by the State, and partly of a deferred annuity purchased by deductions from salary, I would suggest that the pension obtainable after a service of twenty-five years should be retained at the present rate of £600, but that it should be increased for length of service by an annual increment of £40 up to a maximum pension of £800, which should be granted after a service of thirty years, or of any longer period; the annuity being left at the present maximum rate of £400 a year.~~

9. It has been suggested not in the present Memorial, but in some papers which have been circulated in connexion with it, that the Secretary of State should be asked to apply to the Indian Civil Service the principles of the Superannuation Act by which pensions are regulated in the permanent Civil Service in England, and which, it is said, have been adopted by the Government of India in certain rules lately proposed for regulating the grant of pensions in the Uncovenanted Civil Service in this country. The leading feature of the English rules is that every Civil Servant is entitled to a pension of one-sixtieth of his salary at the date of his retirement, claimable as a right after sixty years of age and ten years of service, and claimable after ten years' service on Medical Certificate irrespective of age. These rules are probably very suitable to a service in which the highest salaries are low in comparison with those drawn in the Indian Civil Service, and which contains servants of all classes from copyists and tide-waiters to the permanent Under Secretaries of State. For the same reasons the rules in question are doubtless very well adapted to the Uncovenanted Civil Service in this country, the circumstances of which are in many respects analogous to those of the permanent Civil Service in England. In both cases the great majority of the persons affected by the rules are serving in their native country. In both the salaries, as a general rule, are not more than sufficient to enable the recipients to live in moderate comfort. There is usually little or no margin for savings, and the pension, at the rate of one sixtieth of the salary at the time of retirement for each year of service, is not more than is requisite to provide the officer retiring with a decent provision for his remaining years. In the Covenanted Civil Service of India the circumstances are essentially different. The Covenanted Civil Servants are with scarcely an exception Englishmen, sent out to fill the higher offices in the administration, and eligible for the very highest posts. Their salaries are on a scale far higher than those of the permanent Civil Service in England, and although in the great majority of cases the opportunities for saving are not great, owing to the heavy incidental expenses which the Indian Civilian has so often to incur, still the scale of salaries, especially in the higher offices, is such as to render the adoption of the principle of the English Pension Rules quite impracticable, except by fixing the maximum pension at a rate greatly below that which would otherwise be claimable. The lowest fraction of salary that could be taken as the basis for calculating the rate of pension (and $\frac{1}{100}$th is probably the lowest that would ensure a suitable retiring allowance to those Civil Servants who do not rise above the post of Judge or Collector of a District) would entitle the Chief Secretary to this Government or a Secretary to the Government

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of India, after thirty-five years service to a pension of £1,750, a Member of Council at Madras or Bombay to a pension of ~~£2,310~~, a Member of the Council of the Governor General to a pension of £2,800, and a Lieutenant Governor of a Province to £3,500 a year, the lowest of which sums is obviously much in excess of the, maximum amount that could be granted with a due regard to the financial necessities of the State.

10. It is argued in the papers to which I have alluded that the rate of pension to be given to an Indian Civil Servant should, as in the Home Service, be determined by the quality as well as by the quantity of the services rendered to the State, and it is of course assumed that the quality of the service should be measured by the salary assigned to it. I think it very doubtful whether any such rule ought to be applied to the Indian Civil Service. It may be admitted that, as a general rule, though by no means invariably, the abler men in the service rise to the higher offices, but the duties attached to the appointments of a lower grade, the Collectorates and Judgeships, in which the great majority of Civil Servants end their service, are, ~~as a general rule,~~ so onerous and so responsible, in many cases not only more laborious, but in every respect more trying, than those appertaining to what I may call the staff appointments of the service, that I am satisfied that it would be a measure of very doubtful justice to add to the advantages which belong to the latter class of appointments the boon of a higher scale of pension. I take it that the daily work of the Judge of Tanjore entails far more mental labor and bodily fatigue than that of a Member of Council at Madras, and I very much question whether there is any material difference in the degree of intellectual power which is requisite to the efficient discharge of the two sets of duties.

11. On the whole, I am persuaded that a system of graduated pensions with some reference to length of service and fixed at such a scale as will place the recipients in a not less favorable position on retirement than their cotemporaries in other branches of the public service, is that best adapted to meet the equitable claims of the Indian Civil Servants, and if it should be considered expedient to grant special pensions for special services, I would venture to suggest that this should be done by establishing good service pensions at the rate of say £200 a year, of which a limited number might be given ~~annually~~ on the recommendation of the Governor General, such pensions not to be restricted to persons who have held particular offices, but to be awarded for meritorious services of any description, which may be deemed worthy of special reward.

(Signed) A. J. ARBUTHNOT.

MINUTE by the Honorable H. D. PHILLIPS, dated 4th November 1868.

When the Memorial now before the Government was circulated to me, a Madras Civilian, by some of the gentlemen whose names are affixed to the paper, I doubted whether I should be justified in signing a requisition to the Secretary of State in the success of which I had a clear personal interest, or whether I ought not to await its consideration in Council and there give my opinion on it. The adoption of either of the two courses would not have relieved me from the possible supposition of being somewhat biased in favor of the Memorial, if I approved it. I did approve it, completely, and therefore I thought it would be better on the whole at once to sign the Memorial. My act in doing this is a distinct intimation of the views which I entertain in regard to the prayer of the Memorial.

2. It has long seemed to me that the general circumstances of the Civil Service have so changed for the worse that some modification of the rules affecting pension would be only an act of simple justice. The Memorial sets forth in plain, clear language in what manner it has appeared to a large number of Her Majesty's servants that their retiring prospects may reasonably be improved. Their prayer would seem to be in consonance with the views in respect of pensionary allowances of the Secretary of State, who has recently assigned to members of the Uncovenanted branch of the Civil Service far more favorable superannuation grants proportionately than any which are available to the older Covenanted branch. I hope, therefore, that with this late precedent on record, no difficulty will be experienced by the Home authorities in conceding the moderate request of the Madras Memorialists.

(Signed) H. D. PHILLIPS.

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

I have considered the Memorial from the Members of the Civil Service to the Secretary of State, praying that "while the principle of the existing scheme for providing retiring allowances is pre-"served, the benefits derivable therefrom may be increased, by raising the fixed sum given by the "State from £600 to £800 per annum, and thus increasing the total retiring allowance from an "average sum of £775, and a maximum of £1,000 per annum, to an average sum of £975, and a "maximum of £1,200 per annum available under the same conditions as at present exist;" and I am bound to state that after an attentive consideration of the arguments advanced in it, and the figures in the annexures, the impression left on my mind is that it will be nothing more than an act of justice to accede to the prayer of the Memorialists.

2. It seems that so long ago as 1825 the Court of Directors of the East India Company instituted a scheme for enabling their Civil Servants to retire on a moderate competency after a certain period of service, which with some modifications is still in force. The basis of the scheme was simply that every Civil Servant should be able to retire after twenty-five years' service (of which twenty-two must be passed in India) on £1,000 per annum, and in order to carry this scheme into effect it was resolved to grant every Civil Servant after twenty-five years' service a pension of £500 a year to be supplemented by an annuity of £500 per annum to be bought by him.

3. This annuity was to be paid for by deductions from his salary from the moment of his entering the service, and it was calculated that by a deduction of 4 per cent. on the average receipts of a Civilian during the first twenty-five years of his service, a sum of Rupees 38,876 would be realized, which, supplemented by a fine of about Rupees 10,000, would suffice to pay for the annuity of £500.

4. The scheme was adopted, and from that time to the present every Covenanted Civilian has been bound by the terms of his contract to subscribe to the Civil Fund, the ostensible benefit to be derived from which was the possibility of retiring from the service after twenty-two years spent in India, with a pension of £1,000 a year.

5. It is clear, therefore, that one of the greatest inducements held out to young men to enter the Indian Civil Service was the prospect of this retiring allowance, and if through the altered circumstances of the public service, and through no fault of the Civil Servants themselves, the scheme has failed to answer the expectation of its framers, it seems to me that it is only just and equitable to take such steps as will, with least cost to the State, restore to the members of the Civil Service the advantages in the way of retiring allowances which their former masters intended that they should enjoy, and which they appear to have lost to a considerable extent; and I do not see a fairer, simpler, or less expensive method than that suggested in the Memorial.

6. A short analysis of the figures in the annexures shows that so far from the average subscriptions during the first twenty-five years of service reaching 38,000 Rupees, they have during the last five years only reached 21,000, which will only purchase an annuity of about £175, while after an average service of thirty-one years the average annuity purchaseable is only £324. Moreover, the State profits so largely by the accumulations by lapses, over-payments, &c., that during the last twenty years it has thus received a sum of over 13 lakhs of Rupees, which would have sufficed to have given an extra annuity of £130 per annum to each of the 91 annuitants during that period; in other words, out of every pension granted by the State £130 is not a charge on its finances at all. Again, from the late report on the Civil Fund by Mr. Brown, the Actuary, it appears that the rates at which Government have been in the habit of calculating the amount payable for an annuity are so unduly high that the difference between the Government's and the Actuary's rates would suffice at the end of twenty-five years, and at an average age of 51, to purchase an extra annuity of £34, so that out of every pension of £600 the sum of £164 is in reality paid for by the members of the Civil Service, and the real pension given by the State at its own cost to its Civil Servants is not more than £436 per annum.

7. The argument advanced by the Memorialists in the last paragraph but one of their Memorial, to the effect that the emoluments of the Civil Service have been steadily diminishing during the last twenty years, and that the cost of living both in India and in England has much increased, while the value of money has correspondingly decreased, and that £1,000 does not now nearly represent what it did in 1825, is entitled to every consideration. It is in fact irrefutable. It is next to impossible for any Civilian, even if he does not marry till after he has served for ten or twelve years, to save any money, while those who remain unmarried cannot save anything like what used to be the rule rather than the exception twenty-five years ago.

8. It appears to me, however, that it is sound policy to encourage the advent of young men of the highest character and intelligence in Great Britain to India in the Civil Service, and that no more effectual means to that end could possibly be devised than a system of liberal retiring allowances.

9. I am glad to find that my colleague, the Honorable Mr. Phillips, takes the same view of the question. The Honorable Mr. Arbuthnot is of opinion that it is "impossible to resist the "conclusion that a further revision of the rules relating to retiring allowances in the Covenant-"ed Civil Service is called for," though he does not consider it advisable to hold out any "inducements which would have the effect of very materially reducing the average period of "service," which at present is about thirty years, and he quotes Sir Bartle Frere in support of this view. He then proposes that the Annuity Fund should be abolished, and a graduated system of pensions, commencing at twenty-five years' service, established; the minimum pension to be £800 per annum, rising by annual increases of £80 to the maximum of £1,200 per annum, while, in order to counterbalance the increased cost of these pensions to the State, the present 4 per cent. deduction from salaries should continue to be made but be credited to the General Revenues.

10. This is tantamount to a 4 per cent. reduction of salaries to which I should scarcely be prepared to accede, ~~while as to the abolition of the Annuity Fund (apart from its questionable legality) it would be a serious prejudice to the Government, inasmuch as while the annuities purchased by retiring Civil Servants cost the State nothing at all it profits by lapses, &c., to the extent of £164 per annum on every pension which it pays.~~

~~11.~~ It also seems to me that inasmuch as young men now enter the service three years later in life (that is, at about twenty-three instead of at about twenty) than was the case formerly, and inasmuch as the tendency of the new Furlough Rules is, by promoting non-residence, to make them qualify for retirement later in life, it will be rare to find one of them who is qualified to retire before the age of 50, while the tendency of Mr. Arbuthnot's proposal would be to induce them to stay on in the service till the age of 55. Now granting that the best years of an Indian official's life are those between 40 and 50, I doubt whether it would be expedient to hold out inducements to Civil Servants to remain in the service five years longer.

12. Mr. Arbuthnot suggests, in the event of the non-abolition of the Annuity Fund, and the retention of the present scheme of retiring allowances, that a sliding scale of Government pensions, commencing at £600 per annum after twenty-five years' service, increasing up to £800 by annual increments of £40 a year, and supplemented by the grant, in exceptional cases and on the recommendation of the Governor General, of good service pensions of £200 per annum, be adopted.

~~13.~~ As I said before, having given the matter my attentive consideration, I am of opinion that the members of the Civil Service have a claim on the Government for increased retiring allowances, and that the readiest and most acceptable mode of satisfying it is that set forth in the Memorial, the prayer of which I heartily recommend to the favorable consideration of Her Majesty's Secretary of State for India.

~~14.~~ The unfavorable manner in which the Civil Service pensions contrast with those of other branches of the public service has been so strongly remarked on by Mr. Arbuthnot in his Minute as to call for no observation from me beyond the expression of my concurrence in his views on that point.

(Signed) NAPIER.

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Minute by His Excellency The President.

I have considered the Memorial from the Members of the Civil Service to the Secretary of State praying that "while "the principle of the "existing scheme "for providing retiring "allowances is pre- "served, the benefits "derivable therefrom "may be increased by "raising the fixed sum "given by the State from "£600 to £800 per "annum; and thus "increasing the total "retiring allowance "from an average sum "of £775, and a max-

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Memorialists.

It seems that so
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of the East India Compa-
ny instituted a scheme
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This annuity was to be paid for by deductions from his salary from the moment of his entering the Service, and it was calculated, that by a deduction of 4 per cent on the average receipts of a Civilian during the first 25 years of his Service, a sum of Rupees 38,876 would be realized, which, supplemented by a fine of about Rupees 10000 would suffice to pay for the Annuity of £500

The scheme was adopted, and from that time to the present, every covenanted Civilian has been bound by the terms of his Contract to subscribe to the Civil Fund, the ostensible benefit

benefit to be derived from which was the possibility of retiring from the Service after 22 years spent in India with a pension of £1,000 a year.

It is clear therefore, that one of the greatest inducements held out to young men to enter the Indian Civil Service was the prospect of this retiring allowance, and if through the altered circumstances of the public Service, and through no fault of the Civil Servants themselves, the scheme has failed to answer the expectation of its framers it seems to me that it

out of every pension granted by the State, £130 is not a charge on its finances at all.. Again, from the late report on the Civil Fund by Mr. Brown the Actuary, it appears that the rates at which Government have been in the habit of calculating the amount payable for an Annuity are so unduly high, that the difference between the Government's and the Actuary's rates would suffice, at the end of 20 years, and at an average age of 51, to purchase an Extra Annuity of £34; so that, out of every pension of £600, the sum of £164 is

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in reality paid for by the members of the Civil Service, and the real pension given by the State at its own cost to its Civil Servants, is not more than £436 per annum.

The argument advanced by the Memorialists in the last paragraph but one of their Memorial, to the effect, that the Emoluments of the Civil Service have been steadily diminishing during the last 20 years, and that the cost of living both in India and in England has much increased, while the value of money has correspondingly decreased,

and

it is only just and Equitable to take such steps as will, with least cost to the State, restore to the members of the Civil Service the advantages in the way of retiring allowances which their former Masters intended that they should enjoy, and which they appear to have lost to a considerable extent, and I do not see a fairer, simpler, or less expensive method, than that suggested in the Memorial.-

A short analysis of the figures in the annexures shows that so far from the average

average subscriptions during the first 20 years of Service reaching 38,000 Rupees, they have, during the last 5 years only reached 21,000, which will only purchase an Annuity of about £175, while after an average Service of 31 years, the average annuity purchaseable is only £324.- Moreover, the State profits so largely by the accumulations by Lapses, over-payments &c., that during the last 20 years it has thus received a sum of over 13 lakhs of Rupees, which would have sufficed to have given an extra annuity of £130 per annum to each of the 91 Annuitants during that period.- in other words,

out-

and that £1000
does not now nearly
represent what it
did in 1825, is en-
titled to every con-
sideration. - It is
in fact irrefutable.
It is next to impossible
for any Civilian, even
if he does not marry
till after he has served
for 10 or 12 years to save
any money, while those
who remain unmar-
ried cannot save
anything like what
used to be the rule
rather than the ex-
ception 25 years ago.

It appears to me
however that it is
sound policy to en-
courage the advent
of young men of the
highest character
and intelligence
in
Great Britain to In-
dia in the Civil Service,
and that no more effec-
tual means to that
end could possibly
be devised, than a
system of liberal reti-
ring allowances.

I am glad to find
that my Colleague, the
Honorable Mr. Phillips
takes the same view
of the question - The
Honorable Mr. Ar-
buthnot is of opinion,
that it is "impossible
" to resist the conclu-
" sion, that a further
" revision of the rules
" relating to retiring
" allowances in the
" Covenanted Civil Ser-
" vice is called for," though
he does not consider it
" advisable to hold out
" any inducements which
would

"would have the effect
"of very materially
"reducing the average
"period of service",
which at present
is about 30 years,
and he quotes Sir Bar.
the Frere in support
of this view. He then
proposes, that the
Annuity Fund should
be abolished, and a
graduated System of
pensions commen-
cing at 25 years
Service, Established, -
the minimum pen-
sion to be £800 per
annum rising by
annual increases
of £80, to the max-
imum of £1,200 per
annum, while, in
order to counter-
balance the increa:
sed Cost of these
pensions

pensions to the State the present 4 per cent deductions from salaries should continue to be made but be credited to the General Revenues.

This is tantamount to a 4 per cent reduction of salaries to which I should scarcely be prepared to accede, while as to the abolition of the Annuity Fund (apart from its questionable legality) it would be a serious prejudice to the Government inasmuch as, like the annuities purchased by retiring Civil Servants cost the State nothing at all it profits by lapses ren to the extent of £64 per annum on every pension which it pays.

It also seems to me that inasmuch as young men now enter the service 3 years later in life (that is at about 23 instead of at about 20) than was the case formerly, and because the maximum of the tendency of the New Furlough Rules is, by promoting non-residence, to make them qualify for retirement later in life, it will be rare to find one of them who is qualified to retire before the age of 50, while the tendency of Sir Arthur Ho's proposal would be to induce them to stay on in the service till the age of 55. Nor granting

that the best years of an Indian official's life are those between 40 and 50 I doubt whether it would be expedient to hold out inducements to Civil Servants to remain in the Service 5 years longer.

Sir A. Arbuthnot suggests in the event of the non-abolition of the Annuity Fund and the retention of the present scheme of retiring allowances that a sliding scale of Government pensions commencing at £600 per annum after 25 years service increasing up to £800 by annual increments of £40 a year, and supplemented by the grant, in exceptional cases and on the recommendation of the Governor General, of good service pensions of £200 per annum be adopted.

As I said before, having given the matter my attentive consideration I am of opinion that

to Members of the Civil Service I see a claim on the Government for increased retiring allowances and that the readiest and most acceptable mode of satisfying it is that set forth in the Memorial the prayer of which I heartily recommend to the favorable consideration of His Majesty's Secretary of State for India.

The unfavorable manner in which the Civil Service pensions contrast with those of other branches of the Public Service has been so strongly remarked on by Sir A. Arbuthnot in his Minute as to call for no observation from me beyond the expression of my concurrence in his views on that point.

Napier

12 Nov/65

Financial Rets Govt

Fin: Letter to Govt. of 21st Nov.
No 20 of 1868.

Prov: 16th Nov. 68
Ln 415.

Extracts of the Proceedings

of 12 Nov

No 610

Regarding the pension
Terms of members of the
Madras Civil Service

Minute by the Hon. J. Wilson
dated 27 Oct. 1868

Although I have not signed this memorial, partly because I do not entirely concur in its prayer and partly because I wished to leave myself free to offer in my place in Council such remarks as I might deem proper on the subject to which it relates, I consider that the Memorialists are justified in representing that the present rates of retiring allowances granted to the Covenanted Civil Service are inadequate, and I am of opinion that the whole system of pensions in that Service ought to be revised.

2. Under the rules at present in force, and under the Covenant which every member of the Service has to sign on his first appointment, each Covenanted Civil Servant is compelled to contribute throughout his Service a percentage on his salary at the rate of four per cent to a fund designated

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the Civil Service Annuity fund, and he is entitled if he lives to retire after a service of 25 years, of which four may be passed on leave in England or elsewhere, to a pension from the State of £600 per annum, and in addition to an annuity of the amount, not exceeding £400, which his accumulated contributions to the Annuity fund with interest, which the Govt allow at the rate of 6 per cent will purchase, according to a table of rates sanctioned by the Govt. It is open to him, if his contributions to the Annuity fund are not sufficient to entitle him to an Annuity of £400, to make up the deficiency on his retirement, but if they exceed the sum requisite to give him an annuity of £400, under the present rules the excess is not refunded, but remains an asset of the fund, as do the contributions of members dying in the service. Practically therefore every Covenanted Civil Servant is entitled after 25 years service, including 21 years residence in India, to a retiring allowance which may reach but cannot exceed the maximum sum of £1000 a year, and which cannot be less and in fact must be more than £600. Probably the minimum might be safely put down at about £700. The proportion in which the retiring allowance is defrayed by the State and is provided by the deductions from the Annuitant's salary depends upon the amount of the latter. In the majority of cases the accumulated deductions are less than the sum requisite to give an Annuity of £400, and in every such case the Annuitant receives a pension of £600 from the State in addition to his Annuity from the fund, but men who rise to the higher offices usually contribute more than the sum requisite to give an annuity of £400, and in every such case the amount of pension from the State is pro tanto diminished. In two notable instances of comparatively recent date, those of the late Mr Morehead and of Sir J. Pycroft, the accumulated

lated deductions with interest were sufficient or more than sufficient according to the table in force to entitle the Annuitants to Annuities of £1000 a year, or in other words those distinguished public officers paid the full estimated value of the retiring allowances assigned to them on their retirement and received no pension from the State; but, as I have already observed, the retiring allowances of the majority of those who retire now-a-days are less than £1000 a year, considerably less, if the retirement takes place shortly after the completion of the minimum period of service, viz 25 years.—

3. It is shown in the memorial now before us that the average contribution to the fund by those Civil Servants who have completed 25 years service during the last five years has been only Rs. 21,101 which represents an Annuity of £175 and a retiring allowance of £775, whereas the late Court of Directors when they

they established the fund in 1825 estimated the average contributions at the expiration of 25 years service at Rs. 38,876 which under the present rules would give a retiring allowance of £327-0-0 a year. In point of fact however the average period of service is considerably in excess of 25 years. It appears from one of the Appendices to the Memorial that the average service of the 27 Civil Servants who have retired during the last five years was over 32 years. An analysis of this list shows that of the Annuitants entered in it

1 served for 38 years.
1 —"— for 37 —"—
6 —"— for 36 —"—
2 —"— for 35 —"—
1 —"— for 34 —"—
2 —"— for 33 —"—
3 —"— for 32 —"—
2 —"— for 31 —"—
2 —"— for 30 —"—
1 —"— for 29 —"—
2 —"— for 28 —"—
2 —"— for 27 —"—
2 —"— for 26 —"—

It thus appears that during the period in question 10 out of the

27 men who retired had served for 35 years and upwards, that 16 had served 30 years & upwards, that only four had served less than 28 years; and that one had served less than a year in excess of the minimum period of service.

The average retiring allowances received by those who served 35 years and upwards were £1000 a year
30 years & less than 35 – £908 — "
28 years & less than 30 – £837 — "
26 years & less than 28 – £798 — "

4. It is clear, I think, from the foregoing figures that not only are the average retiring allowances obtainable at the present time by Civil servants on the completion of the minimum period of service very much below what the late Court of Directors contemplated in 1825, but that in the case of Civil servants of lengthened service the retiring allowances granted under the present rules are below the standard at which they might properly be fixed if due consideration be given to the importance of the duties on which the members of the Service are for the most part employed, to the great increase which has taken place of late years in the cost of living, both in this Country and in England, and to the scale of retiring allowances granted in other branches of the public service

With reference to the latter point the Memorialists contrast the pensions given to the Civil Service with those given to the Barrister Judges of the High Court, to the Barrister Judges of the Presidency Courts of Small Causes, to the Assistant Secretary to Govt. in the Legislative Department, to the employés in the India Office in London and to the Military and Medical branches of Her Majesty's Service in India, and it cannot be denied that the contrast is the reverse of favorable to the Civil Servants, especially in the case of officers of long service. In the list to which I have already referred are to be found the names of two Civilian Judges of the High Court who retired after having served 37 & 36 years respectively on pensions of £1000

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a year, of which in the one case more than four-fifths, and in the other more than one half was purchased by deductions from their salaries, while their Barrister Colleague in the same Court is intitled to retire after 12 years service as a Judge on a pension of £1200, for which he pays nothing. In the same list are two members of Council, one of whom paid for more than the whole of his pension and the other for £708 out of the £1000 assigned to him, while in the same year in which the first of these gentlemen left the Service an Inspector General of the Medical Department, junior to him in the public Service by several years, retired with a pension from Govt of £900 per annum for which he had paid nothing, in addition to an annuity from the Medical fund of £400 for which he had paid the sum of Rs. 12000. The very liberal pension of £750 a year which has recently been sanctioned for the Barrister Judges of the Courts of Small Causes and the

the whole of which is paid by the State, presents, it must be admitted, a very marked contrast with the pension obtainable by a Civil Servant of 25 years standing who has probably discharged for some years the far more onerous and responsible duties of Civil and Sessions Judge or Collector and Magistrate of a District, and who according to the average at present obtaining can only count on a retiring allowance of £775, of which only £600 is a pension from the State.-

With these facts before us it is impossible, I think, to resist the conclusion that a further revision of the rules relating to retiring allowances in the Covenanted Civil Service is called for. It is surely an anomaly which ought to be corrected that of two Judges sitting in the same Court, performing the same duties and drawing the same salaries, one should after twelve years of Indian service be granted a pension higher by one-sixth than the maximum

pension

pension which can be assigned to the other, whose service in India may have extended over a period of thirty five years. There may be, and there are, very valid reasons for granting a pension after a much shorter service in the one case than in the other, but there can, it appears to me, be no justification for making any difference in the amount. It is also an anomaly and one which equally calls for removal that the retiring allowance of a Lieutenant-Governor or of a Member of Council, or of the Chief Commissioner of a Province should be less than that attainable by an Inspector General in the Medical Department or by a Lieutenant Colonel in the Army after 12 years service in that rank. And lastly I submit it is not right that a District officer who has been performing for many years the laborious and responsible duties of Judge or Collector of a District, whose Indian service may have extended over from 30 to 35 years and whose savings, if he be a married man, must be comparatively small, should receive on his retirement a pension of little more than £900 a year, one-third of which has been purchased by him.

I see no necessity for any material addition to the scale of retiring allowance which under the existing rules is attainable after the prescribed minimum service of 25 years, and on this point I do not think that we ought to support the prayer of the Memorial. The number of men who retire after a service of less than 30 years is, as we have seen, comparatively small, and I cannot think that it would be advisable to hold out any inducements which would have the effect of very materially reducing the average period of service. On this point I concur entirely in the opinion expressed by Sir Bartle Frere in his Minute of the 10 March 1862, that "in most "cases the next five years and "in many cases the next ten years "immediately following the completion of 25 years service are

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"the best and most useful to the
"public of a Civilian's whole service",
and that it would be a great evil
for India if men were induced
to look to service in this Country,
not as the duty of the best part
of their working lives, "but as a
"mere prelude to a middle age
"to be passed in England in
"English professions aided by
"an Indian pension." The ar-
rangement which on full consi-
deration appears to me should
be recommended to the Secretary
of State, as that best calculated
to meet the fair claims of members
of the Service without prejudice to
the efficiency of the Administration,
is that the Annuity fund, as a
fund, should be abolished and
that a graduated system of pen-
sions should be established com-
mencing at 25 years service at
an amount a little above the
average pension now attainable
at that period of service, and
rising by annual increases
to a maximum which should
be

be given on the completion of 30
years service. The minimum pen-
sion might be fixed at £800,
which is only £25 in excess of the
average retiring allowance now
obtainable after 25 years service,
and the maximum at £1200; the
annual increase being £80. If
such a scheme of pensions were
sanctioned, the Govt. I think, would
be perfectly justified in consideration
of the additional boon thus conferred
upon the service in insisting on
the continuance of the present deduc-
tion of 4 per cent from salaries,
as a set off against the charge
incurred by the State in the payment
of the pensions.

It appears to me to be very
desirable that the Annuity fund,
or to speak more accurately, the
form of crediting all deductions
from the salaries of members of
the Service to a fund under the
nominal management of a
Board of Managers, in which
practically the members of the Service
have no real interest, inasmuch
as the Govt. guarantees to each

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the payment of a certain rate of annuity not exceeding £1000 a year, with reference not to the general assets of the fund, but with reference to the amount of the deductions made from his salary, should be abolished. The so-called fund, in my opinion, is a perfectly obsolete Institution, little more indeed than a mere phrase, which serves no useful purpose, but tends to keep up, in the minds of the Service generally, and especially of those whose contributions to it have exceeded the value of the annuity of £400, a feeling that they have a claim to benefits which are unjustly withheld from them. It is not right or fitting that the system of retiring allowances for Indian Civil Servants should be a source of frequent litigation between Her Majesty's Govt. and Her majesty's retired Servants, as is the case at the present moment; and in every point of view it seems most desirable that if any alteration be made in the present

present system of retiring allowances the opportunity should be taken for finally setting at rest the question of claims to refunds of over payments, and this can only be done effectually by abolishing the fund and by making it a condition of admission to the benefits of the new scale of pension that the retiring officer expressly waives all claim on any portion of the sums deducted from his salary. It would of course be necessary to offer to every present member of the Service the option of adhering to the present pension rules, and it might possibly be necessary to pass a short Act empowering the Govt. to abolish the Annuity Fund in regard to which I presume there could be no material difficulty. If it should be determined to adopt this course and, continuing the present deductions from salaries, to substitute for the present system of retiring allowances a scale of pensions, graduated with reference to length of service, but irrespective of the amount of the individual deductions from salaries, it would no longer be necessary to adhere to the

the practice of allowing interest on the deductions except in the case of the few members of the Service, if there should be any, who might elect to be pensioned according to the rules now in force. In all other cases and eventually in all cases the deductions would be simply credited to the proper head in the Accountant General's Books. No separate account would be kept of the deductions made from the salaries of individual Civil Servants, and the deductions would cease to be regarded as being in any way connected with the vested interests of individuals. It would of course serve the same purpose, if instead of retaining the system of deductions, a general diminution of salaries were made to a corresponding extent; but as most of the salaries are in round numbers (so far at least as regards their annual amount) it would probably be more convenient to retain them at their present rate, subject to deduction, than to reduce the gross salaries. ~~If however~~

Her

Her Majesty's Government should determine to adhere to the principle of the present system of retiring allowances composed partly of a pension granted by the State and partly of a deferred annuity purchased by deductions from salary, I would suggest that the pension obtainable after a service of 25 years should be retained at the present rate of £600, but that it should be increased for length of service by an annual increment of £40 up to a maximum pension of £800 which should be granted after a service of 30 years or of any longer period, the annuity being left at the present maximum rate of £400 a year.

It has been suggested, not in the present memorial, but in some papers which have been circulated in connexion with it, that the Secretary of State should be asked to apply to the Indian Civil Service the principles of the Superannuation Act by which pensions are regulated in the

permanent

permanent Civil Service in England and which it is said have been adopted by the Govt. of India in certain rules lately proposed for regulating the grant of pensions in the Uncovenanted Civil Service in this Country. The leading feature of the English rules is that every Civil Servant is entitled to a pension of one-sixtieth of his salary at the date of his retirement, claimable as a right after sixty years of age and ten years of service, and claimable after ten years service on medical certificate irrespective of age. These rules are probably very suitable to a Service in which the highest salaries are low in comparison with those drawn in the Indian Civil Service, and which contains servants of all classes from copyists and tidewaiters to the permanent Under Secretaries of State. For the same reasons the rules in question are doubtless very well adapted to the Uncovenanted Civil Service in this Country

Country, the circumstances of which are in many respects analogous to those of the Permanent Civil Service in England. In both cases the great majority of the persons affected by the rules are serving in their native country. In both, the salaries, as a general rule, are not more than sufficient to enable the recipients to live in moderate comfort. There is usually little or no margin for savings, and the pension, at the rate of one-sixtieth of the salary at the time of retirement for each year of service, is not more than is requisite to provide the officer retiring with a decent provision for his remaining years. In the Covenanted Civil Service of India, the circumstances are essentially different. The Covenanted Civil Servants are with scarcely an exception Englishmen, sent out to fill the higher offices in the Administration, and eligible for the very highest posts. Their salaries are on a scale far higher

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than those of the permanent Civil Service in England, and although in the great majority of cases the opportunities for saving are not great, owing to the heavy incidental expenses which the Indian Civilian has so often to incur, still the scale of salaries, especially in the higher offices, is such as to render the adoption of the principle of the English Pension Rules quite impracticable, except by fixing the maximum pension at a rate greatly below that which would otherwise be claimable. The lowest fraction of salary that could be taken as the basis for calculating the rate of pension (and $\frac{1}{100}$ is probably the lowest that would ensure a suitable retiring allowance to those Civil Servants who do not rise above the post of Judge or Collector of a District) would entitle the Chief Secretary to this Govt or a Secretary to the Govt of India after 35 years service

service to a pension of £1750, a Member of Council at Madras or Bombay to a pension of £2340, a Member of the Council of the Governor General to a pension of £2,800, and a Lieutenant Gover. nor of a Province to £3,500 a year, the lowest of which sums is obviously much in excess of the maximum amount that could be granted with a due regard to the financial necessities of the State.

It is argued in the papers to which I have alluded that the rate of pension to be given to an Indian Civil Servant should as in the Home service, be determined by the quality as well as by the quantity of the service rendered to the State, and it is of course assumed that the quality of the service should be measured by the salary assigned to it. I think it very doubtful whether any such rule ought to be applied to the Indian Civil

service. It may be admitted that as a general rule, though by no means invariably, the abler men in the service rise to the higher offices, but the duties attached to the appointments of a lower grade, the Collectorates & Judgeships, in which the great majority of Civil Servants end their service, are as a general rule so onerous & so responsible, in many cases not only more laborious, but in every respect more trying, than those appertaining to what I may call the Staff appointments of the Service, that I am satisfied that it would be a measure of very doubtful justice to add to the advantages which belong to the latter class of appointments the boon of a higher scale of pension. I take it that the daily work of the Judge of Tanjore entails far more mental labor and bodily fatigue than that of a Member of Council at Madras, and I very much question whether there is any material difference in the degree of intellectual power which is requisite to the Efficient discharge of the two sets of duties.

On the whole I am persuaded that a system of graduated pensions with some reference to length of service and fixed at such a scale as will place the recipients in a not less favorable position on retirement than their Co-temporaries in other branches of the public Service, is that best adapted to meet the equitable claims of the Indian Civil Servants, and if it should be considered expedient to grant special pensions for special services, I would venture to suggest that this should be done by establishing Good Service pensions at the rate of say 2000 £ a year, of which a limited number might be given ~~annually~~ on the recommendation of the Governor General, such pensions not to be restricted

to

Fin. Dep. 16 Nov. 68 Ld. Lt. 44

persons who have held particular offices, but to be awarded for meritorious services of any description, which may be deemed worthy of special reward.

A. J. Arbuthnot

27th October 1868.

2 Financial & Dept

No. 608

C27 Ret
R3 Ret
C3—

When the Memorial now before Government, was considered some, a Madras Civilian, by some of the Gentlemen whose names are appended to the paper, doubted whether I should be justified in signing a Requisition to the Secty of State in the success of which I had a clear personal interest, or whether I ought not to await the consideration in Council of there own my opinion on it. The adoption of either of the two courses would not have relieved me from the possible subposition of there somewhat biased in favour of the Memorial, of Subscribed it. - I did subscribe it; - completely - and then for I thought it would be better on the whole at once to sign the Memorial. by adding this I obtained the views which I take to be in accordance to the prayer of the Memorial

It has long seemed some that the general circumstances of the Civil Service have so changed for the worse, that some modification of the rules appointing pension would

be only an act of simple justice. The
Memorial sets forth in plain, clear
Language in what manner it has
happened that a large number of H.
M. servants that they returns worked
may reasonably be augmented. Their
prayer would seem to be in consonance
with the views in respect of pensioning
allowances, of the S of State, who has
recently appointed to members of the
Uncovenanted branch of the Civil Service,
far more favorable superannuation
grants than any which are available
to the older covenanted branch. I
hope, therefore, that with this late
precedent on record, no difficulty
will be experienced by the Home au-
thorities in conceding the moderate
reasonable request of the Memorialists.

4 Nov 1868

Fin: Letter to Engd dd 21st March
No 20 of 1866.

43

Financial Department.

No. 517.

To

The Secretary to the Government
of India.

Financial Department.

Sir,

I am directed to transmit for ~~the information~~ submission to the Secretary of State ~~a copy of His Excellency~~ for India ~~the Governor in Council~~ a Memorial from the Members of the Civil Service in this Presidency, ~~to the Secretary of State for India~~, in respect of the existing scheme of retiring allowances, together with copies of the Minutes recorded thereon by the President and Members of Council.

Received 18th Nov. 1865.
Examined & Noted in Public Dept.

Referred to Financial Department.

Dd 16th Nov.

Dd 16th Nov.

Dd 5th Jany 1866.

Fin: Letter to Engd dd 21st March
No 20 of 1866.

43

Dd 20/12 with Memorial
Per P&O Str Surat.

Lean at Council 17/11

Dft 5th Jany
16 Nov. 1865

Letter & Minutes to follow-16
L & Minute Order & the letter
22 Office

45

Financial 1868 Department

Fin: Letter to Govt dt 21-Nov
No 20 of 1868.

14-9-1921 ✓
2-9-20 ✓

186 . Department

No. 517

To

The Secretary to the
Government of
Department.

73-5-2-69

Dated 16 November 1868.

14-11-192

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47.