GOVERNMENT OF MADRAS.

FINANCIAL DEPARTMENT.

READ—the following paper :—

From S. JACOB, Esq., C.S., Secretary, Finance Committee, to the Chief Secretary to the Government of Madras, dated Simla, 1st May 1886, No. 40.

I am desired to state, for the information of His Excellency the Governor in Council, that the Secretary of State for India in a recent despatch has called on the Government of India to report what classes of offices there are into which the rule now applicable to native members of the Civil Service under the statutory rules should be introduced, viz., the rule that where an appointment is held by a Native of India, he should receive two-thirds of the salary assigned to the appointment when it is held by a European. This despatch has been referred by the Government of India for the consideration of the Finance Committee, and I am now desired to request that His Excellency in Council will favor the President and Members of that committee with his opinion on the subject.

2. The departments involved in this inquiry appear to be the following :—

Public Works Department,	Customs,
Finance Department,	Survey,
Forest,	Mint,
Educational,	Police,
Opium,	Post,
Salt,	Telegraph,.

Medical,

and there may possibly be others which are not included in this list. The question regarding which the committee desire to be favored with an opinion is, therefore, whether the two-thirds rule should be applied to such of these departments as are under the control of His Excellency in Council. If so, to what appointments in those departments ?

3. There has been much correspondence regarding the appointment of Natives of India to these departments, as the result of which it has been decided that, while Europeans are not debarred, duly-qualified natives can be appointed to all of them ; and, in the case of the Finance and Opium Departments, it has been further ruled that a fixed proportion of the appointments periodically made should be given to natives. But the question of the salary which they should receive when appointed has not obtained equal attention. In the Public Works Department, the Government of India has assented to, and the Secretary of State has sanctioned, the application of the two-thirds rule ; but it has not as yet been actually carried into effect. In the Educational Department, in some cases, the two-thirds rule seems to have been applied to the higher grades, and at the same time a lower scale of pay has been laid down for the grades usually occupied by natives. In the Post Office Department, the two-thirds rule is believed to have been applied to the only native in high office. In other cases, however, it has hitherto been assumed that natives admitted to an appointment in these departments should receive the salary usually attached to the appointment without any abatement.

4. It is necessary, therefore, to consider the case of present as well as prospective holders of appointments. It will be necessary also to make careful inquiries in each department as to where the line should be drawn, since there must be many posts in

which the scale of pay is fixed too low to admit of any reduction, and the rule is only meant to be applied to the higher offices. The relation between the reduced pay of such offices and the scale of pay laid down for administrative offices which are usually filled by natives (such as the posts of Deputy Collector or Extra Assistant Commissioner, Subordinate Judge, &c.,) should also, no doubt, be considered. Some provision should perhaps be made that the two-thirds rule, or any rule causing an abatement in the scale of salary, should not take effect, if it would produce an actual decrease of pay in the case of promotion from a lower grade. And it is perhaps open to question whether the rule should in all cases be applied to those Europeans who, being domiciled in India, rank as statutory natives, or only to those who are natives by race and blood.

5. The committee would further desire to be favored with the opinion of His Excellency in Council as to whether a fixed ratio such as that of two-thirds is desirable, or a fluctuating ratio under which the reduction would be less in the lower grades and larger in the higher, or whether it would be preferable, in lieu of any arithmetical ratio, to adopt the principal of two alternative scales of pay, one for Europeans and one for Natives (as introduced already in the Educational Department); and, if so, on what basis such alternative scales can be laid down?

6. Lastly, I am to inquire whether His Excellency in Council thinks it possible to introduce in the case of any other department the rule of the Finance and Opium Departments, under which a fixed number of appointments, or a fixed proportion of the vacancies, should be given annually to native candidates.

ORDER—dated 15th May 1886, No. 424, Financial.

Communicated to heads of departments, who will report, at an early date, what appointments should, in their opinion, be subject to reduction of pay when held by Natives of India, and whether the reduction should be a two-thirds rate or some other. In the latter case, the amount of pay to be assigned should be stated when it is not a fixed proportion.

2. Where the proposed revision would reduce the emoluments of present incumbents, or those promoted from a lower grade, the circumstances of each case should be specially reported on.

3. Opinions on the question as affecting those Europeans who, being domiciled in India, rank as statutory natives, are also invited.

4. The Government further desire to receive any suggestions which heads of departments may desire to offer on the questions raised in paragraphs 5 and 6 of the foregoing letter.

(True Extract.)

E. F. WEBSTER,
Chief Secretary.

To all Departments of the Secretariat.
„ the Accountant-General.

Exd. A. Raitt.

No. 1388 W dy 1st June 86.

Copies of the G.O. are forwarded to the C. E. for I and all Supdg Engrs, for favor of an immediate expression of opinion on the various points raised

(Sd) [illegible]

Supdg Engrs
Chief Engr for Irrign.

Govt. of {1886} Madras.

FINANCIAL.

Issued

Recd. Encl.

G.O., 15th May 1886, No. 424.

No. 1388 W dy 1 June 86.

MAY.

Rates of Pay.

Communicating to all heads of departments, for report, a reference from the Finance Committee regarding the — to be adopted for appointments in certain departments, when they are held by Natives of India.

No. 919

FROM,

THE SUPERINTENDING ENGINEER
FIRST CIRCLE.

TO,

THE CHIEF ENGINEER P. W. Department.
~~FOR IRRIGATION.~~

DOWLAISHWARAM, 10th June 1886.

SIR,

With reference to the G.O. No. 1388 W dated 1st June 86, I have the honor to submit the following proposition bearing on the Subject matter of the G.O. No. 424 dated 15th May 1886 Financial

There can be little question, as to the pressing necessity for reducing the D. P. W. Establishment Charges, if such can be effected without destroying the efficiency of the Department and injuriously affecting the interests and position of the existing Establishment.

2 The introduction of the Native element amongst the Civil Engineers, would appear to be the most convenient way of bringing about a diminution

of the Expenditure on Establishment but nothing will be gained, if the native members are to be salaried as high as the European members. There can be no valid reason for granting them the same rates of pay as their European Colleagues, who must of necessity, find it more Expensive to live and maintain their individual status, than the native of the Country.

3 I know from Considerable experience that every Master must pay well for a good servant, so that the government cannot judiciously Cut down the salaries beyond a Certain limit, if good honest work is looked for, from all the members of the D.P.W.

4 I am however of opinion that the following rates of pay for the Executive as well as the Upper Subordinate branches could be offered, with all justice to the Coming aspirants to an Engineer's Career. Commencing from the rank of Supervisor of the 2nd Grade. below which grade I would not advocate any alteration of rate of pay.

Native Establishment	Monthly rate of Pay
Supervisor 2nd Grade	120.
Supervisor 1st Grade	140.
Sub Engineer 3d Grade	160.
Sub Engineer 2nd Grade	200.
Sub Engineer 1st Grade	240.
Executive Branch.	
Assistant Engineer 2d Grade	250.
Asst. Engineer 1st Grade.	300.
Executive Engineer 4th Grade	350.
Executive Engineer 3d Grade	400.
Executive Engineer 2d Grade	500.
Executive Engineer 1st Grade	600.

It will be observed that this scale is somewhat less, than the $\frac{2}{3}$rd rate recommended by the Government but I am quite Confident, that such emoluments would attract into the Public Works Service Competent Native Engineers - if such service will entitle them to adequate pensions this latter boon is more prized

by the Native, than even higher pay, while serving Government for it is often as difficult for them as with the Majority of Europeans in India to accumulate enough to make a living out of, when Superannuated, unless by practising peculation and dishonest practices.

I have the honor to be
Sir
Your Most obed.t Serv.t

Lieut Colonel
Major &c.
Supdg: Engr 1st Circle —

TK

Fee Le 4612

FROM,
THE SUPERINTENDING ENGINEER
FIRST CIRCLE.

(19)

TO,
THE CHIEF ENGINEER
~~FOR IRRIGATION.~~
P.W. Department

DATED 9th
DESPATCHED 10th June 1886
RECEIVED 15

No. 91 G. L.

ENCLOSURES. Nil

No 380 Dt/ July 12. 1886.

Reduction of pay to native men when appointed to the posts held by Europeans.

Proposes Certain —

Compile Sub-C.

DW.

O. 30. 6. 86

2d Circle Kresnapatam
14th June 1886

No 426 G.L

From
The Superintending Engineer
2d Circle

To
The Chief Engineer
Public Works Department

Sir

Adverting to G.O. No 1388 W dated 1st Instant, I have the honor to state that I consider that all appointments the pay of which exceeds Rs 400 a month should be reduced to $\frac{2}{3}$ do of that amount, when they are held by natives of India.

2. I would not reduce the emoluments of present incumbents in the grades they now occupy, but would put the reduction into effect on promotion, provided that they do not draw less than they had been doing previously.

3 I think with regard to para 3 that only natives by race and blood, and Eurasians, should be affected by this ruling.

4. As far as this Department is concerned the uniform rate of $\frac{2}{3}$rd is preferable, as the pay of the respective grades increases gradually and by no great bounds.

5 As regards para 6 of the letter of the Finance further I am unable to give an opinion

I have the honor to be
Sir
Your Most Obt. Servant

Rue Drake Buchanan
Major A.D.C.
Offg. Superintending Engineer 2d Circle

P.W Circ. 4710.

(19)

From The Superintending Engineer
2d Circle

To The Chief Engineer
P. W. D.
Madras

Dated 14th June 1886
Desp'd 15th do
Rec'd 19. 6. 86.

No 42 G.L
No 380 Dat July 12. 1886.

Rates of Pay to be adopted for appointments in certain departments when they are held by natives of India - Expresses his opinion on the subject of-

Compile
19/6/86
BW

Superintending Engineer's Office,
3rd Circle

No. 6 C

Bellary Ramandrug 9 June 1886.

From, Col. H. M. Vibart RE
SUPERINTENDING ENGINEER,
IIIrd CIRCLE.

To, THE Chief Engineer
P. W Department
Madras

Sir,

Enclosures.

With reference to G. O. No 424 — Financial dated 15th May 1886, I have the honor to observe that there are no doubt many reasons why Natives of India holding the same appointments should draw less pay than Europeans.

In the first place their services are as a rule, less valuable; further they are serving in their own Country and do not have to travel periodically to Europe, as is the case with Europeans. Moreover, they do not suffer from the depreciated value of silver; still in spite of this, it seems to me that it

is undesirable that Natives of India should have less pay

1st because it would engender feelings of jealousy, and secondly, because it would render the Natives of India more open to the influence of bribery

I would hence recommend that Officials in the same position should receive the same pay whatever their race may be

I have the honor to be
Sir
Your most Obedient Servant
Henry Tickell Col RE
Superintending Engineer 3d Circle

Tech 4486

(19)

From,

The Superintending Engineer,
IIIrd Circle.

To,

The Chief Engineer
P.W.D.
Madras

Dated 9 } June 1886.
Received 11 }

Enclosures.

No. 380 Dated July 12. 1886.

No. 6 C

Rates of Pay

reporting the ____ to be adopted for appointments held by Natives of India ____

Complete
11/6/86
Ord.

C-30-6-86

No. 195
E.W.

Supg. Engineer's Office 4th circle
Camp Udumalpettai 5th June 188

From

The Superintending Engineer,
Fourth circle

To

The Chief Engineer,
P.W. Department.

Sir,

As directed in G.O. No: 1388 W of 1st instant, I have the honor to express my opinion on the various points raised in regard to the rates of pay to be given to Natives of India, when holding appointments in this Department.

2. I am of opinion;

I. That no reduction of pay is practicable in the salaries of the members of the Office Establishments attached to this Circle; the pay being so small that, except in the case of Head Accountants, qualified Europeans do not

not seek for employment in it. I think it possible that in the case of Natives holding appointments as Head Accomtants, some reduction may be practicable; but I would leave this point to be reported on by the Examiner with whom the appointment, and promotion of these men rest.

II. That when Natives of India hold appointments in the Executive and Administrative Branches of the Department their pay should be fixed in the proportion of a one half rate, commencing with a minimum of Rs: 60. Thus a Native of India entering the Department as a Third Grade Overseer would draw sixty Rupees on first appointment while the total pay of a European in the same grade would be Rs: 120.

III. I would not reduce the pay of present incumbents, but on promotion to higher posts give them half the usual rate of increase; until their pay was thus gradually reduced to the fixed proportion, as compared with that of Europeans.

IV. Europeans who, being domiciled in India, rank as Statutory Natives, should be given three fourths of the pay allowed to Europeans proper.

V. In regard to para 5 of the letter of the Secretary, Finance Committee, I am of opinion that it would be preferable to adopt the principle of three alternative scales of pay, one for Europeans proper, one for Europeans who rank as statutory Natives, and one for Natives of India; and that the rates for Europeans ranking as statutory natives and for Natives of India should be respectively three fourths and one half those allowed for Europeans proper.

VI. Lastly I can see no objection against introducing the rule, if it does

does not already exist in this Depart-
ment, under which a fixed number
of appointments or a fixed proportion
of the vacancies, should be given
annually to native candidates.

I have the honor to be,
Sir,
Your most obed't servant.

F. Beatty. Col: R.E.,
Sup'g. Engineer, 4th circle.

Mdu 4357

(19)

From
The Supg. Engineer,
Fourth circle.

To
The Chief Engineer
P. W. Departt.

No 380 Dated July 12. 1886

Dated 5th
Recd: 8 } June 1886.

No: 195
C.W.

Rates of pay to be given to Natives of India:—

Expressing opinion on the various points raised in regard to the — when holding appointments in this Department.

Compile 8/6/86

No. 1401

Superintending Engineer's Office,
V Circle, Madras,
Chepák, 25th June 1886.

From

The Superintending Engineer,
V Circle,

To

The Chief Engineer
P. W. Deptt.

Sir,

Enclosures.

In reference to G.O. No. 1388
dated 1st June; I have the honor to
offer the following opinion.

I would recommend no
reduction of pay of appointment
of Overseer or Supervisor when
such is held by a Native.

But in case of a Native
holding the appointment of a
Sub Engineer or Assistant Engi-
neer I would recommend
that the receipt by him of full
pay of such during any parti-
cular

particular year be only ad=
=missible after the receipt of
a Satisfactory report from
the Executive Engineer
or other Officer under whom
he has immediately served
during the previous year.
Otherwise in these cases that the
pay of Supervisor 1st Grade only be
passed —.

As regards the No. of Appointments
in Upper Subordinate Establish=
ment which should be given to
Europeans & Natives respectively
Eurasians & Europeans domiciled
in India being deemed to be
Europeans.

	Sub Divl Officers.		Other Upper Subordinates.	
	Euro:	Nat.	Euro	Nat.
South Arcot —	1	4 —	3	5
North — " —	1	3 —	1	5
Chingleput —	1	2 —	2	5
Presidency —	2	" —	4	2
Workshops —	"	" —	2	"
	5	9	12	7

I have no suggestions to make
regarding

regarding other appointments
held by Natives in the 5th
Circle.

I have the honor to be
Sir
Your most Obed't Servt

H Hunton Lt Col R.E.
Superintg Engr
5th Circle

B. No 1388 W. 07 1. 6. 86.

From (9) Public 4989

THE SUPERINTENDING ENGINEER,

V CIRCLE,

To

THE Chief Engineer
P.W.D.

Dated 25 } June 1886.
Recd. 28 }

ENCLOSURES.

No. 380 Dated July 12. 1886.

No. 401.

Reduction of Pay of Appointment of overseer or Superior &c.

—

Recommends no —— when such is held by a Native of India

SUPERINTENDING ENGINEER'S OFFICE, 6th CIRCLE,
Kurrubakonum 7th June 1886.
D 8/6.

No. 343 T.J.

From

Lt Col J Pennycuick R.E

Superintending Engineer, 6th Circle,

To

The Chief Engineer
P.W.D.

Sir,

With reference to G.O No. 1388 W of 1st Instant, I have the honor to State that in my opinion the "two thirds rule" should be applied to all appointments in this Department, down to and including that of Sub Engineer 3d Grade, subject to the proviso that the pay of this latter Grade when held by a native should not be less than Rs 200, the full pay of a Supervisor 1st Grade.

For the purpose of this rule Europeans domiciled in India, who rank as Statutory natives, should be considered as natives; the class is one the introduction of which into the higher grades it is certainly undesirable to encourage.

With

G-30-6-86.
30-6-86

B.

With regard to present holders of appointments, who now draw the same pay as Europeans, it would be inequitable to reduce their pay and it would be undesirable to practically debar them from promotion for some time by ordering the reduction to be made in full, whenever they were promoted; but it would probably be practicable to ordain that a native promoted to an appointment above the fixed limit should only draw one half the increase of pay due to each ~~retrenchment~~ succeeding step until his pay was brought down to the two thirds limit.

I have the honor to be
Sir
Your most obedt Servt

Lt Col RE
Superintending Engineer 6th Circle

MCL 4435

P. W. D. ~~3RD CIRCLE~~

(191)

From

The Superintending Engineer,
~~3rd Circle.~~

To

The Chief Engineer
P. W. D.

No. 343 T. J.

Dated 7 } June 1886.
Received 10

Enclosures.

No 380 Dat July 12. 1886.

Offering his opinion on the various points raised, with regard to rates of pay to be adopted for appointments held by Natives of India.

—

Compile 10/6/1886 SW

C-30-6-86

Proceedings of the Madras Govt. P. W. Dept.
No 1388 W. dated 1st June 1886

Note by the Chief Engineer for Irrigation

No 76 - I.

Hitherto the higher appointments in the different Departments of Govt have been for the most part filled by Europeans, and the scale of pay attached to these appointments is therefore such as will prove remunerative and attractive to Europeans, while the lower or clerical appointments have been generally filled by Natives, who are eminently fitted for the performance of these duties and for whom the scale of pay cannot be considered excessive

2. In the Public Works Dept, some of the higher appointments have of late been filled by Natives who have distinguished themselves at the Civil Engineering College or have graduated in Engineering, and so long as these men remain in the lower grades as Assistant Engineer, the pay is so little in excess of that given to the higher grades of the upper Subordinates

that

that the subject does not attract attention, but as they rise in the higher grades of the Department, the anomaly of paying natives at the same rates as Europeans in one Dept while they are paid at only $\frac{2}{3}$ of the European rates in another comes prominently to notice.

3. It seems to me that there are great difficulties in the way of making the simple rule introduced into the Civil Service applicable to all Departments, that natives shall draw only $\frac{2}{3}$ of the salary given to Europeans; one of the most prominent being that if this rule is only to be introduced in "high office", subordinates will be proportionately, if not absolutely at first, better paid than the higher officials. I am of opinion that it would be better to lay down for all Departments, a scale of pay to be drawn by natives and increase the rates in this scale by one-half, or even double them, when the appointments are held by Europeans. The increase for Europeans might be called Indian allowance or Foreign Service allowance. I am aware that this

No 4435
RD CIRCLE

proposal seems to indicate that appointments under Government are to be filled by natives as the rule and by Europeans as the exception, instead of the reverse, but I think that it is better to lay down at once the lower rates as the rule than to appear to offer higher rates and cut them down to suit the class to whom the appointments are now thrown open.

4. Difficulties there will of course be in working out this proposal but these I believe will not be insuperable. I would make the scale applicable to all grades subordinate as well as higher, and would only leave the clerical appointments as they are; it might not however be desirable to carry the reduced scale so high as the highest appointments of each Department which must be filled by specially selected men, but this is a point which can be subsequently considered.

5. Some definition of European will be necessary, and this

I

I think must be a negative one, all who are not Natives of the Country being classed as Europeans. I owe to a difficulty here, as the term "East Indian" embraces several almost distinct classes, but almost every East Indian would, if he could, live as a European, educate his children in Europe and so on, and should I think be encouraged to do so.

6. As regards the increase to be given to Europeans I speak with some diffidence, but I think that the existing rule of giving Europeans half as much again is not rating the European sufficiently highly. A Native who receives Rs 500 a month is certainly very much better off than I should be on Rs 1,000, supposing that we had both families to support and Educate, but the rate of exchange would sensibly affect my pay and not be felt by the Native.

There is however one consideration that must not be lost sight of, a low rate of pay for work which demands all the energies is a premium on dishonesty and Government pay should be on such a scale that there must be no question of the integrity of those who receive it. For this reason it may be necessary to give the Native pay which is not quite proportionate to that given to Europeans, that is, that the European should not receive so much in excess of the Native as the requirements of his position compared with that of the Native would indicate. I am therefore disposed to think that as a general rule the Native should draw $\frac{3}{5}$ of the pay of the European.

Dd as annexed
8th June 1886

I have &c.
Colonel. RE.
Chief Engineer for Irrign.

No 4435
CIRCLE.

Note by the Chief Engineer for Irrigation

No 44. E.W.

Enc. 1. Forwarded to the Chief Engineer, P. W. D. with reference to G. O. N° 1388. W. dated 1st June 1886.

Enclosure 8th June 1886

I have the honor to be
Sir
Your most obedient servant
Colonel. R.E.
Chief Engineer for Irrigation

To
The Chief Engineer
P. W. D.

30-6-86

(19) Tels 4508

Rec'd 11/6/86
Ex 1

No 380 Dated July 12. 1886.

Complete 12/6/86 DW

The replies of C. S. and S. Es to P. O. No. 1388 W of 1st June 1886 have now been received -

All these officers are of opinion that in most cases natives should draw less pay than Europeans holding similar posts: but Sup.g. Eng. III though he gives strong reasons why Natives should get less pay than Europeans concludes his letter by saying that officials in the same position should receive the same pay whatever their race may be.

It appears to me that the Secretary of State has approved the principle that Natives should get less pay than Europeans and it only remains to decide in what appointments the reduction in a Natives pay should be made.

C. S. would not reduce the pay of lower or clerical appointments, but he does not say where he would begin to reduce the pay.

S. E. I would reduce the pay from Superior 2nd grade upwards.

S. E. II would reduce the pay of all appointments which exceed Rs. 400/- a month.

Ex C. 30. 6. 86

S.E. III would not reduce pay at all.

S.E. IV proposals are vague and cannot be understood.

S.E. V. would commence ~~reducing~~ reducing pay at grade of Sub Engineer.

S.E. VI would begin reductions at Sub Engineer 3rd. grade.

As regards what the reduction should be

E.I. proposes $\frac{3}{5}$

S.E. I proposes a scale of pay somewhat less than $\frac{2}{3}$ that of Europeans.

S.E. II proposes $\frac{2}{3}$

S.E. IV proposes apparently $\frac{1}{2}$

S.E. V makes no proposal

S.E. VI proposes $\frac{2}{3}$.

Regarding the other information asked for in Financial Order C/D. 624 of 15th May 1886, the officers consulted give little information. Most of them would not reduce the pay of present incumbents, and would arrange so that they would not lose on promotion.

E.I. thinks that all who are not natives of the country should be classed as Europeans.

S.E. II that only natives by race and blood and Eurasians should be affected by the ruling.

S.E. IV would have 3 scales of pay one for Europeans proper, one for Statutory natives, and one for Natives of India

S.E. VI thinks that Europeans domiciled in India who rank as Statutory natives should be considered as natives.

I agree with E.I. that the pay of clerical appointments should not be reduced, natives are well fitted for such work and should be encouraged to enter that branch of the Department. I also do not think it would be advisable for many reasons (that given in para 6 of E.I's letter being the chief) to reduce the pay of the lower appointments and I should say the reduction should begin at Supervisor 2nd. grade. I also think that the reduction should be greater in the higher grades than in the lower and that it would be better to

30.6.86

to have a scale of pay than the $\frac{2}{3}$ rule.

The proposal of C.S. in para 3 of his letter appears to me to be a most excellent one and should, if possible be carried out in all Depts:

I consider that only Natives of the Country by race and blood should be effected by the ruling for the reasons given in para 5 of C.S's letter.

The following scale of pay as compared with present scale would, I think, answer for Natives.

Present Scale.				Proposed Scale.			
Supervisor	2d.	Grade	Rs. 150.	Supervisor	2d.	Grade	Rs 130
do	1st.	do	" 200	do	1st.	do	160
Sub Engineer	3d.	do	" 250	Sub Engineer	3d.	do	200
do	2d.	do	" 300	do	2d.	do	250
do	1st.	do	" 400	do	1st	do	300
Apt. Engineer	3d.	do	" 250	Apt Engineer	3d.	do	200
do	2d.	do	" 350	do	2d.	do	250
do	1st.	do	500 450	do	1st.	do	300
Executive Engr.	4th	do	600 550	Executive Engr.	4th	do	350
do	3d.	do	700 650	do	3d.	do	400
do	2d.	do	" 800	do	2d	do	450
do	1st.	do	" 950	do	1st	do	500.

If C.S's suggestion is carried out the difference between this scale and present scale of pay would be called foreign or Indian allowance to be granted to Europeans. It would of course be hard on present subordinates and officers to introduced this scale, as in many cases they would get no increase on promotion, and the arrangement proposed in the last part of letter from Supg: Engineer N Circle would have to be adopted.

30/6/86

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women

(19)

8

Note by DN

W

G. 30·6·86

8

men imported from Europe, it seems anomalous that when natives are appointed to such situations, they should draw the same rate of pay as officers who are allowed high salaries for foreign service.

The rule which applies to Statutory Civil servants should apparently also apply to natives appointed to the Engineer estab.

The principle to be kept in view in considering this matter should apparently be that scales of pay for establishments intended to be officered by natives should not be reduced when appts. therein are held by natives. When however

5

To W

The scale of pay laid down for the clerical establishments of the P. W. D. were doubtless fixed on the consideration that the posts in those establishments were mainly to be filled by natives of India. If therefore the rates of salary were considered suitable for natives, it would not apparently be just now to fix a lower scale for any particular class of persons who may fill such posts.

The same remarks would apply to the upper subordinate establishment. The Civil rates of pay were, it may be assumed, determined with reference to the fact that they would be drawn

chiefly by natives, & if those rates were considered fair remuneration for the work performed, it would apparently not be fair to fix a lower scale for natives proper, while the existing scale continued to be drawn by Eurasians & domiciled Europeans.

Military men, who are almost the only Europeans borne on the subordinate ranks, already have a different scale of pay, i.e., military pay & staff salary.

The case of the Engineer establt. is of course different. The rates of pay were no doubt determined with reference to the fact that the appts. would be held by natives are appointed to establishments entitled to be officered by imported material, they may justly be required to accept a reduced rate of pay.

Cr
2.7.86

My opinion is that the two-thirds rule should be applied to the whole of the Engineer establishment; — but not to the subordinate establishment (upper & lower), and certainly not to the clerical establishments; — in all of which the rates of pay were fixed with regard to the probability that they would be drawn by 'Natives of India'.

In the cases of 'Natives of India' appointed to the Engineer establishment, the two-thirds rule seems in every way fair; inasmuch as the rates of pay were fixed on the assumption that they would be drawn by Europeans living in a foreign land. The fact that, under such rule, a young Native Assistant Engineer would receive less pay than some of the senior Upper Subordinates is no more an anomaly than in the corresponding case of a young 'Statutory Civilian', who, on first appointment as Assistant Collector, receives less pay than one of the senior

Deputy Collectors.

The term 'natives of India' should, so far as this question is concerned, be confined to those who are natives by descent by blood.

With respect to those natives who now hold appointments in the Engineer establishment, and who receive the same pay as Europeans in the same grade, I recommend that, on each step of promotion, they should gain only one half of the increase of pay due to such step, until their pay shall be brought within the two thirds limit.

W.

9.7.76

To C.A.W.

Please draft Disposal on the lines of these remarks.

9-7-86

P.W.D.

No 380 Dy July 12 1886

Memorandum.

In reply to G.O. dated 15th May 1886, No 424 Financial, the undersigned has the honor to state that, after consulting superior officers of the department, he has arrived at the following conclusions.

2 The two thirds rule should be applied to the whole of the Engineer establishment; - but not to the subordinate establishment (upper or lower), and certainly not to the clerical establishments; in all of which the rates of pay were fixed with regard to the probability that they would be drawn by "Natives of India".

3 In the cases of "Natives of India" appointed

to the Engineer establishment, the two-thirds rule seems in every way fair; inasmuch as the rates of pay were fixed on the assumption that they would be drawn by Europeans living in a foreign land. The fact that, under such rule, a young native Assistant Engineer would receive less pay than some of the Senior Upper Subordinates is no more an anomaly than in the corresponding case of a young statutory Civilian, who, on first appointment as Assistant Collector, receives less pay than one of the Senior Deputy Collectors.

4. The term "Native of India" should, so far as this question is concerned, be confined to those who are natives by descent and by blood.

5. With respect to those natives who now hold appointments in the Engineer establishment, and receive the same pay as Europeans in the same grade, it is recommended that, on each step of promotion, they should gain only one half of the increase of pay due to such step, until their pay shall be brought within the two-thirds limit.

6. A fluctuating ratio under which the reductions would be less in the lower grades and larger in the higher, or alternative scales of pay for Europeans and natives, are not recommended.

7. With advertence to para 6 of the Govt. of India letter, it is observed that the Secretary of State has already

already decided that
one appointment per annum
in the Engineer establt: of the Madras P.W. Dept
shall be offered by
competition to Natives of
India.

10.7.86

No. 380 Dated July 12. 1886

G.O. 1388 W dt. 6.86.

Dept. 1/7/86.

To
The Financial Dept.

Cir Orders 16/7/86.

No. $\frac{34}{1573-98}$.

Extract from the Proceedings of the Government of India in the Home Department (Public),—under date Simla, the 4th October, 1886.

RESOLUTION.

A prolonged correspondence has taken place with Her Majesty's Government on the subject of the system under which Natives of India are admitted either to the Covenanted Civil Service under the Statute 21 & 22 Vic., cap. 106, section 32, or under the Statute 33 Vic., cap. 3, section 6, to offices formerly reserved exclusively to members of that Service. As a result of this correspondence, Her Majesty's Secretary of State has recently accepted a suggestion made by the Government of India that the question of the admission of Natives of India to such service and offices should be reopened and carefully considered, and has requested that a Commission should be appointed in India for that purpose. He has also expressed a desire that the enquiry to be made by the Commission should extend, not only to the admission of Natives to the offices referred to above, but to their employment in all branches of the public service connected with the civil administration of the country. From the subjects to be referred to the Commission, all questions connected with the conditions on which English candidates are admitted to the Indian Civil Service examination in England are excluded.

In regard to the constitution of the Commission, the Secretary of State indicates his view that it should include a proportion of Native members, which may sufficiently represent the different classes and modes of thought in India, and that it should also include a trained English lawyer, if possible, of judicial experience. In regard to its object, the Commission would, broadly speaking, be required to devise a scheme which may reasonably be hoped to possess the necessary elements of finality, and to do full justice to the claims of Natives of India to higher and more extensive employment in the public service. The Governor-General in Council fully and cordially accepts this decision, and in accordance therewith has resolved to appoint a Commission for the purpose of giving effect to it. In making the suggestion which has now resulted in this decision, the Government of India expressed the belief that any scheme to be entirely satisfactory would require parliamentary legislation hereafter. It may be further remarked that the investigations of the Commission now to be constituted will be preparatory to the Parliamentary enquiry into Indian affairs which it is the intention of Her Majesty's Government to undertake at an early date.

2. As regards the composition of the Commission, the Governor-General in Council, in view of the scope of the enquiry and the magnitude and variety of the interests involved, considers that the matter can be best dealt with by a Commission consisting of about fifteen members, including the President, for which office His Excellency in Council has selected the Hon'ble Sir Charles Aitchison, K.C.S.I., C.I.E., Lieutenant-Governor of the Punjab. The Governments of Madras, Bombay, Bengal, and the North-Western Provinces with Oudh will each be invited to submit the names of three officers whose personal experience of the actual working of district administration (including as far as possible in that term both executive and judicial branches) has been sufficiently varied and extensive to entitle them to speak with authority upon that subject for their own Provinces. From the names thus submitted the Governor-General in Council will select a representative for each of the four Provinces above mentioned. The Punjab will be represented by the President. With a view to ensure the proper representation of Native opinion on the Commission, the Local Governments named should at once take such steps as may in their opinion be necessary to ascertain the persons regarded as most completely representative of Native opinion, and as commanding the widest confidence amongst their fellow-countrymen; and the Governor-General in Council would be glad to be furnished as soon as may be found

possible by each of the above Local Governments with the names of not less than three gentlemen, being natives of the Province concerned, who are considered best fitted to represent on the Commission the several classes and modes of thought in the Province. From the names so submitted, His Excellency in Council will choose four Provincial representatives, and he will also reserve the power of making, after due consideration and enquiry, additional nominations, with a view to the more complete representation of Native views. A representative of the non-official European and of the Eurasian community respectively will be selected by the Governor-General in Council, and to this end the Local Governments mentioned above are requested to submit the names of the gentlemen who, in their opinion, would best represent the views of those communities respectively. His Excellency will also appoint a delegate on behalf of the Government of India and a trained English lawyer of judicial experience. The duties of Secretary of the Commission will be performed by Mr. F. C. Daukes, one of the Under-Secretaries to the Government of India, who will be specially deputed for this purpose.

3. The enquiry is to embrace the employment of Natives of India not only in appointments ordinarily reserved by law for members of the Covenanted Civil Service, but also in the Uncovenanted Service generally, including in this term the lower administrative appointments, executive and judicial, and all special Departments connected with the civil administration of the country. The enquiry thus contemplated is not only one of great magnitude and importance, but such as requires a careful preliminary collection of facts. Such an investigation has already been made in regard to the class of appointments hitherto ordinarily reserved for the Covenanted Civil Service and in regard to uncovenanted executive and judicial posts; but no such investigation has been prosecuted in the case of other branches of the public service. For these reasons, and also because the constitution of a Commission, settled rather with reference to the considerations likely to arise in connection with the posts above referred to, might not be altogether suitable for an enquiry into special branches of the public service, it seems desirable that the two matters should be separately dealt with. For the present, accordingly, the Government of India thinks it well that the Commission should direct its attention mainly to the question of the conditions under which Natives of India should be employed in the posts which are ordinarily reserved for the Covenanted Service, and to questions relating to the admission of Natives of India and Europeans respectively to those branches of the Uncovenanted Service which are directly engaged in the executive and judicial administration of the country. The enquiry in regard to other branches of the public service will thus be postponed until the more important question has been dealt with. It may afterwards be convenient to reconstitute the Commission with a view to enable it to deal with the remaining questions, which are more or less technical in their character, and for a proper settlement of which it is essential that recourse should be had to the professional opinion of experts.

4. With reference to the preliminary collection of facts declared in the foregoing paragraph to be a necessary preparatory step in this enquiry, it must here be stated that the question of the proper strength of the Covenanted Service has already formed the subject of careful examination, and important decisions upon it have been arrived at by the Government of India in communication with Her Majesty's Secretary of State. All relevant papers bearing on this question will be laid before the Commission, and it is believed that, in view of the discussions which have already taken place, and the conclusions which have been come to, there will be no necessity to go over the same ground again. The Commission, however, is not precluded from reviewing the facts thus collected or the conclusions thus arrived at. Accordingly, should it find in the course of its investigations reason for thinking that a further limitation in the number of posts reserved by law for the Covenanted Service is desirable, or that the larger employment of Natives of India in particular offices or classes of offices connected with the civil administration not now usually held by them may be conducive to the public good, either absolutely or on condition of the freer admission of Europeans to offices from which they in their

turn are now excluded, it will not be debarred from submitting any recommendations it may desire on such points. These, however, should be regarded as supplementary points, and the most important duty of the Commission in this portion of its enquiries will be to consider the means best adapted to secure the admission of competent Natives of each Province of India to such full proportion of the Covenanted Service employed in that Province as may not under the orders of Her Majesty's Government be reserved for Europeans.

5. As regards the scope of the enquiry to be entrusted to the Commission, it may further be stated that the investigation should not be confined to the rules framed under the Statute 33 Vic., cap. 3, section 6, but should be instituted with a view to Parliamentary legislation, if necessary. It is not possible to specify at the present moment with any approach to completeness the various points which should come under the consideration of the Commission, but attention may be drawn to the great importance of conducting a careful enquiry into the evidence as to the existence and extent of any dissatisfaction which may be felt by the Native community in regard to the existing Statutory Service; into the grounds upon which any such feeling, if it prevails, is based; into the question whether it is the Statute of 1870 itself that is objected to, or the rules framed under it; and into the results of the selections made under the Statute. It may be observed that the Statute of 1870 is one of remarkable breadth and liberality; that it empowers the Government of India and the Secretary of State acting together to frame rules under which Natives of India may be admitted to any of the offices hitherto reserved to the Covenanted Civil Service; and that it would appear that there is practically no method of selecting Natives for higher employment in India which its provisions would not allow to be attempted. The grounds therefore of any objection to a Statute of this character require careful scrutiny.

6. It has been suggested that the Act of 1870 is open to objection, because it admits persons to specific appointments only, and not to membership in an organized "Service." The reasons for this desire to be enrolled in a Service should be fully weighed, and it should be considered how far the privileges of pay, promotion, and retiring annuity, which Indian public servants enjoy through belonging to the Covenanted Civil Service, and the conditions generally under which they hold their offices, are suitable to Natives of India obtaining office under the Statutory Rules. It appears to be expressly suggested that the Act of 1870 is unpopular, because a person appointed under it draws, according to the rules laid down, pay at a lower rate than if he were a member of the Indian Civil Service appointed after competition in London. This point will require serious consideration from the Commissioners, because, among other reasons, it raises an important question as to the financial saving, which it is generally supposed will arise from the more extensive employment of Native gentlemen in the public service.

7. If it be found on enquiry that it is the Statutory Rules which excite dissatisfaction and not the Statute itself, the grounds of such dissatisfaction should be closely examined. It will be most useful to ascertain, for example, whether the communities of the various Provinces, and especially the classes from which Native public servants are commonly drawn, disapprove of selection in any form, with or without probation; whether competition of some sort is the only mode of selection which commends itself to them; and whether they think that a combination of both systems possesses advantages, more especially with regard to the promotion to higher office of deserving members of the subordinate executive and judicial services. It is scarcely necessary to remark that in a country of such extent as India, inhabited by a population so vast and various, and of such unequal civilization, the evidence taken on these points, to be of real value, should be collected over a wide area and from numerous classes of people.

8. In connexion with the question whether or not it is desirable that there should be a competitive examination in England for Natives of India, the Commission will no doubt fully examine into and report on the advantages and disadvantages of competitive selection in India, on the conditions of such competition, on the view which is likely to be taken of such a system by the Native

community at large, and on the desirability or otherwise of requiring or encouraging candidates selected in India to proceed to England with a view to passing there a period of probationary training. If the Commissioners are favourable to the maintenance, substantially, of the present system, which permits Natives to compete in England, it will be necessary to enquire what are the limits of age for Native candidates, and what the changes (if any) in the character of their examination which the Commissioners would recommend. It has already been stated that no question regarding English candidates is referred to the Commission; but, in view of the difficulty of reconciling the systems which are respectively best adapted to the two classes, and supposing that the Commission decide on recommending the maintenance of the present system of competitive examination in England, the Commissioners should give special attention to a suggestion made by the Bengal Government that the number of Native probationers to be selected by competitive examination in London should be first fixed, and that the Native candidates should be selected by an examination separate from that of the Europeans, and especially adapted as regards limits of age and otherwise to the conditions of Natives of India.

9. With regard to the question of affording facilities to Natives of India to proceed to England to compete for the Indian Civil Service, the Commissioners will doubtless be able to obtain much valuable evidence from an enquiry on the following points: (1) whether there is reason to believe that the young Natives obtained under the existing system of the open competition in England for the public service in India are the best as regards character and capacity who could be got for it under any system; (2) whether such a system is favourably looked upon by large and important classes in India; and (3) what is the relative weight to be attached to recent representations which affirm the general willingness of Indian youths to cross the sea for education, and to others which as strongly deny it. The British Indian Association, for example, appears to have said in a petition to Parliament that "a journey to England entails not only expense and hardship, but the loss of social position to all but the small minority who break with Indian society from personal motives, and are unable to faithfully reflect its sentiments by reason of their isolation."

10. In conclusion, the Governor-General in Council would observe that he has no desire to fetter the discretion of the Commission as to the particular method of enquiry which it desires to pursue. The correspondence which has taken place with Her Majesty's Secretary of State and with Local Governments and Administrations on the subject of the Statute of 1870 and the Rules framed thereunder will be placed at the disposal of the Commission, and, with this correspondence before it, it will devolve upon the Commission to determine the particular method or methods of enquiry which may be best calculated to effect the object which the Government has in view.

A complete list of the names of the members composing the Commission will be published in a subsequent Resolution.

ORDER.—Ordered, that a copy of the above Resolution be forwarded to the Local Governments and Administrations marginally noted, with the request that due facilities may be afforded to the Commission in the discharge of the duties entrusted to it. The attention of the Governments of Madras, Bombay, Bengal, and the North-Western Provinces and Oudh is at the same time invited to the instructions contained in paragraph 2 of the Resolution.

Madras.	Central Provinces.
Bombay.	Burma.
Bengal.	Assam.
N. W. P. and Oudh.	Coorg.
Punjab.	Hyderabad.

Ordered also, that a copy of the Resolution be forwarded to the several Departments of the Government of India for information and communication to the Heads of Departments subordinate to them; and that copies be forwarded to the officers noted in the margin.

Superintendent of Port Blair and the Nicobars.	Registrar of the Calcutta University.
Sanitary Commissioner with the Government of India.	Registrar of the High Court, Calcutta.
Surgeon-General with the Government of India.	Director General of Statistics to the Government of India.
Secretary to the Board of Examiners.	Director General of the Archæological Survey of India.

Ordered further, that a copy of the Resolution be forwarded to the Hon'ble Sir Charles Aitchison, K.C.S.I., C.I.E., Lieutenant-Governor of the Punjab, for information.

(True Extract.)

A. P. MACDONNELL,

Offg. Secretary to the Govt. of India.

G. C. B. Press, Simla.—No. 545 P. W. D.—13-10-86—30.

No: 1
P/W. 8212/86

All communications should be addressed to the Secretary.

No. 1669 G.

GOVERNMENT OF INDIA.

PUBLIC WORKS DEPARTMENT.

GENERAL.

SIMLA, 14 October 1886.

The undermentioned paper is forwarded to the Govt of Madras, P.W. Department for information and guidance.

By order,

A.W. Lampston

Under-Secretary.

Document referred to.

Copy of Home Dept Resolution No. 34/1573-98 of 4th October 1886, relating to the appointment of a Commission to enquire into the subject of the more extended employment of Natives of India in the Govt service

380 D. 12-7. NB.
1388 W 1.6.86

P.W.C. No. 8212 ✓

No 2 - Way 22 Oct

Recorded.

Recorded

Ry 21. 10. 86

22/10/86

Jou 22/10/86

No 27 S W a/22 Oct

M. 22.10

Note. The Resolution has been republished in the Fort St George Gazette Ca 21.10.86

Jd 30/11