

(1) பக்கங்களின் எண்ணிக்கை

(most B#1/e)

(2) புதுக்கித் திருப்பிய நாள்

(3) ஆதாரங் குறிப்பவர் சுருக்கொப்பம்

தமிழ்நாடு ஆவணக் காப்பகம்.

தமிழ்நாடு அரசு

புது துறை

அரசாணை எண்.

மு. கோப்புத் தாள் எண்.

414

அச்சகம்

பலவகை

நாள் :

8 5 - 1889

199

மடிக்கவோ சுண்டப்படிக் கையாளவோ கூடாது.

[7]

ORDINARY, MS.

Public DEPARTMENT.
G.O., DATED *8. May 89*
No. *414*

Confidential 76
1889

When given for copying

[Despatch Abstract.]

Move to the Hills Addressing
the Govt. of India &c

[7]

ORDINARY, MS.

Public DEPARTMENT.
G.O., DATED *8. May 1889*
No. *414*

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[Despatch Abstract.]

Move to the Hills Addressing
the Govt. of India &c

16. Sept 87. No. 1347.

READ AGAIN ORDER OF GOVERNMENT, dated
188, No. , MISCELLANEOUS.

ENCLOSURES.

CURRENT No.

STATEMENT WITH DITTO.

ORDER OF GOVERNMENT A A

STATEMENT WITH DITTO.

PAPERS NOT FILED UP, BEING MEANT FOR DESPATCH
IN ORIGINAL (not paged).

N.B.—

A = Copy in full.
B = Not to be copied.
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Q = Copy heading only.

Public DEPARTMENT.

C No. 625A

From

The Govt of India

FOR ORDERS.

I think that as far as this Government is concerned there is no need for any long reply. I would refer to the letter of Sep 1887 and renew the assurance that the Govt will not remain on the hills beyond six months. All possible reductions of expenditure in regard to the establishments of Govt have been already effected, and the expense now incurred is trifling. As to the heads of departments who accompany Govt. I think we might dispense with the presence of the Surgeon Genl. and the Officer in charge of the Special branch, from next year. The late members of Council were of the opinion in 1886 that the presence of the Surgeon General is unnecessary, and the letter stating this opinion was corrected only on the personal ^{intervention} of Mr. Led. Mr. Grant Duff.

It seems to me unnecessary to discuss the question of the tours of the heads of the Govt & of members of Council.

The latter do not make tours similar to those of members of the Privy Council. At most, the members ^{occasionally} deviate from the direct route between Madras & the hills, for a day or two; and the tours

The previous correspondence with the Sec of State & the Govt of India on the subject of the move to the hills will be found in the following papers

Desp to Sec of State d/ 3-12-65
1887

& Ltr. 6 Dec 69
1887

Sec of State's reply in Ltr. 26-5-71
712

Desp to Sec of State d/ 4-3-81
& reply received in Ltr. 21-6-81
884.

Letter to India d/ 16-9-87
1347

The financial aspect of the question has also been discussed in Ltr. to Finance Committee d/ 12 Oct 86 & Ltr. to India d/ 14 Feb 87 & 1067 497 712.
d/ 11 Feb 87
157 712

In para 3 of Ltr. d/ 16-9-87 the members of the Govt. practically pledged themselves not to stay more

3) The only head of a civil Dept.
who has been formally permitted
to accompany Govt. & their skills
is the Surge Genl. - under letter
to Finance Committee d/ 18.12.86
1347

4/ The total expenditure incurred on the work of the Mills during each of the last three years is shown in the marginally attached Proceedings +
The total cost was as follows

of the Governor are usually merely
tours of inspection during which he
is not as a rule accompanied
by any of the public establishments
and does not exercise the powers of
the Government. Matters which may
come to his notice which require to
be dealt with by Government are
usually disposed of after his return
to headquarters.

S.E.
16 Apr.

249 1874/89

There is no bend in the line.
9 Mrs. L. C. is coming to the
Hill with the goat. The papers
sanctioning such an emergency
do not appear to be put up in
the packet - but I don't know ^{the cost of} his
~~going~~ is not included in the
figures sent to the Lady M. H.
along the rest of the money to
the Hill. L.H.

2

Shower head with 2nd in

*Since March 1st signed R. B. Smead
x Jo. 11-12-86 J.B.S.
1915*

Letter to the State d/ 21.2.88
17m

do do a/ 29-1-89
1 Feb

The reduction in allowances
effected as a result of the
Finance Committee's inquiries
here it will be seen considerably
decreased the charges during
the last two years

30/3

It seems hardly necessary that the Intelligence Branch should accompany Genl. to the Hills. The cost of this is however small.

15 Apr.

(100 required). P. B's success
 has left this question as better to
 induce to say that there was
 the way has not yet been
 (for example) X
 26 Apr.

have seen

FOR ORDERS.

*Despatch from Sec
of State regarding
Hills & the Hills*

LIST OF ENCLOSURES.

1. Minute by Lord William Bentinck, dated 10th February 1829.
2. Ditto ditto ditto 8th August 1829.
3. Despatch from Court of Directors, to Government of India, dated 3rd July 1829, and enclosure.
4. Minute by Lord William Bentinck, dated 22nd February 1830.
5. Minute by Sir Charles Metcalfe, dated 5th March 1830.
6. Minute by Lord Dalhousie, dated 17th May 1853.
7. Minute by Sir Henry Maine, dated 2nd December 1867.
8. Summary of Legislative work performed under the Indian Councils Act.
9. Statement showing the dates on which during the year 1886 the clerks attached to the several Secretariats of the Government of India left Calcutta for Simla and Simla for Calcutta, referred to in paragraph 27 of Despatch.
10. Letter from Comptroller General, No. 2115, dated 5th February 1887, and enclosures.

No.

1887.

GOVERNMENT OF INDIA.

HOME DEPARTMENT.

PUBLIC.

No. 16, DATED THE 15TH MARCH 1887.

[Copy.]

LETTER TO HER MAJESTY'S SECRETARY OF STATE
FOR INDIA.

Pub 625-A
1/89

SUBJECT.

With reference to Secretary of State's Despatches
No. 267, dated 16th September 1886 and No. 14
(Public) dated 20th January 1887, communi-
cates the views of the Government of India on
the question of the movement of the Supreme
Government to and from Simla.

G. I. C. P. O.—No. 505 H. D.—19-3-87.—50.

Exd.—W: B. G.

4 The post has also been
accompanied, this year
by the Assistant in charge
of the newly const. "at
Special Branch" of the Police
Dept. This officer has
will in future years be stationed
permanently at Ladakh.

5 The expenditure incurred
in this Press account
of the move of the Mills during
the last three years is as
shown below

	Rs
2 1886-	42,951
" 1887	38,676
" 1888	37,877

The reduction in expenses
effected as a result of the
Finance Committee's enquiries
here, as will be seen, reduced
the charges very considerably
since 1886. All possible
reductions of expenditure in
regard to the establishment of
post have already been effected,
beyond the saving which

8
will ^{acquire} be obtained { the officers
done refused to allowing to
accompany the post, as
further ^{interest} economies can, in
the judgment of Hqs. in C,
be effected

(From Orders)

J. L. L. L.
29th. 20/6.

Here

The move to the Hills

Letter to India

(From orders)

in Northern India is preferable, the fact that a large expenditure has been incurred in adapting Simla for that purpose is adverse to any change which is not recommended by an indisputable superiority on the part of any other hill station; and finally

- (6) that the recurring annual expenditure incurred in the movements of the Government and its residence at Simla is to a great extent inseparable from any movement and therefore inevitable unless all movement is to be abandoned, and that the cost is inconsiderable compared with the great advantages thereby secured to the administration of the Empire.

We are authorized by His Excellency the Commander-in-Chief, who is now on tour on the North-West Frontier, to inform Your Lordship that he entirely concurs in these conclusions.

We have the honour to be,

MY LORD,

Your Lordship's most obedient, humble Servants,

DUFFERIN.

T. C. HOPE.

A. COLVIN.

G. CHESNEY.

A. R. SCOBLE.

J. B. PEILE.

and for the Army Head Quarters. We did not include the cost of these buildings in our previous returns, which were confined to the annual recurring charges. The present returns, however, show not only the capital expenditure on the public buildings at Simla but also the expenditure on annual repairs. It will be perceived that the recoveries on account of rent for Government property approximately cover the cost of annual repairs to all buildings, and if interest at four per cent. on the capital expenditure be added to the annual cost as shown in paragraph 30 above, the total net recurring outlay per annum on the movement of the Government of India to Simla will be about seven lakhs of rupees.

33. In conclusion the propositions which we submit for Your Lordship's concurrence are:—

- (1) that it is essential that the Viceroy should spend a portion of the year on tour in the Indian Provinces;
- (2) that it is impossible to separate the Council from the Governor General, except during the period of his tour;
- (3) that the duties of the Government of India to the Empire as a whole will be best discharged by the appropriation of the year—
 - (a) to residence at Calcutta during its busiest season for a time adequate to the importance of its interests and those of Bengal, and sufficient for the legislation which is most appropriately undertaken there;
 - (b) to movement among the other Provinces as circumstances may require;
 - (c) to residence at a hill station, where, at the season when heat and rain render residence in the plains unfavourable to administrative vigour, the Government of India may exercise its control of all local administrations, may be in contact with Army Head Quarters, may carry on the preliminaries of its legislative business, and enact such laws as may best be dealt with at such residence;
- (4) that the permanent location of the Government of India at any Presidency Town would be adverse to efficient supervision of the interests of the Empire as a whole, and would establish a disproportionate provincial influence at the seat of Government inconsistent with impartial and well-balanced rule;
- (5) that while in regard to facility of communication, and proximity to the localities of greatest political interest, a summer residence

aggregate for 1880-81 above the usual average. In the later years there has been increased cost for the removal of certain Administrative Departments, including the establishments connected with Telegraph, Railway and Post Office, a matter mentioned in the last paragraph, and the charges for 1885-86 are a little increased by accidental delay in adjusting certain advances to the Public Works Department made in 1884-85.

30. The deduction to be made from the total for the years 1881-85 and of 3rd February 1885 and in paragraph 2 lined in paragraph 5 of our Despatch are as under—

1884-85	Rs.
1885-86	2,46,325
	2,60,952

consequently the net cost for each of the two years may be taken at about 5½ lakhs.

31. As there appears to be some misapprehension regarding the nature of this deduction, we may take the opportunity of explaining it in detail with reference to the figures of the East Indian Railway in 1884-85. The account of that Railway for that year showed—

Gross earnings	£
	4,310,425
Working expenses	£
Interest	1,637,936
	2,082,852
Leaving Total charge	3,720,788
	589,637

of which, according to the agreement will be paid to them and the remainder accrued to the Company, only one-fifth was

If the movement to Simla had not taken place, the gross earnings would have been, say, £15,000 less, but there is hardly any part of the working expenses (for the whole of the traffic is carried by ordinary trains), and there is no part of the interest charge that would not have been equally incurred in working the line. The result therefore of the expenditure of £15,000 upon payments for railway transit, is that the total profit of the line is increased by nearly that amount, and that thus nearly four-fifths of the amount comes back to the Government Exchequer.

32. Appendix B of the enclosures of the Comptroller General's letter also contains particulars of the expenditure of the buildings which have been constructed at Simla for the various offices attached to the Government of India :

in connexion with the report of the Committee appointed to enquire into the possibility of effecting economies in our expenditure, to scrutinize closely the allowances now disbursed for travelling and other purposes, and to examine the question whether some of the administrative Departments which now follow the Government of India to Simla may not without any diminution in efficiency or disadvantage to the public remain in the plains.

In concluding this portion of our remarks, we beg leave to call Your Lordship's attention to the debate in the House of Lords on a petition presented by Lord Napier and Ettrick on November 10th, 1884, in connexion with the movement of the Indian Government to the hills, and to the views expressed on that occasion by the Duke of Buckingham and Chandos, the Duke of Argyll, the Marquis of Salisbury and the Earl of Kimberley—(Hansard, Volume 293, page 1345).

29. It only now remains for us to reply to the charge of expense entailed by our movement to Simla. The reply to this charge leads us to the consideration of that portion of Your Lordship's letter of 16th September 1886, which refers to the statement of Tour Expenses in the Finance and Revenue accounts. In the letter No. 2115, dated 5th February 1887, from our Comptroller General, which we append to this Despatch, will be found all the information which we have been called upon to furnish. From that letter (with its enclosures) it will be perceived that the total expenditure of an annually recurring nature on the movement of the Government of India from Calcutta to Simla was as follows for the seven years 1879-80 to 1885-86 :—

	Rs.
1879-80	6,65,606
1880-81	8,33,899
1881-82	7,55,701
1882-83	8,24,545
1883-84	7,48,145
1884-85	7,99,881
1885-86	8,04,533

These amounts for the first five years are the same as those reported in our Despatches No. 38, dated 3rd February 1885, and No. 97, dated 21st April 1885, with the addition of Rs. 24,000 in each case on account of the increased cost of the Simla District Establishments which are considered to be due to the presence of the Government of India at Simla.

The fluctuations of these charges are not very great and are scattered over a large number of items as shown in the detailed statements; the charge for each year now varying according to the time when the journey to Simla is complete, i. e., whether before or after 1st April. In the year 1880-81 the system of advancing money in March to be accounted for later was altered; and these sums becoming for the first time expenditure of March raised the

the journey to and from Simla caused such an excessive loss of time that for two months there was a *bona fide* paralysis of work. The soundness of this argument was at the time disputed by Lord Lawrence and others of Sir H. Durand's colleagues; but whatever force there may have been in it at that date, very little now remains to it as a practical objection. The movement from Calcutta to Simla, and from Simla back again to Calcutta, is, as the appended statement for 1886 will show, so arranged that the work of Government goes on while the movement is being carried out. When the time for moving comes, one-half of the establishments remains at work at one terminus until the other half has begun work at the other; and usually no more than a week elapses from the time when an officer leaves off work in one place, until he resumes it in the other. Arrangements are also made throughout the year for the receipt of any letters delivered at the Calcutta offices. It is to be remembered that Simla is connected with the rest of India by excellent telegraphic and postal arrangements, and the journey thence to Umballa, which is connected by railway with every part of the Empire, is performed in twelve hours. Moreover this objection so far as it is admitted, is of general application to any movement of the Government of India. It hardly needs to be pointed out that the time lost and cost incurred in the moves between Simla and Calcutta could only be wholly saved if the Government of India remained stationary for the entire year, an arrangement which we have shewn to be absolutely unsuited to the present circumstances of the Empire.

28. It happens however that the movement both to and from Simla takes place at times when from natural causes the work of the Government of India is lightest. At the time when the movement is made to Simla, the agricultural community is devoting all its attention to harvesting its spring crops; while the return journey to Calcutta is made at a time when the autumn harvest is being gathered over a large portion of the Empire, when commercial transactions in Calcutta are being resumed after the interruption of the Doorga Poojah holidays, and when the Courts of Civil Justice are beginning their labours after the long vacation. The result of this combination of circumstances (which affects the Government of India through the Local Governments) and of the arrangements made by the offices; that work is slackened for 15 days in each half-year but at no time suspended, and that this, too, occurs at a time when a slight interruption to the high pressure at which the various Secretariat offices have ordinarily to work produces practically no inconvenience.

In submitting these explanations to your Lordship we are by no means insensible to the responsibility which rests upon us to diminish as far as possible by any measures in our power, the expenditure on movements which, while we are satisfied that they are a necessary incident of our administration, are certainly not unattended by cost. We desire therefore to add that it is our intention,

mode of transacting business between the Army Head-Quarters Offices and the Military Department of the Government of India. Formerly, when the Military Department remained permanently in Calcutta, and when the Commander-in-Chief frequently stayed in the Upper Provinces for two or three years together, hardly ever coming down to Calcutta to take his seat in Council, business between the Government and Army Head-Quarters was necessarily conducted entirely by correspondence. It would now be quite impossible to carry on the business of the Army in this way. Not only has the amount of business vastly increased; but it has to be transacted much more quickly. References arise daily on matters of armament, transport, and the like, which need immediate settlement, and the offices being now established in immediate proximity, constant personal communication is carried on between the staff of the Military Department and the offices of Army Head-Quarters, with great advantage to the public service. The Army Departments in their mode of conducting business are now approaching more closely to the procedure in force in the English War Department and, it may be added, in the War Department of every Government. The offices at Simla are now practically under one roof, and communication, when written, is carried on to a large extent by means of office minute papers instead of by formal letters. We are unable to conceive anything more retrograde, or more unwise in the way of an administrative change, than a return to the old plan of correspondence by letter, which would be a necessary consequence of retaining the Military Department all the year round at Calcutta, unless indeed the equally unwise alternative were adopted of requiring the Commander-in-Chief to transfer his head-quarters from Simla to Calcutta, altogether away from the army which he is commanding. It may be added that if by any possibility the latter alternative were insisted upon, it would be necessary to incur a large expenditure on building in Calcutta, for there is at present no adequate accommodation for the Army Head-Quarters establishments in that City.

These remarks have reference to the ordinary routine of business in time of peace; but if proximity and facility of intercourse are necessary in peace they are still more indispensable in case of war. The experience gained in recent times in connexion with military operations in Afghanistan and in the Soudan has borne this conclusion so forcibly upon us, that having regard to the necessity of despatch in mobilization and in the conduct of military affairs generally, we have no hesitation in predicting that an attempt to revert to the old way of transacting business would speedily end in signal failure.

27. On the same subject we desire to add a few words on the alleged loss of time during the transit between Simla and Calcutta. It was argued by the late Sir Henry Durand, when the subject was under discussion in 1868, that

25. Under the second head of objection, viz., the hindrance to public business, we desire to add to what we have incidentally advanced above, some special observations on the effect of the temporary residence of the Government at Simla on the discharge of our Legislative duties. We submit that the passing of Legislative measures through Select Committee and Council is not the most onerous part of the work of our Legislative Department. That consists rather in the preparation of the draft Bill, its submission to Local Governments and other authorities, the collection and collation of opinions and the revision of the draft so as to embody whatever is valuable in the suggestions received. Our experience is that the arduous and prolonged labour required for work of this description is better sustained in Simla than in Calcutta.

In the letter now under our notice Your Lordship emphasizes Lord Salisbury's opinion that our Legislative Council should not as a rule assemble at Simla for the purpose of making laws of general application save in cases of emergency. In this view we entirely concur, and we believe that the summary of work performed under the Indian Council's Act, which is appended to this despatch will serve to show that we have made every endeavour to carry Lord Salisbury's views on this point into practice. Laws which apply to the Punjab, however, may with advantage be passed at Simla or some other convenient local centre: and in furtherance of this policy we intend to hold a Legislative Session at Delhi or elsewhere in the Punjab in the autumn of this year to pass through Council two important Bills, relating to that Province. We otherwise advocate the principle that Simla should be the place for preparing measures, and Calcutta for passing them into law when no clear advantage is to be gained by passing them at a Council held in the Province to which the measures relate. But for these purposes a three months' session in Calcutta is ordinarily sufficient, regard being had to the fact that the great Codes have all been passed, that there are Local Legislative Councils at Madras, Bombay, Calcutta and Allahabad, and that the legislative work in our Council for the next few years, at all events, is likely to consist rather in introducing judicious amendments in existing statutes than in originating great projects of law.

26. Under the head of hindrance to public business we further desire to bring under Your Lordship's notice the following important considerations in connexion with the efficient administration of our Military Department. Our Army Head-Quarters are now established at Simla in offices built for their accommodation, and the necessity for intimate and personal communication between the Army Head-Quarters Staff and the Government of India is so great, that any separation of the one from the other by the adoption of distinct and distant places of residence would be productive of extreme delay and inefficiency. The reason is to be found in the change which has taken place in the

adverted above, the tours of the Commander-in-Chief have long been customary, while the Public Works Member of Council has also always utilized a part of the year for tours of inspection. But since 1881 the ordinary Members of Council have also visited the Provinces other than Bengal at these seasons, and there is no difference of opinion on the great advantages which accrue to them personally from the local knowledge thus acquired, and to the disposal of business through their direct communication in difficult cases with local authorities. We desire to express our strong opinion that these spring and autumn tours of Members of Council are of such administrative value that they should not be excluded from definite recognition in any criticism of the apportionment of the time at our disposal to the various duties of our Government. They may be so ordered as to permit of the assembly of Members of Council with the Viceroy at local centres for the transaction of such business, Legislative or other, as may with special advantage be so despatched. The effect of this arrangement is that of the portion of the year during which the business of Government is conducted in the plains, one-and-a-half to two months are devoted to provinces other than Bengal, and three-and-a-half or four months to residence at Calcutta and to that portion of the work of legislation which cannot more suitably and conveniently be undertaken elsewhere.

For the remaining months of the year when the seasons of heat and rain render movement in the plains impracticable, residence at a hill station in the Himalayas, while it does not exclude the Government from contact with the influential leaders of native society in Northern India and communion with the principal civil and military officers of our Central and Northern Provinces, enables the Governor General in Council to carry on the administration with a vigour unattainable in the plains, a fact attested by the Governors General whose opinions we have quoted and by the experience of us all. During these months nothing could be gained by retaining the Government of India in the plains, at the cost of impaired health, and the sacrifice of efficiency. If the force of these considerations be admitted as conclusive in favour of a residence in the Hills in the hot season, the only question for discussion is that of the comparative merits of various hill stations on grounds of public convenience, and we are unable to discover any hill station more conveniently situated than Simla, as regards the territories of Northern and Central India and the public affairs connected with them. We do not attribute any exceptional merits to Simla as a place of residence, but if the question be mooted whether it should not be abandoned in favour of some other hill station, there is an insuperable argument for its retention in the fact that Simla has been fitted for the summer residence of the Government by a large expenditure on public buildings and sanitary improvements which should not be lightly sacrificed; nor, except for cogent public reasons, repeated elsewhere.

In so far as contact with public opinion is desirable in order to enable the Government of India to exercise efficiently its functions of general control, it is not the public opinion of one province or of one city, but of all the provinces and every important city with which touch should be kept.

23. The extension of the railway system has provided an outlet for the produce of India from the Western ports, with the result that the commercial importance of Bombay and Karachi has very greatly increased, and the public interests which call for the attention of the Government of India in these cities and in Madras are not less important than those which centre in Calcutta. As regards our external affairs, the North-West Frontier is, as Sir John Lawrence said, "the quarter where our most important political and military relations exist." We are far from desiring to depreciate the importance of Bengal, but we do not hesitate to say that it would be harmful if interests special to any Province were admitted to be adequately representative of the interests of the Empire at large. If the Government of India were permanently located at Calcutta, it would undoubtedly be exposed to the risk of substituting the public opinion of Bengal for the public opinion of India. The public opinion of each Province has its special characteristics, and the opinion of the mercantile communities in the Provincial capitals is influenced by the peculiar conditions under which each such community lives. No one province or city supplies a complete index of the public opinion of all. When it is desired to test public opinion on any subject, evidence is collected from all parts of India and not from any one Province specially selected. A comprehensive knowledge of the different shades of opinion held by the different races of India would not be facilitated by placing the Governor General in Council in permanent contact with public opinion in Bengal. To arrive at an impartial and well balanced judgment on the large questions with which the Government of India deals, it is necessary to qualify the impressions drawn from the provincial population with which the Governor General in Council is in contact during some months of the year, by comparing them with the public opinion of other parts of India on the same questions.

24. For contact with the public opinion of other localities the railway system of India provides abundant means. And here we desire to remove the misconception that the Governor General in Council on leaving Calcutta proceeds at once to the enjoyment of a cool climate in the seclusion of the hills, and that the movements of the Government between Calcutta and Simla are journeys direct and undeviating from the one place of residence to the other. The practice is now well established of appropriating a certain time on the occasion of the spring and autumn movements to provincial tours. In addition to the progresses of the Governor General unattended by his Council to which we have

the Council with the Governor General, and we have quoted the evidence of Sir William Grey, Lieutenant-Governor of Bengal, on the participation of Lord Canning and Lord Elgin in those opinions. We may add that no later Governor General has entertained any doubt as to the necessity of taking his Council with him when moving from Calcutta for part of the year. This necessity becomes constantly more imperative with the increasing weight and difficulty of the details of Government. If, as Sir Henry Maine has testified, the severance of the Governor General from his Council twenty years ago had practically the effect of dislocating the machinery of Government, we are convinced that the revival of such a severance now would render efficient administration absolutely impossible.

21. We have now illustrated the remarkable continuity of opinion by which the absence of the Government from Calcutta, the occasional presence of the Governor General with his Council in other parts of India, and his residence with his Council at a hill station for a portion of the year are justified and supported. We proceed to consider the objections which, with a force greatly diminished by the course of events, have been advanced against this procedure. These objections fall under the three heads of:—

- (a) the loss of contact with public opinion;
- (b) the hindrance to public business; and
- (c) the expense entailed by the movement.

22. As to the first point, we with Lord Lawrence and Lord Northbrook, attach its due weight to the public opinion of Calcutta, and we are far from proposing to assign to Bengal and its Capital an inadequate share of the presence of the Governor General in Council. But we concur in the opinion of Sir Stafford Northcote that the identification of the Supreme Government with any particular Presidency would be inconsistent with the proper discharge of its duties to the whole of India. The adoption of the policy of decentralization, which is exemplified more particularly in the system of Provincial contracts now in force, has led to a great extension of the powers of Local Governments, and to a corresponding reduction in the original jurisdiction, so to speak, of the Government of India. In fact, the Government of India is no longer local, unless it be so considered in regard to its supervision over such local administrations as those of the Central Provinces, Assam and Burma. In the greater part of India the disposal of all the ordinary public business rests with the Local Governments, and hence it happens that members of the mercantile or non-official community address themselves to the Local Governments with which their interests are connected, and rarely have occasion to communicate directly or personally with the Government of India.

subject, and added that the practice had been to summon additional Members to Simla solely for the purpose of working out the details of measures in which special or local experience was required.

In his reply to the above Despatch, Lord Salisbury remarked:—

Under these circumstances, I am of opinion that Your Excellency will best give effect to the important Statute (the Indian Councils Act of 1861) from which so large a portion of your powers is derived by making such arrangements as will admit of your executive Government being, as a rule, represented at Calcutta during the whole period between the 1st day of November and the 15th day of April. Such arrangements will admit of a maximum number of additional Members of Council being summoned to your Legislative meetings, and actually attending thereat. I suppose there can be no doubt that much the largest part of your Legislative business may be completed during the period of the year which I have defined, nor will it be necessary to require the attendance of the additional Members during the remaining months. At the same time I do not wish it to be inferred that I am suggesting an abeyance of your Legislative powers when Your Excellency's Government is absent from Calcutta, or that I consider a Legislative session and a prorogation to be warranted by the Indian Councils Act. If Your Excellency causes your Government to be represented in Calcutta for the period I have named, and follows during the rest of the year the rules which you have yourself laid down in your Despatch under reply, and which I now sanction, I consider that there will be the closest possible application of the principles of the Indian Councils Act to existing circumstances.

19. The correspondence on the subject came for the time to a close with the Despatch of the Government of India, No. 12, dated 8th February 1878, in which compliance, as far as might be practicable, was promised with the views expressed by Lord Salisbury, as regards the period of the year during which the executive Government should be represented at Calcutta. The Government of India at the same time declared its intention that no official additional Member of Council should be brought to Simla, except for the purposes of working out the details of measures on which local experience or special knowledge might be required.

20. We have thus traced the origin and progress of the practice of the Government of India in regard to its movement to the hills during the hot season. We have shewn that the adoption of Calcutta as the seat of Government was due to the fact that the Governor General was at one time also Governor of Bengal; we have pointed out that as our Empire grew in size, increasing inconvenience was felt from an arrangement which year by year proved more unsuitable to the circumstances of the administration; and we have traced how the movement from Calcutta had its origin in the motives of public policy which demanded the presence of the Governor General in provinces other than Bengal. We have set forth the opinions which Lord William Bentinck and Lord Metcalfe entertained to the expediency of moving

Simla, and on the erection of offices and clerks' quarters. His Lordship observed:—

While thus giving the sanction requested, I have no intention of consenting that Simla, in the words of Lord Lawrence's Minute, shall be constituted an alternative capital, or that the Governor General or his Council shall reside there when special reasons call for their presence elsewhere. I am nevertheless sensible that the steps which I authorize will tend to confirm the practice of your Government in annually resorting to this station. I do not think it right to intimate to you a decision of the Home Government having this effect, without adding that, in my opinion, there are other incidents of the residence of Your Excellency and of your Council at Simla during so much of each year which require regulation. I think it very desirable that some distinct understanding should exist as to the nature of the Legislative business proper to be transacted by Your Excellency in Council during your residence at Simla.

The Secretary of State then proceeded to point out that the practice of legislating at Simla had a tendency to frustrate the policy of securing the attendance at the deliberations of the Legislative Council of non-official members, and that the expedient of allowing one or more of the additional Members of Council in Government service to reside at Simla during the summer was open to exception. His Lordship accordingly desired to know whether the Government of India saw any difficulty in an understanding to be adhered to, save in exceptional cases, that the regular sittings of the Legislative Council should be held in Calcutta only.

18. The Government of India replied to this letter in its Despatch No. 32, dated 3rd May 1877. It was fully admitted that, except in cases of great urgency, the discussion and enactment of important Bills affecting the whole of British India, the Presidency Towns, or the Lower Provinces should take place in Calcutta; but it was represented that Legislative business of the following kinds could, with great convenience to the Council and without disadvantage to the public, be transacted at Simla, viz.,—

- (i) the passing of purely local laws;
- (ii) the gaining of a stage in important measures when discussion in Council was not immediately required;
- (iii) the passing of Bills which, having been settled after full discussion in Calcutta, are passed without any alteration in substance;
- (iv) the passing of petty measures which could neither excite, nor be improved by, discussion; and
- (v) the passing of consolidation Bills and Bills repealing obsolete enactments.

The Government of India at the same time expressed its opinion that it would be both difficult and inexpedient to lay down an inflexible rule on the

unhealthy to men who have either come out in middle age from England, or who have been accustomed, as most of the staff of the Supreme Government have been, to the dryer air of the North-West and of Central and Upper India.

For these reasons, and from my experience of 1874, I am satisfied that more good work can be done at Simla than at Calcutta.

There is, moreover, in my opinion no advantage in the Government of India remaining all the year at Calcutta.

I am not one of those who wish to transfer the capital of India from Calcutta to some other place. The reasons which led the Duke of Wellington in 1843 to give his opinion that "Fort William in Bengal" should be the seat of the Supreme Government remain for the most part untouched by the lapse of thirty years.

To make a change would, I think, be very inexpedient for political reasons. Such changes disturb the minds of the people, and should be avoided in India, unless there is some imperative necessity for them. It is of great advantage, moreover, that the Supreme Government should for a considerable part of the year be placed at the most important commercial city in India; and that the Viceroy, the Members of Council, and the principal officers of Government should be brought into personal communication with the many men of distinction and ability on the Bench, in Commerce, and in private life, both Europeans and Natives, who constitute the society of Calcutta.

The present arrangement provides for this, while the summer residence at Simla brings the Government of India into personal communication with many of the best civil and military officers of Central and Northern India, which is of almost equal importance.

Simla is well placed for the security of the Supreme Government, and it is so near the railway that the Viceroy can with ease proceed to any part of India where his presence may be required. For instance, in October 1873 I had occasion to go to Calcutta, and I left Simla on the morning of a Wednesday and was transacting business in Calcutta in the middle of the following Friday.

Suggestions have been made that some other place would be more convenient than Simla as a summer residence for the Supreme Government. I do not think that any other place possesses superior advantages to Simla. A change, moreover, would necessarily be far more costly than the improvements which we propose to make at Simla; they have been considered with every regard for economy, and their cost will not be great.

Holding these views, I have cordially concurred in the recommendations contained in the Despatch which has been addressed to the Secretary of State on the subject, and which goes home by to-day's mail.

17. It will be seen that in the papers submitted to the Secretary of State in 1876, the acceptance of Simla as the summer head-quarters of the Government of India was definitely suggested to Her Majesty's Government. The Secretary of State's decision is contained in Lord Salisbury's letter No. 64, dated 25th May 1876, which communicated his sanction to the expenditure which the Government of India had proposed on the sanitary improvement of

of all classes. And some such principle, subject of course to modification according to circumstances, is the one most proper to be followed. In moments of urgency, the Governor General can move alone; but in ordinary times, when he moves, it is most desirable that he should be accompanied by his Council. It is in this way that the duties of the Government can best be discharged. Of late years, when the Governor General and his Council have moved from Calcutta, they have gone to Simla. For this purpose Simla has been found convenient, because it is situated near the Punjab and the North-West Frontier, the quarter where our most important political and military relations exist; because the route to and from between Calcutta and Simla leads through the most important portion of India, and the portion with which the Government of India has the most direct concern; because the climate is of great salubrity; and because it is at present the only salubrious station where adequate accommodation could be found for the Members of Government and such portions of the establishment as must necessarily accompany them. But these circumstances may vary, and it may at any time be convenient that the Government of India should move for a time to other places besides Simla, such for instance, as Ootacamund in the Madras Presidency, or Poona in the Bombay Presidency, or other stations. But provided that in general terms a part of the year were spent at the seat of Government and a part in the interior of the country, the determination of the rest of the matter will best be left to the Governor General of the day.

16. From the views thus expressed by Lord Lawrence, the Secretary of State did not apparently dissent, for the question was not again raised until the Government of India, in a Despatch to the Secretary of State, dated 14th January 1876, regarding the necessity for improving the sanitary condition of Simla, called attention to the opinions of Lord Lawrence's Government upon the question of the removal of the Government of India from Calcutta. "After seven years' further experience," the Governor General in Council said "we are of opinion that the grounds on which Lord Lawrence advocated the arrangements are as valid now as in 1868—indeed some of them are more so,—and we think that, on the understanding above expressed, Simla should now be recognized as the summer residence of the Government of India."

With this Despatch was forwarded the following Minute recorded by the Viceroy, Lord Northbrook, then on the point of leaving India:—

As I have no longer any personal concern with the question whether the Government of India shall continue, supposing no particular reason should exist for their assembling elsewhere, to pass the summer at Simla, I wish to express my opinion that the present practice is advantageous to the public service.

In the year 1874, owing to the apprehensions of famine in Behar, the Government of India, for the first time during many years, remained during the whole year at Calcutta.

My own health did not suffer, but the health of many of the officers of Government was much affected. For instance, almost all my own staff were more or less ill, and my Military Secretary was obliged, owing to a severe attack of fever, to take a long leave.

I believe that Calcutta is healthy enough as a residence for men who have come out young and have remained there, but that the summer and autumn are very depressing and

I may perhaps be permitted to say, having been a Member of the Governor General's Council for five years, that, in my opinion, the modern practice of the Council accompanying the Governor General when he leaves Bengal is an immense improvement upon the older practice, under which a Governor General would be for a year or two years, or sometimes longer, away from his Council. My opinion has been formed upon conviction. I have had personal experience of both arrangements, and I was at first, in 1864, opposed to the idea of the Council leaving Calcutta. I thought that inconvenience and delay would arise in the transaction of business owing to the necessary division of the offices and of records. Nothing of the kind, however, occurred; and I am now entirely satisfied that it would be a very great mistake on public grounds to revert to the old plan of the Governor General himself visiting other parts of India and leaving his Council behind him in Bengal.

15. As the discussion which took place in the Governor General's Council upon Sir Stafford Northcote's Despatch of 16th January 1868 brought to light a diversity of views, it was thought desirable to lay the Minutes of the Honourable Members of Council before the Secretary of State, and they were transmitted under cover of a Despatch No. 50 (Public), dated the 28th March 1868. The large majority of the Council, concurring with the Viceroy, Lord Lawrence, strongly advocated the removal of the head-quarters of the Government of India from Calcutta during the hot season of the year. Upon this point the only dissentient Member of Council was Sir Henry Durand, all the other Members though differing on some points, agreeing in this, that the seat of Government should not be fixed at Calcutta all the year round. The general feeling of the majority of the Council is expressed in the following passage from a Minute by Lord Lawrence which formed one of the enclosures to the Despatch:—

But while recommending that the seat of the Government of India should remain at Calcutta, I should be quite averse to any proposal for fixing it there all the year round. Such a plan would grievously weaken the Government of India and deprive it of the best means of learning its duty and of understanding the country and people under its charge. It is essential that the Governor General should be able to move about the interior of India, and this has always been done by every person who has held that office. I have found it necessary to visit some of the most important parts of the Empire, to consult the local Governors and Administrators, to receive the Native Princes, to see the leading natives of all classes. And if this be necessary for me, who have spent the best part of my life in India, it may be even more necessary when my present office is held by an English statesman. This, too, is requisite, not only in periods of special difficulty, but also in peace and in ordinary times. In no civilized country, whether in Europe or elsewhere, do the heads of the Government remain permanently at the capital all the year round. They are always absent in the interior during a portion of the year. In India, the successive Governors General have been absent from Calcutta on the average from one-third to one-half of their time. I have myself done much the same, and I have spent nearly half my time in Calcutta. And the seasons during which I have resided at Calcutta have been those when business is at its greatest stretch; when the city is at its fullest; when trade is at its highest; when people are most congregated together, and when there are the most facilities for assembling the Legislative Council and for consulting persons

ment, though it may have replaced what once was perhaps a reality. I submit further that he restored a reality. It is not to be supposed that when the English noblemen, who till lately occupied the Governor Generalship, discharged the most important functions of the Government of India at some point in the Upper Provinces, they acted wholly without advice. They were in fact advised by their Secretaries. But the Members of Council have now taken the place of the former Secretaries, though their responsibility is more distinct and their powers somewhat larger.

13. Such was the position of this question when the Secretary of State in his letter No. 10 Public, dated 16th January 1868, addressed the Governor General in Council on the subject of the measures most conducive to improvement in the Government of Bengal. In that letter Sir Stafford Northcote remarked that it was a serious question, from an Imperial point of view, how far the identification of the Supreme Government with that of a particular Presidency, was consistent with the proper discharge of its duties to the whole of India, and he proceeded to observe:—

The alternatives would appear to be these. Either that Calcutta should remain the capital of India, and that the Council should have its stationary head-quarters there leaving the Governor General at liberty to visit other parts of India, either alone or with a selected Member of Council (a point to be hereafter considered); or that some new capital should be fixed on; or, lastly, that provision should be made for enabling the Governor General in Council to establish himself, from time to time, in such places and for such periods as he may consider the exigencies of his vast dominion to require. Upon this important question I desire to receive your advice, and I request that you will consider it as well from an Imperial point of view, and in its bearings on the general government of India, as in relation to the effect it has upon the more limited questions of the proper form of Government for Bengal.

14. This letter brought the entire question anew under the consideration of the Governor General in Council, and it was discussed with a thoroughness befitting its importance. As the Government of Bengal was greatly interested in the settlement of the question, it was deemed proper before the matter was discussed in Council, to invite the Lieutenant-Governor (Sir William Grey) to express his views upon it. From the Minute recorded by Sir William Grey we quote the following passage:—

The practical application of it (The Indian Councils Act, 1861) is that the Council shall, as a rule, be where the Governor General is; for no one has ever for a moment contemplated that the Governor General should not, during a considerable portion of his term of office, be away from Calcutta. It is well known that Lord Canning held very strong opinions as to the expediency of the Government of India, that is to say, the Governor General in Council assembling at other places than Calcutta. It is known that Lord Elgin had made every preparation at the time of his death to carry out such an arrangement. It has been left, however, to the present Governor General to give practical effect to the provisions of section 9 of the Indian Councils Act.

longer mainly a Council of Advisers. It has become an aggregate of heads of departments, and it resumes its former consultative functions only in special cases. The law, in fact, permits the Governor General and any one Member of Council to make an order in the name of the Government of India, and it further allows the Governor General to distribute the business of the Government as he may think fit. These provisions enabled Lord Canning to establish a system under which the Government work is divided between departments, each of which has a Member of Council at its head. The order of Government is, in each case suggested by the Member of Council charged with the particular department to which the case belongs, and, if confirmed by the Governor General, it issues at once. The cases submitted to the full Council are only those of special importance, or those in which the Governor General differs from the initiating Member. The necessity for the new system grew out of the enormously increased (and, I may add, daily increasing) business of the Government of India, which, without some such arrangement, could never be disposed of at all. It was further rendered inevitable by the addition to the Council of two English Members specially appointed to discharge certain duties which they could only perform in the capacity of heads of departments.

Except, therefore, in regard to matters belonging to the Foreign Department, of which it is usual for the Governor General himself to undertake the primary management, the severance of the Governor General from Council dislocates the whole machinery of Government. An anomalous form of the old and exploded system is immediately re-established. I was myself in Calcutta, as a Member of Council, during the absence of Lord Elgin in the Upper Provinces in the summer of 1863. I believe it to be impossible for any human arrangement to have worked more perversely. Lord Elgin was distinguished by remarkable caution, though I doubt whether his caution was practically greater than that which any man comparatively fresh from England would display under similarly vast responsibilities,—and all or most important matters were transmitted by him over a distance of 1,500 miles for the opinion of his Council. The result was that a great deal of work was done twice over, and a great deal not done at all. I confidently appeal to the records of the India Office for proof of the value of the new system as contrasted with the old. For the first time, during any period of its history which I have been able to trace, the Government of India is abreast of its work and without arrears, and this too in face of an extraordinary increase of business during the present Governor Generalship. This result is, no doubt, partly owing to the laborious habits of Sir John Lawrence, and to his great knowledge of India. It is also partly attributable to the circumstance that nearly all the functionaries attached to the Supreme Government enjoy a fairly good climate during those months in which, according to my experience, the machine of Government in the climate of Calcutta works at half power. But it would certainly have never been attained unless the Governor General had determined not to separate himself from his heads of Departments and occasional advisers. It is certainly true that few Governors General could so well dispense with advice or assistance as the present Viceroy; but, to take an illustration, how could even he, in a large number of cases, have made orders without, in the first place, assuring himself what was the legal form and bearing of the order, and, in the next, what it would cost. In other words, had he been separated from his Council, he must have made a variety of references to the Legal and Financial Members of his Council, who by the assumption, would have been at Calcutta.

I submit then that, when Sir John Lawrence removed his Council to the Upper Provinces, he merely destroyed a fiction which threatened to impair seriously the efficiency of his Govern-

the discretion of the Government of India as to the best mode of doing its work. He added that the arguments adduced by the Committee for binding the Members of Council to Calcutta would equally apply to the Viceroy, and he did not consider the question of the capital of India to be yet ripe for settlement.

12. At the time when the Special Committee made its report, Mr. (now Sir Henry) Maine, who had been and at a later period again was Legal Member of the Governor General's Council, happened to be in England; and Sir Stafford Northcote invited an expression of his opinion upon it. Mr. Maine recorded a Minute which we include in the list of documents attached to this Despatch. While expressing our entire concurrence in the conclusions at which Mr. Maine arrived, we desire to invite Your Lordship's attention to the following passage from his Minute:—

The Government of India, which is only a controlling and superintending Government, and which has few direct relations or none with the people, and which therefore might be supposed, *a priori*, to be in a position to adopt the practice (*i.e.*, of removing to the hills during the hot season) first, was, in point of fact, the last to adopt it. The reason, no doubt, is that the residence of the Supreme Government during the whole year in the plains has long since become a fiction. The Governor General constantly absented himself from Calcutta on the plea that it was necessary for him to be nearer to the parts of India which demand the close attention of the Supreme Government. But the Government of India was still supposed to remain in Calcutta because the Governor General's Council remained there under a President invested theoretically with the full powers of Governor General in Council. In point of fact, however, a division of business was made between the Governor General in the Upper Provinces and the President in Council at Calcutta, on the principle of leaving to the latter all business which was of a simple, routine and common place character. Every thing which was of importance was referred directly to the Governor General, and there was either a rule or an understanding in any matter which came before the President in Council assumed, contrary to expectation, the least importance, it should be sent on to the Governor General.

When Sir John Lawrence, shortly after reaching India, determined not to spend the worst months of the year in Calcutta, the truth is imperfectly stated by saying that he adopted a practice which had become habitual with Governors General. It should be taken into account that he began to act upon a system of economising physical and mental energy which he had seen at work in the Punjab, and to which, among other causes, the remarkable success of the Punjab administration is, no doubt, attributable. If, indeed, he had done no more than this, it is probable that his proceedings would never have been adversely criticised; but he went step further, and, in exercise of the power conferred on him by Parliament, he summoned his Council to accompany him to the Upper Provinces and Simla. I venture to assert that, in taking this step, he evinced his customary sagacity and perspicacity. He put an end to a costly and mischievous fiction, and he also restored a reality.

This language may appear too strong to those who are unaware of the change which has taken place of late in the character of the Governor General's Council. That Council is no

10. Among the questions referred on this occasion by the Secretary of State to a special Committee of the Indian Council were the following :—

- (1) whether the seat of the Government of India should still be retained at Calcutta;
- (2) whether it was desirable that the Government of India should migrate in a body every year; and
- (3) whether it was expedient to select a new seat of Government; and, if so, whether a Commission should be appointed for the purpose; and what instructions should be given to such Commission.

The Special Committee recommended that Calcutta should remain the capital of India, and they recorded their opinion that the periodical transfer of the seat of Government to Simla was injurious to the public interests. The reasons given for this opinion were that it was desirable that the capital of India should be fixed; that the deliberations of the Viceroy in Council should be aided by all the records of former Governments, and by all the official ability, legal and administrative, congregated in Calcutta; that benefit accrued from the presence of a large and independent non-official community, able to correct the views and enlarge the experience of members of the public service who live in a narrow and exclusive circle; that though the heads of the Government moved to the Himalayas, the real work of administration was necessarily transacted in the plains; that, however congenial the climate of the hills might be to European constitutions, it was distasteful to the large number of Native officials, who must accompany the Government whenever it changed its station; and that Simla was practically inaccessible to the great mass of the people. The Committee concluded with a recommendation that, though the liberty of the Governor General himself to proceed to any part of India ought not to be interfered with, the practice of moving the seat of Government to Simla during the hot weather and the rains should be prohibited. Of the six members composing the Committee, two (Sir Bartle Frere and Mr. W. U. Arbuthnot) recorded a memorandum of dissent from the views of the majority on the question of the head-quarters of the Government, and held that, while Calcutta should remain the nominal head-quarters of the Governor General, in which he should spend some time of every year, he ought to be left free to visit any other parts of India whenever he might think it desirable to do so, and should on such occasions take his Council with him.

11. The Secretary of State preferred the view of the dissentient minority. Sir Stafford Northcote was unable to accept the conclusion that the Supreme Government should be restricted to Calcutta, and thought it unwise to fetter

the Court will not be misled by the empty clamor that is sometimes raised against the practice, or commit the mistake of prohibiting it.

8. We have observed above that, while legal sanction to the movement of the Council with the Governor General from Calcutta was conferred by the Charter Act of 1833, the freedom of the Government of India to act upon that sanction was restricted by the Despatch of the Court of Directors in the same year. But with the establishment of a Local Government in Bengal in 1854 the chief reason assigned by the Court of Directors for localizing the Supreme Government in Calcutta ceased to exist. If it be admitted that Lord Dalhousie insisted less strongly than his predecessors on the importance of the constant presence of his Council, we must submit that the extension of the Empire and the administrative duties which are always increasing with the progress of civilization no longer leave this point open to choice; while it may be added that Lord Dalhousie, not unconscious of the difficulties which might attend the separation of the Governor General from the Council, himself indicates in his Minute the means by which he hoped that those difficulties might be lessened or obviated. The course of events has not vindicated the sufficiency of those means, but has rather justified the views of Lord William Bentinck and Sir Charles Metcalfe, in which it may here be observed that Lord Canning and Lord Elgin both concurred. And if subsequent events have tended to strengthen the arguments of Lord Dalhousie in favour of the Governor General's temporary residence in the hills, we confidently assert that the ever increasing weight and intricacy of the administrative questions which present themselves to the Government of India no longer permit us to regard the separation of the Governor General from his Council, except for a very brief period of time, as a question open to discussion.

9. The first Governor General who visited Simla was Lord Amherst, who spent the summer of 1827 there after the conclusion of the Bhurtpur Campaign. From that date the Sanitarium rose into favour, and the Governor General, at first occasionally, but after a few years more frequently, moved in summer from the heat of Calcutta to the cool climate of the Himalayas. The Mutiny prevented Lord Canning from visiting the hills until near the end of his term of office; but his successor Lord Elgin spent his second hot season at Simla and intended to return to it in subsequent years. Both Lord Canning and Lord Elgin were convinced of the expediency of the occasional presence of the Governor General in Council at other places than Calcutta, but it remained for Lord Lawrence by assembling his Council at Simla to take action on the provision of the Indian Councils Act of 1861, which reproduced the provision of the Charter of 1833. This proceeding was in 1867 made the subject of careful examination in connection with the enquiry, initiated by Sir Stafford Northcote, into the best system of government for Bengal.

Directors had been attracted to the great cost of the camps maintained for the Governor General and the Commander-in-Chief during their tours; and the Court demanded an expression of the sentiments of the Governor General in Council upon this matter. Lord Dalhousie accordingly in 1853 recorded a Minute which very forcibly confirms the views of Lord William Bentinck and Sir C. Metcalfe as to the necessity and expediency of the Governor General's tours. He dealt with the objections then, as now, made to the temporary residence of the Governor General in the hills in the following passage:—

In the same criticism to which I have referred, the visits of the Governor General and of other high functionaries to the hills are spoken of as if they were derelictions of public duty. Simla is denounced as "a Capua;" and endeavours are made to create the impression that the visits of such high personages to the hills are connected only with ideas of luxury and enervating idleness.

For myself, I would observe that, of the whole period of more than three years during which I was absent from the Presidency, I passed more than half without a roof over my head. It was spent principally in tents, moving over the country. Such a life does not imply any high degree of luxury, and certainly not inactivity.

And if, during the intervals of summer and rains, when the climate prohibits all movement in the plains, the Governor General resides in the hills, where is the evil? What practical good would result to the State by the Governor General remaining at Lahore or Umballa, exposed to the fierce heat of the plains instead of residing in the temperate climate of Simla? Is a gentleman lately from Europe, unacclimated to tropical seasons, and usually not in his youth, less likely to perform his duties well because he discharges them under the bracing influence of mountain air, instead of under the furnace-blast of the hot winds? And if, his special duty discharged, he returns to the Presidency, is his usefulness likely to be diminished because he comes with a frame invigorated by a refreshing visit to the European climate of the Hills? In short, is it in common-sense and reason to be contended that the Governor General does not faithfully discharge his public duties unless he takes the most likely method of rendering himself wholly unfit for them by a continuous residence in the torrid atmosphere of the plains?

I did not go to the hills because I was sick. I did not go there to amuse myself, or to enjoy myself. I went because my presence somewhere on the North-West frontier was requisite, and as during five months of the year movement in the plains was impracticable, I spent them in the hills because there I could serve the Company more laboriously and more effectually than if I had been in the plains.

I make these personal observations because other Governors General after me may be placed in somewhat similar circumstances, and I am desirous that they should derive the same benefit from a temporary refuge in the hills that their predecessors have done. The interests of the Company will be greatly advanced by their being permitted to use this privilege. It is at all times in the hands of the Court of Directors to prevent its abuse. I trust therefore that

the good government of these extensive regions." Sir Charles Metcalfe, in a Minute dated 5th March following concurred in the views expressed by the Governor General as to the expediency of giving authority to the Supreme Government to move from the Presidency, whenever its presence might be required elsewhere. These expressions of opinions, while they failed to modify the views of the Court of Directors, evidently had weight with Her Majesty's Government, inasmuch as the freedom of action claimed by Lord William Bentinck was shortly afterwards conferred by the Charter of 1833 (3 & 4 Will. IV, Cap. 85, Secs. 50 & 70). But the practice to be adopted under the Charter was regulated and qualified by the following instructions contained in a Despatch No. 44 of 10th December 1834, by which the Court of Directors communicated the Statute to the Governor General in Council:—

The Legislature has left the seat of the Supreme Government, both permanent and temporary, to its own choice. The important circumstance, however, of making the Governor General local Governor of Bengal renders it necessary that his habitual residence should be in the place where he can best perform both sets of his duties, that is in Bengal. We have no doubt therefore that you will concur with us in thinking the seat of the Supreme Government should be at Calcutta where your records are now deposited and where the requisite buildings, public and private, already exist.

Your Lordship will not fail to observe that the main consideration which weighed with the Court of Directors in fixing on Calcutta as the most suitable place for the seat of Government was the "circumstance of making the Governor General local Governor of Bengal." This circumstance has for the last 23 years ceased to exist.

6. The next important discussion to which we desire to call attention was connected with the measures adopted to establish a separate Presidency and Government in the North-Western Provinces. It is known to Your Lordship that the original intention (to which indeed effect was, for a short time, actually given) was to establish a separate Presidency and a Governor at Agra. Lord William Bentinck, however, while he admitted "the total inadequacy of the Government at Calcutta to control and superintend the North-Western Provinces," was opposed to the separation of authority which the

of a Governor at Agra involved. It was the desire of the Governor General, as we have already stated, to remove the seat of the Supreme Government to the North-Western Provinces and to delegate local authority to Calcutta. But this measure was not approved, and the North-Western Provinces were shortly afterwards placed under the charge of a Lieutenant-Governor the Statute (3 and 4 Wm. IV. Cap. 85) which authorized the establishment of a Governor at Agra being held in abeyance.

7. We now come to the discussions on this subject which occurred during the administration of the Earl of Dalhousie. The attention of the Court of

* The proposed removal of the Government temporarily to the North-Western Provinces.

The present temporary arrangement,* formed for a specific object, will serve as an experiment belonging to a more extensive measure. When our possessions had but a limited extent, Calcutta would have been well chosen for the capital, even if circumstances had not already presented it ready made to our hands. But since the Company have emerged from the narrow limits of their factory and have become the sovereigns of the whole of India, the position of the Government at the farthest extremity of its territory seems peculiarly ineligible, most unfavourable to control and good government, and rendering impossible the prompt and quick interposition of command, which, in cases of emergency, is so essential to our security.

Anticipating a little the progress of events, we may here observe that when it fell to Lord William Bentinck a few years later to establish a separate Government in the North-Western Provinces, he was anxious to give effect to the views above expressed by establishing the seat of the Government of India at Agra, and by delegating local authority to Calcutta.

4. The Court of Directors having been in due course informed of the Governor General's intention to remove his Government from Calcutta, expressed their disapproval in a letter, dated the 3rd of July 1829. The objections which prevailed with the Court of Directors were the illegality of the proposed movement; the expense, inconvenience and interruption to public business which it would entail; the danger of selecting as the seat of Empire a position "exposed to sudden incursion of nations of cavalry and to the first brunt of any hostile movement of the powers bordering upon India;" and the expediency of selecting the seat of Government with regard to the circumstance that India is governed by a distant maritime power.

We may here remark, that the legal objection, if it ever had force, has since been removed; that the danger of hostile movements from beyond our borders has passed away; that with the extension of roads, railways and telegraphs an inland seat of Government is practically as accessible as if it were on the coast, and that, of all the objections urged by the Court of Directors, we are called upon to meet only that which is based on the ground of expense and interruption to public business. To the consideration of these points we shall presently revert.

5. The orders of the Court of Directors were effective in preventing the removal of the Government from Calcutta in 1829, but they were not accepted without protest by the Governor General and by Sir Charles Metcalfe (afterwards Lord Metcalfe and Governor General of India), who was then a Member of the Governor General's Council. Lord William Bentinck set forth in a Minute dated February 22nd, 1830, his reasons for holding that to fix the seat of Government irrevocably at Calcutta, and to prevent the Governor General from taking his Council with him on tour were "totally incompatible with

the adoption of Simla as the permanent summer head-quarters of the Governor General and his Council dates from 1834, the first year of the Viceroyalty of Lord Lawrence. But before that date, certain important discussions had taken place in connexion with the movement of the Government of India from Calcutta, to which we desire to call attention, as they are very pertinent to the two chief questions presented for consideration in Your Lordship's despatch of 20th January last, namely, the possibility of permanently locating the Governor General's Council in Calcutta; and the advantage of periodically removing the Government of India as a whole, from that city. The first of those discussions occurred in the year 1829 during Lord William Bentinck's administration. The successful issue of the Mahratta war while the Marquis of Hastings was Governor General, and the capture of Bhurtpur during his successor Lord Amherst's term of office had necessitated some permanent provision for the administration and good government of Central India, and Sir John Malcolm, then Governor of Bombay, was invited to assume the control of Central Indian affairs. Sir John Malcolm, however, for reasons upon which it is unnecessary to enter, declined this responsibility, and the Governor General Lord William Bentinck then resolved to remove the Government of India for a time from Calcutta to the North-Western Provinces in order that he and his Council might, on the spot and in communication with the local authorities, determine the best solution of the pending questions. The reasons which actuated the Governor General in proposing the temporary removal of the Government of India from Calcutta are stated by him in a Minute, bearing date 10th February 1829, a copy of which, and of other documents to which we shall refer hereafter, is appended to this Despatch. To that Minute we invite Your Lordship's attention, for it furnishes significant evidence on two points of great importance with reference to the subject under discussion; *first*, that at an early period when our territories were far less extensive, and the duties of the Government far less multifarious than they now are, a temporary removal of the seat of Government from Calcutta was felt to be necessary in the public interests; and, *second*, that Lord William Bentinck was strongly impressed with the expediency of taking his Council with him during his visits to the Provinces.

3. In a later Minute, dated 8th August 1829, of which we also attach a copy, Lord William Bentinck considered the wider question of the best permanent position for the seat of Government, and the following extract from this Minute has a very important bearing on the question of the permanent location of the seat of Government at Calcutta:—

I have said nothing in the present paper upon the more important question naturally suggested by this discussion, as to the best permanent position for the seat of Government.

No. 16 of 1887.

GOVERNMENT OF INDIA.

HOME DEPARTMENT.

lin

TO THE RIGHT HONOURABLE

VISCOUNT CROSS, G.C.B.,

Her Majesty's Secretary of State for India.

Calcutta, the 15th March 1887.

MY LORD,

IN your letter No. 267, dated 16th September 1886, Your Lordship informs us that your attention had been called to the statement of tour expenses in the Finance and Revenue Accounts which you observe does not appear to be complete, and in your No. 14 (Public), dated 20th January 1887, you request us to furnish you with a full report upon the whole subject of the periodic removal of the Government of India to Simla. In the first of these communications you also desired to be supplied with the information required to answer a question put in the House of Commons whether the Local Governments move every summer to a Hill Station, and, if so, how many persons accompany each Government in its migration.

Before the receipt of Your Lordship's letter of the 20th January last, certain questions connected with this subject had already come under our consideration, and the present despatch had been to a great extent prepared. Having again considered the whole subject in the light of Your Lordship's latest communication, we desire to submit to you the conclusions at which we have unanimously arrived on the subject of the movement of the Government of India from Calcutta to Simla. The information required by Your Lordship regarding the Local Governments has been called for and will be furnished hereafter.

2. Before we state these conclusions and consider the financial aspects of the question which are noticed in Your Lordship's letter of the 16th of last September, it seems to us desirable to review the previous history of this subject. Your Lordship has observed in your letter of 20th of last January, that

Confidential.

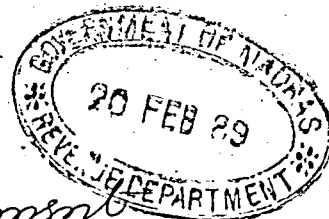
No. 250

FROM

A. P. MacDONNELL, Esq., C.S.I.,
Secretary to the Government of India.

TO

The Chief Secretary to the Government
of Madras.



Home Department.
Public.

Calcutta, the 15 February 1889.

SIR,

WITH advertence to the correspondence ending with your letter No. 1347/1/89 I am directed to forward the accompanying copy of correspondence* between the Government of India and the Secretary of State for India on the subject of the annual migration of the Government of India and of Local Governments to Simla and other Hill Stations, and to request that the matters mentioned in paragraph 12 of the Secretary of State's Despatch may be now further considered and the arrangements which recommend themselves to the Executive Council.

I am to add that the Governor General in Council, while desiring to give as full effect as possible to the wishes of the Secretary of State, has pointed out to His Lordship that a wider discretion in the matter of the tours of Members of the Viceroy's Council and as regards the dates of assembling at and leaving the Presidency Town is essential.

I have the honour to be,

SIR,

Your most obedient Servant,

A. P. MacDONNELL.

Secretary to the Government of India.

which this Govt. practically
pledged itself not to remain
in the hills for more than
6 months in each year, & to
secure the fact that that
pledge will be faithfully
adhered to.

3. The only head of a Dept.
who at present accompanies
the members of the hills
is the Surgeon Genl. with the
force, & is pointed out in
my predecessor's letter to the
Finance Committee of 18
Dec 1888 No. 1347 Fin. L. The
cost of this arrangement is
only Rs 524 per annum.
H.S. in C has however on
further consideration come
to the conclusion that the
presence of this officer at
Ootacamund is unnecessary.
Surgeon Genl. Nichol retires early
next year, & his successor will
naturally be & it will be
intimated to his successor
that he must make Madras
his permanent headquarters.

* copy enclosed

Confidential

Public Dept.

C. 625 A

No. 119 of 8.5.89.

Letter.

Desd 9/6/89

To The Secy (The Govt. of India)
Home Dept. (Public)

Sir,

I am directed to reply
to your letter d/15th Feb.
1889 no 250 (Conf. Secy) in
which the Secy asks for a
report from this Govt. on the
matters mentioned in para 12
of the ^{despatch of the 14th Nov. 1888} Secy's despatch
therewith forwarded

14th
1 May.

3 In regard to the question
of fixing definite limits
within which the Prov.
govts. may be absent from
their recognized headquarters,
I am to invite attention
to Mr. Stokes' letter of 16th
Sept 1887 no 1347 which
is ~~is~~ the subject of the in

CURRENT No. 625 A

[9]

Public DEPARTMENT.

From

The Govt. of India

Home Dept.

No. 250.

Dated 15-2-89.

Received 20. 2. 89.

Enclosures Two.

SUBJECT.

~~Secy's~~ Memo to the
Hillo

CHIEF SECRETARY
20 FEB 19
GOVERNMENT OF MADRAS

Government of India Central Printing Office.—No. 993 H. D.—5-2-59.—25.

Exd.—J. D'C.

(7)

Recd 625A/89
2

that they do not now occur. But I must strongly impress upon you that the utmost care should at all times be taken to prevent such abuses, which it is, in my opinion, impossible to excuse.

10. It must, then, be assumed that Calcutta is the head-quarters of the Supreme Government; the chief seat of its administrative departments, and the only seat of those offices which it is not absolutely necessary that the Government should take with it during its absence at Simla. It is no sufficient reason for allowing a public office to be removed to the hills to say that the duties will be better performed in a temperate climate; that no inconvenience will be caused or expense involved by the change, or even that some convenience will be gained by the Government itself. The only adequate reason for such removal can be that, if it does not take place, the efficiency of the public service will seriously suffer. Moreover, when the removal of an office has been decided upon, it must be considered with reference to each individual member of its staff, whether it is essential to the public service that he should be included in the removal, or whether his services may not be usefully employed if he remains in Calcutta. No other rule will be found compatible with strict economy, or with the determination to allow nothing to occur in connection with this question which will not bear the full light of public criticism.

11. I trust that you may be able to make a sensible reduction in the cost of the annual removal of your Government to the hills, and that your attention to this point will at no time be relaxed. I have read with much interest the exhaustive review of this subject given by the Finance Committee of 1886, and I agree generally with the conclusions expressed by the majority of the Committee in the second volume of their Report. I request that you will take the subject into consideration accordingly, and will submit to me as soon as possible the regulations which you consider necessary for giving effect to these views.

12. The observations which I have now made regarding the limitations that should be imposed on the annual movement of the Government of India to Simla apply, in a great measure, to the corresponding movements of the several Provincial Governments. The charges involved by the latter are no doubt less than those of the movement to Simla, and I am glad to observe that much has already been done towards reducing the expenditure, which for some years had a tendency to increase. As the chief departmental officers of these Governments, unlike those of the Government of India, have numerous local duties to perform, additional caution should be exercised in their case. I request, therefore, that the question of fixing definite limits within which the Provincial Governments may be absent from their recognized head-quarters, of determining by what heads of departments and other officers they must necessarily be accompanied, and of effecting all possible reductions of expenditure, may be further considered, and that I may be informed of the conclusions at which your Excellency in Council, in communication with those Governments, may arrive.

very rarely, and only for some specific object which approves itself to your Excellency in Council. Considering that each Member of Council has charge of one of the great Departments of the State, it appears to me that his separation from the duties for which he is directly responsible, concurrently with the absence of the Governor General, must leave his Department without any authority competent to dispose on the spot of business which may require immediate orders. I fear, also, that provincial tours of Members of Council may encourage a tendency towards centralization and towards unnecessary and disadvantageous interference with the administration of the Local Governments. I am unable, therefore, to admit the force of your contention that these spring and autumn tours of Members of Council should be taken into consideration in determining the apportionment of the time during which the whole of the Government should reside collectively in the plains.

7. Entertaining these views, I see no sufficient reasons for modifying the opinion expressed by Lord Salisbury in 1877, that the Government of India should, as a rule, be established in Calcutta during the whole period between the 1st of November and the 15th of April, and it appears to me that the limits thus laid down should, under all ordinary circumstances, be adhered to. That the greater part of the legislative business of your Government, with certain exceptions to which you have referred in paragraph 18 of your Letter, can with more propriety and convenience be carried on in Calcutta than elsewhere, has been so universally admitted that I need not recapitulate the reasons which support it. But even if that business should, as you anticipate, be during the next few years lighter than it has been in the past, the presence of your Government in that city for the period named will not the less be desirable.

8. Two important points remain to be noticed; the first is the question as to what officers ought to accompany the Government to Simla; the second is that of the expenditure which these movements of the Government involve.

With regard to these points, which are so closely connected that I shall refer to them together, I am glad to receive the assurance given by your Government in paragraph 28 of your letter of the 15th March 1887, that it is "your intention in connection with the report of the Committee appointed to inquire into the possibility of effecting economies in your expenditure, to scrutinize closely the allowances now disbursed for travelling and other purposes, and to examine the question whether some of the administrative Departments which now follow the Government of India to Simla may not, without any diminution in efficiency or disadvantage to the public, remain in the plains."

9. The principle that the Governor-General, when resident away from Calcutta, should be accompanied by his Council, appears to me to be so clearly right as to require no demonstration; but to determine what officers shall accompany the Government, thus constituted, in its removal to the hills is much more difficult. It is natural and inevitable that many European officers of the various Departments, whose services are not imperatively required at Simla, should wish to escape the heat of the summer in the plains, and there is doubtless sometimes real difficulty in drawing a proper line; hence it cannot be denied that instances have occurred in which officers have been allowed to pass the hot season in the hills who, to say the least, might have remained at their stations in the plains without disadvantage to the public service. Other instances of a far more objectionable character have come to my notice, in which officers who had to perform local duties, which could only be properly performed in the plains, have remained in the hills for a considerable part of the summer. I will not specify these cases, because I hope that they have been few, and

No. 116 (Public), dated India Office, London, the 25th October 1888.

From—Her Majesty's SECRETARY OF STATE for India.

To—His Excellency the Right Honourable the GOVERNOR GENERAL of India in Council.

In your letter of the 15th March 1887, No. 16, the receipt of which was acknowledged in my Despatch of the 30th June 1887, your Excellency in Council furnished me with a full report on the subject of the annual removal of the Government of India to Simla, and with your Letter of the 21st May last you transmitted papers showing the views of the Local Governments on the subject of their visits to the Hill stations within their respective provinces. I have carefully considered the important questions dealt with in these letters.

2. It does not appear to me to be necessary to discuss the question whether the head-quarters of the Government of India should be permanently transferred from Calcutta. It is sufficient for the present to say that there are many objections to this measure, besides the general argument urged by Lord Lawrence, that such changes disturb the minds of the people in India, and should be avoided unless there is some imperative necessity for them.

3. The questions, therefore, which I have had to consider are,—

- (1) whether the balance of consideration is in favour of allowing the present system to continue; and, if this be answered in the affirmative,
- (2) what is the *minimum* proportion of the year that should be spent in Calcutta;
- (3) what staff should accompany the Government; and,
- (4) what expenditure, in respect of the removal of that staff, should be sanctioned.

4. I need not review in detail the arguments advanced in your Excellency's Letter of 15th March in favour of the existing practice, but I may say at once that I so far admit their force that I do not propose to direct that it shall be abandoned. I recognize the fact that the Government of India is not in the same position as a Provincial Government charged with local administration; and that the presence of the Governor General and his Council is at times desirable in provinces other than Bengal. The annual transfer of the Government to Simla has now been a recognized practice for twenty-four years; it has been acquiesced in by successive Secretaries of State in Council; the head-quarters of the Army have long been established there; large expenditure has been incurred in the provision of public buildings; and I am not, in the circumstances, prepared to disturb existing arrangements.

5. At the same time, I desire to point out that although, under ordinary circumstances, the Government of India may be removed to the hills during the summer months, the importance of its presence in the plains for a sufficient period in each year is great and manifest.

6. The Viceroy will, doubtless, often think it desirable, instead of making direct journeys from one place of residence to another, to make short visits to other parts of India at the time of the annual movements, and he will then, as a general rule, be unaccompanied by the Council. The importance of these occasional visits by the Head of the Government to the various provinces of the Empire cannot be doubted, but it seems to me questionable whether the practice which you inform me has grown up during the last few years should be continued, under which similar tours are made by the Members of the Council. I fully recognize the fact that personal communication between a Member of Council and the provincial authorities is sometimes useful. But I think that such tours should be undertaken