

REPORT

OF THE

COMMITTEE APPOINTED TO INVESTIGATE
THE COMPLAINTS OF THE CLERKS IN THE
GOVERNMENT OF INDIA SECRETARIATS
AND IN CERTAIN OTHER OFFICES OF THE
IMPERIAL DEPARTMENTS, IN REGARD TO
INSUFFICIENCY OF PAY AND PROSPECTS

WITH APPENDICES

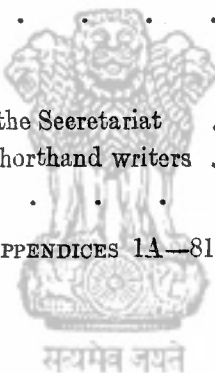


CALCUTTA
SUPERINTENDENT GOVERNMENT PRINTING, INDIA
1908

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FROM

THE PRESIDENT AND MEMBERS OF THE GOVERNMENT
OF INDIA CLERKS' SALARIES COMMITTEE,

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,
HOME DEPARTMENT.

Dated Calcutta, the 2nd December, 1908.

SIR,

We have the honour to submit the following report as a result of the enquiry which we were directed by the Home Department Resolution No. 751—767, dated the 21st July 1908, to hold regarding a number of memorials presented to His Excellency the Viceroy by the clerks in the Government of India Secretariats and in certain other offices of the Imperial Departments. We were instructed to investigate the complaints of the clerks and, if we found that the present scales of pay are insufficient to attract and retain men possessing the requisite qualifications, to make suggestions for remedying the position. We were also informed that the Government of India had decided to divide the clerical establishments of the Secretariat offices into two divisions, to be called the First and Second Divisions, respectively, the former to comprise all those clerks who are required to deal with the higher class of clerical work and the latter those who are employed on work of a routine character.

2. We subsequently obtained the approval of the Government of India to the suggestion that the scope of our enquiry should be limited to the following Imperial offices :—

- (1) Government of India Secretariats ;
- (2) Civil offices which move annually between Calcutta and Simla ;
- (3) Civil offices whose head-quarters are in Simla ; and
- (4) Army Head-quarters offices.

3. In order to estimate precisely the nature of the special grievances of the memorialists, we decided to take oral evidence ; and we examined altogether 19 witnesses, representing members of different grades and various communities in the offices, *i.e.*, senior and junior clerks, Europeans, Bengalis, Mahomedans, etc. An abstract of the evidence given by them, so far as it was not tendered to us under the seal of confidence, is appended to this report (Appendix D). The witnesses addressed us with perfect freedom, and we derived considerable assistance from much of their evidence.

I.—THE CASE OF THE MEMORIALISTS.

4. *Secretariat offices.*—The specific allegations contained in the memorials* received from clerks in the Secretariat offices (in which we include the offices of the

* The memorials from the Secretariat are identical in their terms. A specimen is printed as Appendix A.
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Railway Board, the Military Accountant General and the Accountant General, Public Works Department) are the following :—

- (1) *That the rates of pay attached to appointments in the clerical service were originally fixed some forty years ago and have remained practically unchanged throughout this period.*

We cannot accept this statement as altogether in accordance with the facts.

Vide Appendices E and F.

Considerable changes have been made from time to time in the pay of certain of the higher appointments ; and in most offices the numbers have increased, not only in the past forty years, but also in each decade of that period. At the same time we desire to point out that the gradual addition of a number of comparatively low paid appointments, necessitated by the increase of routine work, has resulted in reducing the average pay of appointments in the majority of offices by amounts varying from Re. 1 in the Public Works Department to Rs. 46 in the Finance Department.

- (2) *That the cost of food stuffs and other necessities of life, house-rents, and wages of domestic servants have increased enormously during the last thirty or forty years.*

We regard it as established that there has been a very substantial increase in the cost of living, both in Simla and in Calcutta. The Committee which sat in 1905 came to the same conclusion as regards Simla ; and all the evidence that we have taken on the subject supports this view, which is confirmed by the personal experience of individual members of the Committee. We do not think it necessary, even if it were possible, to attempt an estimate of the exact percentage which this increase represents. The rise has been gradual and affects all classes of society alike, though in varying degrees.

- (3) *That the standard of living has advanced and continues to advance.*

We are satisfied from the evidence before us that this is undoubtedly the case. The rise in the standard of comfort or luxury is not confined to any one class, but has affected Europeans and Indians equally, in every grade of society above the lowest. This development unquestionably accounts to some extent for the alleged inadequacy of the present rates of pay as compared with former times. We have no wish however to depreciate it, or to regard it as wholly extravagant, if increased self-respect is one of its fruits.

- (4) *That while the members of other Indian services have opportunities of advancement to the higher executive and administrative posts, the members of the Secretariat clerical service have practically no other higher appointments open to them than the posts of Registrars.*

It is certainly the case that except in the Finance Department, from which clerks occasionally receive promotion to the Enrolled List, the clerks in the Government of India Secretariat offices have practically no hope of securing executive appointments, such as are open to clerks in Provincial Secretariats and other offices under local Governments. We have considered whether it would be possible to remedy this, but have come to the conclusion that, as all such posts are in the gift of local Governments, it would be impracticable to advise the reservation of any outside appointments for the Imperial Secretariat clerks. The proper course, in our opinion, is to render the conditions of clerical service in the Secretariat itself sufficiently good to offer to its members a career not appreciably less attractive than that which is afforded to men of equal educational qualifications in other branches of the public service.

5. In addition to the grievances which are set forth in the memorials, a minor source of discontent, which has been alluded to by some of the witnesses, is the inferior social status of members of the clerical service. There appears to be an impression that clerks are generally regarded as inferior in status to members of corresponding classes in other services, such as the Postal, Salt and Telegraph Departments, who possess no higher educational qualifications, whose duties demand no greater degree of intelligence, and whose salaries are in many cases lower than those of the senior clerks. It is difficult to estimate the precise effect upon the service as a whole of this disability, but we are satisfied that it is felt by the clerks to be a real grievance and as such it tends to have an adverse influence upon recruitment.

6. Again, there appears to be a feeling that, while the degree of intelligence and ability demanded of the more responsible clerks is high, their individual share in the administrative system is overlooked and their personal identity merged in the machine of which they form a part. As an instance of this feeling, one witness laid stress upon the fact that all notes by clerks have to be written in the third person: "we find," he remarked, "that this is inconvenient, and we have to go out of our way to conceal our identity by writing in a round-about way." Though we do not attach much importance to this particular complaint, we are impressed by the fact that the clerical service of the Government of India Secretariats is not considered by its members to be a "service" in the sense that other services are. "If Government made our posts into a service," the same witness observed, "it would give us greater respect in the eyes of the public." There is much to be said in favour of making the clerical service one to which its members will be proud to belong and of fostering an *esprit de corps*. Again, it was pointed out to us by more than one witness that the work is so continuous and often so arduous that the clerks have neither the leisure nor the energy, even if they had the means, to indulge, during the hours when they are off duty, in the relaxations and social amenities which are enjoyed by others of their class. Lastly, we found that a serious and general grievance in several offices relates to supersession for promotion to higher posts by men brought in from outside. We recognize that the efficiency of an office must always be the first consideration and that it may at times be necessary to fill a particular appointment by an outsider if no one then in the office is considered to be fully qualified for it. But we are of opinion that, if recruitment is properly regulated and more especially if the senior men in an office take pains to train the younger men in their duties, it should very rarely indeed be necessary to pass over existing members of an office for promotion to higher posts; and that when such supersessions are frequent, as they have been in some offices in the past, the effect upon the clerks who are superseded is so disheartening that it cannot fail to affect injuriously both the *morale* and the popularity of the service.

7. *Other offices*.—We turn now to the grievances which have been alleged in the memorials* received from departmental offices, the head-quarters of which are located at Simla for either the whole or a part of the year. In Appendix G to this report will be found a list of the offices from which memorials have been received, as well as a list of those from which no memorials have been received. Of the offices which have memorialized it will be seen that the majority are outside the scope of our enquiry, since they either are permanently located at Calcutta or at the most send a small camp establishment to Simla for a few months in the summer. Of the remainder, some are subsidiary branches of the Army Head-quarters offices and will be dealt with in connection with the latter. The others consist, apart from the Secretariat offices, of only four, *viz.*, those of the Sanitary Commissioner with the Government of India, the Director General, Indian Medical Service, the Director, Criminal Intelligence, and the Examiner of Accounts, Military Works Services. The memorials received from the clerks in these offices are identical in many respects with those received from the clerks in the Secretariat offices. The memorialists admit that they have no claim to receive the Simla allowances which have hitherto been given to members of moving offices; and their only prayer is that their rates of pay may be enhanced.

8. In view of the fact that the memorials with which we have to deal emanate from the members of four offices only, it may be presumed that there is no widespread or general discontent among the clerks in the Simla offices other than the Secretariat establishments. It must not be forgotten that these clerks are recruited for service in one place only and therefore stand on a different footing from the Secretariat clerks. Their work, again, is less exacting and does not demand the same degree of intelligence and application. The general rise in the cost of living appears to us therefore to be (apart from some discontent regarding supersession by outsiders) the only specific grievance to which the memorialists can point as an argument in support of their prayer. We find that the pay of the clerks in the offices of the Sanitary Commissioner, the Director General, Indian Medical Service, and the Director, Criminal Intelligence, have been revised within the last two or three years, with direct reference to the existing conditions of life in Simla, and we do not

* These memorials are all couched in similar terms. A specimen is printed as Appendix B.

consider that any grounds have been shown for a further revision. With regard to the office of the Examiner of Accounts, Military Works Services, we have only to observe that if it is found that the pay and prospects are insufficient to attract and retain the class of men required for the work, it is open to the head of the office to represent the matter.

9. The winter allowances, to which allusion is made in paragraph 11 of these memorials, have recently been sanctioned and will, in our opinion, remove the grievance which arises from the expense and discomfort attendant upon residence in Simla during the winter months.

II.—RE-ORGANIZATION OF THE SECRETARIAT.

10. *Reasons for re-organizing.*—Our terms of reference invite us to consider whether the present scales of pay in the Secretariat are sufficient to attract candidates with the requisite qualifications. It is possible to approach this question from several different points of view. It may be enquired whether the Secretariat gets men of the same calibre as used to enter it 10 or 20 years ago. It would also be relevant to ascertain whether youths who have the making of good Secretariat clerks are diverted, in a large measure, to other departments or private employment. And it would be important to know whether any, and if so what, alterations in pay would tap a definitely higher stratum of capacity for the special work which the Secretariat imposes. We have examined a large amount of evidence upon each of these aspects of the case, but the conclusions which it justifies are general and somewhat tentative in character. We believe that the clerical work of the Secretariat is on the whole very well done. We consider that the steady rise in the quality, and still more in the standard, of noting and drafting which is required from the clerks goes far to disprove any deterioration in the average capacity of the men employed. But we think that the increasing competition of the other departments for intelligent Indians and members of the domiciled community must add to the difficulties of suitable recruitment. And particularly for the more active and self-reliant, the rapid development of commercial and industrial enterprises holds out attractions which are wholly absent from the monotony of Secretariat service. To many, these attractions more than counterbalance the unquestionably lower scale of pay, continuity and prospects that

Vide Appendix H.

business houses offer to clerks whom they recruit in India.

11. We understand that these influences are already being felt in the Secretariat. There is often difficulty in filling up vacancies without going afield. The frequent supersessions are partly due to the same cause; and we believe that an increasing weight of the heavier and more responsible work is being thrown upon the senior clerks and Superintendents, imposing on them a severe physical and mental strain and depriving them of the leisure which is necessary for the proper supervision and training of the younger men. Moreover, the Government of India have decided, on the advice of a Committee of Secretaries, that the present methods of recruitment call for revision, and we have to frame our recommendations accordingly. We propose, therefore, instead of submitting specific remedies for existing grievances or specific alterations in existing pay, to examine the future structure of the Secretariat as indicated in our terms of reference, and to submit our views as to the scale of pay which will be necessary to give the re-organization a reasonable chance of success. We believe that, if our proposals in this matter are accepted, they will provide all the relief to which the memorialists have an equitable claim.

12. *First Division.*—Under the present system an indefinite and fluctuating number of recruits are selected from a list of candidates who have passed a comparatively easy competitive examination; and the selection is largely tempered by nomination of unexamined candidates from other offices or from outside. Instead of this mode of recruitment, the Government have decided to divide the clerical establishments into a First and a Second Division. We have no information, and we can offer no advice, regarding the comparative strength of the two Divisions; the ratio must necessarily vary in different offices. But we regard it as essential that the First Division will be kept down to the narrowest limits compatible with the work to be entrusted to it; and that it will be, in its way, a

corps d'élite engaged upon the most responsible work in each office, and upon nothing else; and our recommendations as to pay, status, etc., are based upon the assumption that these conditions will be strictly observed.

For this purpose we believe that it will be necessary to aim at recruiting graduates of the Indian Universities. Men who have taken their degrees with high distinction will no doubt prefer other careers; but in our opinion, the Secretariat must be in a position to compete effectively with other branches of the Government service for graduates of the ordinary type. We doubt whether it will always be possible to secure Europeans and Eurasians with degrees; and as we consider that it is essential to retain a reasonable leaven of those races in the Secretariat service, we recognize that lower academic qualifications may have to be accepted in their case; but we advise that an adequate standard of education and general intelligence be enforced.

13. If these are to be the general conditions of recruitment to and employment in the First Division, we have to consider what initial pay and what prospects it is necessary to offer in order to attract competent candidates. Those two are the points of first importance; the other incidents of the service are subsidiary.

(a) *Initial pay.*—We have taken a great deal of evidence on this question. The supply of intelligent, well-educated, respectable and self-respecting young men, of such a type as our requirements postulate, will unquestionably be influenced by the grant of a living wage in Simla, where most of the year is spent and where the cost of living is notoriously high. We have accordingly accepted the following figures as representing the minimum on which a young European of the type described above can live in Simla without actual privation:—

	Rs. per mensem.
Board	60
Clothes	20
Servants (including washing)	22
Insurance, books, newspapers, tobacco and other personal requirements	18
	—
	120
	—

The cost of living at a boarding-house in Simla is rarely less than Rs. 70, but we have made an arbitrary deduction for lodging, as we propose to retain the Simla house-rent allowance in addition to our new scale of pay. The above estimate is for a bachelor, who is a teetotaller, seeks no recreations which have to be paid for, and walks to and from office in all weathers. If Government is not prepared to expect the rigid observance of these conditions in all cases, then some margin should be added to the minimum living wage. The total figure which we have given corresponds very closely with estimates which we have received of the expenses of a young Indian clerk (married, as he ordinarily would be), living without the help of friends in Simla. The young Mahomedan graduate, according to evidence which we see no reason to reject, would certainly not be satisfied with less. We have given the whole question our most careful consideration, and we advise that Rs. 140 be fixed as the initial pay. This, as will subsequently be explained, is intended to absorb all allowances except for house-rent at Simla and for the journey to and from Calcutta.

(b) *Prospects.*—In this term we include (1) the normal probabilities of promotion in the office, (2) the prize appointments which are open to an efficient clerk, and (3) the maximum pay to which a clerk can hope to attain towards the end of his service if he is not selected for any of the prize appointments. The first two of these matters will be dealt with later; for the present we state our conclusions on the third. We have to consider a clerk of between 25 and 30 years' service, who has not risen to a superintendentship, either on account of blocks in promotion or because he lacks some of the qualities necessary for the post, but who has not been kept back on grounds of incompetence or misconduct. Having regard to the value of his work, his experience and standing, and more particularly to the emoluments of non-selection grades in executive branches of the Government service, we advise that the maximum pay for a First Division clerk be fixed at an inclusive

figure of Rs. 400 ; Simla house-rent and travelling allowances being excluded as before.

14. *Second Division.*—The question of a suitable scale of pay for the Second Division stands on entirely a different footing. For that Division no special educational qualifications will presumably be laid down. Government will go into the open market for men of the usual clerical type, suitable for copying, typing, despatching, register-keeping, indexing, proof-reading, preparing papers for the press, recording, etc., and dealing with cases of a simple or routine character. The highest preferment open to these men will be a post carrying duties of about the same importance as the superintendentship of a Record or Issue Branch. They will get their training in the office, and their recruitment will be subject to the ordinary laws of supply and demand.

We have had considerable difficulty in determining what is the market rate for clerks of this type, working under the peculiar conditions of the Imperial Secretariat. The only helpful analogy would be the scale of pay in Provincial Secretariats which have two head-quarters ; but we are not sure that the Second Division in those offices is so clearly marked off as it is intended to be in this Secretariat. The standard of pay for routine clerks in other offices or in private employ at either Calcutta or Simla is of little assistance, as the special cost of living in both these places instead of in one of them upsets all such comparisons. We have examined all the available material however, including the rates which are paid to our own junior clerks at present. Our conclusion is that the initial pay should not be lower than Rs. 50 for probationers, and that it should rise to Rs. 60 when they are confirmed.

As the Second Division will have to constitute a career in itself, we advise that the pay be allowed to rise to a maximum of Rs. 200, and that clerks of specially approved merit be eligible for a personal allowance of Rs. 25 after not less than 28 years' service and of Rs. 50 after not less than 30 years' service. These concessions may be regarded as a compensation for the absence of promotion into the First Division, which we apprehend will rarely or never be admitted after the new system of recruitment is fully established. For purely routine work, however, we consider that our scale is a liberal one, and we do not advise that every clerk who enters on Rs. 50 should have steady promotion up to Rs. 200. We should divide the scale by an efficiency bar at Rs. 100, and we should allow no clerk to pass the barrier until he displays efficiency in the more important classes of work entrusted to the Division. The effect would ordinarily be to prevent the further promotion of men engaged in purely mechanical work, such as copying, typing or despatching, for which we consider Rs. 100 to be an outside wage.

15. *Grading.*—We have been much impressed by the detrimental effect on an office of long blocks of promotion. A lower range of pay with frequent movement is more effective than a more expensive scale with stagnation in keeping an office keen on its work and in good heart. We strongly advise therefore that, between the limits which we have proposed for each Division, there be a considerable range of grades at short intervals of pay, and that the number of men in no single grade be disproportionately large. We have found no model grading which could be adopted *in toto* for the Secretariat service ; but the ratios between the different grades in our ideal scale at page 7 will, we believe, meet all ordinary requirements.

16. *Abolition of Simla allowances.*—Throughout our enquiry, we have found much awkwardness in correlating work with pay, owing to the constant intrusion of "Simla allowances". For instance, the pay of a junior clerk is described as Rs. 50 ; but he is actually drawing an average monthly remuneration of Rs. 117 if he happens to be a married man, or Rs. 78 if he is single. The theory of the "Simla allowance", as we understand it, is that it is an addition made to a clerk's pay to compensate for the cost of living in two places instead of one, including the cost of moving his family* to and from Calcutta every second or third year. But we are not sure that this has always been the theory. The history of these allowances is involved and kaleidoscopic. It is fully narrated in Chapter II of the report of Mr. Dane's 1905 Committee, to which attention is invited. The adjustment of the allowances, under various names, to the needs or alleged needs of the clerks has given great and disproportionate labour to the Government of India for generations. The latest settlement, that of

* The clerk himself receives travelling allowance under the ordinary rules.

Mr. Dane's Committee, combined ingenuity with scrupulous fairness for the interests of the men. But it is already a cause of dissatisfaction; and we doubt whether any scale, based on the indeterminate theory and the varying data of these allowances, will ever be accepted as final. There is a graver objection to them in the growing complexity of the code of regulations under which the allowances are administered. Subsidiary rulings on isolated points are of almost monthly occurrence. There is a constant temptation on the part of the establishments to raise fresh difficulties and suggest new interpretations, in the hope of securing further concessions; and we cannot but regard the whole arrangement as unsatisfactory and demoralizing. The rationale of the allowances too is obsolete. They had their origin in a time when the visit to Simla was looked upon as a tour. But now that there is an unvarying regularity about the 7 months stay in Simla and the 5 months stay in Calcutta, it would be well to fix the substantive pay of the clerks on the clear understanding that they have to provide for this manner of life and that, whether they are married or single, no further or special concession will be given by Government.

17. *Consolidated pay.*—We trust, therefore, that it will be of assistance to Government if we submit a scale of consolidated pay which will permit of the abolition of the Simla allowances altogether. Two reservations however appear necessary. We do not propose to do away with the special house-rent allowance which is given for the Simla season; and we consider that family travelling allowances should be revived on the scale in force before February 1907, subject to any necessary modifications in the general conditions of their grant. In the former case the allowance was sanctioned as a temporary measure pending the provision of quarters; and both concessions will tend to mitigate the effect, if our proposals are accepted, of ceasing to discriminate in favour of families in other ways.

We need not describe in detail the manner in which we have arrived at our proposed scale of consolidated pay. We first framed an ideal grading on net pay, and then added our estimated value of the Simla allowances reduced by the travelling expenditure on families, at different stages, making adjustments (necessarily arbitrary) to mark the point at which men would ordinarily move from the single to the family scale. The result is displayed in the following table, from which it will be observed that we completely eliminate incremental pay,—an improvement to which we attach much importance.

Ideal scale of Secretariat pay (consolidated).

	Rs.
REGISTRAR	800
SUPERINTENDENTS—	
1st grade	700
2nd „	600
3rd „	500
SECRETARIAT ASSISTANTS (<i>First Division</i>)—	
1st grade 10 per cent	400
2nd „ 15 „ „	350
3rd „ 15 „ „	300
4th „ 15 „ „	250
5th „ 15 „ „	200
6th „ 15 „ „	170
7th „ 15 „ „	140
CLERKS (<i>Second Division</i>)—	
1st grade 8 per cent	200*
2nd „ 8 „ „	180
3rd „ 8 „ „	160
4th „ 8 „ „	140
5th „ 8 „ „	120
—efficiency bar—	
6th „ †12 „ „	100
7th „ †12 „ „	90
8th „ †12 „ „	80
9th „ 8 „ „	70
10th „ 8 „ „	60
Apprentices 8 „ „	50

* With two further increments of Rs 25 each for long and approved service.

† The high ratio in these grades is due to the fact that they represent the highest pay available for clerks engaged on work of a mechanical type.

18. We put forward this scale, simply as what it is described,—an ideal scale. Its uniform acceptance may not be possible in every department, as we are aware that certain offices depart—the Legislative Department, for example, in one direction and the Foreign Department in the other—from the normal range of pay at present in force. But we do not think that Government need offer higher pay than the maxima which we suggest ; and in small offices, where there is not room for the full number of grades in our scale, some of them—not necessarily the lowest—may be dropped.

19. *Pay of Registrars and Superintendents.*—We turn now to what have been described as the prize appointments of the Secretariat—the posts of Registrar and Superintendent. We ought to explain that we have had no memorials from Registrars, and that we have no reason to believe that they have authorized the allusion which the memorialists have made to their pay. It is, in our opinion, a matter of high importance that both these classes of officers should be liberally paid, not only on account of the responsibility of their work, but because the appointments are practically the only goals towards which the ambition of the new First Division can press. We consider that the scale of pay should be at least equivalent to that of the selection grades in a Provincial Civil Service ; and this standard can be reached without appreciable extra cost to the State.

At present the ordinary pay of a Registrar * is Rs. 600—20—700, and the usual pay of Superintendents is one grade on Rs. 400, and another on Rs. 500, rising after three years to Rs. 550 and after six years to Rs. 600. There are certain exceptions to both scales, particularly in the Foreign Department. The pay we propose is shown in the table on the preceding page ; both classes of officers continuing to draw house-rent at Simla and to be entitled to family travelling allowance ; and the Registrars retaining their eligibility for the Calcutta house allowances. The result will be an appreciable increase in the net emoluments of all these officers, and a definite improvement in their prospects of pension.

We are not in a position to advise regarding the number of Superintendents who should be employed in each office. That is a matter which must be determined with reference to the volume and distribution of work in the department. Ordinarily speaking, we consider that the ratio of Superintendents to Assistants and clerks (exclusive however of copyists and examiners) should not be more than 1 to 7, and not less than 1 to 10. And by the term Superintendents we mean of course officers who have risen to the head of the office and are engaged in the supervision and control of some important branch of its work.

20. *Nomenclature and gazetting.*—There remain two suggestions for raising the status of the Secretariat service,—an improvement which we are convinced will be of much value in helping recruitment. The first of these is a matter of nomenclature. It may be regarded as a matter of sentiment, but we lay much stress upon it for reasons which will already have been apparent in this report ; *vide* paragraph 5. We advise that officers of the First Division be described as “Secretariat Assistants.” The designation of clerk can be retained for the Second Division.

Our other proposal is that gazetted rank be conferred on Superintendents. We are very strongly of opinion that adequate recognition is not extended to the importance and responsibility of the work which is done by this class of officers. They are the repositories of the experience and traditions of their departments, much in the same way as the senior members of the permanent civil service are in England. The burden of supervision rests heavily on them ; and the efficient discharge of their duties demands a high degree of intelligence, memory and tact. We have no wish to embark on comparisons which may invite criticism in detail ; but we may note that Chief Superintendents in Accounts offices, Inspectors of Salt and Customs in Madras, Civil Assistant Surgeons in Bombay, Inspectors of Police in Bengal and Inspectors of Registration in the United Provinces, are all gazetted officers. We think that the Government of India might well pay the same compliment to a class of officers on whom they rely so largely for assistance which is none the less valuable because it is unostentatious. It would increase the self-respect of the whole establishment, and it would materially enhance the inducements of the Secretariat service for men of education and character.

* As distinguished from other gazetted officers he receives Simla allowances.

21. *Intermediate arrangements.*—If our proposals are accepted, we advise that they be put into effect as soon as practicable, in respect of all the men whom each department may decide to place at once in the First and Second Divisions, respectively. There may be certain members of the existing establishments whom it is inexpedient to classify until more experience is obtained of their capacity. For them we would suggest the adoption of a temporary intermediate scale rising to a maximum of Rs. 250 consolidated. For all the others we advise an immediate transfer, as soon as orders are passed, to the new scales. And we take it as beyond question that, if the result to any individual clerk is an actual loss of emoluments (*i.e.*, consolidated pay compared with existing pay *plus* Simla allowances), he will be protected therefrom by a personal allowance.

22. *Exceptional treatment of Secretariat.*—We have now completed our recommendations for a re-organized Secretariat. These recommendations have been put forward for a homogeneous group of offices which can and must be differentiated from any other offices in India. Demands for increased pay are being urged by clerical establishments all over the country; and any concessions granted to the Imperial Secretariat will probably be used as arguments for equal privileges elsewhere. We wish to make it clear, however, that, in our opinion, the Imperial Secretariat requires in its clerical staff a higher degree of intelligence, a broader outlook and a more discriminating critical faculty than are expected in the offices of any department or Provincial Government. Nothing that we have advised either as to scales of pay or as to gazetted rank is intended to have any application to officers of a different type, either at Simla or at Calcutta or elsewhere.

III.—ARMY HEAD-QUARTERS.

23. The Army Head-quarters for the present purpose may be taken as including the offices of the Chief of the Staff, the Adjutant General, the Quarter-Master General the Military Secretary to the Commander-in-Chief and the Principal Medical Officer, together with certain minor offices which are attached to them. We devote a separate section of our report to this group of offices, both because the conditions of their recruitment and pay are entirely different from those of the Secretariat, and because no memorials were submitted from them to His Excellency the Viceroy. We understand that it is contrary to the Army Regulations, to which the majority of the clerks are amenable, to memorialize regarding personal grievances. We have, however, been directed to consider the case of these clerks at the same time as the others, and we have therefore examined six witnesses of this class, and obtained a considerable amount of documentary evidence.

24. Before these witnesses appeared, we received a Statement of Case, which is attached to this report (Appendix C). We are informed that this document was drawn up by a few of the senior clerks, without reference to the others; but that in the opinion of the former it represents the views of the majority. We are unable, however, to obtain any definite evidence as to the degree in which it was concurred in by the greater number of the persons affected; some of the witnesses who were offered for examination disclaimed all knowledge of and responsibility for its contents; and we were therefore compelled to disregard it on the ground that it was not properly substantiated and to endeavour to ascertain at first hand from the witnesses themselves the grievances they complained of and the remedies they sought.

25. *Recruitment.*—Before proceeding to examine the grievances brought to our notice, we think it will be convenient to mention briefly the system under which clerks are recruited for these offices and the points in which it differs from that prevailing in the Secretariat offices.

Formerly clerks for the Army Head-quarters offices were recruited either direct from regiments or from Command, Brigade or Divisional offices. Now they are recruited from soldier clerks in Brigade or Divisional offices or the offices of the Northern and Southern Armies. The recruits may be either men of the—

- | | |
|---|-------------------------|
| (a) India Miscellaneous List | } Unattached List, or • |
| (b) Corps of Military Staff clerks | |
| (c) Soldier clerks, borne on the cadres of units. | |

At the same time it has become the practice, though not the absolute rule, to recruit only soldier clerks, except for the lower routine appointments, such as copyists, register keepers and the like. In the past a certain number of civilian clerks used also to be admitted, and these men served side by side with the soldier clerks, on the same rates of pay but on different terms as regards furlough allowance and pension. This appears to have given rise to some discontent : but as in future recruitment will be confined almost entirely * to soldier clerks, save for the purely routine posts, this anomaly will eventually disappear.

26. The problem of recruitment for the Army Head-quarters offices is therefore entirely different from that for the Secretariat offices. While the latter have the whole of India open to them as a recruiting ground, and have to compete with all the other branches of Government service for which men of the required educational qualifications are eligible, the Army Head-quarters offices are restricted to the selection of soldier clerks from those who are already serving in one of a certain limited number of military offices. A soldier who desires to obtain extra-regimental employ and is qualified therefor is not compelled to become a clerk. Other departments are open to him, such as the Supply and Transport Corps, the Public Works Department, the Military Works Services, the Grass Farms, the Remount Depôts, etc. The evidence tends to show that the clerical service, especially at Army Head-quarters, is by no means the most popular, and that its unpopularity is likely to increase rather than diminish.

27. *Grading.*—The grading of the principal Army Head-quarters offices is shown in Appendix I. It will be observed that the initial rate of permanent pay is not always the same. It varies from Rs. 100 a month in the Quarter Master General's Division to Rs. 150 a month in the Adjutant General's Division. We have not been able to ascertain the reason for this difference, which has been mentioned as a grievance by certain of the witnesses. We are, however, impressed by the fact that the grading is defective in the majority of offices. In our opinion there are too many posts in the lower grades, with the results that promotion to a grade in which it is possible for a clerk to marry and support a wife and family is too long deferred, and that an undue proportion of a man's service is spent in the lower grades. We shall return to this subject later.

28. *Grievances.*—The grievances which have been brought to our notice by the witnesses relate to —

- (a) the low initial rate of pay in some offices, and the general inadequacy of the pay, especially for married men ;
- (b) the high cost of living at Simla, as compared with the stations at which Divisional offices are located ;
- (c) the absence of allowances, such as are enjoyed by clerks in Secretariat offices.

With regard to the first point we are satisfied that a soldier clerk cannot support himself as a bachelor at Simla decently and comfortably on less than Rs. 140 a month ; and in view of the fact that the new entrants are not untrained recruits but have already rendered as a rule some five or six years' Government service at least, we consider that the minimum pay should not be less than Rs. 150 per mensem in all the offices. There is a rule that no clerk may marry until he reaches the grade of Rs. 200. We think that Rs. 200 represents the barest living wage for a married soldier clerk, and that it is probably inadequate for a man with a family. We, therefore, consider that the grading should be revised so as to provide for fairly rapid promotion to Rs. 200 and again to Rs. 250. We have no suggestions to offer regarding the *maxima* rates of pay, which appear to us to be sufficient ; but we recommend that only those clerks who have to supervise the work of others and who correspond roughly to Superintendents in the Secretariat offices should be given more than Rs. 300 per mensem.

With regard to (b) we have already expressed the opinion that the cost of living at Simla has risen of recent years, and this increase has no doubt seriously affected the soldier clerks. The evidence also shows that in other respects a soldier clerk is worse off at Simla than in other stations. Though the rates of pay are on the whole lower in Divisional offices, clerks in the latter enjoy certain privileges

* Civilian clerks will still be admitted in exceptional cases.

which are denied to them at Simla. They are given Government quarters at a rental calculated on their pay and considerably lower than what they have to pay at Simla. Unless they are men on the India Miscellaneous List, they receive free rations, and are provided with uniform which is their chief item of clothing. They do not pay income-tax. At Simla the rents are abnormally high; the clerks get no exchange compensation allowance and do pay income-tax. They have practically no privileges in the matter of rations; and they have to live and dress as civilians. In mufassil stations they receive medical attendance and medicines free; whereas at Simla, though the former is free and though they are in theory entitled to obtain their medicines for nothing from the Ripon Hospital, they complain that in practice they are unable, as a rule, to get such medicines as they require from the hospital, as the stock is usually insufficient, and they consequently have to purchase what they want from chemists' shops. Municipal taxation is also exceptionally heavy at Simla. Finally, the work in the Army Head-quarters offices is said to be more arduous and the hours longer than in the offices from which the clerks are recruited.

We think that there is force in these arguments and that the only remedy is to revise the pay and grading on the lines that we have already suggested. If this is not done there appears to be a danger that clerical service at Army Head-quarters will become more unpopular even than it is now.

With reference to (c) we do not consider that the Army Head-quarters offices are Secretariat offices and though it is easy to understand that it is a source of discontent among clerks in the former that they do not receive the allowances enjoyed by clerks in the moving offices whose work is not dissimilar to theirs, we have no recommendations to make on this point. We have proposed the abolition of Simla allowances in all the offices, and if our proposals are accepted and the pay and grading are revised, we think that, with the winter allowances, the conditions of service in the Army Head-quarters offices will be sufficiently attractive.

29. The grievances relating to the rates of furlough allowances and pensions, as compared with those enjoyed by civilian clerks, are not matters on which we need express an opinion. They are governed by the Army Regulations and it is not for us to question their suitability.

We have not considered the question of the recruitment and rates of pay of Indian clerks engaged for routine work. No representations on these subjects have been made to us, and we consider that they are matters for the heads of the offices to determine.

IV.—MISCELLANEOUS.

30. *Temporary relief to clerks in the Secretariat.*—One of the prayers in the memorials is for some temporary measure of relief pending a decision on the main petitions. We have had no evidence of such immediate distress among the clerks as would justify emergent action; and we have accordingly no recommendation to make in this respect. But we would suggest that, if orders on our proposals have not issued by the time that the Secretariat moves up to Simla in 1909 some special consideration might be shown, in the way of family travelling allowance or otherwise, to the establishments, inasmuch as they have suffered from the high prices of the last two years.

31. We have not been asked to examine the tour allowances that are paid to camp offices which are detached, for part of the winter, from certain stationary offices in Simla. We are also assured that the "moving allowances" for Army Head-quarters offices which were fixed in March last are recognized as adequate. We have not dealt with certain clerks in other than Secretariat offices who receive Simla allowances: these isolated cases are few and can be dealt with specially on the analogy of our general proposals.

32. *Pay or special allowances of shorthand writers.*—It has been suggested that we should examine the somewhat difficult question of the pay or special allowances of shorthand writers. We have no proposal to make regarding stenographers with high professional qualifications, such as are required of the Council Reporter in the Legislative Department. Work of this type has at present a monopoly value in India, and must be paid for on its merits. But the general use of shorthand of a comparatively low grade of speed is spreading in the offices;

notes and letters being much more frequently dictated than they used to be. In some offices we understand that special shorthandists are preferred for this work and are kept apart from the general business of the department. In others, two or three men are employed who know shorthand enough for easy dictation, but whose time is not fully employed in taking shorthand notes, and who are utilized in other work in the office. Which of these two courses is adopted, must be largely a matter of choice with the officers of the department. But we feel that there are dangers in having a number of clerks in the Secretariat who can do nothing but shorthand, especially if they are put on the pensionable establishment. They cannot be expected to remain content without occasional increases of pay; and when they pass middle age, their efficiency as stenographers will probably decline, and they will be left with comparatively high pay, and pensionable, but unable to take any adequate share in the work of the office. In our opinion, men of this type ought to be kept down to the lowest possible limit. In order, however, to encourage the knowledge of shorthand and to make its general use more feasible, we advise that in each office, three or four small shorthand allowances, of Rs. 20, be sanctioned for the Second Division. A clerk in that Division who had a recent certificate in elementary shorthand would be eligible for an allowance; and his retention of it would depend on half-yearly tests. Any clerk who qualified by private study for a higher certificate, or who showed special efficiency in actual work, might have his allowance raised to Rs. 30. If there were more qualified clerks than allowances, the latter might be given to those with the higher certificates, and among those, if necessary, to the more senior. Shorthand allowances should stop when the clerk gets promotion beyond Rs. 100.

V.—SUMMARY AND CONCLUSION.

33. Our recommendations may be summarized as follows:—

A.—IMPERIAL SECRETARIATS.

- (i) That owing to the nature of work and special conditions of service in the Imperial Secretariat offices, they should be regarded as being on a plane entirely different from that of other offices (paragraph 22);
- (ii) that the monthly Simla allowance be discontinued and emerged in pay (paragraphs 16 and 17);
- (iii) that travelling allowance for families be given on the basis of the rules in force previous to 1907, subject to any necessary modifications in regard to the general conditions of their grant (paragraph 17);
- (iv) that the Simla house-rent allowance be continued for the present, and in the case of Registrars also the Calcutta house-rent allowance (paragraphs 17 and 19);
- (v) that the pay of Registrars be fixed at Rs. 800 a month (paragraphs 17 and 19);
- (vi) that there be three grades of Superintendents (except in some of the smaller Secretariats) on Rs. 700, Rs. 600, and Rs. 500, respectively (paragraphs 17 and 19);
- (vii) that the minimum pay of Secretariat Assistants (1st Division) be Rs. 140 and the maximum Rs. 400 (paragraphs 13 and 17);
- (viii) that the minimum pay of clerks (2nd Division) be Rs. 60 (with a probationary grade on Rs. 50) and the maximum pay Rs. 200; that no clerk be promoted above Rs. 100 until he displays efficiency in the more important classes of work in the 2nd Division; also that clerks of specially approved merit be eligible for a personal allowance of Rs. 25 after not less than 28 years' service and of Rs. 50 after not less than 30 years' service (paragraphs 14 and 17);
- (ix) that as there may be certain members of the existing establishments whom it is inexpedient to classify until more experience is obtained of their capacity, a temporary intermediate scale rising to a maximum of Rs. 250 be adopted where necessary (paragraph 21);

- (x) that between the limits proposed above there be a considerable range of grades at short intervals of pay and that the number of men in no single grade be disproportionately large (paragraph 15);
- (xi) that incremental pay be totally abolished (paragraph 17);
- (xii) that, if the proposals made in the report are accepted, they be put into effect as soon as possible (paragraph 21);
- (xiii) that, should orders on the proposals not be issued by the time the Secretariat moves up to Simla, some special consideration be shown in the way of travelling allowance or otherwise (paragraph 30);
- (xiv) that Superintendents be given gazetted rank; that the designation of members of the 1st Division be "Secretariat Assistants," and that of the 2nd Division "Clerks" (paragraph 20);
- (xv) that the employment of special shorthand writers be kept down to the lowest possible limit (paragraph 32);
- (xvi) that in each office three or four shorthand allowances of Rs. 20 and Rs. 30, respectively, be given to clerks whose pay does not exceed Rs. 100 a month, subject to continued efficiency as tested by half-yearly examinations (paragraph 32).

B.—OTHER OFFICES.

- (i) That no further revision of establishments is necessary in the offices of the Director General, Indian Medical Service, Sanitary Commissioner with the Government of India and the Director, Criminal Intelligence, which have been revised within the last two or three years, with direct reference to the conditions of life in Simla (paragraph 8);
- (ii) that the case of the office of Examiner of Accounts, Military Works Services, be considered separately should the necessity for doing so be established by the head of that office (paragraph 8).

C.—ARMY HEAD-QUARTERS OFFICES.

- (i) That the minimum pay for clerks, other than Indian clerks, be not less than Rs. 150 (paragraph 28);
- (ii) that the gradings be revised as to provide for fairly rapid promotion to Rs. 200 and again to Rs. 250 (paragraph 28);
- (iii) that no clerk be given more than Rs. 300 a month who has not to undertake duties corresponding roughly to those of Superintendents in the Secretariat offices (paragraph 28).

34. It needs no demonstration from us that these recommendations, if they commend themselves to the Government, will amply meet all the legitimate grievances which the memorialists have brought to notice. We think it extremely improbable that any competent clerk who is placed in the new First Division, will draw under our scale less than his present emoluments. On the contrary, we believe that he will receive substantial promotion, while he will gain the great advantage of having his consolidated pay, instead of his net emoluments after the deduction of Simla allowances, to count as the basis of pension and leave allowances. Just as our proposals for pay and grading will meet any justifiable complaints about the cost of living and the stagnation of salaries, so will our recommendations regarding Superintendents and Registrars go far to remedy the grievances about the lack of social status and of adequate prizes for merit. We have endeavoured to devise a scheme which we hope the Government of India may be able to accept with due consideration for the interests of the taxpayer on the one hand and for the reasonable expectations of its employes on the other. We have not found it possible to estimate the cost of our proposals, as we have no information on the chief factor in the calculation, *viz.*, the ratio which each office will preserve between the numbers of the new First and Second Divisions.

35. The other members of the Committee wish to bring to the notice of the Government of India the very great assistance which they have received from their colleague and secretary, Mr. Caston. His wide knowledge of the subject and his untiring industry in collecting all the available data bearing upon it, have immensely lightened the Committee's labours.

36. The Committee met, as a rule, twice a week. Our first sitting was on the 10th August, and our last on the 4th November. The cost of the Committee, apart from some small expenditure in the Home Department on account of Mr. Caston's deputation, has been Rs. 115.

We have the honour to be

SIR,

Your most obedient Servants,

J. S. MESTON, *President*.

G. B. H. FELL,

H. HUDSON,

H. N. HESELTINE,

SARAT CHANDRA BANERJEE,

MAULA BAKHSH,

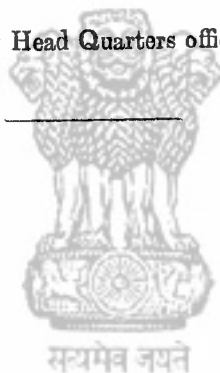
C. W. CASTON, *Member and Secretary*.

} *Members.*



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Appendix A.

To His Excellency the Right Honourable Gilbert John Elliot-Murray Kynynmound,
Earl of Minto, P.C., G.M.S.I., G.M.I.E., G.C.M.G., Viceroy and Governor-General
of India.

(Through the

The Humble Memorial of
a member of the Clerical Establishment of the
of the Government of India
Secretariat.

RESPECTFULLY SHEWETH :

1. That the rates of pay attached to appointments in the clerical service to which your memorialist belongs were originally fixed some forty years ago and have practically remained unchanged throughout this long period (excepting such subsidiary changes as the conversion of progressive rates of pay into fixed scales and the like) with the result that these rates which were determined with reference to the standard of expense then obtaining are incommensurate with the present day standard.

2. That this disproportion of rate of pay to standard of expense is conspicuously marked in the case of persons in the position of your memorialist who have to maintain themselves and their families in perhaps the two most expensive places in India, namely, in Calcutta and Simla.

3. That it is a matter of common knowledge that in Calcutta the prices of almost all articles, whether constituting the necessities of life or contributing to its amenities, have increased enormously since the seventies. In paragraph 190 of their Report, the Bengal Salaries Commission estimated that during the period 1868-1884, a rise of about 50 per cent. had taken place. At the present day prices may roughly be taken to be at least 60 per cent. more than they were forty years ago, *vide* the comparative statement appended hereto: such an increase is unparalleled in the other Presidency Towns, the corresponding rise in Bombay amounting, it is understood, to only 20 per cent. Statement (i).

4. That in response to the rise in prices the cost of labour has correspondingly increased and domestic service is now considerably more expensive than formerly.

5. That in Calcutta the rent of houses such as those in which members of your memorialist's service are accustomed to live has increased to such an extent as to impose an altogether disproportionate burden on their resources. Your memorialist is able to adduce specific instances of the great rise, *i.e.*, from 50 to 75 per cent., in rents, but he refrains from doing so as he feels that the Government of India would require more authoritative data, and he therefore prays that Government will be pleased to make an independent enquiry which, your memorialist is confident, will establish his assertion. A list of the streets and localities in which persons in your memorialist's position ordinarily reside when in Calcutta is appended. Statement (ii). The increase in rent has indeed been already recognised by Government in the case of gazetted officers by the grant to them of Presidency house allowance; and if relief in this respect has been found imperative in the case of highly paid officers, your memorialist ventures to submit that it is all the more needed in his case where the margin of income available for rent is far narrower.

6. That, while on the one hand prices and wages have considerably increased, the standard of living has by an irresistible process of evolution also advanced and continues to advance, adding still further to the already heavily burdened resources of your memorialist.

7. That whereas the expenses of your memorialist are heavier than those of his predecessors, his income, although nominally the same, is actually smaller owing to the deductions caused, directly, by the income tax and increased municipal taxation and, indirectly, by customs duties.

8. That in view of the circumstances set forth above, your memorialist finds great difficulty in maintaining himself and his family in a suitable manner on his present rate of pay; that he is unable to meet expenditure necessary to start a son in life, to marry a daughter, or to establish a settled home on retirement, and that he cannot make anything like adequate provision for his family or for "a rainy day."

9. That your memorialist therefore ventures, with the greatest respect, to submit that the time has come for affording the members of his service some relief and that such relief is called

for in the case of members of all grades of the service to which he belongs. For although it is true that the factors enumerated above operate so as to make for distress in the case of men in the lower ranks, it is no less true that the same forces drag into difficulties men in the higher grades who generally reach those grades in comparatively advanced years when heavier burdens and responsibilities devolve on them and the number of dependents for bread and the expenditure on the education and marriage of children naturally increase. It may be added that had the increase been smaller as in the case of Bombay, persons in the higher grades might reasonably have been expected to meet it from their present rates of pay; but as the cost of living at Calcutta has increased so enormously, even the highest rate of pay fixed for the clerical service, *viz.*, Rs. 700 *per mensem* is insufficient to cope with it.

10. That your memorialist is alive to the fact that the laws of supply and demand regulate the remuneration of service such as his as they do the wages of labour generally, and that it might be urged that the progress of education has yielded a larger supply of cheap clerks. This argument was considered in paragraph 201 of the Report of the Bengal Salaries Commission in 1886 and your memorialist would respectfully venture to invite the attention of Government to the remarks with which the Commission met the argument. The supply has grown and still grows; but no less have the outlets multiplied: the development of the country and the weakening of prejudices have provided for young men to-day more numerous avocations than they could turn to a generation or two ago; and while the remuneration in the professions, in business, and in private service has advanced in response to the rise in the cost of living, an artificial check has restrained any such progress in the emoluments of the State's clerical establishments. The result, your memorialist believes, is that it is now-a-days the exception rather than the rule that the better products of the Universities, Colleges and Schools elect to enter the clerical services. Indeed, your memorialist understands that the problem of suitable recruitment for the Secretariat ministerial establishments is yearly becoming more difficult. It would be presumption on your memorialist's part to suggest the market in which the Government should seek their clerks; but he ventures to submit that the growing complexity of the questions which are presented to the Government of India and the increasing volume of business which pours in, demand a degree of intelligence, education and trustworthiness such as cannot be expected of material drawn from the cheapest market.

11. That your memorialist has not overlooked the fact that the Simla allowances have recently been revised: but he ventures to point out that that revision was practically only a matter of the consolidation of the pre-existing allowances; and that though the new scale is adequate in certain cases, the majority of clerks have received very little benefit, if any, by its introduction: as a matter of fact it was so unfavourable to some that they actually preferred to retain the old allowances which were admitted both by the Committee of 1905 and Government to be inadequate. The Simla allowances, moreover, are meant to compensate the recipients for the extra expenditure entailed on them by the annual removal of the public offices to and from Simla and the extra cost of living at Simla as compared with that at Calcutta, and the settlement recently arrived at entirely left untouched the question of the increase in the cost of living that has taken place in Calcutta since the present rates of pay were originally fixed. In fact this increase actually diminished the rates of the revised Simla allowances, as only the difference between the cost of living at present at Simla and Calcutta respectively was taken into consideration in fixing those revised rates. In connection with this your memorialist further ventures to point out that the allowances which the members of his service or their predecessors used to draw in the seventies and the beginning of the eighties have been materially curtailed, *e.g.*, (1) by the abolition of the education allowances for their children which still exist in the Codes of some local Governments; (2) by the abolition of the special classification of officers for the purpose of travelling allowance in the case of men drawing over Rs. 50; and (3) by the reduction of family travelling allowance in the case of men drawing Rs. 500 and less. The Simla allowances have now been spread out through the year and are paid at Calcutta as well as at Simla; but your memorialist respectfully urges that the amounts paid at Calcutta are merely meant to compensate clerks for the reduced amounts which they are now paid at Simla in the case of those who do not move with their families, and for the loss of family travelling allowance in the case of persons who move with their families. These allowances have no connection with the rise of prices at Calcutta. This is clear from the fact that they are not admissible to those of your memorialist's colleagues who remain at Calcutta all the year round.

12. That in further support of his prayer for the grant of some relief your memorialist would refer to the fact that during recent years the emoluments of officials in the other services have been materially increased, *e.g.*, (1) the European services by the grant of exchange compensation allowance or by improved rates of pay in cases where the exchange compensation allowance has been withdrawn; (2) other Indian Services, *viz.*, the Police, Education, Forest, Public Works, Medical and Provincial Civil services, by means of various re-organisations involving considerable increased expenditure to Government. Your memorialist begs leave to state (a) that although the vast majority of the officers of these services are required to live in the *mofussil* where the cost of living is necessarily less, your memorialist has, as already stated, to spend his life in the two head-quarters of the Government of India where

the cost of living is far greater; (b) that while the members of the Indian services mentioned above have opportunities of advancement to the higher executive and administrative posts, the members of your memorialist's service, who as a body yield to no other class of public servants in point of industry, diligence or devotion to duty, have practically no other higher appointments open to them than the solitary posts of Registrar and your memorialist, therefore, whatever meritorious services he may render to Government, receives no better recognition: indeed the men in the local Secretariats have opportunities, though few, of their special merits being recognised by promotion to a "listed" Under-Secretaryship or to the appointment of Assistant Secretary or to the Provincial Service.

13. That your memorialist accordingly prays that the pay of the different grades of his service may be increased to the extent set forth below, so as to provide—

- (1) for the increased cost of living; and
- (2) for the rise in rents at Calcutta.

<i>Present rates.</i>						<i>Proposed rates.</i>	
Rs.						Rs.	
30	50
40	60
50	75
60	}	100
65							
80	125
100	150
125	175
150	200
175	225
200	275
250	325
300	400
350	450
400	500
450	550
500- $\frac{50}{3}$ -600	600-20-700
Registrars 600-20-700	750-50-850

14. In conclusion your memorialist respectfully prays that as some time must necessarily elapse before a decision on this memorial can be arrived at, and as the difficulties represented herein have pressed on him heavily, more especially during 1907 and the current year in which abnormal conditions have prevailed, some temporary measure of relief may be granted to him.

And as in duty bound your memorialist shall ever pray.

STATEMENT (i)

Statement showing the average prices of the principal articles of food, etc., and the wages of servants, in *Calcutta*, in the 5 years 1871 to 1875, compared with the average of the 5 years 1902-1906* and the percentage of increase.

(Compiled from the Government publication called "*Prices and Wages, in India, 1907.*")

Items.				AVERAGE OF 5 YEARS.		Percentage of increase.	REMARKS.
				1871 to 1875.	1902 to 1906.		
ARTICLES OF FOOD.							
Rice (seers per rupee retail)	15.46	9.13	69	Figures before 1886 are not given.
Wheat	do.	...	...	14.01	11.6	20
Arhar dal	do.	...	...	{ 17.43	{ 8.59	102
				{ (1886-1890)			
				Rs. A. P.	Rs. A. P.		
Potatoes (price per md. wholesale)	3 0 6	1 15 0	-36	These articles are not shown in "Prices and Wages," but the figures are given from experience.
Mustard oil	do.	do.	...	13 13 5	13 11 0	-1	
Ghee	do.	do.	...	30 0 0	34 9 0	15	
Fire-wood	do.	do.	...	0 5 0	0 7 0	40	
Sugar	do.	do.	...	8 5 0	6 13 0	-18	
Castor oil	do.	do.	...	12 6 0	15 8 0	25	
Tea (price per lb.)	...	...	...	0 13 6	0 6 4	-53
Milk (per seer)	...	...	...	0 2 0	0 4 0	100
Butter	do.	...	...	1 0 0	2 0 0	100
Meat	do.	...	...	0 5 0	0 10 0	100
Fish	do.	...	...	0 5 0	0 10 0	100
WAGES OF SERVANTS.							
(per month).							
Unskilled labour (syces)	6 3 0	8 13 0	42	Pay of domestic servants not shown in "Prices and Wages."
Skilled labour (carpenters)	...	...	...	13 0 0	19 0 0	46

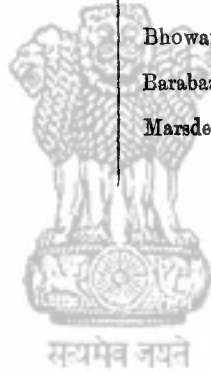
Calculated on the requirements of one person in respect of the above items, the aggregate increase will be found to be from about 60 to 68 per cent.

* Prices from 1907 have been abnormally high, and have not therefore been taken in calculating the percentage of increase. The rates for the years 1902-1906 are quite normal, and there is no chance of these rates ever coming down.

STATEMENT (ii).

List of streets and localities in which members of the Secretariat Clerical Service usually reside when in Calcutta.

Royd Street.	Bentinck Street.
Elliot Road.	Mott's Lane.
Free School Street.	Madge's Lane.
Ripon Street.	Chowringhee Lane.
Wellesley Street.	Corporation Street.
Lindsay Street.	Park Lane.
Lower Circular Road.	Kyd Street.
Dharamtollah.	Chitpore Road.
Marquis Street.	Cornwallis Street.
Macleod Street.	Harrison Road.
Sudder Street.	Chorebagan.
Tottie's Lane.	Jorasanko.
Dacre's Lane.	Shambazar.
Crooked Lane.	Amherst Street.
Mangoe Lane.	Bagbazar.
Creek Row.	Badurbagan.
Hastings.	Bowbazar.
Hartford Lane.	Bhowanipore.
Cockburn's Lane.	Barabazar.
Entally.	Marsden Street.
British Indian Street.	



Appendix B.

To His Excellency the Right Honourable Gilbert John Elliot-Murray Kynynmound,
Earl of Minto, P.C., G.M.S.I., G.M.I.E., G.C.M.G., Viceroy and Governor-General
of India.

(Through

The humble memorial of _____, a member
of the clerical establishment of the office of _____
_____, subordinate to the Government of India,
permanently located in Simla.

RESPECTFULLY SHEWETH.

1. That the scale of pay attached to appointments in the clerical service to which your memorialist belongs, was originally fixed some forty years ago and has practically remained unchanged throughout this long period (excepting such subsidiary changes as the conversion of progressive rates of pay into fixed scales and the like) with the result that these rates, which were determined with reference to the standard of expense then obtaining, are incommensurate with the present day standard.

2. That this disproportion of rate of pay to standard of expense is conspicuously marked in the case of persons in the position of your memorialist who have to maintain themselves and their families in, perhaps, the most expensive place in India, namely, Simla, which bears an analogy to a Presidency town without its advantages.

3. That it is a matter of common knowledge, certified by the findings of the Simla Allowance Committee of 1905, that in Simla the prices of almost all articles, whether constituting the necessities of life or contributing to its amenities, have increased enormously of recent years.

4. That in response to the rise in prices, the cost of labour has correspondingly increased and domestic service is now considerably more expensive than formerly, while taxation has been greatly enhanced.

5. That in Simla the number of houses, such as those in which members of your memorialist's service are accustomed to live, are limited, with no facilities for an increase, while the rents have risen to an extent to impose an altogether disproportionate burden on income. Your memorialist is able to adduce specific instances of the great rise in rents, but he refrains from doing so in view of the findings of the Simla Allowance Committee in respect of this matter.

The increase in rent has indeed been already recognised by Government by providing quarters for clerks of moving offices and considering the provision of more houses for them in lieu of the house rent allowances now granted. If relief in this respect has been found necessary in the case of more favourably placed clerks, your memorialist ventures to submit that it is all the more needed in his case where the margin of income available for rent is far narrower.

6. That, while on the one hand prices and wages have considerably increased, the standard of living has by an irresistible process of evolution also advanced and continues to advance, adding still further to the already heavily burdened resources of your memorialist.

7. That whereas the expenses of your memorialist are heavier than those of his predecessors, his income, although nominally the same, is actually smaller owing to the deductions caused, directly, by the income tax and increased municipal taxation and, indirectly, by customs duties.

8. That in view of the circumstances set forth above, your memorialist finds great difficulty in maintaining himself and his family in a suitable manner on his present rate of pay; that he is unable to meet expenditure necessary to provide adequately for his obligations or for "a rainy day."

9. That your memorialist therefore ventures, with the greatest respect, to submit that the time has come for affording the members of his service permanently located in Simla, some relief and that such relief is called for in the case of members of all grades. For although it is true that the factors enumerated above operate so as to make for distress in the case of men in the lower ranks, it is no less true that the same forces drag into difficulties men in the higher grades who generally reach those grades in comparatively advanced years when heavier burdens and responsibilities necessarily devolve on them. It may be added that the cost of living in Simla has increased so enormously, that even the highest rate of pay fixed for the clerical service open to your memorialist, is insufficient to cope with it.

10. That your memorialist is alive to the fact that the laws of supply and demand regulate the remuneration of service such as his as they do the wages of labour generally, and that it might be urged that the progress of education has yielded a larger supply of cheap clerks. This argument was considered in paragraph 201 of the Report of the Bengal Salaries Commission in 1886, and your memorialist would respectfully venture to invite the attention of Government to the remarks with which the Commission met the argument. The supply has grown and still grows; but no less have the outlets multiplied: the development of the country

and the weakening of prejudices have provided for young men to-day more numerous avocations than they could turn to a generation or two ago; and while the remuneration in the professions, in business, and in private service has advanced in response to the rise in the cost of living, an artificial check has restrained any such progress in the emoluments of the State's clerical establishments. The result, your memorialist believes, is that it is nowadays the exception rather than the rule that the better products of the Universities, Colleges and Schools elect to enter the clerical services. Indeed, your memorialist understands that the problem of suitable recruitment for the Secretariat ministerial establishments is yearly becoming more difficult, more so than for service in a subordinate office without Secretariat privileges, *i.e.*, allowances and better prospects. It would be presumption on your memorialist's part to suggest the market in which the Government should seek its clerks; but he ventures to submit that the standard of work now required and the increasing volume of business, demand a degree of intelligence, education and trustworthiness such as cannot be expected of material drawn from the cheapest market.

11. That your memorialist has not overlooked the fact that some winter allowance is contemplated, but this he understands will be comparatively small and limited in extent, while the question of house rent, prices and wages operates all the year round.

The grant of a winter allowance will relieve your memorialist of certain charges during the winter months which at present fall on his slender income, but cannot relieve the burden of the numerous other necessary calls which operate throughout the year. Your memorialist finds himself at a great disadvantage in Simla living side by side with clerks who are granted Simla allowances, who will in course of time receive free quarters in lieu of the house rent now granted and then have no liability at all for rent in Simla; such clerks will voluntarily incur rent and travelling charges for families, if they take them to Calcutta or send them to any other place. Moreover, such clerks may proceed once each season at Government expense to visit their families if away from them, whereas your memorialist must of necessity pay the expenses of a change for his family as well as for himself. This necessity has often to be denied owing to the absence of means.

As a matter of fact, if your memorialist was in receipt of the Simla allowances, his emoluments would, on the scale sanctioned for the clerks in the moving offices (*vide* annexure) be increased by Rs. 1,347 per annum, which would cover the expenses of proceeding to Calcutta, even if he took his family with him, and still leave a margin to materially assist him towards meeting house rent and the other expenses of living in Simla.

That your memorialist is aware that he has no claim for consideration to be granted the Simla allowances, but with all due deference he ventures to urge that the grant of the allowances to his contemporaries, especially in the case of those who leave their families in Simla, and can visit them during the winter, handicaps him considerably in respect of living in Simla which is a notoriously expensive place.

12. That in further support of his prayer for the grant of some relief, your memorialist would refer to the fact that during recent years the emoluments of officials in other services have been materially increased, *e.g.*, (1) the European Services by the grant of exchange compensation allowance or by improved rates of pay in cases where the exchange compensation allowance has been withdrawn; (2) other Indian Services, *viz.*, the Police, Postal, Education, Forest, Public Works, Medical and Provincial Civil Services, by means of various re-organisations involving considerable increased expenditure to Government. Your memorialist begs leave to state (a) that although the vast majority of the officers of these services are required to live in the *mofussil* where the cost of living is necessarily less, your memorialist has, as already stated, to spend his life in Simla where the cost of living is far higher; (b) that while the members of the Indian Services mentioned above have opportunities of advancement to the higher executive and administrative posts, the members of your memorialist's service, who as a body yield to no other class of public servants in point of industry, diligence or devotion to duty, have no higher appointments open to them other than the few posts of Chief Clerk and your memorialist, therefore, whatever meritorious services he may render to Government, receives no better recognition; indeed the men in local offices have opportunities, though few, of their merits being recognised by promotion to superior and better paid appointments.

13. That your memorialist accordingly prays that the pay of the different grades of the offices permanently located in Simla, may be increased at the rate of 50 *per cent.* on all salaries below Rs. 250 with a minimum of Rs. 25, and at 25 *per cent.* on all salaries above that sum with a minimum of Rs. 100, so as to provide for the increased cost of living and increased house rents.

14. That with the utmost deference your memorialist ventures to beg that a representative Committee may be appointed, as has been done for the case of the Secretariat clerks, to consider the actual position of the clerks in the Stationary offices, as was proposed in paragraph 94 of the Simla Allowance Committee's report, but not carried into effect.

15. In conclusion your memorialist respectfully prays that in anticipation of final orders on this memorial, some temporary measure of relief may be granted to him as the difficulties represented herein have pressed on him heavily, more especially during 1907 and the current year in which abnormal conditions have prevailed.

And as in duty bound your memorialist shall ever pray.

ANNEXURE.

Scale of Simla Allowances.

Monthly rate of pay of clerk.	CLERKS WITH FAMILIES.					CLERKS WITHOUT FAMILIES.					
	Monthly allowance all the year.			House rent allowance at Simla.	Travelling allowance from and to Calcutta.	Total receipts excluding pay.	Monthly allowance all the year.		House rent allowance at Simla.	Travelling allowance from and to Calcutta.	Total receipts excluding pay.
	Rate.	Amount.	Rate.				Amount.				
Less than Rs. 50 ...	Rs. 40	Rs. 480	Rs. 200	Rs. 114	Rs. 794	Rs. 15	Rs. 180	Rs. 100	Rs. 114	Rs. 394	
Rs. 50 but less than Rs. 100 ...	50	600	200	114	914	20	240	100	114	454	
Rs. 100 but less than Rs. 200 ...	65	780	245	207	1,232	20	240	100	207	547	
Rs. 200 but less than Rs. 300 ..	70	840	300	207	1,347	20	240	100	207	547	
Rs. 300 but less than Rs. 400 ...	75	900	350	207	1,457	25	300	125	207	632	
Rs. 400 but less than Rs. 500 ...	80	960	400	207	1,567	25	300	150	207	657	
Rs. 500 but less than Rs. 600 ...	80	960	450	406	1,816	30	360	175	406	941	
Rs. 600 and above ...	100	1,200	500	406	2,106	30	360	200	406	966	

* Average.

Appendix C.

Statement of case for Army Head Quarters offices.

In the first place it seems advisable to fully state to the Committee the conditions under which clerks at Army Head Quarters serve, in order to remove any misconceptions which may exist on the point.

Firstly in regard to the method of recruitment.

As regards soldier-clerks this is done by calling for applicants from units all over India and down-country Military offices by means of circulars or India Army Orders, and it may be mentioned that it is daily becoming more difficult to get and keep men of the stamp required. The opinion of the Committee expressed in their No. 48, dated 2nd September 1908, that no difficulty should be experienced as regards recruitment, in consequence of the large field available, is fallacious. During the past two years endeavours have been made by means of special circulars to obtain men from the army, and out of scores of applicants few were up to the required standard, because good men are much more content now-a-days with their prospects in regiments and decline to come to Simla.

It must also be remembered that men of the stamp now required at Army Head Quarters, where the Secretariat system of working has been introduced and Secretariat work is actually done, are by no means numerous in the army even in these days of universal education, and their services are competed for by several other big departments, such as the Supply and Transport, and Ordnance, open to these men, which offer good pay and other substantial inducements, which appeal very strongly to men who desire to make the army their career.

As regards civilian clerks, both European and native, no special means are employed to obtain recruits, as their entertainment has practically ceased during the past few years, except in the case of typists and copyists, owing mainly to the nature of the work at Army Head Quarters. Further, consequent on the very poor prospects in view, the class of civilian required in Army Head Quarters do not offer themselves for employment.

The terms under which Military men are obtained are, that they will be treated in every respect as civilians, namely, that they will draw consolidated salary in their appointment, receive free medical attendance but not free hospital treatment, it being also understood that they lose their right to *free* quarters, clothing or rations, etc.

The scales of pay for both soldier and civilian clerks are precisely the same and both are borne on the same roll of the office to which they belong.

The usual initial salary is Rs. 100 or Rs. 125 (in some few cases Rs. 150), and salaries range up to Rs. 500 rising to Rs. 600 by annual increments of Rs. 20, but there is only one appointment of this grade in each of four out of the five divisions at Army Head Quarters, the Medical Division having only one Rs. 400—20—500, as its highest grade.

Native clerks are treated differently in different offices, but the qualifications demanded of them are, as a rule, of the lowest possible order, and with the exception of the cashier or treasurer in each office they are all copyists* and despatchers.

In the Adjutant General's Division several native clerks are Register (or Diary) keepers. Their pay (typists and copyists) runs generally from Rs. 30 to Rs. 100 per mensem.

No allowances are drawn by the clerical staff except moving allowance for *the few men who proceed to Calcutta during the winter.*

As regards privileges, both soldier and civilian clerks receive free medical attendance for their families while in quarters, otherwise the civilian clerks have none whatever.

Soldier-clerks are granted free passage to England on furlough under certain conditions. It may, however, be mentioned as between soldier and civilian clerks at Army Head Quarters that although the former does receive a free passage under certain conditions when proceeding on furlough his furlough pay is considerably below that of the civilian, the soldier-clerk's furlough pay being based on his army rank and having no connection with the pay of his appointment.

In one office two men, one a soldier and the other a civilian, draw Rs. 400 per mensem; on furlough the soldier would be restricted to £110 per annum, while the civilian would draw £180, *i.e.*, half his salary converted at 1s. 6d. per rupee, or £200, whichever is less. The civilian would also no doubt take combined leave which would give him a further considerable increase. Up to date the soldier-clerk is not allowed the privilege.

It is only in the case of junior clerks who are non-commissioned officers that a *free* passage on furlough is given. In the case of Warrant and Honorary Commissioned Officers

fares to port of embarkation and messing on boardship have to be paid for, and accommodation is only given provided it is available. In fact the Warrant or Honorary Commissioned Officers get passage under the same conditions as do civilian clerks, several of whom have recently been granted them.

(ii) Soldiers can, however, obtain articles of uniform and equipment from military stores at military rates, but as they are practically civilians this is more or less a dead-letter, as the greater part of the material is suitable only for uniform.

(iii) They can also, provided they are willing to put up with the inconvenience involved, obtain certain articles of supply from the Supply and Transport, Jutogh, but on account of the expense involved in bringing the articles in, and further, in view of the fact that the staple articles bread and meat, are always 48 hours and often three days old before they can be used, it can readily be understood that this so-called privilege is also practically a dead-letter.

As regards grievances of the Army Head Quarter clerks, they may be divided under two heads, *i.e.*, pay and allowances.

Pay—In the report of the Simla Allowance Committee of 1904, it was stated that the only true test of the adequacy or inadequacy of the rates of pay was whether the rates attract a sufficient number of recruits of the right stamp and offer sufficient inducement to men who have entered the office to remain in it.

As already stated, so far as Army Head Quarter clerks are concerned, it is daily becoming more difficult to get and keep men of the stamp now required.

Among the existing establishments there are, of course, many good men, and a certain number are obtained really *by accident from among those now being recruited*.

It should be pointed out that the majority of men brought to Simla from regiments have no idea whatever of the actual prospects in front of them, and usually only know they are offered a post on certain pay; they only find out what their prospects are likely to be after joining, those who are worth keeping, and remain, only do so in the hope of being able to obtain an appointment in one or other of the better paid offices.

So far as civilians are concerned, very few now offer themselves for employment; those that do are usually glad to accept appointments in Army Head Quarters because it is necessary for them to make a start somewhere in life, and they no doubt, as a rule, entertain the same hope as the soldier-clerk, that is, of being able to obtain a transfer to a Secretariat.

Those soldiers who do come to Simla overestimate the purchasing power of their consolidated pay and find that they have barely enough with which to keep and clothe themselves.

They have no margin left whatever to spend on pleasure or ordinary luxuries, with the result that they speedily become discontented. Many leave and rejoin their regiments, while others, in correspondence with their friends, in their corps, do not minimise their difficulties; the consequence is, that a recital of these tends to keep others from applying.

The lack of prospects will be readily understood if the case of the largest office at Army Head Quarters, *i.e.*, the Division of the Chief of the Staff, is quoted.

In this office of 46 appointments for clerks 26, that is considerably more than half the office, carry pay ranging to Rs. 175 per mensem or less, the lowest being Rs. 125, on which grade there are 9 men. It is evident that the prospects of men on this low salary being able to reach Rs. 200, which is the minimum wage on which a man and his wife can *exist* (not live) within anything less than 12 years or more are very poor indeed, and as the average age at which men join Army Head Quarters is 25 years, the majority will be 40 or thereabouts before they would draw even this small salary. It can therefore hardly be held that the rates of pay do offer sufficient inducements to men to remain in the office, and this is evident by the fact that numbers try to obtain appointments in secretariats, those who do not succeed remaining in a very discontented frame of mind.

It may be here noted that many applications from men who would probably have made first class clerks have had to be refused owing to the fact that they were married, also, that on account of it having been conclusively proved that it is impossible for a married man to live in Simla on the existing low grades, it has been the rule for some years not to accept married men, or to permit any clerk to marry until his income has reached a minimum of Rs. 200 per mensem unless he or his intended wife have private means.

It may be pointed out here, that according to the regulation rates of calculation, a Sergeant of Infantry in his regiment costs Government Rs. 90 per mensem, of which his pay in cash is Rs. 74, out of which he probably has to spend, at the outside, say Rs. 14 on necessaries of sorts. The same man joining Army Head Quarters, has to join one of the Divisions on Rs. 100 or Rs. 125, or in rare cases on Rs. 150. Out of this it will on an average cost him, at least, Rs. 100 per mensem for what may be termed obligatory living expenses, not including clothing. How a man on Rs. 100 or Rs. 125 is to manage to keep himself under these conditions, and remain contented, and out of debt is hardly apparent. Even a man on Rs. 150

after paying, as he usually does, monthly sums towards clothing, has very little, usually nothing, to spend in the way of luxuries which a man in his request has at least Rs. 60, possibly more to spend just as he pleases. The result is that the majority of the junior clerks become heavily involved in debt, and should they wish to do so they find it practically impossible to resign and return to their regiments; they stay on in a very dissatisfied condition and are constantly on the look out for a transfer elsewhere. The desire to transfer to secretariat offices is a very general one among the clerks at Army Head Quarters, and when comparison is made between the pay of the offices, it is not to be wondered at.

In making a comparison, it may perhaps be well to shew the differences between the senior appointments in order to shew the ultimate prospects of the establishment.

A Chief Clerk at Army Head Quarters, with an office probably two or three times the size of some of the secretariats, draws pay as follows :

Rs. 500 to start with, to which may be added his Camp allowances while in Calcutta of Rs. 80 per mensem. (That is striking an average for the whole 12 months.)

Putting it in another way, his pay and allowances, i.e., his total income, may be regarded as Rs. 580 rising by annual increments of Rs. 20 to Rs. 680.

A Registrar in a Secretariat draws at least :

Pay Rs. 600—20—700.

Simla allowances Rs. 1,200.

House-rent Rs. 500.

Registrar's bill allowance Rs. 350.

Calcutta house-rent Rs. 875.

Total allowances Rs. 2,925 per annum, or an average income of Rs. 840 rising to Rs. 940. A very material difference in the rate of pay for men who are doing practically the same work, and who, as already stated, have such varying establishments.

Again, the two senior Superintendents in each Secretariat (there are more in some) although the offices are smaller as a rule than Army Head Quarter Divisions, are usually graded Rs. 400—40—600, their average monthly income, including allowances, being approximately Rs. 525 rising to Rs. 725 by annual increments of Rs. 40. A comparison here is greatly to the disadvantage of the Chief Clerk.

So far as the present rates of pay obtaining in Army Head Quarters are concerned the clerks would seem to have substantial grievances. Not only are the rates of pay practically those which were fixed some 40 years ago, but in some instances their income has actually been reduced owing to various Government decisions.

In the first place, the old bill allowance which was given to Army Head Quarter establishments, has been abolished without any compensating addition to their pay; again, Government has withdrawn from Military clerks their right to exchange compensation allowance, which means reduction to their income, without any compensatory addition to their pay.

In the latter connection it may be remarked that when ordering the abolition of exchange compensation allowance, it was decided that any loss sustained should be considered in any revision of establishments which might be made, but so far, as can be ascertained, this has never been done, in fact, in one instance which is quoted further on, the average rates of pay, notwithstanding that the whole establishment were to lose their exchange compensation allowance, were reduced.

It is such grievances as these which have done much to make the Army Head Quarter clerk feel very discontented, and endeavour to obtain a transfer to other offices at the first opportunity.

Moreover, it should not be overlooked that pensionary charges are usually considered, in estimating the cost of an establishment, as part of the total charges incurred.

Under civil rules, as is well known, a civilian clerk can draw up to a limit of half his average pay for the past three years previous to retirement in the shape of a pension, while the Military clerk, on the other hand, no matter what his pay on retirement may be, his pension is regulated entirely by his Military rank, the *maximum* of Rs. 216 being all that he can obtain, even though he may, prior to retirement, be drawing the full pay of a Chief Clerk, and any personal allowances which may have been granted him.

Of course, many Military clerks have to retire on a much smaller pension, that sum (Rs. 216) being, as already stated, the maximum.

In the report of the Simla Allowance Committee the statement is freely made that in fixing the various rates of pay now obtaining at Army Head Quarters due regard had been

given to the increased cost of living in Simla, also in the improvement in the prospects of the men in the various offices.

It would take too long to deal with the whole of the offices, and it would perhaps serve the purpose to quote a concrete case of one office in refutation of that statement.

In 1889, when Government was asked to sanction two additional clerks for the Mobilisation Branch, the Military Department asked whether "two soldier-clerks on a fixed salary of Rs. 100 each per mensem will not meet requirements" instead of the then usual grading of Rs. 100—20—200, as asked for.

Again in 1904, when 5 clerks were added to the Mobilisation Branch, the average rate of pay of the establishment was reduced by the late Military Department from Rs. 232 to Rs. 204, the pay of the second clerk being raised by Rs. 25, *by correspondingly reducing the existing pay of the third clerk.* No changes were made in the other appointments, the additions being all in the lower grades. That Mr. Mittra described in Appendix IX to the Committee's Report as providing "that the salaries of the several appointments might be commensurate with their responsibilities, and also to provide a reasonable prospect of promotion."

No mention was made of the effect of reducing the average pay of clerks by Rs. 28 per man.

Further, at the beginning of 1906, when proposals for the establishment of the Division of the Chief of the Staff were put forward, the Finance Department took exception to the average rate of pay proposed, and pressed for its reduction, quoting the average of one Secretariat in comparison.

The average of the new establishment sanctioned was Rs. 204 without exchange compensation allowance, being an average reduction in the case of the bulk of the men, in the Division, of over Rs. 20.

Previous to the adoption of fixed salaries, when the lowest grade in Army Head Quarter offices was Rs. 100—20—200, a man was able to look forward to reaching a minimum living salary of Rs. 200 within 5 years, but since the introduction of fixed salaries with their low grades he is unable, as already pointed out, to foresee the time when he will reach this salary.

Fixed grades have quite failed for the purpose for which they were introduced.

Apart, however, from the question of the rates of pay which have been drawn for years past at Army Head Quarters it cannot be denied that there is a very strong feeling among the clerks at Army Head Quarters that the grievances of the Secretariat establishments have been accorded much more sympathetic treatment than their own.

The Allowance Committee came to the conclusion that the cost of living in Simla had increased during recent years, and that a strong case had been made out for an increase of the allowances of the Secretariat clerks. This Government confirmed, and sanctioned increase, while at the same time deciding that the new allowances should be drawn all the year round, irrespective of whether the clerk was in Simla or Calcutta, or accompanied by his family or not.

Apart from the actual question of the allowances, the purchasing power of the rupee is the same for all, and it is very difficult to understand how the rise in the cost of living in Simla can be held to affect men in some offices and not those in others, particularly when—as we have endeavoured to show—the increased cost of living has never been taken into consideration when fixing the salaries of the so-called "stationary" offices in which a number of the clerks annually move with the Head Quarters of Government to Calcutta.

The decision of the Government that the Army Head Quarter clerks were not entitled to relief to compensate them for the increased cost of living in Simla, practically means that such a clerk can purchase for a rupee what a man in another office admits he cannot obtain for Rs. 1-4-0, an admission which Government have regarded as proved.

Further, those of the Army Head Quarter establishments (and they form the majority) who do not proceed to Calcutta are doubly affected by this adverse decision. Of course it is known that Government propose to grant some very small relief in the shape of a fuel allowance, during the winter, but that will not compensate them for any thing beyond the possible extra cost of fuel and it does not touch on the question now referred to.

It may be remarked that Simla has always been regarded as the Head Quarters of the Military offices and the Finance Department have always contended that the men are engaged for service in Simla only, while in refusing to grant relief, they have, it is submitted, quite overlooked the fact that Government have practically made this their Head Quarters, and during the last 30 or 40 years, having added largely to the various offices located here, have themselves been, in the main, the cause of the increased cost of living in Simla for which they now refuse to compensate their servants in stationary offices, while at the same time granting the concession to others more fortunately placed.

It has always been contended that the extra allowances were given to the Secretariat establishments because they were entertained for service in Calcutta and that the move to Simla

took them away from their *homes*. Yet in their resolution of two years ago Government specially stated that they intended to build houses for these clerks at Simla and hoped to induce them to make it their permanent home—in fact they went further, and, with a view of bringing a certain amount of pressure to bear to attain that object, they withdrew the travelling allowances formerly given to families for the journey to Calcutta. That reduction in travelling allowances was somewhat neutralised by conceding travelling allowances to each man *once* while in Calcutta during the cold weather, in order to enable him to visit his family at Simla. Although Government thus openly advertised their opinion that Simla should be made the Head Quarters of their establishments, they not only increased the old allowances but converted them into a monthly allowance to be drawn all the year round irrespectively as to whether the clerk may be in Simla or Calcutta. These allowances are justified by technically dubbing Calcutta their head-quarters, thus enabling these men to receive substantial recompense for the increased cost of living in Simla, while at the same time debarring others affected to an equal or even greater extent for sharing in additions to their incomes which are very badly needed. Of course it is open to any clerk to make Calcutta his real permanent home, but there is little fear of anyone, even Indian clerks, doing this, notwithstanding they could claim the privilege of visiting their families there once during the summer at Government expense. It would be interesting to know how many Indian clerks leave their families in their technically permanent home during the summer.

The thing is to find a logical remedy for this state of affairs. It is first of all submitted that to arbitrarily increase the existing salaries by any fixed percentage will not effect the object in view as the prospects of the clerks will remain practically the same as now. For instance in the Division of the Chief of the Staff, it will not do any good to raise the salary of the men on Rs. 125 per mensem to say Rs. 150 or Rs. 160 as they will still have as little chance as now of reaching the minimum living (not existing) salary for a married man of Rs. 250. Further it will still perpetuate the present system under which it is impossible for the head of an office to reward an exceptionally good man without doing an irreparable injury to a man, who while not so brilliant is still a decent routine clerk, for instance in an office with fixed salaries a man on Rs. 150 may be a particularly good man whom it is desirable to promote, but this cannot be done without passing over men who are at any rate worth up to Rs. 250, and this will still obtain if the only thing that is done is to raise salaries by an arbitrary percentage.

What is wanted is a system which, while not introducing any extravagant salaries, will at the same time permit of every man worth retaining in an office reaching a decent salary on which he can live up to the standard demanded of Europeans in India, and be sufficiently elastic to permit of good men being rewarded without injury to others not so good.

Such a system can be obtained by a reversion to incremental salaries in a slightly modified form to that which was in force some few years ago.

Office establishments should be divided into classes somewhat as follows :—

Class I.—Copyists and despatchers who are not up to the standard required even for routine clerks, and who should be restricted to a maximum salary of not more than Rs. 100 per mensem.

Class II.—Routine clerks who will only be required to do work not demanding exceptional abilities. By the time these men have got say eight years in an office they should be good clerks of their class and so should be paid a living wage. It is suggested that the salaries of this class should commence at Rs. 150 per mensem and rise by biennial increments of Rs. 25 to Rs. 250 in eight years, of course on the understanding that their increments can be withheld if they do not satisfy the head of their office.

Class III.—These should be the exceptionally good men in each office and their salaries should commence at Rs. 300 per mensem, and carry them by biennial increments of Rs. 25 to Rs. 450 in twelve years, by which time they will, unless specially promoted to the class, have at least twenty years' service in the office in which they are serving.

Above the men in class III there should be certain appointments carrying higher rates of pay which should be the "plums" of the office, and which are necessary to act as an incentive to men at all times to do their best and realise that there is still something to look forward to. Leaving out class I the number of men in classes II, III, etc., should be as follows :—

Class II.—5/9ths of the clerical establishment.

Class III.—3/9th " "

Higher grades.—1/9ths of the "

A system such as that outlined would have the following advantages :—

- (a) It would give every man what it is submitted he has more or less a right to, *viz.*, a chance of attaining a salary sufficient to support himself and a wife within a reasonable time.

- (b) It would be to the advantage of the State in that it would prevent men lapsing into mediocrity through the sheer lack of any decent prospect of getting promotion, as is the case under the present system.
- (c) It will enable the good man to be pushed on without actually, taking the bread and butter out of the mouths of those, who while not so good as he is, are still average routine clerks.
- (d) It would provide prospects for an even flow of promotion and additional substantive promotion which the present fixed salaries do not provide for. It is very poor promotion to receive an addition of Rs. 25 a month after serving three or four years in grade, with the prospect in view of another three or four years before a further increase of a like small amount can be looked for.
- (e) By assuring every man a chance of getting a living wage in his own office, it will to a great extent stop men looking out for appointments in other offices as they do at present, when the only cause of an upward move is a vacancy, which may be a long time in coming; this will make for efficiency, as nothing is more detrimental to the smooth working of an office than frequent changes in the establishment.



Appendix D.

Evidence of Mr. S. A. Collins, a Superintendent in the Legislative Department of the Government of India, given on the 28th August 1908.

I am a Superintendent in the Legislative Department of the Government of India, I helped to draw up the memorial which has been submitted by the clerks. It represents the views of the clerks collectively as well as my own personal views, and I stand by everything that is said in the memorial. The rates of pay fixed 40 years ago have practically remained unchanged in the Legislative Department. The pay of the posts in the Legislative Department has been revised only once, and that in 1880 when the pay of the Superintendent was raised to Rs. 400—600, and his appointment was made a gazetted one. I joined the Legislative Department in 1877 on a pay of Rs. 60, and my pay has recently been raised to Rs. 400. The highest appointment in 1877 in the Department excluding that of the Registrar (Rs. 400—600) was one of Rs. 200—300 and the next highest of Rs. 150—200. Now there is one appointment on Rs. 400, two on Rs. 300—400, one on Rs. 300, two on Rs. 200, two on Rs. 150, two or three on Rs. 75 and two or three on Rs. 50. There has been no improvement of pay in the Legislative Department during the last 40 years. We have simply been trying to level up to the scale prevailing in other Departments, but I do not think that our pay has been materially improved during the period mentioned. Work in the Legislative Department is much heavier now than it used to be. Although not being an administrative department there is not much noting and drafting to be done in it yet greater intelligence is required to carry on the work and there is more responsibility than formerly. The men we now get are inferior in respect both of education and ability to those of about 30 or 40 years ago. This remark applies more to Europeans than to natives. The educational test required of European boys when I commenced service was that of the entrance examination, now we get some middle school boys and others who have passed the clerkship examination. Of the Europeans many now take to Law, Medicine, Mining, Electrical Engineering and many other professions, and some join the Forest and Salt Departments. I propose putting in my boys into the Electrical Department. No Superintendent that I am aware of has any intention of putting his boys into the clerical service. As regards Indians I should say that the passed candidates we have had in my office have been failures. Recently a man who had passed the entrance examination refused to take an appointment in the Legislative Department on learning what the pay of it was. Most of the Indian lads take to the profession of law. One of my contemporaries who was not a brilliant lad started service on Rs. 250 and rose to be Chief Storekeeper on Rs. 1,000 a month. I can give no other instances of the career of my contemporaries in school. The cost of living has increased both at Calcutta and Simla. I was married in 1884 when I was in receipt of a pay of Rs. 120 a month. At that time my bazar expenses, with very careful management, cost me Rs. 2 a day. I managed fairly well, and was able to save something. I also became a subscriber to the Uncovenanted Service Family Pension Fund. My bazar expenses cost me now ordinarily Rs. 3 a day and occasionally Rs. 2-8 a day. I also pay a premium of Rs. 25-13 a month on an insurance policy on my life for £400. I put in a statement of my monthly expense (statement I). I lived for 13 years in Government cottages at Simla. One year I paid two-thirds of Rs. 660, another year Rs. 240, and before I left the cottages I used to pay Rs. 670 with taxes. At Calcutta up to 1889 I used to live with my sister-in-law, and thus obtain accommodation at cheap rates. At Simla I have now a house of my own which was bought from a legacy left to me by my parents. At Calcutta the house rent paid by me during each winter season from 1900 to 1907 is shown in the statement I put in (statement II). The rents shown in this statement represent the rents for house accommodation only for myself and family. I could not get quarters for myself and family during the Calcutta season of 1907 for less than Rs. 300 a month. A portion of the amount was paid by my boarders although I was responsible for the whole rent, and that of the Rs. 210 and Rs. 275 paid by me in 1904 and 1905 respectively about Rs. 100 represented the rent for my own accommodation. I take in boarders at great inconvenience and worry to my wife so as to make both ends meet and to help me to pay the rent. But as a matter of fact, I lost Rs. 1,200 in 1907. I have four adult children. Two of the boys are in the Kurseong school and one boy in the Sibpur Engineering College. The charges at Kurseong are rather high, but are less than half those in Bishop Cotton's school at Simla. Taking into consideration my position I do not think I live as comfortably as I can afford to. I cannot live as comfortably as I should like to on my present pay, owing to the high expenses of servants and food in Simla and Calcutta. The requirements of clerks have not increased a great deal more than they used to be, but owing to the great rise in prices of everything and inability to get cheap house in Calcutta, it is extremely difficult for even a thrifty man to save anything for a "rainy day" and others are in debt. Statement I which I have put in represents my expenses for a month at Calcutta. In Simla the total comes to Rs. 369-5-5, but here I engage more servants, and keep a rickshaw and four Jhampanies. With the small balance of Rs. 10-10-7 which is shown in statement I. I have to manage the best way I can for clothes, medical attendance, medicines, shoes, etc. I borrow one month, and pay back the next, and I meet some of the expenses from private means. Government pays my travelling expenses (not that at my family) and they suffice only for myself and three servants whom I take to Calcutta. I have also to meet the travelling expenses of my boys from Kurseong when, as they do sometimes, come for the Pujas and Christmas holidays. They

have also to be supplied with clothes, boots, etc. Under the old Simla allowance rules I used to get house rent Rs. 250, Rs. 50 a month during the Simla season, and Rs. 900 (which was subsequently reduced to Rs. 800) as travelling expenses for both the journeys to and from Simla. Under the existing rules I get an allowance of Rs. 80 a month, and I will get a house rent allowance of Rs. 350 from next year. I have benefited to the extent of only Rs. 12 a month by selecting the new scale of allowances. Government has given with one hand and taken away with the other. I do not think the fact that only 1-30th of the clerks elected to retain the old scale indicates that the new scale offers decided advantages to the majority of the men. Several clerks have been losers by selecting the new scale. As most of us take our families with us to Calcutta, the new and old scales really come to much the same thing. It is not of course absolutely necessary in every case for us to get our families to accompany us, but we do not like to be separated from them. In my own case I have children who come down to Calcutta during the holidays, and the mother would be glad to see her children once a year and so would the children.

STATEMENT I.

Cost per mensem of self, wife and daughter.

					Rs.	A.	P.	Rs.	A.	P.
Pay and allowance	...	...	...	...	...			480	0	0
Income tax	...	...	...	...	11	9	5			
Pension Fund	...	...	...	...	8	4	0			
Insurance premium	...	...	...	...	25	13	0			
Receipt stamp	...	...	...	...	0	1	0			
Cook	...	...	...	...	15	0	0			
Bearer	...	...	...	...	14	0	0			
Masalchie	...	...	...	...	8	0	0			
Washer	...	...	...	...	12	0	0			
Sweeper	...	...	...	...	8	0	0			
Barber	...	...	...	...	1	4	0			
College and school fees	...	...	...	...	75	0	0			
Bazaar at Rs. 2-8	...	...	...	...	77	8	0			
Bread	...	...	...	...	8	0	0			
Butter	...	...	...	...	6	0	0			
Milk	...	...	...	...	12	0	0			
Coals	...	...	...	...	8	0	0			
Tinning man	...	...	...	...	1	0	0			
Oilman's stores	...	...	...	...	10	0	0			
Kerosine oil	...	...	...	...	9	6	0			
Sugar	...	...	...	...	4	8	0			
Grease	...	...	...	...	6	0	0			
Tea	...	...	...	...	4	0	0			
Rice	...	...	...	...	4	0	0			
House-rent	...	...	...	...	100	0	0			
Hire of furniture	...	...	...	...	30	0	0			
Mali	...	...	...	...	10	0	0	469	5	5
Balance	...	...	...	...				10	10	7

Clothes, medical attendance, medicines, shoes, gharry and tram hire to be met from the balance shown above, also stimulants and smokes, recreations, and journey expenses for wife and daughter to and from Simla, for two sons to and from Kurseong, and for one son to and from Simla during College vacation.

S. A. COLLINS,—28-8-08.

STATEMENT I (a)

Articles.					1888.			1908.		
					Rs.	A.	P.	Rs.	A.	P.
Rice per seer	...	...	...	...	0	1	9	0	3	3
Ghee do.	...	...	...	...	0	12	9½	1	2	0
Mustard Oil	...	...	...	...	0	4	0	0	8	0
Potatoes	...	...	...	...	0	1	7½	0	3	6
Fish, Rooie	...	...	...	...	0	5	3	0	9	0
Mutton breast	...	...	...	...	0	5	0	0	12	0
Sugar	...	...	...	...	0	4	0	0	4	0
Milk	...	...	...	...	0	2	0	0	4	0

STATEMENT II.

			Rent paid. Rs.	Previous Rent. Rs.
1900-1	... 5 Ripon Street	...	100	...
1901-2	... 8 Lindsay Street,	...	130	...
1902-3	... 1 Ripon Street	...	130	...
1903-4	... 32 Do. Upper Flat...		150	100 (With hall on ground floor).
1904-5	... 27 Marquis Street, Lower floor.		210	130
1905-6	... 32-1 Free School Street— Drawing room, Dining room, 6 rooms and 5 baths.		275	Furnished 120 Unfurnished.
1906-7	... 57 Elliot Road, Upper Flat		185	150
1907-8	... 1 Ripon Street, whole		300	250

Hire of furniture.—

MATS—(Price gone up) which are destroyed by white ants and damp during the rains and become unfit for second season.

S. A. COLLINS,—28-8-08.

Evidence of Upendra Nath Chatterji, Cashier and Superintendent of the Issue Branch in the Legislative Department, given on the 31st August 1908.

I am a cashier and Superintendent of the Issue Branch in the Legislative Department. I have been 28 years in the service of Government. For the first six years I served under the Government of Bengal and during the last 22 years I have been in the Legislative Department of the Government of India. I started in that Department on Rs. 30 a month and rose to Rs. 100 a month. Recently in consequence of a revision of the establishment in the Department my pay has been raised to Rs. 150. I consider the progress I made during the 22 years to be normal. When I entered the Legislative Department, there was one post on Rs. 400—600 and another on Rs. 275. The number of appointments has not since been considerably increased. Perhaps two or three clerks have been increased since I joined. The prospects in the Department are better now than they used to be. The only reasonable chance of further promotion open to me in the Department is a post of Rs. 200—300 a month, and perhaps the post of a Superintendent on Rs. 400 a month. If my work is considered good I have a reasonable chance of rising to Rs. 200—300 a month. I would consider myself quite fortunate if I rose to Rs. 300 a month. I once applied for an appointment on Rs. 200 in an accounts office at Allahabad, but was unable to get it. There is no difficulty in getting clerks for the Legislative Department and those we get now are better educated than those entertained previously. When I joined the service the educational qualification required was that of the entrance examination. Now we get clerks who have passed the clerical examination. The two examinations are about equal to each other, but the men who pass the latter examination are superior in point of intelligence to those we used to get about 30 years ago. Formerly clerks could be had on Rs. 30 a month, because provisions were cheaper in those days. For instance, I used to purchase rice at Rs. 3 a maund, whereas I pay now for the same rice Rs. 7 a maund in Calcutta and Rs. 13 in Simla. I do not think that it would now be possible to get a clerk on Rs. 30 a month with my qualifications to join the Legislative Department. Even the present initial pay of Rs. 50 per clerk (excluding copyists and typists) does not go as far as Rs. 30 in my younger days. The standard of education has gone up and there is greater competition among men of my class to enter Government service, but I think that a clerk would now expect Rs. 100 a month to start with. I do not think that the sons of my brothers and cousins are being trained to become clerks in Government service. If they are well educated they will seek professions but they will not enter the clerical service. The reason why most men prefer Government service to service under private employers is that they hope on retirement to get a pension. This has much to do in making Government service attractive. Also, a man in Government employ has no fear of losing his post, whereas in commercial firms when business is slack they go in for retrenchments and the salaries of clerks are reduced or they are dismissed. Some large commercial firms give pensions and almost all of them give gazetted holidays and even privilege leave on full pay. The firm of Messrs. Mackenzie, Lyall & Co., give pensions to the families of deserving clerks. Perhaps some men in commercial firms start on a pay of Rs. 15 a month, but such men do not possess the educational qualifications requisite for entrance into Government service. They are men who have passed the 3rd or 4th class. I think that work in a Government office requires a greater degree of intelligence than that possessed by such men. I do not think I could have risen to more than Rs. 250 or so had I taken service in a commercial firm. I was educated in the Utterpara school in the Hooghly District. Some of my school-mates have become professors, others have taken to the legal profession. One of my school-mates joined a college at Delhi as professor: he is drawing Rs. 300 a month. He is a more qualified man than I am. He studied higher than I did but he left school about the same time as I did. I have a cousin who is a Deputy Magistrate, he gets Rs. 400 a

month. I know of another man who passed the entrance examination: he joined the Bengal Secretariat on Rs. 60 a month, and is now drawing Rs. 400. Some of my school-mates studied up to a higher standard than I did and they became Munsifs and Deputy Magistrates. One of them is on higher pay than myself in the Commander-in-Chief's Office. I have a relative who passed the F. A. examination. He is in the Public Works Department and is drawing Rs. 150 a month. He joined on Rs. 60 a month and has served 15 years. I have a brother in the office of the Private Secretary to the Lieutenant-Governor of Bengal, and he is in receipt of a pay of Rs. 250 a month. Another of my relatives is employed as cashier and accountant in the Bengal Secretariat, and is drawing Rs. 350 a month. I consider that I have been less fortunate than some of my relatives. Most of them have been well recommended. A Lieutenant-Governor was favourably disposed to one of my relatives and helped him on in life. I do not remember any of my school-mates of the same qualifications as myself who has joined Government service and is worse off than I am. It was not from choice that I entered Government service. I was driven to it by circumstances as I could not afford to continue my education. The answer to the question whether a clerk in my position at the present time, and 30 years ago, lives exactly in the same style or whether he spends more now than he used to do depends entirely on the size of the clerk's family, and also in the way in which he is accustomed to live. I have lived all along in the same way. I entertain my friends very seldom, and when I do so it is on a very small scale. There are more claims now on my purse than there used to be. My family has increased and so have the dependents, and this accounts for our financial difficulties. One of my brothers died and his children are now dependent on me. The marriages of my relatives, sons and daughters cost me a lot of money. My food actually costs me Rs. 125 and clothes about Rs. 15 a month in Simla, and I have two servants to whom I pay Rs. 18 a month as wages, I have also to supply them with vegetables which cost another Rs. 2 a month. For the support of my relatives at Calcutta who are dependent on me I remit Rs. 40 monthly. When I joined the service on Rs. 30 I had no children, nor had I to support any dependents. But I used to exceed my salary and was obliged to obtain help from my relatives. Since then the prices of almost everything have gone up. I used to pay Rs. 3 for a servant, now I have to pay Rs. 9. It is rather difficult to say what I pay out each day because I keep a stock only of the principal articles of consumption, such as flour, rice, ghi, dhal, etc. When I was drawing Rs. 100 a month I used to exceed my salary, but now that my pay has been raised I hope to keep within it. We memorialised Government because of the great rise in house-rents and prices. This has been going on for many years. The trouble is comparatively a recent one, and is increasing day by day, and the remedy we expect from Government is a rise of 50 per cent. in pay all round. The explanation of the statement in paragraph 9 of the memorial that even the highest rate of pay fixed for the clerical service, *viz.*, Rs. 700 is insufficient to cope with the increased cost of living is this. In my present state it would be enough for me, but for men who get Rs. 700 or nearly that amount it would perhaps be difficult to live on because they have more wants and also because they have to employ more servants, etc., to keep up their position. I do not think that the scale of allowances meet the particular requirements for which they were designed. I get Rs. 230* from Government as house-rent in Simla and pay Rs. 275. I have not an ancestral house at Calcutta, but I have built a house there recently with my wife's money and it belongs to her. The travelling allowance was reduced and other allowances given in its place. I have selected the new scale of Simla allowances by which I get Rs. 65 a month all the year round. When I selected the new allowances I thought it would be more favourable to me, but I find that I have been mistaken. I have no means of leaving my family in Calcutta, and consequently I have to bring them up to Simla every year, and take them back to Calcutta and I lose a great deal in the expenses of the journey for them. I do not think that if I left my family in Calcutta it would be cheaper for me. I would have to pay† house-rent in two places and also pay servants in two places. I get travelling allowance only for myself. I am not exceptional in bringing my family to Simla, it is the ordinary thing with everybody. We find it more convenient to bring our families up to Simla. I put in a statement of my monthly expenses.

Statement showing monthly expenses at Calcutta and Simla. My pay is Rs. 150 + Rs. 65 allowance = Rs. 215.

	Calcutta.			Simla.		
	Rs.	A.	P.	Rs.	A.	P.
Rice	9	0	0	15	0	0
Ata	.....			6	0	0
Vegetable and fish	15	0	0	25	0	0
2 servants	16	0	0	20	0	0
Do. clothing and tax	.....			1	0	0
Sweeper	.....			2	0	0
Washerman	3	0	0	6	0	0
Milk	15	0	0	18	0	0
Ghee	4	0	0	15	0	0

* He will now get Rs. 260.

† This is probably a mistake as his wife has a house in Calcutta.

					Calcutta.	Simla.
					Rs. A. P.	Rs. A. P.
Flour	...	...	...	...	1 0 0	2 0 0
Coal	...	...	...	...	2 8 0	12 0 0
Kerosine oil	...	...	...	...	1 0 0	2 0 0
Mustard oil	...	...	...	...	2 0 0	4 0 0
Cocoanut oil	...	...	...	...	0 8 0	1 0 0
Clothing	...	...	...	...	5 0 0	15 0 0
Betel leaves	...	...	...	...	0 8 0	2 0 0
Spices	...	...	...	...	1 0 0	2 0 0
Sugar	...	...	...	...	2 0 0	3 0 0
Tea	...	...	...	...	2 0 0	2 0 0
Suji	...	...	...	...	1 0 0	1 0 0
Dal	...	...	...	...	2 0 0	2 0 0
Salt	...	...	...	...	0 8 0	0 8 0
Barber	...	...	...	...	0 8 0	0 8 0
Postage Stamps	...	...	...	...	1 0 0	2 0 0
Tiffin	...	...	...	...	5 0 0	.....
Fruits	...	...	...	...	.....	5 0 0
Calcutta Municipal Tax	...	...	...	...	5 0 0	5 0 0
House repair	...	...	...	...	5 0 0	.....
House-rent in excess	...	...	...	...	.....	6 8 0
Tram hire	...	...	...	...	5 0 0	.....
Widowed aunt...	...	...	...	...	15 0 0	15 0 0
Nephews entirely dependent on me	...	...	...	...	25 0 0	25 0 0
Income Tax	...	...	...	...	5 9 7	5 9 7
Total					150 1 7	221 1 7

Besides above I have other incidental charges such as medicines, dowry for relatives' marriages, etc., and travelling expenses for my family members in going down to and coming up from Calcutta which alone cost me about Rs. 450. I have not shown house-rent in Calcutta because it is my wife's property and it would fetch Rs. 50 if rented. Besides these I have to meet expenses for my daughter's marriages on account of which I am in debt already.

UPENDRANATH CHATTERJI,—2-9-08,
Cashier and Superintendent, Issue Branch,
Legislative Department.

Evidence of Babu Akshay Kumar Ghose, B. A., clerk in the Military Finance Department given on the 31st August 1908.

I am a clerk in the Military Finance Department. I joined the Finance Department in December 1899, and was transferred to the Military Finance Department in May 1906. I have nearly nine years' service. I commenced service on Rs. 30 a month. After some time I was promoted to the Rs. 50 grade, then to Rs. 65 and then to Rs. 80. In 1905 I was sent to the Foreign Department as cashier on Rs. 150 a month. I drew that rate of pay up to April 1906, and in May 1906 my services were transferred to the Military Finance Department on Rs. 100 a month. I do the work of cashier and general clerk in my present Department. I think my promotions have been very normal; my contemporaries in the ordinary Finance Department are drawing Rs. 150 a month. I attribute that to being transferred to an office which has a small establishment. I have not been superseded at any time, I have gone up as fast as was possible. Some of the clerks who joined Government service about the same time as I did have gone up faster than I have done. I consider promotion from Rs. 30 to Rs. 100 in nine years to be noticeably bad, taking into consideration the cases of some of my contemporaries. There are a number of grades in the Military Finance Department, but I have no chance of rising very much higher because all my seniors are young men. I may perhaps rise to Rs. 200, but I don't think I will be able to rise higher. Mr. Heseltine told me to join the Military Finance Department because he thought that I would get on better there and I thought so too, but when I actually joined the Department I found that I had been mistaken. I did not come in by passing the Clerkship Examination. I am a B. A. of the Calcutta University. When at college I had no intention of entering Government service, but after passing the B. A. examination my health got shattered and my father having also retired from service, I was obliged to seek employment and obtained an appointment under the Government of India. If I were offered an appointment in a Government office permanently stationed in Calcutta, I would willingly accept it. The Simla allowances did not influence me in any way in joining the Finance Department. If I were offered an appointment in the Home Department, for instance, I would willingly accept it, because there does not seem to be much chance of bettering myself in my present Department. When I submitted my memorial, this grievance was uppermost in my mind. If I had a reasonable hope of rising to the post of a superintendent, perhaps I would not have submitted my memorial. The reason

we have memorialised Government is because we feel that the pay and prospects are not commensurate with the heavy work and the weight of responsibility that is imposed on us. I think Government should increase the remuneration of the clerks and so make the service more attractive. I think if the remuneration were raised Government would get a better type of clerks and the present men would be more contented. The initial pay is yet low. I think that a fair initial pay would be Rs. 75 or Rs. 100, and there ought to be some system by which clerks could have some more lucrative openings at the top. If men of my class were sure of raising to Rs. 350 a month, and if the ultimate prizes of the service were salaries ranging from Rs. 800 to Rs. 1,000 a month, I think that the remuneration would be considered to be good and Government would get a better class of clerks. I do not think that Government service is attractive enough at the present time to encourage the right sort of men to enter it. I certainly think that a career starting on an initial pay of Rs. 75 and rising ultimately to Rs. 350 a month for men of average qualifications and Rs. 800 to Rs. 1,000 for men with brilliant qualifications would have the effect of attracting well-qualified men to Government service. At present our incomes are much smaller than they used to be years ago on account of the expensiveness of everything, and also on account of enhanced Municipal taxes and Customs duties which we have to pay. The fact that there are very few prize appointments open to us constitutes a great grievance to many aspiring men. I think a man in private professions, such as the Engineering Department, would get on much better than in a Secretariat. The reason why many men hanker for Government appointments is the chance of obtaining pensions. I think that nowadays graduates prefer to join the subordinate executive service. They are not required to pass a special examination now. Examinations for that service have been abolished and men are appointed by nomination by the Head of the University or a high Government official. I think that the annual number of vacancies in the executive service is about 10 to 15. I think that if a graduate joins the educational service he would be started on Rs. 100 a month and rise to Rs. 300 or Rs. 400 a month, but I cannot be sure if I am correct as to the salary I have mentioned. My father was employed at Messrs. Ralli Brothers & Co., he was not a graduate, he was the senior scholar in his school. His pay was Rs. 250 a month at Messrs. Ralli Brothers. He did not join that firm on that pay. I do not know what he started on, but he got that before he retired. He served in the above firm for 30 years, and on retirement he got a gratuity of Rs. 6,000. This was granted to my father on account of his long and meritorious service rendered to his employers. The firm have no way of reckoning the gratuities they give their employes. They give just what pleases them. Some get more and some less. It depends on the man's pay, the length of his service, the nature of his work, etc. I cannot say if a man with the same length of service and the same pay as my father got would receive the same gratuity from the firm. My father retired either in 1895 or 1896. When he was in the firm he frequently obtained leave on full pay. I know that he got three months' leave on one occasion on full pay. I cannot say if any one else in the service got long leave on full pay. I know of one case in which the firm gave a man his full pay as pension. No promise is made on entering their service of either a pension or gratuity. It simply depends on their will: if they think a man deserving of something they give it. I know of a commercial firm, Messrs. Mackinnon Mackenzie & Co., who treat their assistants like Government servants, they give pensions and sometimes family pensions. I think that in such firms the rush for employment when a vacancy occurs is just as great as when a vacancy occurs in a Government office. They prefer not to employ graduates because in some cases if a graduate feels that he is not getting enough pay he goes away and joins some large bank or large mercantile firm on a better pay. I know of one Amar Nath Dass, B.A., who is a contemporary of mine. He is Under Secretary in the Public Works Department of the Government of Bengal. He joined Government service about the same time as I did. One of my college friends joined the Postal Department and is now a Superintendent, drawing Rs. 400 a month; he has served 9 or 10 years in the Postal Department. A cousin of mine (a B.A.) started life in the Bengal Secretariat on either Rs. 40 or Rs. 50, but left that office after a time and joined the Commercial Bank of India on Rs. 100. In 1903 he took service in the Bank of Bengal on Rs. 150 a month, and last year his pay was increased to Rs. 300. Another of my friends, who is employed in the Commercial Bank, is getting Rs. 200 a month. Two of my college friends have become attorneys, two pleaders and two professors. They are all doing better than I am. I do not think that young men of ability care to join Government service at the present time. They aim more to becoming Doctors, Barristers, Pleaders, or to join the subordinate executive service or educational service. I do not think that the reason they refuse to join Government service has anything to do with political feeling. Government service is not being boycotted in the sense that that word is applied, but they prefer other professions because they find it more lucrative. I am a married man. I have two sons and two daughters, both dependent on me. I also have a mother and sister dependent on me. I send Rs. 60 a month to Calcutta for the support of my sister, mother, and eldest son who attends school in Calcutta. My expenses here are about Rs. 115 a month, exclusive of house-rent. The prices of everything have gone up very greatly, both at Calcutta and Simla. I used to buy rice at Rs. 9 a maund in Simla, and I have now to pay for the same rice Rs. 13 a maund. I used to get ghi at Rs. 35 a maund before, and I have to pay Rs. 42 now for the same article. I pay Rs. 250 house-rent in Simla, I get Rs. 230 from Government. The accommodation I have consists of four rooms. I have insured my life in private firms. I pay the premium out of my private means. I have a private income of Rs. 15 a month, and that covers my insurance premium. I put in two statements of my actual expenses in Simla and Calcutta.

STATEMENT I.

In Calcutta and Simla during summer.

Calcutta.				Simla.			
Rs. A. P.				Rs. A. P.			
Rice, 30 seers	...	...	5 4 0	Rice, $\frac{1}{2}$ maund	...	...	6 8 0
Atta, 15 "	...	...	2 10 0	Atta, 30 seers	...	...	6 0 0
Ghee, 5 "	...	...	5 12 0	Ghee, 10 "	...	...	11 8 0
Dal	...	...	2 0 0	Dal	...	...	3 8 0
Spices	...	...	1 0 0	Spices	...	...	2 8 0
Vegetables	...	...	5 0 0	Vegetables	...	...	15 0 0
Fish	...	...	2 0 0	Fish	...	...	5 10 0
Mustard oil, 3 seers	...	...	2 8 0	Meat	...	...	4 0 0
Kerosine oil	...	...	2 4 0	Mustard oil	...	...	3 0 0
Milk, 2 seers a day	...	...	10 0 0	Kerosine oil	...	...	2 4 0
Clothing	...	...	6 0 0	Milk, 2 seers a day	...	...	10 0 0
Servant	...	...	5 0 0	Clothing	...	...	10 0 0
Coke, 4 maunds	...	...	3 0 0	Servant	...	...	8 0 0
Schooling	...	...	3 0 0	Cook	...	...	9 0 0
Tax	...	...	3 0 0	Coal, 5 seers a day	...	...	9 0 0
Washerman	...	...	2 0 0	Washerman	...	...	5 0 0
Tutor	...	...	10 0 0	Barber	...	...	0 8 0
Miscellaneous	...	...	4 10 0	Sweeper	...	...	2 0 0
				Waterman	...	...	1 8 0
				Miscellaneous	...	...	5 2 0
Total ... 75 0 0				Total ... 120 0 0			

STATEMENT II.

In Calcutta during winter.

Rs. A. P.						
Rice, $1\frac{1}{2}$ maunds	...	...	...	...	...	10 8 0
Atta, $\frac{1}{2}$ "	...	...	...	...	...	3 8 0
Ghee, 10 seers	...	...	...	...	...	10 0 0
Dal	...	...	...	...	...	4 0 0
Spices	...	...	...	...	...	2 0 0
Vegetables	...	...	...	...	...	10 0 0
Fish	...	...	...	...	...	4 10 0
Mustard oil, $7\frac{1}{2}$ seers	...	...	...	...	...	4 5 0
Kerosine oil,	...	...	...	...	...	2 4 0
Milk, 3 seers a day	...	...	...	...	...	15 0 0
Clothing	...	...	...	...	...	6 0 0
Servant	...	...	...	...	...	5 0 0
Coke, 6 maunds	...	...	...	...	...	4 8 0
Schooling	...	...	...	...	...	3 0 0
Tax	...	...	...	...	...	3 0 0
Washerman	...	...	...	...	...	4 0 0
Miscellaneous	...	...	...	...	...	3 5 0
Total ... 95 0 0						

A. K. GHOSE.

Evidence of Mr. Ernest Wallace Blewitt, a Senior Assistant in the Home Department, given on the 4th September 1908.

I am employed in the Home Department as a Senior Assistant in a Section. My salary is Rs. 375 a month. I was employed in the Punjab Financial Commissioner's office in March 1882, and served in that office till October 1887. My last post in that office was that of officiating head accountant. The reasons which led me to resign the appointment were not connected with my pay and prospects in that office. The prospects in that office were such as the Government of India Secretariats do not offer, but I had private reasons for leaving. Between 1887 and 1891 I was employed as teacher in a private school. My education and inclination did not lie in the educational line, and so I gave that up. The reason I took to the life of a school teacher is because I did not know much of the world at that time. I had no means of getting away into the large commercial cities to seek for employment. I was in a jungle and had no means of getting information of vacancies in large commercial firms. I was a schoolmaster for 2½ years, and I took up that appointment merely by accident: it was the first one that happened to be vacant at the time, and I accepted it. I did not leave the Financial Commissioner's office to join the educational line because it was more remunerative. As a matter of fact, it was not more remunerative. I was getting about Rs. 120 a month as a teacher in the private school referred to above. I joined the Imperial Secretariat with 5½ years' previous experience of Government work in October 1891 on a salary of Rs. 60 a month. My aggregate service amounts to about 22½ years, and I have risen during that period from Rs. 60 a month to Rs. 375 a month. I consider my promotion in the Secretariat to have been rather slow. Compared with some other men in the office, I think that I have been unfortunate in my promotion. I have been superseded by one man in the Department and by three men who have been brought in from outside as Superintendents. The recruitment of Superintendents from outside is not peculiar to the Home Department. The Foreign Department have been recruiting largely from outside of late, the Department of Commerce and Industry have also recruited from outside. These posts are usually filled by men serving in Provincial Secretariats. I do not think that local Governments attract a better type of men into their services, but the men who enter the Provincial Secretariats have a larger field for advancement. Many of them enter the ranks of Extra Assistant Commissioners, Deputy Collectors, superior jail appointments and some other posts. I know of one man who went out from a Provincial Secretariat as Assistant Superintendent of Stamps and Stationery. The local Governments throw these appointments open to deserving men, and therefore appointments in Provincial Secretariats are more remunerative than under the Government of India. When a Superintendent is recruited from outside his appointment has the effect of blocking promotion right down the line. Even if I had got the post of Superintendent on Rs. 300-400 a month, I do not think I should be satisfied. The fixed pay of some Superintendents in my Department is Rs. 400 a month now, and I consider that pay to be the lowest on which a man could live in tolerable comfort with a family. The question as to prospects in the Government of India Secretariats is rather a difficult one to answer; they have always to my mind been poorer than prospects in other services. I think that the prospects are much the same now as they were 17 years ago, and I do not think that there have been any radical changes in the prospects of junior clerks. There have been slight alterations in the pay of Superintendents. Formerly they got Rs. 300 to Rs. 600 by annual increments of Rs. 60 and they rose to the maximum of their grade in five years. I do not think there have been any great additions to the number of clerks and Superintendents in the Home Department during the last 40 years. I believe there were four Superintendents some years ago, but the number has now been increased to six. I do not think that there has been much of an increase in the number of junior appointments. The fixed pay has benefited the clerks to a certain extent, it may be to a great extent in some cases, and the officiating allowances have also benefited the men to some extent, but not to a great extent, because we do not hope to be officiating always. Sometimes a man officiates and he gets three-fourths between his own pay and the pay of a Superintendent. I do not think that the attractiveness of the service has increased in any way; it is very much the same as it used to be. I once stood eighth on the list headed by the Registrar, but now I am ninth on the list. This is due to two branches having been created in the Home Department and two Superintendents being recruited and placed over my head. I have never been degraded. I retained my position, but the reason I am lower in the grade now is due to the fact that two higher appointments were created and were given to other men. I do not think that we are getting the same class of clerks now as we used to formerly. There are two senior assistants and a number of junior assistants who came in through the examination door, they are all good men. I know at least four men who have entered the service through nomination within the last two or three years, and personally I consider them quite indifferent. I do not think they will ever be fit for Superintendents. I do not think that many men present themselves for examination now compared to many years ago. The reason I think is that they do not consider the pay and prospects to be sufficiently attractive. In 1904 there were 21 vacancies and 103 competitors, in 1905 19 vacancies and 92 competitors, in 1906 10 vacancies and 67 competitors in 1907 9 vacancies and 43 competitors and in 1908 there were 4 vacancies and 28 competitors. From the above it will be seen that there has been a great fall between 1904,

when there were 103 competitors, and 1908, when there were only 28 competitors. As far as the senior men go, I do not know which of them entered the Secretariat through nomination and which through examination. I think that Indians as a rule come in by examination, and that Europeans come in by nomination. As a rule I think that men who come in by examination are better than those who do so by nomination. As regards Europeans, I think that the men we get now are an improvement all round to those we used to get formerly. Not only are the men of a better class than formerly, but the quality of the work turned out by them is of a more superior quality. The clerks of former days generally did not do noting and drafting, but they are required to do so now, and this gives them a better training when they enter the office. Comparing the recruits we get now with those we used to get when I entered the service, I think, that they are about the same. I also think that the Indian recruits who come in by nomination and those who come in by examination are about the same. The training in the office now, as compared with former times, would in itself improve the men. I have two relatives in Calcutta firms, one is a lad of about 19 years of age. He started on Rs. 175 a month about two years ago. His brother is about two years older. He started, I think, on the same pay, and is now getting Rs. 400 a month. I think these are very ordinary cases. In my written paper I have stated the case of a man who joined a mill in Cawnpore on small pay. He joined in 1891, the year I joined the Secretariat, and is now drawing Rs. 700 a month. This man had no technical qualifications when he joined the mill. He was a Board School Master in England for twelve years. I stated that this man has a tidy banking account. He is a shrewd man of business, and has speculated successfully, apart from what he has been able to save from his pay. I do not think that this man's case is an exceptional one in private employ. I know of another man who joined Messrs. Ralli Brothers about 11 years ago on a salary of Rs. 150 a month, where he has risen in eleven years to Rs. 800 a month. I believe that there is a difference made between men who are recruited in India and those who are recruited in England, but I do not know the line of demarcation that is made by Ralli Brothers. I have never heard of any case in which men have been failures in private employ. My experience regarding private employ is entirely favourable as compared with the clerical service of the Government of India. It may be that some men before entering Government service have considered the advantages of continuity of service in Government employment and old age pensions, but I think that few only have had that idea in their minds. Ordinarily I think that men who have entered the Government clerical service have done so merely by chance, more by reason of the fact that they were helpless. I think it is the last resort in the case of Europeans. One reason why everybody cannot enter commercial firms is because they do not always take men from India, they prefer to recruit from England. I think that men who enter Government service are too young to weigh the questions of pension and continuity of service as compared with the advantages in private employ. I do not think that the Registrar's appointment compensates us to any great extent. I do not think that the pay of the higher appointments, and even that of the Registrarship, is attractive enough. When a man rises to a Registrarship he does so generally at the end of his service, and he cannot enjoy the salary attached to the appointment for long. Another reason why it is not considered a great catch is because it has become the rule to recruit these officers from outside. Lately three Registrarships have been filled by direct recruitment from outside, one in the Foreign Department, one in the Legislative Department and one in the Department of Commerce and Industry and practically a fourth in the Public Works Department. When these appointments, which are looked upon as prize appointments, are taken away from men who have served over twenty years, it naturally creates disappointment, to say the least of it, and it certainly affects the tone of the service generally. To give a concrete case, and a comparatively recent one. One of the Registrars who has now been recruited from outside came to the Home Department as an officiating Superintendent. He did not think it worth his while to stay in the Department, he complained that the work was too much for him and went away. During the interval he was in the Punjab Secretariat, and he eventually came back in another Department as Registrar. I think the man who started with me in the Financial Commissioner's office is now Examiner of Accounts on Rs. 1,100. There are heaps of such instances which no doubt could be multiplied by others. I think that young men now-a-days try to join the Survey Department in preference to the clerical service. I know some boys in Simla, the sons of clerks, who have gone into the Survey. I think that the Post Office, the Survey, the Police and the Salt, Opium and Forest Departments attract a better class of young Europeans than Secretariat service does. I do not think that this is due to the sedentary life of clerks. Clerical service is looked upon by the world in general as degrading. I think that clerks are looked down by officials and by everyone who is not a clerk. I know men in the Survey who are drawing larger salaries who will not know me now. They put on what is called "side" when they see me, and yet these men studied in the same College with me and passed out about the same time as I did. I consider that I am doing more responsible work than many of these men. They do not know me now, and consequently I had to drop them or they dropped me. A man in the Police gets a free house all the year round, and he has a more interesting life. I do not think that the pay and prospects of men in the clerical service is anything as good as is offered to them in the Departments mentioned above. I do not think that there is any drastic remedy for all this, but I have some points which I should like to mention. (1) I think that the senior posts in the office should be gazetted in the same way as in the Survey, the Post Office and other Departments; (2)

there should be a certainty of promotion. There is no such certainty at the present time. Throughout the Secretariat the feeling is that a man may or may not reach the top. Men should rise to a living wage, at all events at the end of their service, and recruitment from outside should be restricted to very special cases. (3) The pay in the clerical service is poor at present as compared with other Departments, and does not offer the same advantages. I have lost all trace of my contemporaries except two, of these—one is employed as a Registrar and the other as a Superintendent in the Imperial Secretariat. By contemporaries I mean those boys who left school at the same time as I did, not those who continued on in school and went up for higher studies. I do not know any of my contemporaries who joined private firms, and the two men stated above are the only ones I remember who joined Government service. There are a number of boys who do not go up for degrees, but mostly all of them are absorbed in the Railways. There is my own brother, for instance, who is Station Master at Kalka, even his position in Railway service is better than mine as a clerk. As a bachelor in Lahore from 1882 to 1886 I used to pay Rs. 50 a month for very good board and lodging, such as I could not get in Simla or Calcutta for Rs. 90 or Rs. 100 a month. I think that a proper living wage for a bachelor is Rs. 120. I think he would be pinched on that salary, but Rs. 140 or Rs. 150 a month would enable him to live comfortably; for a married man with three or four children Rs. 400 a month; and for a married couple without any children Rs. 250 a month. I lived one season in a boarding-house at Calcutta and had to pay Rs. 240 for myself, wife and child, and then I had to keep a bearer and dhoby. Although I paid this large sum, I had to leave the boarding-house on account of the conditions prevailing in it. The introduction of railways, electric traction, telegraphs, gas and electric lights is an answer to social evolution. Forty years ago there were no rickshaws in Simla, and now that we have this convenience we take advantage of it during the heavy rains to protect our clothes getting wet and spoiled, and also on occasions when one is rather indisposed and unable to walk to office and back home. Before the advent of the railways we travelled up in tongas and I paid Rs. 25 for a tonga for myself and family from Kalka to Simla, now I have to pay Rs. 30 by train, Rs. 10 each for myself and wife and two half tickets for my children. Before refreshment rooms were opened on the line between Kalka and Simla we used to take our tiffin baskets into the tonga and have lunch or tea on the road, but now that there is the convenience of refreshment rooms we have to take our lunch at Barogh and something at Jutogh and pay exorbitant charges. We are unable to take tiffin baskets with us on account of the railway authorities objecting to it, and they invariably call upon us to pay the freight on our tiffin baskets if we want them to be with us in the railway carriage. Now that the convenience of refreshment rooms is provided most of us take advantage of it as we do not care to open our tiffin baskets and start a lunch before strangers travelling in the same carriage. Even the old Dak Bungalows were cheaper than the present refreshment rooms. Before the electric tram cars were opened in Calcutta I used to walk to office and back home to Hastings, but now that the tramway system has extended almost throughout Calcutta we take advantage of it rather than walk. This expenditure is incurred by most of us, especially by those who live far away from office. My wife and family also occasionally use the tramway service to go to the Eden Gardens to hear the band and sometimes for a drive after dinner. I ultimately invested in a bicycle to go to and return from office, and this means additional expense to me. The tramway charge is infinitesimal, but every little amounts to something in course of time. I take my expenses for tramway journeys to be about Rs. 8 a month. The advent of the telegraph system has also something to do with increasing our expenses. In olden days when there was no telegraph we had no expense on this score, but now even if I send one telegram it means extra expense to me. In the days when there were no electric lights, gas or even kerosine oil, our expenses were not so high. In the days of my father people used a little glass receptacle into which they would put some water and throw some oil on the top and let down a wick in the centre, and that used to answer in the place of the lamps we have now-a-days. Now we must have kerosine oil lamps at least, and if you happen to take a house in which electric lights are laid on or gas lamps, we must make use of them and pay the extra cost. My monthly expenses for the last ten years have been Rs. 380 a month. I benefit to the extent of Rs. 16 a month by electing the new scale of allowances. The new allowances do not benefit me in any way, because I always take my wife and children down to Calcutta and bring them up again to Simla. This is done by the majority of clerks. It costs me about Rs. 250 to move myself and family down to Calcutta each year and Rs. 250 for the return journey. Under the old scale of Simla allowances, I used to receive an allowance at the rate of Rs. 50 a month for seven months, that is a total of Rs. 350. In addition to that sum I got Rs. 250 as house rent and Rs. 450 as travelling allowance to Simla and back for myself and family, or in all Rs. 1,050. I now get under the new scale of Simla allowances Rs. 75 a month for twelve months, which equals Rs. 900, and Rs. 330 house rent, total Rs. 1,230, the difference is about Rs. 16 a month. Many men in the Secretariat have benefited to the extent of Rs. 2-8 a month by electing the new scale of allowances. The new scale of allowances do not benefit the majority of men in the least. Almost every one I know takes his family down to Calcutta and brings them up again to Simla. I had to take my family from Lahore to Calcutta in 1906 when I was on leave, so that I have never benefited by the new scale of allowances. Those European clerks who do leave their families here or in Calcutta are so greatly in the minority that it is not worth while taking that matter into consideration. The bulk of the men move with their families. I do not know exactly what the Indian clerks do, but I believe that many of them bring their families to Simla

and take them down again when the Secretariats go down. The only way in which the new scale of allowances would benefit me is if I left my family in England, which I intend doing. Only in this event would the new allowances benefit me, and in no other way. I have never left my family in Simla or Calcutta, and I never will do so, and so the new allowances will never benefit me by enabling me to dispense with the expenses of the journey backwards and forwards for my family. The concession which Government has granted to the clerks to visit their families at Government expense may benefit some of the men, but it does not affect the majority, because, as I said before, the majority of the men move with their families. The new scale of Simla allowances are supposed to include the travelling allowances for our families, and we are expected to save something from our allowances each month to cover the cost of our family travelling to or from Simla and Calcutta, but when we are already pinched it is impossible for us to save anything. As to whether the actual standard of luxuries, as compared with the absolute necessities of life, have gone up since the time I entered the Secretariat and now, I would say yes. Many years ago, when people of our class gave an entertainment or dance, the only music that we used to have would be a concertina, and that used to be played by one of the guests, we used to dance to that music, and for liquor we had rum, but now we require to have a band or some decent music, and drink whiskey or some decent liquor. The prices of food stuffs and clothing have also gone up considerably, and we have to dress better than we did previously. The wages of servants have increased considerably, and people have to provide themselves with more comfort and ease now-a-days. The introduction of gas, electric lights, telegraph, tramways and other things have a great deal to do with providing ourselves with greater comfort. In the days when there were no rickshaws in Simla we were compelled to walk to and from office, but now there is this convenience some of us take advantage of it. The same thing may be said about the tramway system in Calcutta. Now-a-days with these conveniences some men would prefer to spend a rupee for a rickshaw in Simla and a few annas in Calcutta for the tram, rather than get their boots and clothes wet and damaged during the rains. Some of our clerks keep a rickshaw in Simla and have jhampanies by the month, and others keep a rickshaw and engage coolies when they want to use their ricks. Our betters have given the lead, and it has gradually permeated down to us.

Evidence of Mr. George Hodgen, a Superintendent in the Foreign Department, given before the Clerks Salaries Committee on the 7th September 1908.

I was educated at the La Martinière College, Calcutta. I joined the Foreign Department 19 years ago, and I am still employed there. I started on Rs. 25 a month, my present pay is Rs. 250, but I am officiating in the Rs. 300 grade. I consider that my promotions have been on the whole average. I do not think that a clerk of 19 years' service draws more than that usually. I think that I have had very bad luck. I have had some juniors placed over my head. On the first occasion I was superseded by a man who was junior to me in the office, and on the second occasion by an outsider. The year there was a rush in the Foreign Department for a number of temporary appointments, several men were brought in over our heads. The men were appointed by selection, and one man who was temporarily in the grade of Rs. 200—250 was placed over my head, whereas I was permanently in that grade. I made a representation at the time pointing out my grievance, and I was told that it was a special case and that the man was placed above me only as a temporary measure. There were no vacancies at the time, but new appointments were created. I was not superseded in the Rs. 100-150 grade. I was superseded in 1904 after I had been 15 years in the Foreign Department. I was not drawing the minimum pay of my grade when the man was placed above me. I think that the normal state of affairs in the Foreign Department was that there were no vacancies. My promotion was very slow up to Rs. 150 a month. The prospects in the Foreign Department are the same now as they were 19 years ago. The pay of the Foreign Department Registrar is more than the pay of any other Registrar in the Imperial Secretariat. He gets Rs. 650 rising to Rs. 850. The establishment in the Foreign Department has increased a great deal since I joined it. The higher appointments in my office have been increased by two or three, but I cannot be quite sure about that. I do not think that the Foreign Department is a better office to work in than any other Department of the Government of India. It had a good reputation some years ago, but I think that that reputation has changed. It used to attract a good class of recruits formerly, but it is very different to-day. A good number of our clerks have left and joined other Departments, and most of them have done better for themselves. I would gladly leave the Foreign Department to join any other Department where I had a fair chance of enhancing my prospects. The grades are the same, so the service has not got more attractive than it used to be. The work has got a good deal heavier and the hours of work longer. The initial pay has been raised from Rs. 25 to Rs. 50, but this is not enough for a young man to live on, as the whole or almost the whole is absorbed in his board and lodging. Copyists and typists come in on Rs. 25 or Rs. 30, but clerks get Rs. 50. The allowances are slightly better. We had to accept what Government offered us in the new scale of Simla allowances, and in my case I got about Rs. 15 or Rs. 20 a month extra. The new Simla allowances have improved the positions of some of the men to a small extent. I do not think that any difference is made in the minimum pay of Indian clerks and European clerks. If

an Indian clerk is qualified they promote him to the top. There is a Bengali now in the Foreign Department who is drawing I think Rs. 250. Most of the outsiders who have been recruited have been taken from provincial secretariats. The maximum that I can rise to is Rs. 400 a month with allowances. I do not think the present initial pay of Rs. 50 is sufficient to attract properly qualified recruits. It is not possible for a young man to live on Rs. 50 a month. He has to pay the whole of that away for his board and lodging either at Simla or Calcutta. The lowest a man has to pay in Simla for board and lodging is Rs. 60 a month and in Calcutta Rs. 50 a month, and then he has to share his room with a stranger. Then he must have a dhoby and a boy, and something must be allowed for tobacco and a little for recreation, clothes, boots, etc. The pay of Rs. 50 is too small, and a man cannot possibly be expected to wait for five years or longer before he gets his first promotion. If the grades were better we could afford to wait, but the grades being so small we cannot afford to wait. At present by the time a man comes to a decent salary he is in debt. The present scale was fixed years ago, and it ought to be revised now. The normal career for a man who is not fit to become a Superintendent is Rs. 50 to Rs. 300. They don't bring men in on Rs. 25 now, the initial salary has been raised to Rs. 50 a month. I think that the grading is defective. A man who is doing the same work as another for a certain period of service should get the same pay. There should be a sort of time-scale. I think that the service would be more attractive and that the salaries would be more remunerative if a time-scale were started. I have worked out a rough time-scale, which I should like to read out to the Committee. The time-scale I would propose is as follows.—

							Rs.
1st 3 years ...	...	...	...	...	...	...	100
4th to 6th year	...	...	...	...	...	...	150
7th to 9th year	...	...	...	...	...	...	200

Routine clerks would be blocked here.

							Rs.
10th to 15th year	...	...	...	...	...	...	300
16th to 20th year	...	...	...	...	...	...	400
21st to 30th year	...	...	...	...	...	...	500

Superintendents should get a personal allowance as under—

							Rs.
Superintendent, 1st year	...	...	...	...	...	...	50
Next three years	...	...	...	...	...	...	100
Next five years	...	...	...	...	...	...	200

I think that everybody except routine clerks should have a chance of rising to Rs. 500 a month. A routine clerk would have prospects only up to Rs. 200 a month, after which all promotions would stop, but a man who does noting and drafting should be allowed to continue till he got Rs. 500 a month. [Note—The question put to the witness at this point whether a rise from Rs. 100 to Rs. 200 in 9 years was not rather an extravagant rate of pay for a routine clerk was not answered by him, nor did he meet the suggestions that if a routine clerk cannot rise beyond this figure it would make him discontented, that he would probably not care to do more than was absolutely necessary, and that there would be no inducement for him to work well after he attained his maximum.] I do not think that a routine clerk expects to get more than Rs. 200 a month. Of course my time-scale is very rough and would require to be modified, and I have only suggested the line upon which the time-scale would be worked. A time-scale would be a good thing, because men would be sure of rising to a certain pay. On the whole it is better than the present system, because selection to vacancies is not always by merit. Generally the length of service makes a man worth his pay to Government. Every man should have a chance of rising to the highest pay except routine clerks, and they may be selected according to their length of service and the quality of their work. Except for drink or other grave misconduct a man cannot deteriorate. The more experience a man has the more he becomes valuable to Government. I cannot satisfactorily answer the question how the present recruits compare with those of 20 years ago, as regards educational equipment, because I do not know the standard of education of our present men. I do not think that the better educated men join the clerical service of Government now-a-days. I think they look out for better appointments. In my days the lowest standard of education was a pass by the Entrance Examination, and the present men who join the service come in from the 7th Standard or Middle School. I have one clerk under me, but I do not know what examination he passed. I think he passed some Punjab examination. I do not think that our hours of work are liked by men who join Government service. The hours of work in a Secretariat are from 10-30 a. m. to 5 p. m., but we have to work much longer in the evenings. Bank clerks, and merchants' clerks do not work after 5, and they have plenty of time for recreation on account of their hours being certain. I know of a young man who joined Messrs. Grindlay, Groom and Co. on Rs. 75 and rose to Rs. 300 a month in seven or eight years, and then left to join the Tea line. This appointment was offered to me, but my brother preferred my joining Government service. I know the case of a man who was employed at Messrs. Ralli Brothers and

when he died the firm gave his family Rs. 20,000 as gratuity. The firm banked the money in their firm for the benefit of the family, and the family draws the interest on this sum. I do not know if Messrs. Grindlay, Groom and Co. give pensions, but some Scotch firms do. Messrs. Mackinnon, Mackenzie and Co. and Messrs. Mackenzie, Lyall and Co. give pensions, but they do not employ many men out here. They mostly recruit men from England, but the men employed out here rise to Rs. 400 or Rs. 500 a month. Merchants and Banks bring out their assistants on covenants, and they have their passages paid out to India and back again to England after their period of service expires. One of my contemporaries is now an Executive Engineer and drawing Rs. 1,000 a month, another is a Deputy Examiner of Accounts on Rs. 800 to Rs. 1,000 a month I think. Another of my contemporaries joined the firm of Messrs. Simpson and Co., his name is——, he is drawing Rs. 600 or Rs. 800 a month now. In the Trades I know of a man who is junior to me, but he is drawing more pay than I am getting. He is drawing Rs. 375 or Rs. 400 a month. There is another one in the Opium Department who is drawing a much larger pay than I am getting. I do not think that these men were particularly lucky. It all depends on what start one gets in life, and what profession one chooses to enter. Another contemporary of mine who passed the Entrance Examination the same year as I did, is Mr. —, who was Accountant in a Calcutta Bank and was drawing about Rs. 600 or Rs. 800, his brother is in the Alliance Bank. It is true that Government servants get pensions, but some firms in Calcutta give pensions or gratuities, and in some cases family pensions, and besides these men are able to insure their lives heavily on account of the large salaries they receive. Of course there are a certain number of men in banks or mercantile firms who are relatives of partners, and they are under training to be partners. They get a larger salary than clerks, and their social position is quite different to ours. I suppose that promotion is much more elastic in the offices mentioned above as compared with Government clerks. I do not keep any figures as to the cost of living. I just keep them for the month and destroy them. When I was a bachelor I lived in a chummary at Blessington. There were about 7 or 8 of us in the chummary, and our expenses worked out to about Rs. 37 or Rs. 38 a month. This amount did not include clothing or other expenses. I used to get about two suits in the year, which would cost me about Rs. 50 a month, but I could not get the same material now at the same price. The price of suits has also gone up a great deal. I was able to go to the theatre occasionally in those days and have some recreation and amusement. I now have a wife and three children to support, and I am unable to manage on my pay. I am about two months in advance of my pay. I had to pay for a house in Calcutta one season Rs. 87 a month as rent, and my pay was only Rs. 250. House-rents have gone up very considerably of late both in Simla and Calcutta. I know of a man who wrote down to Calcutta for quarters for himself, wife and child, and he was offered only one room in Humayon place for Rs. 350, Rs. 300 or Rs. 250 a month according to the size of room he required. I was charged for one bare room in Dhurrumtollah Street in Calcutta a rent of Rs. 40 a month, and was required besides to pay Rs. 2 a month for the mat on the floor. In addition to this, there is the expense of hiring furniture and providing oneself and family with board. The prices of other things have also gone up. Last year I wanted an almirah made of walnut wood similar to one I had made years ago for Rs. 25 or Rs. 28. I wanted to have a pair, and I asked a carpenter what he would take to make me one just like it, and he wanted Rs. 40 or Rs. 45, and I could not get it made for less. I do not think that any of the men do any entertaining. It is certainly not more now than it used to be. I do not think that I have been out very much to dances and things of that sort. As regards the cost of board of a young clerk in Simla, I know a friend who charges Rs. 60 a month, and her charge is considered moderate. In Calcutta the charge would be Rs. 50 or Rs. 60 if a man shared a room with another. I think that a young bachelor's expenses for the month, provided he lives respectably and like a gentleman, would not be less than about Rs. 125 a month for everything—board and lodging, a servant, dhoby, clothes, boots and hats, tobacco, stimulants, a little recreation such as joining the Secretariat Tennis Club, and going to a theatre or a dance once or twice a month. Take the case of the Army Head Quarters clerks, they start on Rs. 100 a month, and I think they have put in a representation asking to be started on Rs. 175 a month. Government clerks are looked down by Merchant and Bank clerks, and they don't care to associate with us. I do not know of any way by which the social position of clerks could be raised by Government except by enhancing the rates of pay. Men in the Provincial subordinate service, the Salt Department, and the Post Office are in a better social position, but a clerk has nothing to look to but the salary he is paid, and though the pay of Post Office Superintendents is much the same as some of ours, the initial pay is higher. It is difficult to say how Post Office Superintendents and others show that they do not care to mix with us, but the aloofness is quite decided. I can give one instance. We have our Tennis Club which is not restricted to Secretariat clerks only, anyone can join this Club, but we have not got any Post Office people as members, nor Bank or Merchant clerks. We have some Telegraph people as members. The young man who joined the firm of Messrs. Grindlay, Groom, & Co. met me one evening at the Rangers Club at Calcutta and spoke to me, but I am sure if he had seen me when he was in his own set he would not know me. We only met once and we had a few words together, and as we did not meet again, I cannot say for certain whether he would or would not know me, but I think it is quite probable that he would not care to know me, especially if he happened to be with men of his own rank and pay. Junior

clerks in Government service often visit higher paid clerks if they happen to know the family. It all depends whether we know one another; if we do, we visit them in their homes quite apart from the question of position or pay. I think that a Government clerk in England takes precedence of a Bank clerk, but the reverse is the case in India. Bank Managers, by virtue of their wealth and standing, take precedence in England, but that is not the case with a Bank clerk. To show our position I would mention that some years ago a school was started in Simla by the Reverend Mr. Tomkins, and he refused admittance to the sons of Government clerks. The children of officials and of those borne on the Viceregal list were accepted in his school as scholars. Government practically admits the superior social position of clerks in Banks, and in Merchants' offices to that of Government clerks. I cannot suggest any way by which Government can enhance our social position except by increasing our salaries. I am not conversant with these matters, and I am sorry I cannot put forward any suggestion. I think that the question of gazetted Superintendents of the Imperial Secretariat was raised in our previous proposals. I think that we suggested that Registrars and 1st class Superintendents should be gazetted, but Government would not gazette 1st class Superintendents, they only gazetted Registrars.

Evidence of Munshi Mohammed Hasan Khan, a senior clerk in the Finance Department, given on Monday the 7th September 1908.

The period of my service extends to 22 years, 18 years of which have been in the Secretariat. I have been in the Finance Department since June 1903. I served for the first four years in a Civil Court, that was boy service before I joined the old Military Department. When I joined the latter, I started in the grade of Rs. 70—110, and I am now drawing Rs. 250 a month. It so happened that when I joined the Military Department there was a block in promotion. As a rule men retire on a pay of Rs. 200 or Rs. 250 a month. My progress has thus been normal in the present state of the Secretariat service, but I do not consider it to be satisfactory. In the Finance Department outsiders were brought in and I suffered thereby by being superseded. I do not think that Secretariat service is as attractive now as it used to be. The reason why young men do not care to go up for the competitive examinations is that the prospects are not as good as they were before. I have heard that Mr. Agasti, who is a civilian now, once thought of entering the Secretariat clerical service, and that the present Secretary of the Calcutta Municipality has passed the clerkship examination. I do not think that men of this class now care to enter the Government clerical service. The type of men recruited at the present day are not as good as they used to be. Men of good educational qualifications seek other occupations, and good graduates will not join the clerical service unless the prospects are improved materially. Apart from the small pay, another important reason is that clerks have no social standing and there are better salaries and better positions to be had elsewhere. On the other hand, the work of clerks has increased and they are expected to do more responsible and important work now-a-days. From the old records it will be seen that the officers of the Departments used to do most of the noting and drafting work, whereas the converse is the case now. Muhammadan graduates prefer to go as Deputy Superintendents of Police and to join the ranks of the Subordinate Executive service. They do not care to compete at the clerical examination because their status would not be as good as that of the Police officers or of the members of the Subordinate Executive Service, of the Opium Department, or of the Superintendents of Post Offices. Men are appointed to the police force by nomination, there is no special examination of which I am aware. Many men also prefer the Provincial Educational Service. I know some men in the Subordinate Executive Service who have only passed the entrance examination. It is not compulsory that they should be graduates, and appointments are made by pure nomination. Men in all of the appointments mentioned by me are in a far better social position than clerks, and they are more respected by every one. In Government clerical service very few Indians, and specially Muhammadans, are appointed by nomination. The usual practice is to recruit by competition at the Clerical Examination. I think that of the candidates who appeared at the examination on one occasion, some years ago, there were 7 M. As., and there were also graduates to the number of some 40. On the present salaries, only the refuse of the Universities would care to join the Secretariat service. The present conditions of service and salaries and want of social position are not at all attractive to a young graduate or a well educated man. If the terms and conditions were altered, we would have a better class of men to join the service, and I have no doubt that Government would attract the pick of the graduates. Now that the Secretariat clerks are about to be divided into two divisions, I think that the minimum pay should be Rs. 125 excluding the Simla allowances for the noters and drafters. That is to say this rate should be in addition to the Simla allowances, and the clerks should be started on this pay. The pay of clerks should be what is given in the Provincial Service in the plains *plus* the difference between the cost of living in Simla and Calcutta and the plains; this pay should be given to new entrants. Excluding allowances, the initial pay ought to be Rs. 200 to attract men of good qualifications and good social positions. Some men would accept any salary at all, but they will not be able to do justice to the kind of work that is expected of them in the Secretariat. I know of a case where a graduate accepted an appointment as a picker in the Record room of the Calcutta High Court on a salary of Rs. 15 a month, but a man of that kind would never do for Secretariat work. Only men for routine work could be had on low salaries, and then they would not be content to stick to their posts. Rs. 200 ought to be the pay of noters and drafters, and routine men could be taken on on less.

Noters and drafters may be kept on probation for one year as in the case of the Provincial Executive Service, and they should be given less pay during the probationary period. Appointments to the senior grades of the Finance Department are made with the view of making the men so appointed Superintendents after some years of service and experience. A good improvement would be the gazettement of the grades of noters and drafters. Many men with whom I have spoken have expressed themselves in favour of this proposal, and it is also my own opinion. I think that one of the results of gazettement senior men would be that a man would become a Durbari. Gazettement would give a man the privileges of a Durbari. Efficient Superintendents of the Accounts Branch of the Finance Department have a chance of entering the enrolled list, but such cases are very few and far between. The most recent case of a man of the Finance Department joining the enrolled list is that of Mr. DeVine, who was appointed last year. I think that this is one of the reasons that a better class of recruits is attracted to the Finance Department than in other Departments of the Government Secretariat, and I think that, with all due respect to the other Departments, we have a better set of men in the Finance Department than in other Departments. During the last 26 years we have sent about four men to the Enrolled List as far as I remember. I think that the Muhammadan graduates are only enough to be absorbed in the Superior Executive Service and other lines outside the Secretariats, so that unless the clerical service is made more attractive they will not be attracted to it. The number of Muhammadan graduates is not very large just now, comparatively speaking, but in the case of other communities who have a large number of graduates some are left over to join the clerical service. The majority of under graduates would, as a rule, be competent only to do routine work in a Secretariat. At present the number of Muhammadans is very few in the Government Secretariats. There are, as far as I know, only two Muhammadans in the Secretariat on Rs. 250 a month, including myself. The minimum pay of Muhammadans in the clerical service is Rs. 30 a month, and the majority of them are in the lower grades. One man was appointed this year in the Army Department, but his was a case of transfer from the Government Dockyard at Calcutta. He started on Rs. 50 a month. I think that there are about 20 to 30 per cent. of good noters and drafters in the Finance Department. I said before that the minimum pay should be Rs. 200, and I think that the maximum should be Rs. 800. The intermediate grades should also similarly be made attractive so as to attract suitable recruits. This may be done by the introduction of a time-scale on the analogy of the Enrolled List. This would secure rapid promotion. I have not made out a time-scale of my own, but I have considered the time-scale of the Enrolled List and of the Opium Department. In the case of a man lagging after a few years' work, his promotion should be stopped till he improved. Men in the Enrolled List are punished in this way. I know the case of one man whose promotions were stopped in the Enrolled List, but such cases are very rare. A man in the Provincial Executive Service starts on Rs. 250 and rises to Rs. 800 a month with the prospect of getting into the Political Department sometimes. Many men from the subordinate grades are taken into the Subordinate Executive Service, and they work just as well as direct recruits. I know some men who are drawing more than Rs. 400 to Rs. 500 a month. I think that on the same analogy suitable men from the routine grades in Secretariat service should be appointed to the higher grades; in other words, men should be transferred from the 2nd Division to the 1st Division. I myself entered the Finance Department in the hope of eventually getting into the Provincial Executive Service, but I was too young then to be sure whether I would be successful and have found out my mistake too late. I have read up only to the F. A. standard, but I have, from private study, improved my educational qualifications, and I think I am turning out just as good work as a graduate does. I am prepared to give a statement of my expenses, but before I do so I should like to make a few remarks. This question is a difficult one to solve, because as a man lives so he spends. Some men are of a retiring disposition, others entertain their friends and some don't do so, some men spend more on clothing than others, and some men spend more on food than others. Some have larger families than others and some have more dependents than others. Some men live in a respectable way while others don't, so I think this is a difficult question, and one on which it is difficult to form any criterion of the cost of living either at Simla or Calcutta. In a question of this kind each individual case has to be considered on its own merits. Prices of food stuffs, clothing, house-rents, etc., and the difference between the cost of living in Simla and Calcutta were fully considered by the Dane Committee in 1905. As regards the process of evolution, I think our style of living of to-day and 30 or 40 years ago may be compared to the relative advantages and cost of electric and kerosine lamps. We do not entertain our friends as we find that it is very costly to do so. We can barely keep ourselves afloat, and how is it possible for us to spend money on entertainments. Regarding the cost of living for a Muhammadan gentleman or any one else, it depends entirely upon the style in which a man lives. Excluding the Simla allowances, a clerk with a small family could not possibly live decently on Rs. 200 a month, he would get into debt. In my own case, excluding the Simla allowances, I can barely save between Rs. 30 and Rs. 40 a month. I don't keep any accounts. My food costs me about Rs. 130 or Rs. 140 a month. I have not been able to make any provision for my family. I have not insured my life, but intend joining the new Provident Fund when it is started. I have three or four people dependent on me, and this is generally the case with Indians. Regarding grievances, the only one that I should care to mention is the paucity of Muhammadans in the Imperial Secretariat, and I have already referred to this subject when replying to earlier questions.

N.B.—This witness subsequently asked that it should be recorded that he had intended suggesting that in any future scheme of recruitment the question of employing a suitable number of Mahomedans in the Government of India Secretariats might receive attention.

Evidence of Babu Abinash Chandra Koar, a senior assistant in the Home Department, given on the 11th September 1908.

I am a senior assistant in the Home Department. The memorial which we submitted sets forth my own personal grievances as well as of the service generally. I entered the Department on an initial pay of Rs. 50, and am now drawing Rs. 300 a month. I am not a graduate. I read up to the F. A. standard but passed only the Entrance Examination. Owing to the death of my father I could not continue my education in school. I passed the Clerkship Examination in 1885 and stood fourth. I have been employed in the Home Department for 23½ years, I have not served anywhere else. I think that my promotion from Rs. 50 to Rs. 300 in 23½ years to be exceptionally bad. I was superseded in the earlier period of my service, also in the latter period, and the men who superseded me are still in the service. I have eventually superseded one of those who superseded me previously, but two of them are still above me. If I had not been superseded I should have occupied the third place from the Registrar, and would be getting a pay of Rs. 500—600, and I would be the second man in that grade. I have acted as a Superintendent and have a chance of rising to the rank of a Superintendent, and believe that I will some day, I don't know of anything to the contrary. Even if I were a Superintendent on Rs. 500—600, I would still sign the memorial because that pay is not the same now as it was 23 or 30 years ago. I mean that the money would not go as far as it would many years ago. The Government should consider that Rs. 600 is not a sufficient rate of pay now-a-days. A clerk should reach his maximum pay in 25 years. I mean that whatever pay is fixed by Government for the highest post it should be reached by a man in 25 or 26 years, *i.e.*, that he should get the post of Registrar or Superintendent after the above period of service. I do not mean that every man should rise to that pay, but only those men who are really competent to hold those posts. Any man who is not lucky enough to become a Registrar should rise to the pay of Rs. 400 a month. This pay would be enough for a man of average ability. The claims of men in the Secretariat should be recognised in the same way as is done in other services, and whatever scale is laid down should be within the reach of all of them. If the men are properly recruited and they have been equally well educated, I do not see why they should not rise to Rs. 400 a month in the ordinary course. I think that a time-scale would give greater satisfaction because promotion is now a matter of chance, but the introduction of a time-scale would make promotions more certain. The time-scale should be applied as is done in the Enrolled List. I do not see how recruitment should vary largely from year to year. I think that promotions in the Home Department are exceptionally bad as compared with other Departments, and I am specially authorised to say that there is no Department of the Government of India in which there is more discontent than in the Home Department. The reason is because promotion is slow and there is no sort of certainty about promotion, also because the rates of pay compare unfavourably with other Departments. I think that if I had been in any other Department my pay would be a good deal higher. Rai Prasonna Kumar Mittra Bahadur of the Finance Department is my immediate junior, but he is in the grade of Rs. 400 to Rs. 600. The reason that promotion is exceptionally slow in the Home Department is due to the fact that assistants have been brought in over our heads. A clerk usually serves for 30 years, and I think that he should reach his maximum in 25 years, that would mean that he would be on his maximum pay for five years before retirement. Clerks generally join the service when they are 25 years of age, but in some cases men join at the age of 22 or 23 years. The reason why I suggest Rs. 100 as the initial pay is that in my opinion that is a fair living wage for an educated man. I suggest this as pay only excluding Simla allowances, because whatever allowances are given is spent on the increased cost of living in Simla and Calcutta. The Simla allowances should be given in addition to the pay I have mentioned. A probationer should be given Rs. 75 a month for the first year during which he would be on probation because in all services probationers get less than trained men, so practically the minimum which I suggest is Rs. 75. I did not say in my memorial that I would be satisfied if I got Rs. 400. When there is no promotion forthcoming a man has to be satisfied on Rs. 300, and I am obliged to be satisfied on that pay so that if I got Rs. 400 I would have to be satisfied. The prospects of clerks joining the Department now are worse than it was 25 years ago, the reason being that there has been a reduction in the average value of appointments and also in the percentage of high appointments. When I joined the office there were four Superintendents on Rs. 300 to Rs. 600, and if a man was once promoted to the rank of Superintendent he had a chance of rising to Rs. 600 a month. A comparison of the establishment of the other Departments with that of the Home Department shows that the Home Department is especially bad in this respect. I think that the grading is defective. If the grading were improved, it would remove some of the grievances. The reasons for the abnormal conditions in the Home Department are the promiscuous introduction of outsiders in the various grades, especially in the grades of Superintendents, and to irregular promotion among the men already in the service. I think that this state of things is worse in the Home Department than in other Departments. In every Department they take in outsiders, but not so frequently as is done in the Home Department. Out of the 7 appointments of Superintendents 4 were filled by men brought from outside. In the olden days it was the practice to bring in outsiders only when it was found that men in the office were not really fit for Superintendships, but when good recruitment commenced men were sufficiently well qualified to fill these posts and there was no reason for bringing in outsiders. In the old régime it was justified, but it is not so now. Government prescribed good rules in

1883 and I think that outsiders should be brought in very rarely now. The reason for irregular promotion is due to the old system which was adopted in previous years. Something of it has still been left in the Department, it has not altogether been eliminated from the service. I do not think that this is due because greater ability, intelligence and industry are required of the men. Some of the men who have not received promotion are equally as good, if not better than, men who have received promotion. I would give promotion out of turn in very exceptional cases and after certain years of service but not from the beginning. In some cases it is not the fault of the men because every man is not given the same sort of work: some are given work of a routine nature and others are given noting and drafting almost as soon as they join the office. Selection should commence from Rs. 200, not below that. I would allow every man to rise up to Rs. 200. Men in the Provincial civil service in ordinary course rise up to Rs. 400 and in the Indian Civil Service at least up to the grade of Joint Magistrate. Selection should commence after a man has reached the grade of Rs. 200. The majority of clerks in the Home Department are I think better than they were before and I think that the Home Department has an exceptionally good staff. I have noticed that when men are brought in to fill high posts in the office the men who are superseded get very much disheartened and their efficiency is affected to a marked degree. The men have asked me especially to bring this point before the Committee. Provincial officers have a chance of rising to the topmost grade of Rs. 800 a month. Of course I do not know any case in which a man from the lower ranks such as a Tehsildar has risen in 25 years to the topmost grade of Rs. 800 in the provincial civil service. If a man is appointed to the Provincial civil service he may rise to Rs. 800 but promotion from the very lowest grades to the topmost is rather exceptional. Recruitment in the provincial civil service used to be by nomination and by competitive examination but now it is by pure nomination and is generally made by selection by the Commissioner or other high officer. The nominated persons are, in almost every case, graduates. I would discriminate between the men who are taken on by selection from graduates and men who are taken on by examination which does not require a higher test than a pass by the Entrance Examination. For men whose educational qualifications are a little low the pay in the provincial civil service is Rs. 200. I believe this is the starting pay in all provinces except Bengal where they start on Rs. 250. One way to test the prospects in a Department is by the average value of the appointments and also the number of higher appointments. This is not weighed by the young candidate who enters the clerical service because I don't think he understands it. He usually only notes what he will immediately get and what prospects he has of getting more, but I do not think that he applies any test. Secretariat employment fails to meet this test because the initial pay is so small and because there are not sufficient prize appointments at the top. I do not think that the pay of the prize appointments is sufficient. Men ought to enter on Rs. 100 and ought to be able to rise ordinarily to Rs. 400 a month. There ought to be well paid appointments in order to attract good men and these appointments are those of Registrars and Superintendents. I think that the pay of all Superintendents should be Rs. 500 to Rs. 700. I favour the introduction of a time-scale. This would have the effect of doing away with supersession to a great extent and would insure certain promotion. It would be an indirect guarantee against supersession. I think that the class of recruits who come into the office now are slightly worse than was the case before. This remark relates to both the men who enter by nomination and men who enter by examination. The nominated men are not good and neither are as good as they used to be. The reason for this is that the prospects are not attractive enough. I consider that Rs. 50 was a good pay 25 years ago, but it is not the same now. Had I, when I entered this office, been offered the post of a Sub-Deputy Magistrate on Rs. 60 a month I would not have accepted it. The men who are noters and drafters at the present day are the better specimens of the earlier recruits and they are at present doing the best class of work. Notes and drafts in former days were mere reproductions of officers' notes. Notes put up by clerks of the present day are really more intelligent and quite of an improved style to those put up formerly. These notes are written by men who have about 15 years' service. There is no fixed rule as to when a man should commence noting and drafting, it depends on the practice of the office. When I joined the Department I commenced noting almost immediately, I was on routine duties for 17 days only. I do not think that the competitive examinations were done away with because the officers found that men who came in by examination were incapable of noting and drafting. I think that men who came in by examination are better than the nominated men. Only two or three men may be found who are not fit for noting and drafting, but the men as a class are better. In every system of examination there will be some bad recruits but their proportion will always be very small. The practice of bringing in men from outside affects everybody in the office as it has the effect of stopping promotions right down the line. I think about six up-country men have been admitted into the Home Department since I joined it and I do not think that that change has been for the better so far as efficiency is concerned. In the case of up-country men there is really no competition at the examination for which they appear. The number of vacancies is announced and men equal to that number appear at the examination so that there is really no competition whatever. When men pass at the up-country centres they must be taken on but generally some of them prove failures. The standard of education in Calcutta is higher than that of the up-country centres. I know of many instances of men who have failed to pass the examination at the Calcutta University, who have tried to pass the same examination at Allahabad. The percentage of Europeans to Indians in the Home Department is

about 40 or 50 per cent. It is invidious to make a distinction between the work turned out by Europeans and that turned out by Indians but my impression is that the one is as good as the other so far as clerks are concerned. I think that all Superintendents should get the same rate of pay and I would suggest Rs. 500-40-700. They all do the same kind of work and they get their appointments towards the close of their career and in my opinion they should all get the same rate of pay. There are very few Superintendents and this rank combined with the Registrar's is all that aspiring men can hope to attain. The pay of the Registrar should be Rs. 750-850. There should be a leave reserve as it is rather difficult to obtain leave at present in the Home Department. I myself have never been refused leave but this is a grievance with some other men. If a leave reserve were fixed for the clerical service men would have no difficulty in obtaining leave and their places would be filled at once by other men in the Department. The last time a man went on leave from the establishment section a man could not be found to fill his place and consequently additional work was thrown on the men in the branch for 2½ months. When the system of competitive examinations was introduced in 1885 a considerable number of vacancies used to be notified but now only 4 or 5 vacancies are announced though the establishment has been increased by 50 per cent. I don't think that the whole of the vacancies that occur are announced and this shows that there is an evasion of the rules by someone somewhere and the consequence is that men are brought into the service by irregular methods. The class of men who usually come in by nomination are Europeans and Eurasians and the class of men who come in by competitive examination are up-country men and Bengalis. The Home Department establishment consists of 54 men exclusive of shorthand writers and copyists and there ought to be at least 7 men as a leave reserve. These men would be kept employed the whole year because men are always going on leave both during the Calcutta season and the Simla season. Bengali clerks who bring their families to Simla generally do not like to take leave during the Simla season but those who leave their families behind prefer to take leave during the Simla season. The leave reserve would thus be kept employed the whole year. The ordinary seasons for family ceremonials, marriages, etc., are April, May, June and part of July. At present the office is seriously handicapped owing to there being no leave reserves and the consequence is that men are taken from the street who do not know any work and the greater burden of work falls upon the ordinary staff of the section. This question affects us doubly because we are not able to obtain leave readily and secondly because when a man is granted leave a substitute cannot be found at once and when one is found he is usually useless as he does not know the work of Government and cannot do superior work. I was once refused leave about 10 years ago but in my case I don't make that out to be a grievance. I don't like the arrangement by which an absentee's pay would be divided between the men of the section who are given extra work by the man's absence. Of course if a man is given more money he will like it but I don't prefer that arrangement. I think that when a man goes on leave his place should be filled as soon as possible and this can be done by a leave reserve. I am in favour of retaining the competitive examination. Bengalis mostly are successful at the competitive examination. The Bengalis nominated in the Home Department are very few. Babu Durgadas De was nominated when the pay of his appointment was only Rs. 20 and as a matter of chance he got Rs. 50. Babu Soya Chandra Banerji was transferred to the Home Department, not nominated, Babu Surath Chandra Ghose was also transferred to the Department. Hari Das Kor was nominated about five years ago. He is a B. A., as well as a Christian and therefore he was nominated, I don't think that in the past five years any Bengali has been nominated for employment in the Home Department. I am not in favour of any clerks joining the clerical service through nomination. The leave reserve I have suggested would come in at the bottom of the establishment: they would be unskilled clerks. They would be permanent men of the regular establishment and would be recruited in the same way as others and in course of time they also would become very useful. I consider transfers to offices as an irregular method of recruitment. Every Department gives and accepts transfers, but some do it more than others. I would debar that, each Department should be a close service for the men in the Department. I would prohibit transfers and nominations and would suggest that men be taken on only by competitive examination. I do not keep accounts of my monthly expenses. I think that my daily expenses for food are about 50 per cent. of my salary at the very least. Our expenses have increased both on account of the necessities of life and also on account of the higher standard of living, both combined make up the increase. I have said in the memorandum that there is scarcely a man who is free from pecuniary troubles. I base that statement on my own personal experience and from what I have heard from my friends in the office. Pecuniary troubles do not necessarily imply that a man is dragged into court but what I mean by that is that men have difficulty to make both ends meet. When a man is too well dressed I would call it a case of extravagance and nothing more. I was married when I joined the service but I had no children at that time. A Bengali clerk would ordinarily be married when he joins the Secretariat. When I entered the service I was married but had no children and I was able to manage on Rs. 50 a month with the Simla allowances. I could save at least Rs. 20 at that time out of my pay and allowances. I do not think that a clerk on Rs. 50 at the present time with allowances could save anything out of it. At the present day it would cost a single man Rs. 25 to live, that is, if he lived in a joint family but if he lived independently he would have to spend much more. Members of the clerical service live on the same standard as they used to do before. The same

class of men from the same society spend the same or perhaps a little more now-a-days. The standard among Indian clerks has gone up a great deal as we all have the same social obligations. Whether or not you are a Government servant the social obligations always remain the same and in the case of a Bengali it does not depend upon the position he is holding. The increase in our expenses is not only entirely due to adopting Western methods nor on account of consuming things that are enumerated in my memorandum but even in our own oriental fashion it has gone up very considerably. I remember that when my father died I entertained about 100 Brahmins with about Rs. 50 and on the comparatively recent occasion of my daughter's marriage I entertained about 300 or 350 men at a cost of about Rs. 800. In our community we are not considered extravagant when we entertain people on these occasions. It is expected of us and we must invite all our friends and relatives. Apart from the question of increased expenses due to food and dress the cost of medical attendance has also gone up very greatly. I remember that Kabirajes used to treat people for the whole month for Rs. 4 and now we have to pay Rs. 4 for one visit. Even a Native Assistant Surgeon of four years standing used to accept Rs. 4 as a visiting fee; now they want Rs. 8 and those of 8 or 10 years standing expect to be paid a fee of Rs. 10. I said that an Indian clerk could live on Rs. 25 a month if he got some assistance but if he got no assistance I would put the figure down at Rs. 60 or Rs. 75 for everything—foreseen and unforeseen expenditure. When a family lives together the expenses of servants and food are divided and therefore they do not fall so heavily on a family of eight or ten as it does when a man lives alone or when he is living in a joint family. A bachelor living by himself either at Simla or Calcutta would have to pay Rs. 15 a month as house-rent. The lowest charge for house-rent in Simla is I believe Rs. 100 for the season. I put down the expenses of a young unmarried man as follows—House-rent Rs. 15, two servants Rs. 20 or Rs. 22, clothing Rs. 5 a month, food stuffs say Rs. 15 a month and incidental expenses another Rs. 5, or say Rs. 75 for everything. I do not think that the average family of an Indian clerk is less than 8 or 10 members. Sometimes there are as many as 150 people living as one family. I think that after 15 or 20 years of service a Bengali clerk's family reaches about eight or ten members. I think that a man and wife without any children could live on Rs. 75 a month and a married couple with two children on Rs. 100. A bachelor does not usually hire a house but he generally clubs together. I consider clerks getting Rs. 400 or more fairly well to do. We are not all beggars. We have to keep up our positions in the best way we can in whatever grades we may be. Many men have to keep a double set of drawing-room furniture, cook-rooms and clothes, etc. In my memorandum among other things I have mentioned drink, but that does not necessarily mean wine, though some men do take wine occasionally, what I mean is aerated waters. We all drink aerated waters and in my case I cannot digest my food without soda water which I usually take in the evenings. Those men who live strictly in oriental fashion do not spend extra but their number is very few, the majority of men have imbibed Western modes of life and thought. The factor of expenditure on account of ceremonials will always remain the same. When I entertained 100 Brahmins at a cost of Rs. 50 my position was much lower than it is now and I could not afford to spend more at that time but even if I had been a clerk on Rs. 60 a month instead of on Rs. 300 at the time of my father's death, that factor would always remain the same. There is no distinction as regards one's social obligations in the case of Bengalis. I do not think that the social obligations combined with the reduced value of money is tending to reduce the status of men who come into the Secretariats now. I think that men of the same family connections as in my own days are still willing to come into the Secretariat. I think that a clerk with a wife but with no children could manage on Rs. 75 a month and that what was Rs. 50 then is represented by Rs. 75 now, and I think this should be the initial salary for clerks so long as they are on the probationary list. The only remedy I can suggest with regard to loss of promotion is to give me promotion. Promotion on a fixed principle would remove this grievance. I have felt the stigma of being a clerk in a big social entertainment where there have been Deputy Magistrates and Sub-Deputy Magistrates—in such cases they don't like to mix with us or even to eat with us because we are not gazetted officers. The remedy is left in the hands of Government and they may take whatever steps they think best. Many of the clerks recommend that the appointments should be gazetted. I am not particularly keen about gazetting but that is one way of enhancing our position and another way is for Government to occasionally honour us with titles because if Government does so it will show that they don't consider us as very inferior men and it will have the effect of raising our position in the eyes of the public. In the same way that our masters deal with us so will the people also deal with us. The service should also be recognised as a constituted service in the same way as each province has its own service. At present promotion and success in life depends on each individual officer. In other services I think that there is some system under which remarks are recorded and kept whenever an officer leaves the service. I think that should be done in the Secretariats. The officer leaving the Department should record his opinions about the clerks. The remarks may either be kept confidential or circulated to the men. When a man is called inefficient or bad he will try to improve himself and if good remarks are made about a man he will be greatly encouraged. At present the practice is that only the Secretary on leaving the Department should record his remarks about the men in the Department but I think that this should be the general practice with all the officers in the Department. When a title is conferred on a man it may mean a little extra expense to him at first but it

does not always continue. I do not see why a man who is made a Rai Sahib or Rai Bahadur should object to travel in a tram car. If I were made a Rai Bahadur I should continue to walk if I am able to. The remark made in my memorandum about clerks being looked down upon by officers has not been felt by me, but many men have complained about it though it is not my own personal experience. With regard to notes being written in the third person we find it is very inconvenient and we have to go out of our way to conceal our identity by writing in a roundabout way. I have no personal grievances about this. I know that favourable remarks have been made by officers on my notes. I do not think that there are any rules in the office requiring notes to be put up in the third person but it is the office practice. If Government made our posts into a service it would give us greater respect in the eyes of the public. A professional clerk could generally be called "assistant," in fact we prayed for that once in 1901. The position of an Indian gentleman does not depend upon his social position but upon his relations. For instance, if a man is a Brahmin and draws Rs. 50 a month he is just as much honoured as if he were drawing Rs. 500 but in the eyes of other communities it is different. The European method of thinking is different but that really does not apply to an Indian.

Evidence of Babu Prabodh Chundra Mukerjee, a clerk in the Foreign Department, given on the 11th September 1908.

I am employed as a clerk in the Foreign Department. I entered the Secretariat in April 1905, and my service extends to about 3½ years. I entered in the grade of Rs. 50 to Rs. 60 in the Railway Board and was transferred to the Foreign Department, where I am now drawing Rs. 125. I am not a graduate, I studied up to the Entrance class, but did not matriculate. I joined Government service by nomination on account of my special qualifications of shorthand writing. I did not appear at any special examination. I was formerly employed as general assistant and shorthand writer in the Standard Oil Co., and I was sent for by Mr. Priestley, who offered me an appointment in the Railway Board. I then had hopes of getting a larger salary very soon if I gave satisfaction, but I am sorry to say that my prospects are very gloomy. In addition to shorthand work I also have to do work of a routine nature in the Foreign Department. The prospects of Government service are worse now than they were when I joined the service. I notice a great deal of difference, because when I joined Government service I entertained the hope of rising to Rs. 300 and even more if I were able to give satisfaction to my superiors, but now I find that my prospects have been practically blocked and there is practically no chance of rising very much higher in my present Department. According to the Foreign Department rules a native of India cannot rise beyond Rs. 150 a month except under very exceptional circumstances. At the time when I joined the Foreign Department I was not aware of this, but I have since come to learn this. The reason I left the Railway Board and joined the Foreign Department was on account of the immediate rise in pay which I received. There is only one Indian clerk in the Foreign Department who is drawing more than Rs. 150 a month. I do not consider it a grievance that the Foreign Department is a close preserve for Europeans provided I can rise in the same way as in other Departments, but I now find that I cannot rise above Rs. 150 at the most. I think I have made a mistake in leaving a Department where I had a career and joining a Department where my career is blocked. My personal grievance is that though I do the work of a shorthand writer I am in the general cadre and my prospects are limited in that cadre. Many shorthand writers in private employ are doing much better than I am in Government service. I have given a few instances in my written paper showing that shorthand writers are doing better in private employ than those in Government employ. When I joined Government employ I thought that my prospects would be much better than if I had remained in private employ. I know that some shorthand writers get Rs. 200 and Rs. 250 in Government service, but I am not in that grade. Mr. Rogers, who was once in the Foreign Department on a salary of Rs. 50, is now getting Rs. 700 in the Calcutta Municipality, where he is at present officiating Secretary to the Corporation. I do not keep any accounts of my expenses. I am a married man, but I have no children. I live in a mess at Calcutta. It costs me in Simla for myself and wife about Rs. 70 for food, for servants I pay Rs. 14, about Rs. 4 or Rs. 5 for washerman, about Rs. 25 for clothing and about Rs. 5 for incidental expenses. In addition to all this I have to send about Rs. 80 a month to Calcutta for the support of some dependents. I meet my expenses somehow, though I do not save anything. I get the Simla allowances and I get officiating allowances. When I was in the Railway Board on Rs. 50 a month I managed with the greatest difficulty and had to borrow from the Railway Board Mutual Help Association. I also used to obtain assistance from my friends. I got into debt, but it was for a few months only because I was soon transferred to the Foreign Department. When I was in receipt of a pay of Rs. 50 and Rs. 60 I used to come up to Simla alone and board and lodge in a mess. With my Simla allowances I used to get Rs. 110. My wife is an invalid and I have to spend on an average about Rs. 50 a month on her for doctors and medicines. I meet this expenditure by saving about Rs. 70 a month in Calcutta. I spend Rs. 50 or Rs. 60 a month on my wife's illness. I ran into debt at the end of last year, but I was able to pay it up because my wife is not always sick. My expenses in Calcutta come to about Rs. 110 or Rs. 120 and I am able to save something every month which helps me on in Simla and enables me to spend about Rs. 50 a month on my wife's illness.

Evidence of Babu Bijay Krishna Banerji, a clerk in the Home Department, given on the 14th September 1908.

I am employed in the Home Department. I joined about 8 years ago on Rs. 40 and I am at present drawing Rs. 110. I am in the grade of Rs. 100—150. I do not consider that my promotion has been normal. When I entered the Department in 1901 I was the 36th man on the list from the post of Superintendent and since then 16 men have gone from the Department owing to resignation, retirement or death. Owing to this I ought to be 19 places below the rank of Superintendent, whereas I find that I am 23 places removed from the post of Superintendent and I am now 30 places from the post of Registrar instead of 23 places removed from it. The reason for this is that many men have been brought in from outside to fill higher appointments. I have not actually been superseded by men junior to me, but by indirect supersession. My last promotion took me over the heads of some men who were senior to me in service, but in spite of this special promotion my position is far worse now than it would ordinarily be. This is all due to the fact that when the establishment was increased in 1903 several men were brought from outside and placed over our heads and in 1906 shortly before my promotion to the grade of Rs. 100—150 three men were brought in from outside on that grade. I am not aware of any fault being found with my work. I have reason to believe that my work has been good. I do not think that 13 men have been brought into the office since I joined. I was promoted to the grade of Rs. 100—150 in September 1906. If my promotion had been normal I would have been 21 places away from the Registrarship instead of 30 places as it now stands. I do not know what pay the above 21 men would have received if the new additions had not been made but my humble contention is that in spite of the additions to the office, my position is far worse. The men placed over my head are comparative young men and consequently my promotion has been blocked throughout. Two new branches were created in the Department and this led to some men being brought into the Department. The standard of work and ability required of clerks of the present day is much higher than that expected many years ago. Even during the 8 years I have been in the Department more is expected of us now than used to be the case, and it will also be seen from old records that we are required to do heavier noting and drafting as compared with very many years ago. I do not think that the work is harder since I joined the Department but in my section I know that cases used to be submitted direct to the Director General, Indian Medical Service, without notes, but now we have to note on these cases and then submit them to the Director General. I think that the work has been increasing and more difficult now than formerly. I think that the prospects are less attractive now than when I joined the Department. When I came in I thought that in the usual course I would be able to rise to the rank of Superintendent, but now I find that I cannot rise above Rs. 250. This is due to the introduction of outsiders as I said before and if it were not for that I would consider the prospects in the Department to be fairly attractive. The remedy for all this is to have a regular system of promotion and to rule that men in the office shall be given preference over outsiders and that there shall be no supersessions in the office if possible. Apart from the question of the numbers in each grade, I consider that the system of grading is satisfactory. I prefer a time-scale because when a man joins the office he would know exactly what his position is and what prospects he has. I will give one instance of how 5 or 6 Superintendents were recruited for one of the sections of the Home Department. Years ago, a Superintendentship fell vacant and instead of giving promotion to a senior man in the grade of Rs. 200-300, he was superseded because he was considered too young or for some other reason. Five or six men were brought in from outside for this appointment, out of which some fled for their lives and others were told to go and when this happened the senior assistant was promoted to the grade of Superintendent and he is now one of our best Superintendents. I think that every man ought to come in by open competitive examination. The junior men now in the Department on Rs. 65 a month are doing noting and drafting the same as men on Rs. 200 or more now-a-days, but in former times men on Rs. 200 used to be employed on despatching, recording and other routine duties. I think that in spite of the service being unattractive we are recruiting the same type of recruit as we used to formerly. I passed the Entrance Examination and the Secretariat Clerkship Examination. I studied up to the F. A. but owing to the death of my father I could not continue my education. I could not complete my University career and so the only thing left for me to do was to enter Government service as a clerk. My father and grandfather were in Government service. I joined the service when I was about 24 years of age. I began on Rs. 40 but the present initial pay is Rs. 50 in our Department. I do not know what the initial pay is in other Departments but it is usually Rs. 50. I do not think that this initial pay is enough. I would suggest Rs. 75 or Rs. 80 as an initial pay on account of the great rise in the cost of living both at Simla and Calcutta. I think that all the men should get an increase of pay all round. Private firms give bonuses to their employees before the Pujas and whenever the firm makes a large profit, also when senior gentlemen are going home or retiring from the service a sum of Rs. fifty thousand or one lakh is given to be divided among the clerks. In private employ the work is not so hard and the hours not so long as in Government service. They generally leave office at 5 or 5-30 p. m., whereas we have to work much longer. Everybody in Government service is not so fortunate as to earn a pension because of the sedentary nature of the work, the long hours, the hard work and the cares and anxieties of life. I know of two men in our section who died prematurely from overwork. One died from diabetes and the other from phthisis. Mercantile firms allow their clerks to take leave on full pay when they are ill in certain cases. In our case we take privilege leave on full pay when we are ill but if no privilege leave is due to us we have to take medical leave on half pay and most of us cannot afford to live on half pay during

illness. Messrs. Mackinnon Mackenzie & Co. give their clerks leave on full pay when they are ill. I heard of a man who joined Messrs. George Henderson & Co. 18 years ago, on Rs. 25 a month and he is now getting Rs. 1,200 *plus* commission, and I have personal experience of a clerk named Baroda Chandra Banerji who drew Rs. 800 a month and when he died the widow was given a life pension of Rs. 100 a month. He entered Messrs. Mackinnon Mackenzie & Co.'s service when he was about 18 years of age and his age was about 50 when he died. Many respectable firms give their clerks loans without interest on the occasions of their daughter's marriages. One of my contemporaries in office named Nalini Ranjan Raha was drawing Rs. 80 in the Military Secretary's office, he is now Deputy Magistrate in Eastern Bengal and Assam. My friends and acquaintances in other Departments like the Post Office, Telegraphs and Customs are getting on very well. I know a man named Manindra Nath Banerji who began life in the Postal Department. He joined on Rs. 30, but he has risen to be Personal Assistant to the Postmaster General, Bengal, and he is now a gazetted officer. I think he is two or three years senior to me. He was appointed a Superintendent on account of his good work in that Department. I have two brothers, one is a pleader and the other is doing nothing at present. My uncle who is an old man is a Sub-Registrar and a cousin of mine is a Sheristadar in a Court. I would not prefer joining any of the Departments I have named, I prefer the clerical service. I was given an offer in the Postal Department on Rs. 100-150, but in accordance with Mr. Milne's wishes I refused the appointment, because I was told that my prospects would be far better here than in the Post Office. The Provincial Service should be open to men in the clerical establishment of the Government of India. Recruits used to be taken into the Provincial Civil Service by competitive examination before, but they are now selected by nomination and as a rule graduates are selected. Nominations are usually made by Commissioners, District officers and the Universities. The man I mentioned before who is a Deputy Magistrate in Eastern Bengal and Assam is not a graduate but he was strongly recommended by the Military Secretary and he was successful in obtaining the appointment. When I entered the clerical service I was a married man with two children. I married at the age of 16. There has been a great increase in the cost of living since I entered the Department. There has been a considerable increase in the prices of food stuffs. I keep one servant. I cannot afford the luxury of a cook. I pay my servant Rs. 9 a month besides we have to give him clothes and something towards his food. When I entered the service, a servant such as I now have could be got for Rs. 7, Rs. 6 in some cases and sometimes even for Rs. 5. Whatever pay and allowances I receive I have to spend. I can occasionally save Rs. 10 or Rs. 15 some months, but the next month it is spent and at present I have saved nothing. I have no Savings Bank account. Greater expenses have now to be incurred on social and religious obligations, such as Shradh ceremonies and the marriages of daughters and sisters. I have observed a great rise in the expenses incurred on these occasions. The initial pay of Rs. 75 would not suffice for a married man with two or three children. The reason I have fixed Rs. 75 as the initial rate of pay is because when a man first joins the clerical service he is not usually married. Doctor's fees have also gone up very considerably. A doctor could be obtained formerly on Rs. 4, but now the same type of man charges Rs. 8 and in some cases Rs. 16 for a visit. I have to spend a portion of my income in helping my relatives. My family consists of about 7 members, taking into account my mother and aunt, and I have to remit money to them. My brother has just begun life as a pleader and I have to help him to a certain extent. Outside of my own immediate family I have to remit Rs. 20 a month for the support of my dependants. When I began service I had not to help my people to a great extent because when my father died he left a small amount for our support. That money has practically all been spent and my only hope now is that my brother who is a pleader will earn enough so that he can help us. I have four children now, but when I entered the service of Government I had two children. When I had just got married I used to leave my wife and children in my native village and come alone to Simla. I used to live in the Government barracks in Simla and to manage on Rs. 40 a month and a part of the money left by my father used to be spent now and then on some extra expenses. I usually bring my family to Simla now, but for the last two years I have left her in her native village on account of my wife's ill-health. I have had to incur marriage expenses for one daughter and I consider that the necessary expenses on that occasion have gone up considerably within recent years of my memory. The recent movement for reducing marriage expenses has taken effect only very slightly in some cases, but as a rule the people of our society are so very hard-hearted that they do not heed what is said. I spent Rs. 2,500 on my daughter's marriage, in some cases Rs. 4,000 or Rs. 5,000 is spent, but I think that a good average would be Rs. 3,000. We have to spend that money somehow or other and in my case I had to sell some of my wife's ornaments and one of my relatives helped me. I am still a debtor to the extent of about Rs. 600. I have insured my life and have to pay a premium of Rs. 12 a month. I think that a young Bengalee in the Government clerical service with a wife and say one or two children could not live on less than Rs. 150 a month in Simla and Calcutta. He has to engage two servants on about Rs. 25 and would have to give them about Rs. 4 or Rs. 5 food in the month, his food would cost him about Rs. 25 or Rs. 22 in the month, ghi and mustard oil about Rs. 8 a month, atta about Rs. 3 or Rs. 5 a month according to the quantity the family consumes, flour Rs. 3, rice about Rs. 7, sweeper about Rs. 2, dhoty about Rs. 6, tea Rs. 1-4, sugar Rs. 3, milk about Rs. 13 and about Rs. 20 a month for clothing. I cannot remember what the other things are. I do not know if my expenses would be less in Calcutta because I have never lived with my family in Calcutta. I live by myself in a boarding house at Calcutta and have to pay Rs. 20 a month for board and Rs. 7 as rent for a small room. I can live alone at Calcutta for a sum of Rs. 45 or Rs. 50 a month. I keep about Rs. 50 for my own expenses at Calcutta and remit about Rs. 80 a month to my family. I can save about Rs. 15 or Rs. 20 a month, but I have to spend this amount on the travelling expenses of my family and it all goes, leaving me nothing to save.

Evidence of Mr. A. B. Kunning, a senior clerk in the Army Department, given on the 14th September 1908.

I am employed as a senior clerk in the Army Department. I joined the old Military Department on the 1st April 1892 on Rs. 50 a month. My appointment was in the grade of Rs. 50—75 rising to the maximum in 5 years. Subsequently I was promoted to the grade of Rs. 75—100. It took me ten years to get to Rs. 100. I did not again get any increase to my pay till the 1st April 1904 when I was promoted to Rs. 150. This promotion was not, however, due to any vacancy which then existed in my office, but to a purely fortuitous circumstance, namely, the introduction of fixed salaries in lieu of the progressive pays then in existence. It will thus be seen that it took me twelve years to get to anything that might be called a living wage. Having joined the service at the age of 21 I was 33 years old before I got Rs. 150 a month and I leave the Committee to imagine what I had to go through during those 12 years, living as I had to, in perhaps the two most expensive places in India, *viz.*, Calcutta and Simla. Mine is not an extraordinary case at all, for all my contemporaries in the office have gone through precisely the same experience, and some of them are to-day not even as well off, or rather I should say that they are much worse off, than I am; for I received an extraordinary promotion in 1906 by which I got Rs. 250 a month which is my present salary while those of my contemporaries who were less fortunate and progressed in the ordinary course are to-day drawing only Rs. 150, 175 and a very few Rs. 200 a month. I am to-day considered a very lucky man in my office because I am drawing Rs. 250 a month after nearly 17 years of service. If this is considered a very fortunate position for one who has 17 years' service, and who has received a special promotion, the rate of promotion for the others in the office can easily be imagined. Mine is by no means an extreme case as an illustration of the slowness of promotion; as a matter of fact I have shown that it can only be considered extreme in the sense that the circumstances in it are more favourable than in those of hundreds of others. I will quote only one other case, if this is necessary, and one that is held by all to be an exceptionally fortunate one. The present Registrar of my office is held to be exceptionally lucky for the rapid promotion which he received, but before he climbed to his present position he had spent 20 years in two grades in the office, *viz.*, in the grades of Rs. 200—300 and Rs. 300—400. Fortunate as he is held to be, he cannot hope to get, in the ordinary course, the benefit of the maximum rate of pension. I daresay I am not exaggerating when I say that only one man out of 500 who join the service ever rises to the position of Registrar and that one man attains it at an age when he cannot hope to get the full advantages of his position. I consider that the range of pay is too limited. From the first day I joined the office I was put on to do nothing work on small cases. I have never done work of a routine nature. I have always been looked upon as a rising man and now taking the most hopeful view of the situation I cannot expect to get more than Rs. 350 at the end of 30 years' service and I shall have to retire on that pay. The prospects in my Department were certainly not very brilliant when I entered it 17 years ago, and during the first few years of my service I made repeated attempts to seek employment elsewhere, but the then Registrar of my office discouraged all such efforts and enticed me to stay on with promises of promotion and bright pictures of the prospects before me—promises which I regret to say were never fulfilled and prospects which have not yet been realised. I remained on till I had reached an age when it was too late to begin life afresh. I discovered, like many others have since done, that I had burnt my boats, and that there was nothing left but loyally and honestly to serve on where I had put in five or six years towards a pension. As for the prospects now before me, I dread to contemplate them. After struggling for 17 years in the face of such discouraging and adverse circumstances I cannot now be accused of pessimism and looking at my future in the most favourable light, I cannot hope for more than Rs. 350 a month as pay at the end of thirty years of service. My case is considered to be a more favourable one as compared with others by reason of the fact that I got an extraordinary promotion in 1906 but there are other men who are doing good work and have progressed in the ordinary course and are now drawing Rs. 150, Rs. 175 or perhaps Rs. 200 at the most. During my service I have not been superseded. There is no doubt that the inadequacy of pay and the prospects have had the result of making Government clerical service most unattractive. We get officiating promotions in our Department. I am officiating in the grade of Rs. 300. I do not think that I will rise to the grade of Rs. 350 till I have served for 30 years because the circumstances in my office are special. It is expected that the Department of Military Supply will shortly be abolished and that there will be an amalgamation of the clerks of the Department with those of the Army Department and the general idea is to weed out the older men from the office and to replace them by younger men from the Department of Military Supply and instead of the men going with their appointments, the appointments are going to be abolished and the older men from my office will go. If the senior men of my office retire in about 3 or 4 years then I may get Rs. 300 but I do not think that I shall rise to Rs. 350 in less than 11 years at the very earliest. I think that the men who enter the service now-a-days are very much inferior to those we used to get about 17 or 18 years ago or 15 or 20 years ago. The reason is that then men deliberately chose the service as a career, while now the service is only entered as a refuge. The better products of the schools and colleges seek employment elsewhere and the few good men who occasionally drift into the offices merely join the service so as to get a footing where they can mark time till an opportunity offers of something better elsewhere. From the first day that I entered the service I was put to drafting on cases and noting in a small way. Now, in my own office, there are men who joined about five years ago and are still on routine work. I have been a Superintendent of a Branch in my office for nearly three

years, and I have some experience of these lads and my opinion is that most of them will not be fit for anything but routine work till they have had about 10 years' service. It is thus a very doubtful policy of economy to choose the material of the Secretariats from the cheap market that is now resorted to. As I have already said, the better men will not stay once they realise the true position. I can recall the case of a man who joined my office about six years ago. After a year he left to take up an appointment in South Africa. On leaving he said to me "you are a better informed man than I am, you are better educated and have better brains than I have, and when I consider that you are getting Rs. 150 a month after 12 years' service I cannot see what chances I can have here". I recently heard from that man and he is now getting the equivalent of Rs. 800 a month while I who have nearly three times his service, am getting Rs. 250 a month. This is not a solitary case. I can mention that of another man who left my office for service on a railway in Uganda. I met him in Calcutta last year and judging by his prosperous appearance and his own statements to me I was surprised to find that he was getting twice my pay, with half my service. I do not think that the standard of examination is the same as it used to be. I do not think that the Army Department recruits from the best candidates, I think they are mostly nominated for service in the Army Department, the nominations are from selected candidates. When there is a vacancy two or three men are selected by the Registrar and placed before the officer of the Department who has the taking on of men. The work in the Army Department does not only require vast experience but a great deal of intelligence is also required before a man can do his work satisfactorily. I think that the quantity of work one has to get through in the Army Department is very excessive. As a Superintendent I do not think that I deal with less than 60 or 70 cases a day. The senior men in my office are not likely to retire very early as some men prefer to get extensions so that they continue in service till they are 60 years of age. Even admitting that I will get the topmost place in my office in 9 years it will come at a time when I shall not be able to have the full benefit of the appointment because it will come when I am near my retirement and my present intention is not to remain a day longer than I can help it. Men senior to me in the office belong to the old school and they did not have such a hard time of it during their junior service of about 15 or 16 years. I have based my calculation on the assumption that my seniors would not retire at 55 years of age and on that assumption I said that I had no hope of drawing Rs. 350 a month until I had put in 30 years of service, *i.e.*, that I would have to serve 13 years more before I got that pay. When a man gets extensions after he is 55 years of age it constitutes a grievance because promotions are blocked right down the line. The advantages of private employ are, generally speaking, superior to those of Government service, particularly service under Government in the Government of India Secretariats. In the latter the pay is lower and the prospects less attractive. I am aware that the reason adduced for the lower rate of pay in Government service as compared with that in private employ is that the former provides for a pension, but nobody to whom the choice is left would forego the assured advantages of a higher salary for the somewhat problematical advantages of a low pay with a prospective pension. The pension system is all in favour of the employer and disadvantageous to the servant. To take a case which is by no means uncommon, at least I can recall more cases of this nature than to the contrary. A man works on a scale of pay which is admittedly pitched low so as to provide him with a pension. He works on that scale of pay for 30 years and dies, or perhaps if he is lucky, survives to enjoy his pension a year or two. What does his family get on his death? Absolutely nothing. In such cases his pay has seldom been sufficient to leave him a margin wherewith to provide a pension for his widow. On the other hand, the man in private employ on his higher salary can, during the same period, save sufficient to leave his family a lump sum which may provide for many lives after his own. I do not know any of my contemporaries who have taken up service in Provincial offices, the Postal Department or any other Department. I was educated for the upper grade of Roorkee and all my contemporaries have passed into Roorkee and are Executive Engineers or Assistant Engineers. I do not know any of them who took up employment in any other branch of service. In my case the death of my father prevented me from prosecuting my studies any further but my contemporaries in private employ are doing better than I am. A class mate of mine joined a firm of Import and Export Merchants named Messrs Grossman and Co. and I heard that he was getting Rs. 800 a month five years ago and that he had been putting away sufficient to start a very profitable business about a year or two ago. This man had a younger brother who joined a firm of Jute Merchants and was getting Rs. 600 a month about three years ago to my knowledge. Another contemporary of mine who joined the railway accounts is now an Assistant Auditor on the Bengal North-Western Railway on a pay of Rs. 500 a month with about Rs. 10,000 in the Provident Fund. Even those who have taken to manual labour on the railways are now getting Rs. 300 a month as drivers and are better off than we are on account of the large amounts they accumulate in the Provident Fund. Our pay is admittedly fixed so low that it is impossible to save anything and if I serve 30 years and die I will not have anything to leave for my family but a man on the Railway could leave about Rs. 20,000 to his family and this sum would last for several lives after his own. The Provident Fund money is paid for only in part by the Railway servant. I cannot at this moment recall the career of any man in the Survey Department, the Opium or Salt Departments but I think that they have a much better career than clerks of the Secretariats. At any rate they have the advantage of living in mufassil places where the strain is not so great as that of the unfortunate clerks who have to serve in Simla and Calcutta. Most of the men in merchants' offices and on the railways have been able to save money either independently or in the Provident Fund but during the same period my savings have been absolutely *nil*, and while I have struggled and kept myself afloat, there are hundreds of others in my position whom I know to be involved in debt or who have only rehabilitated themselves by seeking the timely protection of the Insolvency Court.

I have looked into the accounts my wife keeps and I find that the entries made only show what has been consumed in the day without giving the rate at which the article was purchased. The accounts are not in detail in my wife's books but I can give a rough idea of what my expenses are. My table expenses come up to about Rs. 100 a month, subscriptions to Mutual Pension Fund and Insurance Fund about Rs. 46, house-rent from my own pocket about Rs. 50 a month, servants about Rs. 50, clothing for myself, wife and child cost about Rs. 400 a year. I do not take my family down to Calcutta. I go into a boarding-house. I pay doctor's bills and medicine bills occasionally up here. I do not keep any rickshaw or any other conveyance. When I entered the service I got Rs. 50 a month and there was not much to save or much to spend out of that. I lived in a miserable sort of way for about ten years till I got Rs. 100 a month. I managed to live on Rs. 50 a month as a bachelor, but many clerks could not live even at that time on that pay and nearly everybody was in debt and it is much more difficult for them to live on that pay now. There has certainly been an advance in the standard of living among clerks now as compared with many years ago. They are not any exception to the process of evolution which has been going on throughout the country. It is due to causes which are apparent to everybody. I mean to say that these needs may appear to be luxuries to-day but they are real necessities: 35 or 40 years ago men could afford to take houses near their offices and get to their work on foot, but now they have been driven by the rise in rents to resort to the suburbs and they have to provide themselves with bicycles or travel in the tram-cars or railways. The present cost of living, both in Simla and in Calcutta, is getting a more difficult matter yearly. The main reasons for this are set forth in paragraph 6 of the memorial. While on the one hand the purchasing value of the rupee is steadily diminishing owing to the rise in the prices of food stuffs and servants' wages, on the other the standard of living is also surely advancing; and yet the clerks' salaries have remained practically what they were 40 years ago. To my own knowledge the prices of food stuffs have gone up during the past five years. Five years ago it was possible to buy beef and mutton at 5 and 6 annas a seer. This year I have seldom got it for less than 9 annas and sometimes I have had to pay 10 and even 11 annas a seer. So too with servants' wages. I remember that 15 years ago a servant could be got on Rs. 9 a month, while to-day it is not possible to secure one on less than Rs. 12. Then too, the standard of living has steadily advanced. The process is apparent in every class of society in India and the clerks have gone with the tide. As civilization advances in a country and the amenities of life improve, the people are compelled to resort to what are seemingly luxuries, but are in reality mere necessities. The clerks of 35 or 40 years ago were content to dress less expensively than those of the present day. They seldom came before their superiors in connection with office work, while at the present time a clerk is daily before his officers and is compelled to dress better than his predecessors ever thought of doing. As a rule the clerks are more thrifty and provident now than those of 40 years ago, yet they are neither able to live as comfortably, nor to save as much, as their predecessors. I remember that when I joined the service 17 years ago the men who then began to retire had some money saved up; they had in nearly every instance acquired some property and had been able perhaps to educate their sons in England. I can mention several instances of this, and while this is the case with the domestic conditions, the present day clerks are doing infinitely superior work to what was done by their predecessors. No one who looks into the records of the Government of India of 30 or 35 years ago can fail to be struck with the little which was expected of the clerk of that period in comparison with what is required of him to-day. I have frequently heard from those who form a link between that time and the present that it was a most unusual thing for any clerk to be summoned before an officer in connection with his work, while at the present time the clerk has to appear frequently in the course of the day before his officers. His responsibilities have increased, the strain on his nerves has pressed harder, his burden of work has become heavier, and his expenses have risen, yet his pay is what it was half a century ago. I do not think that a bachelor could live on less than Rs. 100 a month either at Simla or Calcutta. I would fix the minimum pay at that figure. A man could get board in Simla or Calcutta for about Rs. 50 or Rs. 60 and in addition to that sum he would very probably have to pay extra towards lodging. I would put the amount for boarding and lodging at Rs. 75. Of course a man could get board and lodging for less in Calcutta in the slums but there is no such place in Simla. I married in 1904 and I have only one child. I was not married when I was on very small pay. In addition to the expenses which a man has to incur by living in the suburbs of Calcutta to avoid paying a large house rent—expenses on tramway fares, railway fares, bicycles and carriages—in some cases there are other expenses which one has to incur now-a-days. I think that the general mode of life has gone up and a man has many more expenses now which his predecessors were saved. I think that amusements are more expensive now than they used to be and they are more varied. A young clerk on Rs. 50 a month cannot afford to join a football club or tennis club now-a-days and it is necessary for a man to have recreation and amusement because if he cannot afford to do so he has a very dull time and in addition to that his health may break down. There is at present no incentive to men to take charge of a branch. Some sort of an allowance in the nature of a charge allowance should be granted to Superintendents. This would prove an incentive to men to take charge of branches. At present nobody who can avoid it cares to undertake the extra work and the responsibilities of Superintendentship if he can draw the same pay as an assistant in a branch. Take the case of men in my own office. There are some of them who are senior to myself but they have not got the responsibilities of Superintendentship, whereas if

they had an incentive in the way of a charge allowance they would struggle to rise to the post of Superintendent. Sometimes it happens that there are two men in a branch who are both getting say Rs. 400 pay and one man is selected to be a Superintendent and if the other finds that he can be absolved from the responsibilities of that position he is content to remain where he is. Superintendents are generally selected from among the senior clerks, those getting Rs. 250 and upwards, this pay divides the Upper Division from the Lower. There are men who are senior to myself in the office and are doing junior work, while I am a Superintendent and my work is more responsible than theirs and I do not get any charge allowance. The period of service necessary to earn a pension is too long. If it were reduced from 30 to 25 years it would tend to increase the chances of promotion in an office and would give retired men a chance of enjoying their pensions for a few years. There are innumerable instances of men who have retired but have not enjoyed their pensions for more than a year or two, while instances of those who have enjoyed their pensions for 10 or 15 years are very few and far between. I do not mean that if the period of service to earn a pension were fixed at 25 years, that a man should get pension proportionate to his service. I mean that 25 years should be substituted for 30 years and a man should get his full pension after 25 years' service. I suggest that this change be made right through the service and not for any special Department. The charge allowance I would suggest is Rs. 100 a month in addition to his pay and the maximum pay of a senior assistant in a branch who is not a Superintendent should be Rs. 300, and with the charge allowance of Rs. 100 a month the minimum pay of a branch Superintendent would be Rs. 400 and the maximum should scarcely be less than 800. At present a man seldom gets a promotion to the grade of Rs. 500—600 till he has reached an age when it is impossible for him to benefit by his promotion and I do not consider that Rs. 100 as a charge allowance would be too high. The particular trouble is that I do not consider that the salary one can hope to rise to in the Government clerical service is commensurate with the hard work and responsibilities placed on him. I think that the starting salary for men just joining the office should be Rs. 100, because it is not every young man who gets assistance from his parents. As a matter of fact very few do and I would fix Rs. 800 as the maximum pay for the appointment carrying the highest responsibility in the office. At present the chances are that one man in a thousand can rise to the highest post in the office and for the higher paid appointments on Rs. 500—600 I should think that only one in five hundred has a chance of rising to that pay. A man who is not likely to get to the top and whose utility cannot proceed beyond a certain stage should be stopped at say Rs. 400 or Rs. 500, but if a man is fit for the highest post in the office he should certainly rise to it. I think it would bring more contentment if it were possible to give promotions by the introduction of a time-scale. I have not thought out a time-scale but speaking roughly I would give promotions in the time-scale at intervals of three years. I would allow men to rise by biennial or triennial increments to about Rs. 400 and after that I would have selections for the higher appointments. I do not say that every man in my office would be worth Rs. 400, but I can say that the great majority of them would, in course of time, be worth that pay. I do not think it would be fair to block certain men at lower stages. Clerks are generally looked down upon by everybody. It does a man a lot of harm morally when he is constantly made to feel that he is inferior and it naturally has the effect of making men feel that they are really inferior to everybody else because others convert him into one. A clerk is generally out of social occasions given by men employed outside the clerical service because he is considered an out-caste. The remedy for all this is to raise pay all round because the small salaries and poor prospects all tend to keep him down.

Evidence of Rai Prasanna Kumar Mitra Bahadur, a Superintendent in the Finance Department, given on the 14th September 1908.

I am a senior Superintendent in the Finance Department. I did not actually sign the memorial. I was away on leave at the time it was submitted to Government. Had I not been on leave I would have signed the memorial with slight modifications. The memorial represents my views. After passing the open competitive examination I entered the Secretariat service in January 1886 and obtained my first appointment in the late Military Department on a pay of Rs. 70—8—110. I then passed the Upper Division Clerkship Examination in January 1887 and joined the Finance Department where I started on a pay of Rs. 200 and am now drawing Rs. 550. The number of appointments between Rs. 200 and Rs. 300 is now double that of what it was when I entered the Department. There were six appointments on Rs. 200 to 300 formerly, whereas there are twelve now. This improves the chances of promotion to those grades from the lower grades but reduces the chances of promotion to the grades of Rs. 400 and above, because now out of 12 men 5 could be promoted to the rank of Superintendent, whereas formerly out of 6 men on Rs. 200—300, 5 could be promoted to that rank. I consider that the prospects in the Department are better than they used to be so far as the grade of Rs. 200—300 is concerned. Formerly the grade of senior Superintendents was fixed at Rs. 400 rising to Rs. 600 and the maximum could be reached in five years, but now the maximum is reached in six years by triennial increments of Rs. 50. This has affected the chances of enjoying the full benefit of the maximum for pensionary purposes because from the time of promotion to the grade of Rs. 500 to Rs. 600 a man must remain nine years to earn the pension of Rs. 300. The contention of the memorialists is that the

maximum pay to which a clerk can aspire has remained stationary at Rs. 600 for nearly half a century. There has been no improvement in this respect so far as the Finance Department is concerned. On the other hand, there were much better appointments in 1868. The old Civil Estimates show that there were two gazetted appointments in the Finance Department, one on Rs. 600 to Rs. 800 and another on Rs. 400 to Rs. 600 and both these appointments were gazetted. The total strength of the offices has increased a good deal; it is now a much bigger service altogether. I think that the prospects of promotion are quite as good or perhaps much better now than they used to be. I consider that the Finance Department is, to a certain extent, in a favourable position since the Enrolled List has been opened to its Superintendents. The introduction of outsiders is permitted when necessary and does to a certain extent affect the chances of promotion, but not very materially, as the number of vacancies in the Finance Department in recent years has been rather numerous due to reorganization and transfer of men to other departments. I think that promotion on the whole is fairly rapid, but though the prospects are better, the maximum pay has not been increased. The cost of living has varied so much that a higher maximum is necessary. I think that the present day clerks are as a body superior to their predecessors of a generation ago. Our predecessors were not required to do the same style of work that is required of us at the present day. I think that if the pay offered was better, a better class of men would be attracted to the clerical service; and if the minimum and maximum were raised it would make the service generally attractive. At present the pay offered is too low to invite the right sort of men. I favour a competitive test, as it is impossible to discriminate one graduate from another. I think that men in the upper grades should at least be B. As. We should ask the different Universities to nominate a certain number of graduates, and the nominated men should be put to a competitive examination before being recruited into the service. Men for the lower grades may be taken on by careful selection; no examination is necessary in their case, nor need they be graduates. I would suggest a time-scale similar to the one adopted in the case of the Enrolled List, but a time scale would be disadvantageous to the Government. A man in the upper division should start on Rs. 100 and rise by annual increments of Rs. 25 to Rs. 250 which he would reach in the 13th year of his service, and after that by biennial increments of Rs. 50 to Rs. 400 which he would reach in the 19th year of his service. I would stop all ordinary men here. The Superintendent's grade should be fixed at Rs. 500—550—700, which would be reached in the 24th or 25th year of a man's service. Promotions to this grade should be made entirely by selection, and even by the introduction of an outsider, when necessary in the interests of the service. In the case of good men who cannot be promoted to the Superintendent's grade on account of a block in the Superintendent's grade, an increase of Rs. 50 may be given at the 23rd year of service, and another Rs. 50 at the 27th year of service. My idea is that, after passing the competitive examination, a man should be kept on probation for two years and then he should be examined in departmental subjects, for instance, if a man was attached to the Accounts Branch of the Finance Department, I would examine him in the Civil Account Code and general principles of accounts; a man posted in the Pensions Branch should be examined in the Civil Service Regulations and after a man has passed this examination he should be confirmed. If a man became inefficient, his promotion should be stopped. Even in the case of graded appointments on Rs. 400—500 or Rs. 200 to Rs. 300 a man's increment could be stopped; the same rule should apply in the case of men in the lower grades also. If a man was not considered quite efficient his promotions should be stopped at any stage. The total strength of the Finance Department is 61. I think that the number of men who could go into the upper division may be put down at 30 per cent. and the remainder would be put into the lower division. In the case of men taken into the lower division I would fix the pay at Rs. 50 rising by biennial increments of Rs. 10 to Rs. 130 in the 17th year, and after that by biennial increments of Rs. 20 to Rs. 170 in the 21st year of service and then Rs. 200 in the 23rd year. There should also be an appointment on Rs. 250 which should be held by the Superintendent of the Issue Branch. The men for the lower division could be recruited in the open market by careful selection. I would allow promotion from the lower to the upper division only in very exceptional cases, only if a man was really fit for the promotion. I would not put it down in the rules, but would rather break the rule when an exceptional case of the kind occurred. I do not think it is necessary to place men on probation in the lower division. I think it would be sufficient if some care were exercised in selecting men for the lower division but it would be absolutely necessary to put men on probation in the upper division. I think that in a service of this kind we must have some leave reserves. I think we would require three men as a leave reserve in the Finance Department and the service they render in the probationary period should be counted as service when they are confirmed. In this country, at least in Bengal, there is hardly any private service which offers a good career to an educated Indian. The large mercantile houses recruit their superior officers from England, and they employ Indians in the capacity of godown sircars, jetty clerks or as copyists, (if a man is in a position to give substantial security) as cashiers. The cases in which men have risen to substantial employment are very isolated and those firms which give pensions to their old employés and family pensions are very few, and so far as I know these grants are not governed by any definite rules, but depend on the caprice of the head of the firm for the time being. The ordinary man would never dream of getting a pension in private employ. I think that the maximum pay to which an Indian clerk can attain in a mercantile firm is Rs. 60, Rs. 70, or Rs. 80, but book-keepers often rise to Rs. 600, Rs. 700 or even Rs. 800; his educational qualifications need not be required to be equal to that of a graduate, but he must have a

thorough knowledge of book-keeping. I think that those who enter the Postal Department and the Salt Department have better chances of getting into the superior service. In respect of the ordinary maximum pay both are the same, a Postal Superintendent gets Rs. 600 and our Superintendents get Rs. 600 and I think that the prize appointments are the same. I think that the percentage of superior appointments given to them is much more than the percentage of promotions to the Enrolled List in the case of Superintendents in the Finance Department. Even if it was the same, we are worse off than they, because we have to live in two very expensive places, whereas members of the Postal Department live mostly in the interior districts. Members of the Provincial Executive Service have better prospects than we have. In ordinary course executive officers rise to Rs. 800 and judicial officers to Rs. 1,000; they have also the chance of holding one of the appointments which are specially reserved for them. Two of my contemporaries in the executive branch of the Provincial Service are getting Rs. 500 each now, but their prospects are much better. I have not heard if the first two officers received an equally steady promotion with me, but I think they received Rs. 400 sooner than I did. One of my contemporaries who entered the judicial branch of the Provincial Service and had consequently to wait for a few years, got an appointment only on 1st August 1895, and is now drawing Rs. 400 as a first grade munsiff. The two men whose instances I have given in my written memorandum may rise sooner or later to Rs. 700 or Rs. 800 in the Provincial Service. I think that the rule is that above Rs. 500 promotions are made by selection. The three instances I have cited are those of men who finished their University career in the same year as I did. I think that men in the Provincial Secretariats offer better chances of getting into the Provincial Civil Service than men in the Imperial Secretariats. In the Madras Secretariat, for instance, there is a rule that none but graduates should be taken in the service (and there is no dearth of graduates in any community) and these men are promoted to the Provincial Civil Service later on. I consider that there are much more outlets from the Provincial Secretariats than from the India Secretariats. When I joined the service in 1886 I had just got married and had no children. My wife and I messed together with a cousin of mine and I think that our expenses amounted to Rs. 70 or Rs. 80, but I do not exactly remember the amount. I think that the ordinary expenses of a single man in these days could be put down at about Rs. 40 or Rs. 50 and in the case of a married man Rs. 90 or 100. I think that the rise in the cost of living compared with expenses involved by our social obligations is comparatively small. Large expenses are also involved on clothing, conveyances and other luxuries. When I first came to Simla in 1886 most of the clerks, at least the Bengali clerks, used to wear *pattu* cloth and that was considered good enough in those days, but now one can scarcely find a clerk with a *pattu* suit and we have all taken to more superior cloth. This change is inevitable. We do not feel the expense on doctor's bills and medicines in Simla because we get free visits from the Assistant Surgeon and free medicines from the hospital, but we have to pay a nominal sum to the doctor for attending on our families. We have to pay the Assistant Surgeon Re. 1 for attending any member of our families and Rs. 5 to the Civil Surgeon and we do not as a rule call in any other private practitioners. The fee for a tolerably good doctor in Calcutta is Rs. 8. I would put the rise in the cost of clothing at one hundred per cent. The actual amount I spent last Simla season was Rs. 400 for warm clothing for myself and family. I think that a young man just joining the service would have to spend Rs. 100 per annum for clothing himself and family. There is no general feeling to have the service qualifying for pension reduced from 30 years to 25 years and in my opinion I do not think that this privilege would be availed of largely if it were introduced, but perhaps in some cases it would be considered a boon by some men.

Evidence of Babu Paresh Nath Bannerji, a clerk in the office of the Sanitary Commissioner with the Government of India.

I am a clerk employed in the Sanitary Commissioner's Office. I stay permanently in Simla. I have signed this memorial, which differs somewhat in its terms from the general memorial which has been sent in by the Secretariat clerks. I am not familiar with the other memorial nor was I consulted about it. The members of the stationary offices first consulted among themselves before the petition was submitted. Generally speaking, it represents my own personal grievances. I first entered Government service in 1882 on Rs. 50 in the office of the Sanitary Commissioner, where I have spent all my service, and am now drawing Rs. 200. The rate of promotion in my office is not exceptionally bad, but it is not hopeful. When I first entered the office I saw that gradual promotions were given to the clerks according to seniority except in rare instances where the clerks were below the mark. I expected that the same sort of treatment would be accorded to me and if chances would have it I might retire as head clerk. All the clerks senior to me got up to the top of the list, but I am the only man who has been deprived of the gift, because when the vacancy occurred an outsider was brought in. The pay of the head clerk was formerly Rs. 400; subsequently it was reduced to Rs. 300. This is the only post in this office in the higher grade. I do not complain against supersession, though it was a grievance that a 300-rupee appointment was filled up by an outsider. My complaint is that the purchasing value of the rupee has decreased. My prospects in the department have not been quite what I expected them to be when I came in, nor are they as good now for a new man as when I joined. The prospects are inferior because there are only 12 clerks in the office and the pay ranges from Rs. 50 initial

to Rs. 300 maximum. Besides there are not many posts in the higher grades. In the lower grades there are only two posts on Rs. 150. Moreover the men are very poorly paid. The grading is the same as it was before. The grading was revised, but that benefited us only temporarily as the men would in the ordinary course have reached the maximum within 2 or 3 years. To some extent the grading is more liberal than it was in 1882. The present maximum pay to which a clerk can rise is Rs. 200. There is an appointment on Rs. 500; that is in the general branch. There are two branches in the Sanitary Commissioner's Office, the statistical and the general; and although the two branches are amalgamated and there is one roster, there is no prospect for a native to rise to Rs. 500. There are 13 clerks in the statistical branch. I have spent all my service in this branch. I do not know if I have attained the maximum pay to which a native can get up to. I have been drawing the maximum pay of Rs. 200 for the last two years, and there is no prospect of going up higher. The maximum rate of pay for a clerk in the general branch of the office is Rs. 500. There are other appointments on Rs. 175, Rs. 150, Rs. 120, etc. If there is a vacancy in the statistical branch, a clerk in the general branch might get promotion, and *vice versa*. I personally do not expect to rise to Superintendent's post of Rs. 500. The recent reorganisation has afforded relief to some extent, but there has been no improvement in the scale of pay for the last 40 years. I have not examined the figures myself. I entered the office in 1882 and the rate of pay is the same now as it was then (the President here noted "but you have just told Mr. Fell that the pay has been altered"). I have not looked up the actual scale of pay that prevailed in 1868. I have to do compilation work and such other work which was done by officers before, whereas my predecessor used to do only compilation work. An F. A. or those who have passed the Entrance Examination are able to do the work. Formerly the work was mechanical. Nowadays, great responsibility has devolved upon the existing clerks. In these days the better class of clerks do not come. Two or three passed candidates did come, but they did not stick to this office. The last vacancy was filled up 2 or 3 years ago. The candidates are now selected by nomination. I did not pass any University examination. When I entered the office there was a departmental examination held by the Statistical Officer and I stood first. I do not think that we get good men now. One or two vacancies occur in the year. We get inferior men who are fit for statistical work. My impression when I first sought for Government service was that private employment had no attractions. I see now that I was wrong. The only recommendation of Government service is pension; but nowadays even the mercantile offices grant pension to their clerks—nay in some cases pay is given [full pay is given as pension?]. I understand that in some cases this grant is extended even to the widows of the clerks. Further a bonus is given in some offices during the Durga Pooja festival. Some Banks give a very handsome bonus when the half-yearly accounts are closed. I have heard of an instance in which a senior partner of Messrs. Mackinnon, Mackenzie & Company gave one lakh of rupees to distribute amongst the clerks when he left for England. The Alliance Bank of Simla gave Rs. 10,000 to the widow of Nathu Chand, and also Rs. 2,000 to the widow of Gokul Chand. The widow of one of my friends in Messrs. Dyer & Company's firm got Rs. 4,000. Babu Baroda Kanta Banerji was a senior clerk in Messrs. Mackinnon, Mackenzie's office. After his death his widow was granted a monthly maintenance allowance of Rs. 200. This is not the general rule, but I know of several other instances in which the clerks in private firms are treated very liberally. In Government offices there may be more advantages to a certain class of clerks, but the question is how many men live to enjoy a pension. Ours is a very small office. Out of 12 or 13 clerks in the statistical branch 4 men died while in service, one of palpitation, one of Bright's disease, one of empyema and one of small-pox, and one was compelled to retire on account of albuminuria. Promotions in private firms are not slow. A man in Government service has to wait for his advancement till there is a vacancy in the upper grade, and even in that case it depends on his luck. But in private firms there is no such restriction. The scale of pay allowed in private firms commences from Rs. 50 and rises to Rs. 400 or Rs. 500. I do not know whether a native gets the same pay as in Government service. But the man whose widow got a bonus of Rs. 10,000 from the Alliance Bank used to draw Rs. 225. I do not know of any case in which the widow of a native who worked in the Alliance Bank got as much as Rs. 200 as monthly allowance. As to whether a pension is more valuable than the off chance of getting a bonus, I can only say that a man does not live to enjoy it. I would surrender my pensionary prospects if I got a handsome bonus. A man may be willing to leave a commercial office to join a Government office on even less pay if he can enter a Secretariat office. There they get travelling allowances as well as grain allowance. Men who draw these allowances are able to save* much money. I do not like to speak about it, but I am sorry to say that it is so. Comparing my position with that of the Government clerks down country, I have not done well. I have done worse. I do not know if the average clerk in the plains would get the same pay as myself after the same length of service. I do not know if it is the general rule for private firms to grant bonuses or pensions. But I have heard of several instances. Their grant is dependent on the wish of the head of the firm. In Government service pension is not dependent on anybody's will; but how many live to enjoy it. The clerk whose widow received a bonus of Rs. 10,000 from the Alliance Bank of Simla did not subscribe any portion of the gratuity. They have not got a provident fund. Of that I am quite sure. I heard it from a reliable source. I have no acquaintances in the

* The witness subsequently wrote to say that this answer was blurted out unintentionally, that he did not mean it, nor did he really know anything of the matter.

Bank who are getting the same pay as myself. You have to serve 30 years to get a pension, but few live to enjoy it. Yes, scarcely any clerks live to 50 or 60 years, which is the average age of a Bengali clerk, the reason being that residence on the hills in a cold climate tells upon the health of the Bengali clerk and shortens his life, because he was born in a warm climate. I would prefer a system of bonus for the widow to that of pension. I think the Bengali clerks would prefer the grant of bonuses to their widows on their death. I do not suppose that ordinarily a Bengali clerk could make provision to subscribe to a provident fund. As to the question of saving of money by the clerks in the moving offices on their present pay and allowances, and whether I was speaking of any particular class of clerks, the Bengali or all clerks, and whether I know this to be a fact, I am not prepared to say. Yes, the clerks in the moving offices are very much better off than the clerks in the stationary offices. Of the pension and bonus system, the one of receiving an assured pension after a certain number of years' service, and the other of Government giving a bonus to our widows if we happened to die in service, and nothing if we happened to live beyond the age of retirement, I still prefer the latter. During the time that I have been in service for 26 years 4 men died, and 2 men retired about two years ago. Of the latter one is seriously ill but the other is quite healthy. I am the oldest man in the office and have more service than any other clerk. I do not keep up communication with all my past contemporaries, but I know of one who is getting Rs. 400 in some Railway Agent's office at Bhattinda. Another is a munsiff. But it will not be out of place if I quote the example of my brother, which is of a more convincing nature. He had been employed in the Principal Medical Officer's Office. Subsequently he was transferred to the North-West Province Sanitary Commissioner's Office on promotion. There he could not stay long as he was obliged to retire from the service on account of ill health. He went down to Calcutta and tried for service in private firms. He got a post at Messrs. Jessop & Company. He began on Rs. 45; in the course of 5 years he rose to Rs. 110. He is now in receipt of Rs. 125 a month and has been employed in that firm for 8 years. I cannot say if his is a normal case. A man of average intelligence can rise to that pay. This shows how rapid promotion is in private firms. In the course of 5 years he received an increase of Rs. 65, that is an annual average increase of Rs. 13. I am in Government service and I have got up to Rs. 150 in 27 years, that is an average increase of Rs. 6 annually. I know that book-keepers in private firms get a very handsome pay, ranging from Rs. 150 to Rs. 400. A man of average intelligence can earn it. My brother read up to the Entrance class, and the friend who is now getting Rs. 400 in the Railway Agent's office at Bhattinda, only passed the Entrance examination. I do not remember any other of my contemporaries in school except the munsiff whom I have mentioned. I have been residing in Simla for 28 years. Comparing the prices of articles of food in past years with those of the present times, I say that living at Simla has fabulously increased. A man on my income could formerly manage to meet all the necessary expenses of life without difficulty; but nowadays scarcely a pice is left to meet contingencies after meeting the bare necessary expenses of life. I get Rs. 195; out of it I can save very little to meet contingencies, such as doctors' fees, medicines, and my travelling expenses at the time of my going down to the plains on leave, etc. In order to meet such heavy expenses as those caused by my daughter's marriage and social ceremonies, a man on my income is compelled to run into debt. I had to spend Rs. 2,800 for my daughter's marriage. Fortunately, a windfall came into my possession by some favourable circumstances. Had it not been the case, I would have had to incur debts. From the statement given below, it will be seen how the cost of living has increased. It can be verified by referring to the various statements given in the Appendix to the Simla Allowance Committee's Report. I am suffering from palpitation. This is due to long residence in the hills. Whenever I went on leave I derived benefit; consequently I took furlough last year and went down with the intention not to return. But unfortunately I could not manage to support my family with my half-pay. I was obliged to come back. This is to show that I could not save anything out of my pay. Continuous residence in Simla tells upon the health of the clerks born in a warm climate. Therefore they desire to go down to their homes during the winter months. According to the Civil Service Regulations only one month's privilege leave is granted to clerks. Admitting that a man can regularly get the leave he cannot avail himself of it simply because he cannot afford to pay the travelling expenses. Consequently he is obliged to wait till he gets comparatively long leave. In this way he can meet the travelling expenses because by remaining at his home and avoiding his expenses at Simla he can save a little. It generally happens that at the time of going down on leave he borrows money from the bunniahs, i.e., the Indian Jews of Simla, and liquidates his debt from the little saving which he can make during his absence from Simla. This short visit after intervals of three years or so keeps up his energy for another three or four years to come. But the hardships during the winter months undermine his health gradually, and when he retires from the service, if God spares his life, he is nothing more than a dying man. How many men live to enjoy pension. The Secretariat clerks get allowances in order to meet the expenses attendant on the breaking up of their establishment at Calcutta. Those who leave their families have to maintain two establishments only for 7 months. In our case we cannot afford to bring up our families here so we have to maintain two establishments for years together out of our bare pay. Those who bring their families here are obliged to partially deprive some of the members of their families as the increase in expenses becomes greater in various ways. In my case I cannot bring my family as I cannot afford to pay the house-rent and other incidental expenses necessary for a man of my position. I live in a mess. My personal expenses here

are Rs. 55. If I bring my wife my expenses will be temporarily increased. But still we cannot avoid the expenses of two establishments. According to our joint family system we have to support dependents other than the wife and children. Further, in some cases the grown up boys are left at their homes for their education. My object in making this comparison is to show how the permanent office clerks find it a difficulty to bring up their families here. When I joined office in Simla on Rs. 50 my family was not with me. I lived alone. I brought them up several times. When I first did so, my pay was perhaps Rs. 75. I managed to bring my family to Simla as my brother was here. When I leave them in Calcutta I send them between Rs. 100 to Rs. 115 a month. My personal expenses here are from Rs. 50 to Rs. 55. I use the balance to pay the premium on my life insurance policy. I do not remember how much I used to spend when I first came to Simla on Rs. 50. I could not save anything then. No, I do not mean that when living alone I used to spend Rs. 50 and that now I spend Rs. 55. Under the joint family system I contributed to the maintenance of the other members of my family. I used to spend Rs. 20 or 25 and the balance Rs. 25 or Rs. 30 I sent home. Out of that Rs. 5 would be paid to an insurance company. It is with difficulty that I can go home on leave once in three years. My travelling expenses cost about Rs. 70. Living here during the winter is not dearer than any other part of the season, but the hardships are greater. The prices remain the same. No; I do not spend more in the winter for coal, etc., because I have not the means. I got the money that I spent on my daughter's marriage from extraneous sources. The moving clerks have also to spend money on account of a daughter's marriage; but they get an allowance of Rs. 60 which enables them to meet such expenses. We get nothing at all. There is a rise in marriage expenses. Certainly, it is more expensive to marry our daughters now than 20 years ago. I observe the poojas. I spend Rs. 50 or Rs. 60 on these occasions. 20 years ago I used to spend Rs. 30 or Rs. 40. I ascribe these increases to the rise in the prices of food grains. Originally it used to cost me Rs. 25. I did not live by myself, but with my brother. I cannot say what it actually cost me. As my social position has increased, I spend more money on food and live in a better style than before. I pay Rs. 55 for board and lodging and house-rent. I live in the same kind of house as previously, but the house-rent has been increased. The house in which I used to live was formerly rented for Rs. 40; now the rent is Rs. 110 a year. I have therefore to pay my proportionate share. Two of us live together. I pay Rs. 50 for the whole year, or little over Rs. 4 a month. I spend about Rs. 100 on clothing. I pay Rs. 42 a month for food. It is not at all high for a single man. A man's food depends on the style of living and means. Including food, house-rent and contingencies, my expenses come to Rs. 55. The contingent expenditure consists of the purchase of chairs, a table or books which I might feel inclined to buy. Rs. 42 is the amount which a man in the Native Clerks' Barracks pays for food. Milk is selling for 4 or 5 seers per rupee, atta at 6½ seers and ghee at 13 chittacks. Rs. 42 is the fixed sum that I pay. The mess keeper keeps an account; he tells me the amount is Rs. 42 and I pay him. I and the other clerk who lives with me just pay for what we get. Shrad ceremony is expensive. I cannot give any figures. I have been remitting Rs. 100 to Rs. 115 every month ever since I have been drawing Rs. 200. The persons dependent on that remittance are my wife, four children, a sister, and my mother. My boys are being educated in the Utterpara school. The remittance also covers the school fees, but I do not know what they amount to, as my brother pays the fees. Before I was able to remit this amount my brother used to meet these expenses. He is not in Government service now. I take a separate house when my family come to Simla. I take a house for Rs. 140 or Rs. 150 a year in the Chota Simla bazar, consisting of 3 rooms, a bath-room and kitchen. Apart from the question of education of my sons, it is not cheaper but always costly to keep my wife and minor children here than it is to keep them in Calcutta. The main reason for keeping my family in Calcutta is the education of my children. We Bengali gentlemen who live in Simla find that the education of our sons here is practically an impossibility. If one wants to educate his boys, he must send them away to Calcutta. I was induced to come to a stationary office because I could get no other post. I had to come to Simla because my brother was here at the time. I recognised when I entered the office that permanent residence in Simla was one of the conditions of employment. All the 12 or 13 clerks were Bengalis before; now there are only 3 Bengalis, Bengals are giving up employment in Simla voluntarily and not because there are any rules against their entertainment. The truth is that there is no prospects. I do not know whether it is a fact that the hardships which Bengali clerks have to endure are now driving them out of office. But the reasons for this may be that competition is harder, and that the clerks finding that there are no prospects before them try to find employment in Calcutta and elsewhere. I am not prepared to say if a Bengali would be selected in preference to a Punjabi. The head of an office has laid down no particular rule as regards recruitment. As to whether the conditions of life are as hard for these new Punjabi clerks as they are for us, I think that they are compelled to be satisfied because they do not get any employment in the plains. My idea is that they can afford to live on small means, and that they do not live so respectably. If the winter allowance is sanctioned for us, our hardships during winter would be greatly mitigated. We would spend the allowance on charcoal, boots and shoes and on warm clothing. I have no other grievances to bring forward. The considerable increase in expenditure is not due to my social position having risen but to the rise in food grains. We find ourselves at a great disadvantage to live side by side with clerks who are granted Simla allowances, inasmuch as they get house-rent and are able to secure better houses, thus leaving the wretched ones for us. I consider that the grant of house-rent allowances has been instrumental in forcing up

rents. The bunniahs take advantage of this and increase the rents. Generally the Bengal clerks employed in the stationary offices keep their families down in the plains. I am prevented from bringing up my family because of the climate as well as the expense. We can afford to bring them in the summer but not in the winter months. It is actually cheaper to keep our families down in the plains than to have them here. Government could improve our position if they gave us Simla allowances. That would cover all our grievances. So far as the rise in food grains is concerned, it is a general complaint, theirs as well as ours. Further we want better pay with a minimum of Rs. 100 and a maximum of Rs. 500.

1885-86.				1905.		1903.
Atta	...	...	20 seers	...	9 seers	6½ seers.
Dal, moong, coarse	...	...	20 "	...	9 "	5 "
Do., washed	...	...	20 "	...	8 "	4 "
Urd, coarse	...	...	22 "	...	9 "	4½ "
Do., washed	...	...	20 "	...	8 "	4 "
Ghee	...	...	1 seer 8 chittacks	...	15 chittacks	13 chittacks.
Goor	...	...	10 seers	...	6 seers	5 seers.
Sugar	...	...	Rs. 10-12 per maund	...	Rs. 15 per maund	Rs. 16 per maund.
Rice, good	...	...	Rs. 5 per maund	...	Rs. 10 per maund	Rs. 12½ per maund.
Kerosine oil	...	...	Rs. 2 per tin	...	Rs. 2½ per tin	Rs. 2-14 per tin.
Mustard oil	...	...	5 seers	...	3 seers	1 seer 12 chittacks.
Milk	...	...	8 seers	...	5 seers	5 seers.
Charcoal	...	...	12 annas per maund	...	Rs. 2 per maund	Rs. 2-4 per maund.
Taxes	...	...	Nil	...	4 per cent.	6 per cent.
Servants' wages	...	...	Rs. 6	...	Rs. 7	Rs. 10.
Meat	...	...	4 or 5 annas	...	7 annas	10 annas.
House-rent 50 or 60 per cent. increase over the previous years.						
Barber	...	...	8 annas	...	Rs. 1	Rs. 1.
Dhobi	...	...	8 annas	...	Rs. 1-8	Rs. 2-4.

Evidence of Babu Radhakissen Varma, a clerk in the Examiner of Military Works Office.

My home is at Gujerat, Punjab. I entered Government service in September 1885 in the Examiner's Office as a temporary clerk on Rs. 40. I was confirmed in 1888 on Rs. 30. I was formerly in the grade of Rs. 80—100. I am now on a fixed scale of pay and draw Rs. 90 plus a personal allowance of Rs. 10. I was superseded several times by outsiders being brought into the office. This is not the general practice. When no outsiders are appointed, we receive promotion according to seniority. I have not been particularly fortunate in getting promotion. My promotion has been fairly normal. The class of Indians employed in my office are mostly Punjabis. There are 5 or 6 Bengalis. I cannot say if there is any rule about these appointments. For the past two or three years Mahomedans have been coming in. I cannot say whether this is due to any preference on the part of the Examiner or to any accident, or whether it is a new movement. But some Superintendents say that there should be an equal proportion of Hindus and Mahomedans. We have had no Bengali recruits in recent years. I am not prepared to say that I agree with everything that is in the petition. As to whether the petition was the result of consultation, all I can say that it came to the office and we signed it. I read it once. Yes, I can frankly say that the petition does actually represent the troubles and grievances that I feel. The pay in our office ranges from Rs. 30 minimum to Rs. 200 maximum. We were first in a graded list. In January 1905, a new fixed scale of pay was introduced, and 2 higher posts were cut down. Previous to that, the scale stood at 1 post on Rs. 160—200, 2 on Rs. 100—160, 4 on Rs. 100—120 and 6 on Rs. 80—100. Now we have 1 appointment on Rs. 160—200, 1 on Rs. 150, 1 on Rs. 140, 2 on Rs. 120, 3 on Rs. 100 and 3 on Rs. 90. As regards the junior appointments, these have not been improved. Whereas before the reorganisation there were 13 posts on Rs. 80—100, now there are 11 on Rs. 90. The total strength of the office is 52 clerks. The prospects in the office are now not so good.

as when I entered it (that is, our prospects have been cut down) because we were formerly on a general list and were liable to be transferred to the plains. But now we have been taken off the general list and are a separate little office, because the Examiner did not wish to part with his trained men. Our scale of pay has not been revised since 1872. In 1905 the pay of the whole office was distributed amongst 52 clerks, which was merely a re-arrangement of pay. The total cost of the office has remained unchanged since 1872. My prospects have not been bettered in any way. On the contrary they have become worse. I know a friend who, after 6 years service, is drawing Rs. 175 in the Director-General's office. There is also another man of 8 years' standing who is getting Rs. 200. He was first appointed on Rs. 40. Our head clerk, who is far superior to another man who has just retired on Rs. 250, is only drawing Rs. 168. It is owing to the poor prospects in the office that many men have left it. Ours is the only Military Accounts office for the whole of India. There is no difficulty in getting clerks; we get plenty of candidates nowadays. I cannot say whether they are a good stamp of men. We take on probationers. I do audit work in the Establishment section. The junior clerks have to copy bills and to audit vouchers. The reason why large numbers of men are ready to take service is because necessity compels them to take service. To enter the office, we have to pass a competitive departmental examination. We are nominated first. Those who want to go to the Accounts section have to pass the 4th grade accounts examination of the Public Works Department. They are better paid and commence on Rs. 80--150. We receive many applications when there are vacancies. There are three classes of applicants, which are kept separate. The first are the successful candidates in the Public Works Department 4th grade examination; the second are the successful nominees who have passed the departmental entrance examination; and the third are those who have previously worked in any Government office. The applicants generally come from up-country, from the Punjab, the North-West Frontier Province and the United Provinces. The men who are employed in private firms are much better off. These petty firms now give pensions and handsome bonuses. I am speaking from personal knowledge of facts. The Alliance Bank of Simla gave the widow of one Nuttoo Chand the sum of Rs. 10,000; they also gave leave to one Jaggat Chand for two years and 3 months on full pay, besides Rs. 6,000 as a bonus. As regards the comparison between the scale of pay allowed in private firms and that given in Government service, I know of one Chatter Singh who gets Rs. 100. The work in private firms is only mechanical I think. I do not know any clerk who left the Alliance Bank without a pension or gratuity. Our work is different from that done in the Banks. We have to hunt up the codes and regulations. One Cotta Mull, who was drawing Rs. 150, left the office to join a Bank. He is now drawing Rs. 300. I passed the Entrance Examination before I entered Government service. As regards the boys who were with me in school at the same time, one Buksi Devi Dayal is an Assistant Surgeon, and the other Ram Ratan is a clerk in the Principal Medical Officer's office. There are two or three, who started life about the same time with me and with the same education, drawing Rs. 200, while I get Rs. 100. My office is particularly poorly paid. In the Principal Medical Officer's office the clerks can be transferred to other Commands and are on a general scale. I have suffered from being cut off the general scale. I came to Simla alone in 1885. I cannot remember how much I used to spend on food every month then. The rates now in some cases are three times those then prevailing. I used to live with my brother who was employed as a compositor in the Central Press here on Rs. 30 *plus* overtime. I was drawing Rs. 40. I have no idea what our expenses used to come to. Our account books got burnt in the Albert Lodge fire. As a matter of fact both of us used to save 25 or 30 Rs. every month. I am now living with my family. If required I will bring my account book to show how much our expenses come to. I keep actual accounts. I have rented a house for Rs. 135. The members of my family consist of wife, one son and daughter. My mother was here before. I send Rs. 8 or Rs. 10 every month to my relatives. My food expenses generally cost me nearly Rs. 50 for the whole family. As for clothing, it is much higher now than before. *Goodmas* used to sell for Rs. 6. Now we have to pay Rs. 14 or Rs. 15. *Combuls* used to cost Rs. 2-8; now we pay Rs. 7. I cannot say how much I spend on clothing for the family. I keep one servant. His pay is Rs. 6 with food. His food expenses are paid for separately and cost Rs. 4 a month. There are other incidental expenses on account of marriage, and death, in the family. I meet these out of the savings of the last 23 years. I can save now between Rs. 15 and Rs. 18. Marrying our daughters in our country is expensive, and the expenses are rising by leaps and bounds. We have to spend at least Rs. 1,500 on that account, which is equal to about 7 years of my savings. House-rent has risen. In 1885 my brother and myself both used to pay Rs. 45 for the year. I now pay Rs. 135 for two rooms and a kitchen. I keep my family in Simla. Sometimes I send them to the plains. I generally keep them here. That is the general practice among the Punjabi clerks. The expenses in the winter are much greater. Twice we had to purchase charcoal at Rs. 5 a maund. Now the price is between Rs. 2-4 and Rs. 2-8. We also spend money on warm clothes during the winter.

Evidence of Sub-Conductor G. J. Piper, a clerk in the Adjutant General's Division, given on the 29th September 1908.

I am an ordinary clerk in B Section of the Adjutant General's Division. The printed Memorandum was drawn up only by the senior clerks of the office and personally I know nothing about it except that I was told last Friday that I was expected to appear before this

Committee. I had no hand in the drafting of the Memorandum and I cannot hold myself responsible for what it contains. Personally I have a grievance as regards my position in the office. The grievance is both a personal one as well as a general one. Formerly I belonged to the Northern Command and I am now in the Army Head-quarters where I have been for 15 months. My total departmental service extends to 10 years. My experience in Army Head-quarters is comparatively a short one. One of the men coming before the Committee has over 10 years' experience and the other has about 10 years' experience. So far as I know there is something to the effect that men for Army Head-quarters must altogether or in a large part be soldiers and they are employing soldiers much more extensively now than they used to do, say 20 years ago. I think it is a definite line of policy to employ soldiers. No civilians have been recruited recently. The civilian with the least service in the office has about 4 or 5 years' service. I do not know if we ever get applications from civilians for employment. The policy seems to me to have military men in military offices so far as I know. At present there is no distinct division between work of a routine nature and work of higher responsibility. It appears that there is no dividing line between one class of work and another. There is a lot of work in the office which requires no mental effort at all, but is simply done almost mechanically, for instance dealing with books and the like. Usually junior men and men who are not thought much of are put on this kind of work but every man would not be kept on that work all the time though they have to go through their training in that way, but sometimes when a man is found to be smart he is put on to do good work at once. The work is not exclusively important, but is mixed up with unimportant work. The headings are usually classified and those which are kindred to each other are usually given to the same man. The two classes of work—junior and superior—are not kept distinctly apart. Registering, copying and diarizing and work of that sort are done by Babus as a rule. Prior to doing clerical work I had four years' regimental experience. I joined the Northern Command in October 1898. In the Army Head-quarters offices I was first in the Intelligence or Map Section which is subordinate to the Intelligence Branch. A new idea seems to have sprung up recently about recruiting men for Army Head-quarters. Until recently men were drafted direct from their regiments and the majority of men came from regiments to Army Head-quarters, but that idea has been changed recently and the idea now is to get men from Divisions, and men who are not already on the unattached list cannot come into Army Head-quarters. I think there are orders on the subject now, but I won't be very sure. Now-a-days Divisional offices are the sole recruiting ground for Army Head-quarters. When a man is required for Army Head-quarters work he is generally picked out from a list of applicants as being the most likely man and I believe that those whose names are the longest on the list get the preference. I was ordered up on the abolition of the Command. Prior to joining the Northern Command, I was in a small Brigade office in the Tochi Valley. Men are not taken from Divisional offices without having become applicants. I think that they are usually picked out from a list. The Divisional offices do not usually make any difficulty about men applying for employment at Army Head-quarters, but if they have a very good man they are very sorry to lose him because when he goes they have to recruit a raw hand and train him. There have been many cases of men who have been selected from the list of candidates for employment at Army Head-quarters who have been found unequal to the work and were sent back. My experience in the Command is much greater than it is here and I have found numberless men come there and go back almost at once. There has been nothing moving since I have been brought up here, there has not been a permanent vacancy since my time. When in the Northern Command I served at Rawalpindi in the cold weather and at Murree in the warm weather and now I am employed in Simla all the year round. Up to June 1906 my rank was that of a Sergeant on the unattached list. Since 1898 I have been a Sergeant and was promoted to the rank of Sub-Conductor in June 1906. When I joined the Punjab Command I started on a pay of Rs. 100 a month, which even for a single man was not enough to live on, I had the benefit of exchange compensation allowance which was calculated at Rs. 6-4 per cent. and I paid income-tax only up to a certain date. We also had cheap quarters, the rent for the quarters was calculated at 5 per cent. of pay up to Rs. 100 and at 10 per cent. of pay over Rs. 100 a month. If a man was in the grade of Rs. 100-150 he would have to pay Rs. 11 as house-rent as soon as he got his first increment, so that the rent was increased by a jump of Rs. 6. Even if I paid Rs. 15 for quarters I would consider that very cheap because if I had to find my own quarters I could not get any for less than double that amount. I did not get supplies at Murree because there were no arrangements for that there and we did not get supplies at Rawalpindi. We were never called upon to wear uniform; we always wore civilian clothes. When I was in the Northern Command I rose up to Rs. 160. They changed the incremental rates of pay on the 1st April 1904 and made them into fixed grades and I got Rs. 160 with exchange compensation allowance and no income-tax to pay at that time. I remained on that pay until the commands were abolished, the promotions there were very slow. I was ordered to Simla in 1907 on Rs. 150 a month with a personal allowance of Rs. 10 to make up my pay to Rs. 160, which I got in the Northern Command, and I have to pay income-tax here and the exchange compensation allowance was abolished. I have not gained anything by taking up this appointment. After paying income-tax I draw about Rs. 155 a month. I am a married man with one child. I married in 1893. I started living as a married man in 1902 when I had my family with me previous to which I lived as a single man. In the year 1902 I was drawing Rs. 120 *plus* exchange compensation allowance and we were just

able to get along. We had to forego all luxuries and the only money I spent on recreation was Rs. 3 a month as subscription to the Recreation Club at Murree and the recreation afforded was really sufficient for us. We were just able to keep ourselves out of debt. I was drawing officiating pay prior to the Command breaking up. In 1902 in Murree I was just able to manage, but in 1908 in Simla with Rs. 150 plus Rs. 10 as personal allowance with no exchange compensation allowance and income-tax to pay I am absolutely unable to manage. I got Rs. 14 for the move from Rawalpindi to Murree and Rs. 14 back to Rawalpindi. This amount went to pay the tonga fare and I got Rs. 30 for quarters as compensation for the extra rent I had to pay in Rawalpindi. As a rule I did not pay more than Rs. 30 as rent if I could possibly help it. At great inconvenience to ourselves we are getting up some supplies from Jutogh. We get bread, flour, rice, sugar, cocoa at cheaper rates than the bazaar rates but the stuff arrives very stale, the bread is nothing less than two days old. It is only because the rates are so high that we get these things from Jutogh and it is at great personal inconvenience that we get these stores. No one would dream of doing it unless he was badly off. I get no quarters and no allowances up here. A friend and I have taken a flat between ourselves. This year it cost me Rs. 375 in rent and next year I shall have to pay Rs. 450 for half a flat. It cost me Rs. 207 a month with absolutely no luxuries and no recreation, and clothes are not taken into account in the Rs. 207. The amount represents actual hand-to-mouth expenses and we could not do it for anything less. My wife is an excellent manager and does her own cooking. All the servants we have is a bearer, sweeper and dhoby, and they are absolutely necessary. We keep our provisions at the very lowest minimum and we are drifting into debt. I think that my case is a typical one and is felt by every one of my own standing. There are men who are not so fortunate in their family arrangements and they are still worse off than I am. The items which make Simla so expensive are first and foremost house-rent. I do not pay owners' taxes but we have to pay servants' and water taxes. My monthly rent here works out to Rs. 32 a month, whereas at Murree on a pay of Rs. 160 I would pay Rs. 16 as house-rent. The house-rent I pay here is practically double. Meat is another big item here, bread and almost everything is more expensive here. We have greater difficulty in keeping afloat here as compared with Murree. We do not go in for rickshaws or any amusements here. There is nothing in Simla corresponding to the Recreation Club at Murree where I used to pay Rs. 3 for recreations. Murree is considered rather a dear hill station but nothing to compare with Simla, and though Murree can hold its own for dearness, still Simla is very much more so. With my wife's help I shall submit to the Committee a comparative statement of the relative cost of provisions at Murree and at Simla. If things happen as I anticipate, I have every reason to expect a step before the end of this year and probably I shall be on Rs. 200, I sincerely hope so but I dare not depend on it. Beyond that the other grades in my office are Rs. 225, Rs. 250, and I am not quite certain I think Rs. 275, Rs. 300, Rs. 350, Rs. 400, and the highest post, as far as I understand, carries a pay of Rs. 500—600, but I suppose I shall never be able to attain to that. The circumstances of my case are so peculiar that I am junior to men who joined the Army Head quarters about 2 or 3 years ago and I am graded according to my pay which is very detrimental to myself, but I hope to get better placed. If I had joined Army Head-quarters straight from my regiment in 1898, I would be getting Rs. 225 now, judging by others who are my contemporaries in the office. I have to serve 24 years for a pension, but some have to serve 28 and others 26 years. I have already served 14 years. The qualifying service is 24 years. A Sub-Conductor gets £90 a year as pension and a Conductor £100 a year. If I serve till I am 55 years of age, I can retire on a pension calculated according to the rank I will be holding at the time of retirement which will possibly be £140 a year. The rates of pension are laid down in the Regulations and are regulated by rank and not by pay. The pay one gets is entirely separate to the pensions granted. A man might be very unlucky as regards pay and yet might get fairly good Army promotion and in consequence pension provided always that he is recommended for it. But in some cases men are not even given their Army promotions, in which case their pensions suffer. If I had not taken to the clerical service, the other prospects which were open to me were the Ordnance Department, the Supply and Transport Corps and the Grass Farms. In the Ordnance Department, which I really wanted to enter in preference to this, I would have better pay and quicker promotion anywhere in India. I would lose in point of climate but I would be living in places which are a good deal cheaper than Simla. The actual pay would perhaps not be better, but there would be many other opportunities of getting allowances, etc. Similarly if I were in the Supply and Transport Corps. Mostly men who cannot get on well in their regiments are glad to join the offices and men who do not care for regimental duties are glad to get out of regimental employ. Clerical service is the least popular with Army men by reason of the sedentary life for one thing but chiefly on account of the poor prospects and poor pay. I think that this is the general feeling. I know men who were in District offices with absolutely no prospects as regards pay or pension beyond that of a private soldier, they are not even on departmental service, but they would rather do anything than enter Army Head-quarters on account of the terrible name Simla has got for men not being able to live and getting into debt. I could not refuse to accept the appointment at Army Head-quarters from the Northern Command. If I had refused to come up, the result would have been that I would have been returned to regimental duty. When they want a man they consult the list of applicants and they pick out a likely one and ask whether he is available and recommended and if the reply is favourable, he is ordered up. The man so selected can refuse to come. There are men who are so situated that they are only too glad to accept the appointment.

I cannot at present take my discharge and become a civilian clerk while remaining in Army Head-quarters. I am not quite certain as to what would be the immediate effect on my service if I became a civilian clerk, but I think that I would lose half my departmental service and the whole of my regimental service. The result in my case would be that I would lose 9 years' service. Such a thing could be done by men with very little service and by younger men, but in my case I am too old and besides I would be losing a great deal of service. I do not think that all the men who join Army Head-quarters do it with the object of securing a pension. This is not so much their idea when they first join, but it dawns upon them later on. Many men join to get out of regimental duty. I think that the limit of pay in Divisional offices is Rs. 250—300 and the prospects in Army Head-quarters is a pay of Rs. 125 rising to Rs. 600, but men fight shy of coming to Simla as one gets into such hopeless debt that it is practically impossible to extricate oneself and every man does not look so far ahead as the chance of getting a pension. Until a soldier gets on the unattached list, he gets free rations, free uniforms and free quarters, but when he gets on the unattached list he loses all these because his pay is supposed to cover the above losses, but in actual practice it does not cover what he loses. The rates of pay and allowances in the Army have changed so much of late that I do not exactly know what a Sergeant gets. As a Lance-Corporal in 1895 I got one shilling and seven pence a day which was practically all pocket money. I was married without leave. I have a knowledge of the civil pension rules. I think the men in departmental service would prefer the civil pension rules to their present pension rules. I would certainly prefer them though I should be required to serve for 30 years before drawing full pension. I would forego the privileges we enjoy under the present Military Leave Rules of going home for a change and rest. I have been 12 years in India and require a change very badly, but I cannot afford to go home on leave not even on medical certificate. In the Adjutant General's Division, military clerks are not employed on purely routine duties, register-keeping, copying and despatching are done by Babys. In the Chief of the Staff's Division military clerks do this kind of work probably on account of the secret nature of their work. Nearly all, if not all, of this work is done in that Division by military clerks. I think that if promotions were more rapid in the lower grades it would remove a distinct grievance. I think that if a man got on to Rs. 250, which is a living wage, quicker than he does at present, he would be quite satisfied to remain on it longer than at present. I know men who are as old as myself and on the same pay and less waiting to get married. They are growing old and so are their intended wives and they cannot get married because they cannot attain to Rs. 200. I think it would take 8 or 10 years for a man to rise from Rs. 125 to Rs. 200. A man joins at the age of about 28 or 30 and he will be about 40 or more before he is allowed to get married. Rs. 200 is an existing wage for a married man and the corresponding amount for a bachelor would be about Rs. 140. I have had no experience in that, but my idea is that a man would be hard up until he got Rs. 140 or Rs. 150 a month. I cannot speak from actual experience: by guess I should think that it would take 3 or 4 years for a man to rise to Rs. 150. It depends on circumstances, sometimes less and sometimes more. Men on less than Rs. 200 are not allowed to marry under the orders of the Heads of Divisions. I know that this order is in force in the Adjutant General's Division, the Quarter Master General's Division and the Chief of the Staff's Division. If this order is infringed, the penalty is that a man is returned to regimental duty and will revert to the same rank as that he held before leaving his regiment. As a rule they decline to take married men. I think that the great bulk of the men in the Adjutant General's Division are bachelors. I do not think that a similar restriction about marriage exists in any other Department. I am pretty certain that there is no such restriction.

Comparative statement showing average monthly Household Expenses in Murree and in Simla.

Detail.						Murree.	Simla.
						Rs. a. p.	Rs. a. p.
Rent and taxes	...	...	...	...	...	*16 0 0	†33 0 0
Stores	...	...	...	...	...	31 0 0	54 0 0
Oil	...	...	...	...	...	10 0 0	14 0 0
Vegetables	...	...	...	...	...	4 0 0	8 0 0
Odds and ends from bazar	...	...	...	...	...	5 0 0	13 0 0
Meat	...	...	...	...	...	10 0 0	16 0 0
Eggs	...	...	...	...	...	4 0 0	9 0
Bread	...	...	...	...	...	5 0	5 0 0

* For this I had 4 rooms and a pantry and bath room.

† This is what I am paying this season. But the landlord has raised the rent for next season, when I shall have to pay over Rs. 39 per mensem—including taxes. I may mention that for this amount I will have only two rooms and a bath room, which is quite insufficient for my requirements.

*Comparative statement showing average monthly Household Expenses in Murree and in Simla—
concl'd.*

Detail.						Murree.	Simla.
						Rs. a. p.	Rs. a. p.
Milk	...	...	...	...	...	8 0 0	12 0 0
Butter	...	...	...	...	...	5 0 0	7 0 0
Chemist...	...	...	...	...	...	6 0 0	6 0 0
Servants	...	...	...	...	...	24 0 0	29 0 0
Total						128 0 0	206 0 0

						Rs. a. p.	Rs. a. p.
Pay	...	...	...	...	...	160 0 0	Pay ... 150 0 0
Exchange Compensation	...	...	...	...	...	10 0 0	Personal allowance ... 10 0 0
Total						170 0 0	Total ... 160 0 0
							Income-tax ... 3 5 4
							Total ... 156 10 8

SIMLA;
29th September 1908.

G. J. PIPER,
Sub-Conductor,
Adjutant General's Division.

Evidence of Conductor J. E. Wilkinson, a clerk in the Chief of the Staff's Division, given on the 28th September 1908.

I am employed as clerk in the Chief of the Staff's Division. I have been nearly 20 years at Army Headquarters. Before joining Army Headquarters I was in my regiment. I came direct from my regiment into Army Headquarters. I have always been in the Intelligence Branch which was until quite recently a branch of the Quarter Master General's Division. The various Divisions of Army Headquarters have changed considerably in the last 20 years and have grown much bigger. A couple of years ago they took two branches out of the Quarter Master General's office—the Intelligence Branch and the Mobilisation Branch—and they made a Strategical Branch and they made two more branches—Training and Staff Duties—and put the lot in a bunch and called it the Chief of the Staff's Division. I have always been in the Intelligence Branch. When I joined Army Headquarters I started with regimental pay and just sufficient to make it up to Rs. 100 a month staff pay. I am now drawing Rs. 300. I was on Rs. 100 from February 1889 until June 1892, after which I got into the grade of Rs. 100—200. In April 1903, I was promoted to the grade of Rs. 200—300 and I got my maximum in June 1907 when I was put on a fixed pay of Rs. 300 a month. It took me 18 years to rise from Rs. 100 to Rs. 300. My total service, regimental and departmental, will be 27 years next December. I can only hope to rise one step more which will bring me to Rs. 350. This is the only chance of advancement that is open to me at present. I am not sure about the system of recruitment but they usually send round circulars expatiating on the advantages to be gained by service at Army Headquarters, that is one way. There is another way by which they often bring up temporary men, say for field operations or anything of that sort and if we find a good man amongst them, we try to keep him. The circulars are sent to the different Commands and it is sent round to each regiment. Men are often taken direct from the regiments, I joined direct from my regiment. I think that a fair percentage of men are sent back again as not fit for work at Army Headquarters

but as a rule they are very careful in picking out good men. They do not recruit civilians now. We have 3 or 4 civilians who are novices and are put on routine duties. Civilians are not recruited now because it has been found that they require too much training and soldier clerks are absolutely necessary for work at Army Headquarters. Civilians are easily tripped up when engaged in Army work. I will give an instance of what happened about a couple of years ago to show how easily civilians can be tripped up. There was a civilian clerk who sent by mistake a cypher code to the General Officer Commanding of a Division instead of to the Lieutenant-General Commanding. Both the officers were in the same station and when the mistake was found out and pointed out to the clerk he said that he did not know that there was any difference between General Officer Commanding and Lieutenant-General Commanding. I do not think that: the recruits we get at the present time are as good as those we used to get many years ago. I think they are more superficially educated. The very best men will not join the service now: they prefer to join the Supply and Transport Corps and the Ordnance. The present clerks require a good deal of teaching and they are not considered as smart as those we got previously. The same educational standard is demanded but the men we get now are not so good. The present men fancy they know a lot but when put to the test they are found to be very deficient. The whole system of Board School education is not sufficient for our wants. I think that the remedy lies at the root of the present system of education. The present vacancies in Army Headquarters are not satisfactorily filled up. I am not in any way responsible for the getting up of this printed memorandum. I was not consulted. I think that the Chief Clerks of the office got into consultation and drew up the memorandum. I had nothing to do with it, I have merely been given a copy of it. I understand that it is a digest of all that had been said on the subject during the last few years of our troubles and our grievances. I have not been charged with explaining the statements that are contained in the memorandum. I have been given to understand that it is merely a digest and contains suggestions which have been drawn up by the Chief Clerks and Senior clerks of the office. I should think that about 15 of the senior men have had a hand in drawing up the memorandum. I think it represents the views of all the soldier clerks of the Army Department. I myself was not consulted but that might have been accidental. The junior men do not know much of the subject and are therefore not competent to offer suggestions in drawing up the memorandum, but I understand that the memorandum is drawn up with the view of expressing the grievances of Army clerks in general. It would not pay me to become a civilian clerk now. I do not think that it is fair to have two sets of pension rules for men working side by side in the same office. The men under the military pension rules are discontented because they compare badly with men who come under the civil pension rules. If all the men were under one set of rules this discontent would disappear. I think it would be a wise step to allow men to elect for the civil rules. The present rules cause discontent because men do exactly the same sort of work and draw different rates of pay and pension and there should be one set of rules. Civilian clerks draw allowances which are not given to military men. The only men to whom it would be advantageous to take the civil pension rules are the young men, but it would be a bad thing for the whole office. A military man who has served for some years would lose if he were now to change to civil pension rules as he would lose all his departmental service. If I had an option of doing it earlier in life it would have paid me to do so. The regimental rank of the men who come in as Army clerks is usually Corporals or Sergeants and when they come up here we have to make up their pay equivalent to that of a Sergeant. If the office establishment were divided into the classes enumerated in the memorandum it would have the effect of keeping each class separate and it would give a man a fair chance of prospects in his own circle. It is true that under the scale suggested in the memorandum a clerk would attain to his maximum pay in the first eight years of his service and would have to continue for 17 years without any inducement to work steadily and satisfactorily. In such cases it will all depend on the man and if he is not fit to go any higher he will be definitely told that he cannot be promoted any higher and that he will have to stop where he is. The conditions should be distinctly laid down when the circulars for applicants are sent round. The idea is that men for class 3 should be filled by men who are promoted from class 2 and that there should be no direct appointments from outside. Only smart men who were really fit for class 3 would be promoted to that class from class 2. The maximum pay in class 1 would be Rs. 100 a month because the standard of education required for copyists and despatchers is very much below that required for routine clerks and we have no European copyists and despatchers. The Strategical Branch has Europeans to do this sort of work, but this sort of work is done in that Branch by very junior men who have just joined the office. Before a man receives his incremental rate of pay he would be kept on a temporary appointment and he would not be made permanent until the officers were satisfied with him. Of course it would take some little time for a man to learn his work and if you object to his getting his incremental promotion year by year, that matter has to be thought out and properly worked out later on. At present when a man joins the office he is first put in a temporary appointment and if we find that he is any good then we put him into a permanent appointment. Some men are kept on probation for a year; it all depends when vacancies occur. I remained on probation for three years. If a man had not earned his promotion he would not get it. They are very strict in the Army Departments and if a man did just simply what was expected of him without getting himself into trouble he would drop in for it. A man who did not deserve promotion would not be promoted. Nobody would get his promotion as a matter of course. I remember the case

of one man whose increments were stopped. It was in the case of a native draftsman who was deprived of his increments. They are very strict with us and no man would be given promotion unless he was really deserving of it. I think that the framers of the memorandum had in view the system which prevails at home when they divided the men in the different offices into separate classes. At home there are junior clerks, senior clerks, writers and so on and a good junior clerk is promoted to a senior post. The idea is not to recruit men direct into class 3, because, if that were the intention, the sons of gentlemen could be brought out from home and put in direct into class 3. One-ninth of the higher grade appointments should be held by the Chief clerks there would be one in each Division and in the Chief of the Staff's Division where there are two Head clerks and one Chief clerk, three would be held by senior clerks on suitable pay. The intention in the memorandum is that the Head clerks and Chief clerks should be on a suitable incremental rate of pay say from Rs. 300 rising by biennial increments of Rs. 25 to Rs. 450, and above the men in Class 3 there should be certain appointments carrying higher rates of pay which should be the "plums" of the office, and which are necessary to act as an incentive to men to do their best at all times and to realise that there is still something to look forward to. Leaving out class 1, the number of men in classes 2, 3, etc., should be as follows:—

Class 2—five-ninths of the clerical establishment.

Class 3—three-ninths ditto

Higher grades—one-ninth ditto

I am not really competent to give an opinion as to how the men should be divided off but I know that the Head clerks have huge responsibilities and I know that the work in the Chief of the Staff's Division is of a very secret nature. In foreign countries the men who do work similar to the Head clerks and Chief clerks are paid large salaries simply to keep their mouths shut. A Head clerk of one of our Sub-divisions draws Rs. 400 fixed and the Chief clerks get Rs. 500 rising to Rs. 600. As regards the prices of food that of stuffs, house-rent, etc., I would refer you to the evidence I gave before the Dane Committee. My evidence before the Dane Committee was based on 16½ years' experience of Simla and since then I have had no experience of the bazaar rates because I was invalided home, but I hear that things have got worse since the Dane Committee sat. I am now living as a bachelor in the Young Men's Christian Association, with young men, a thing which I should not really be doing. I pay at the Young Men's Christian Association Rs. 70 a month. I think that the charges for board and lodging at the Young Men's Christian Association are from Rs. 60 to Rs. 80 a month. Unless a young man is fortunate in getting a cheaper place he can reckon on paying Rs. 70 a month for board and lodging. He would have to keep a servant which would cost Rs. 10, a dhoby say Rs. 5. If he is not a fop Rs. 100 ought to do him alright for clothes for the year. It all depends on the amount of amusement that would satisfy each individual. Perhaps he would join the Young Men's Christian Association, Tennis Club, the charges for which I believe is Rs. 5 entrance fee and Rs. 5 monthly subscription and there is another Tennis Club which charges Rs. 10 entrance-fee and Rs. 10 monthly subscription. It all depends on each individual case as to how much he is able to spend on amusements and recreation. I was not able to spend anything. So far as I remember at Fillingham's they charge clerks Rs. 60 for a suit of clothes, but those made by the native tailors in the bazaar would cost about Rs. 30 for each suit. I have no experience of the cost of living in other stations where there are Divisional offices. I only know Simla. Soldiers who join the Grass Farms go on their staff pay and they get certain allowances for clothing, rations and quarters. Their pay is much higher as compared with that of clerks of Army Headquarters. We have observed that a Staff Sergeant in the Supply and Transport Corps is able to keep his own buggy and belong to a Tennis Club or two and take part in all sorts of amusements, but we cannot do anything of the sort up here. Men employed in Grass Farms, the Ordnance Department, and the Supply and Transport Corps always have spare cash, but we never have spare cash. A particular grievance that men in Army Headquarters have is a feeling that Government have not treated us fairly and all we ask is that it ought to be put right. The Dane Committee granted allowances to civilian clerks, but nothing was given to Military men and the cost of living up here is the same for both. The rise in the prices of provisions has affected us in the same degree as it has done in the case of civilian clerks yet we are not granted the allowances while they are given allowances now all the year round. This causes a great deal of discontent because when a man joins Army Headquarters he finds that he cannot make his pay go very far on account of the expensiveness of things and he finds that civilians are compensated for the dearness of things whereas he is not. The purchasing power of the rupee is the same for all, and it is difficult to understand how the cost of living in Simla can be held to affect men in some offices and not those in others, particularly when, as we have endeavoured to show, the increased cost of living has never been taken into consideration when fixing the salaries of the stationary offices in which a number of the clerks annually move with the Headquarters of Government to Calcutta. We all do the same work—both civilians and military clerks—and the same prices range for all in Simla and yet the civilians are given allowances and we are exempted. I always belonged to the Intelligence Branch; it was originally a part of the Quarter Master General's Division and we paid no income tax and we enjoyed the benefit of Exchange Compensation Allowance, but now the Exchange Compensation Allowance has been abolished and have to pay income tax. No

civilians would be allowed to hold appointments in the Intelligence Branch and yet on these grounds I had to pay income tax and the Exchange Compensation Allowance has not been restored. These have had a lot to do with making us worse off and these are the sort of things which make men very discontented and anxious to leave the office. As far as I know the pay and prospects of men in Army Headquarters has not improved since I joined it, they are practically the same as when I joined.

Evidence of Mr. Herbert Moir Stowell, Personal Assistant to the Adjutant General, given on the 2nd October 1908.

I am Personal Assistant to the Adjutant General in India. I forwarded the printed statement of the case to the Committee. The statement is supposed to represent the general views of all the clerks at Army Headquarters. Men who are supposed to be representatives from each office got together and gave Mr. Cameron some statements and he joined them together with this result. We were rather hard pressed till we saw it in print and therefore we thought it best that the Adjutant General should send it in to the Secretary of the Committee which he did. Certain of the senior clerks helped to get it together. It has not been circulated nor signed. The printed memorandum represents my views and I am prepared to endorse them generally. I believe that the facts in it have been carefully authenticated and nothing struck me as being very far from the mark. I joined the Adjutant General's Division on the 1st March 1885. I have been employed in the same office for 23 years. Previous to joining the Adjutant General's Division I was in the Home office. As regards the accepted policy of recruitment for the Adjutant General's Division, I think I could best answer that question by referring you to a letter, dated 28th September 1908, written by the Adjutant General's Division to the Army Department, the proposals in which the Army Department accepted. This letter relates to giving Divisional Brigade offices a revised clerical establishment. Government accepted our recommendations and then we issued the letter, dated 28th September 1908, to General Officers Commanding Divisions and Brigades. The scheme practically amounts to this, that we shall practically get no more civilians and no more regimental men but we shall recruit from these offices, the pay in which ranges from Rs. 140 to 160 in the junior grades and it will be those men who will come to us on Rs. 200, 250, rising to Rs. 350 and ultimately to Head Clerkships. Our hands are tied by the arrangement come to by Government as explained. We will recruit exclusively from the Divisional Brigade offices and they in turn will get their men from regiments. They will recruit regimental men who are called Military Staff clerks not on the unattached list. From Brigade offices they will work their way into Divisional offices and then into Army Headquarters. This has been the regular practice for several years. The last civilian that we got into the office was a few years ago, in fact we get no civilian candidates. Mr. Mathews was the last civilian we had and he joined in 1905. For the future we are restricted to the particular field of recruitment I have mentioned above. Routine clerks are not recruited under that system, the routine work of the office is almost entirely reserved for Indians. A routine clerk is understood to mean a copyist, despatcher and register-keeper. Routine clerks begin on Rs. 40 and rise to Rs. 120. They never get promoted into the higher grades. It is only the cashier who draws Rs. 225 a month. Everything past the routine clerks is a close preserve for soldiers. The procedure followed to obtain candidates is that we keep a register, there is an Indian Army Form for men wishing to join Army Headquarters and on this form certain particulars are filled in and given to the Commanding Officer. The man's name is recorded and when there is a vacancy we look through this register and go through all the recommendations made, and ask for the man selected. We have a standing list of candidates. So far as we are concerned the list will be composed merely of men who wish to join Army Headquarters from Divisional offices. That list will disappear altogether as far as the regimental men are concerned. We have got a pretty big list of men composed of men of lower rank than Sergeants. I do not think that we have a single Sergeant on the list, they are all privates or corporals. Recently we have not been in the habit of getting men direct from the regiments. Recently we have had to absorb men from the Command offices which were abolished. In my own opinion I think it will be very difficult to get good men under the present arrangement. Mr. Godfrey of our office was formerly Head Clerk of the Lahore Division drawing Rs. 200 a month. Colonel Beatson knew him to be a good man and being of opinion that he would give every satisfaction in his work got him to the Adjutant General's Division. He has been with us for two years and is really very good at his work. I think he joined on Rs. 250 but is going back on the 1st November as Head Clerk of a Divisional office. He said to me the other day that he was very happy in the office and very satisfied but he assured me that if we offered him Rs. 400 a month he would not stay. I asked him if I may mention his name to-day and if he would give his reasons to the Committee for the statement he made to me and he said that he would be very glad to do so if called upon. Junior men get Rs. 140, Rs. 160 and Rs. 200 and I consider this good pay in plains stations. The intention is to get good men into the Divisional offices and to allow them to enter Army Headquarters after that. In the event of our not having a certain number of willing candidates we have power to summon a man but cases of this kind require the Commander-in-Chief's orders. I do not think that a man in Army Headquarters can accept civil employ. I do not remember a single case in

which this has been done. The men in our Division are on consolidated rates of pay. The initial pay is Rs. 150 and income tax has to be paid out of that, the next grade is Rs. 155, and then Rs. 175, 200, 225, 250, 275, 300, 325, 350, and Rs. 375, there is one appointment on Rs. 400 fixed, two appointments on Rs. 400 rising to Rs. 500 and the highest appointment is on Rs. 500 rising to Rs. 600. There are no allowances of any kind in addition to the rates of pay I have mentioned. Each grade has a definite number of men in it. Promotions are given when vacancies occur in any of the grades. The pay has no connection whatever with the Army rank of a man. The Indian Miscellaneous List has a certain number of men in it and a certain proportion of men on that list are warrant officers and a certain proportion are Conductors and Sub-Conductors. Then again above these are the Army Commissioned officers—Assistant Commissary and Commissary—and their number varies according to the proportion of Warrant Officers. I am not personally interested and therefore I do not know much about this, but if you will kindly ask one of the men who follow me to-day the information they will be able to give you will be more reliable. The men in permanent offices up here do not get Simla allowances but certain allowances are drawn by men who go down to Calcutta in the winter. There are no privileges attached to the appointments at Army Headquarters. The men are allowed to get certain supplies from Jutogh and when a man is sick he can go to Jutogh and admit himself in the hospital there where he can get free medical attendance for himself or his family. We can send down to the Ripon Hospital for medicines, but I do not think they avail themselves of that privilege because very often the men have to wait a long time as the supplies at the Ripon Hospital are not sufficient. I think that the average age of the clerk who joins Army Headquarters on Rs. 150 a month is between 24 and 26. He is generally a bachelor because we do not have married men and that condition is always laid down when calling for candidates. We have got an office order prohibiting men on less than Rs. 200 getting married and if this order is disobeyed the punishment of a remand to regimental duty is inflicted. When a military clerk comes up here he lives practically in every respect like a civilian and he is exposed to the full scale of charges that the civilian has to meet. With regard to routine clerks, I cannot answer for other Divisions because in some Divisions they have military men despatching and doing other routine work on account of the secret nature of their work. I am not prepared to support the suggestion at the foot of page 6 of the printed memorandum sent by the Army Headquarter's offices to divide the office establishment into three classes because I do not think that the 2nd class would work very well in practice. I think it would be very difficult to separate routine clerks because a time would come when you would have to tell a man that he was a routine clerk and nothing more. It seems to me that the idea is that of a time-scale, but I cannot accept the details without examining them more closely. We have men on the establishment who have been superseded by men junior to them in service. Mr. Bartlett superseded some men and Mr. Dawson superseded a few including Bartlett. Mr. Hughes also got above 2 or 3 men. There is a civilian in the office who has risen to Rs. 200 and he has been kept on that for years because he is not fit for anything better. In my opinion this man would not get another pice if he worked 200 years in the office. I do not advocate dividing the office into two classes beyond the system that we have at present. The recruits we get are generally speaking all about the same stamp when they start in the office. We get some men who have had very little clerical experience while others have greater experience in regimental offices and staff offices in Divisions. I think it would be impossible to have two divisions. I think that, generally speaking, they are men of the same class and of the same experience. I do not think that it would be possible to expand the scope of the routine clerks by throwing a larger proportion of work on to men who were capable of doing better work. My reason for that opinion is that many of the Indian clerks who are the senior routine clerks are men who joined years ago, that is, before this line was drawn and they always had a hope of promotion and the class of men was much better than we now have. Many of the men we now recruit do not know English sufficiently well to be entrusted with anything more than copying and despatching. These men have no hope of promotion, they get Rs. 40 or Rs. 50 a month and no allowances and they are not up to much being men who are left from the Secretariat offices. If the range of clerical routine division were increased, the maximum raised and some more grades added I do not know if it would be possible to entrust the men with a larger portion of work of a better class. This would depend on the Adjutant General and I am not sure whether he would or would not agree to this being done. There are one or two headings of work which are now done by men on Rs. 150, 175 and Rs. 200 which could be entrusted to Indian clerks. Books can be dealt with by intelligent Indian clerks. That work gives a lot of trouble, but it can be done by routine clerks. I do not know if there is any reason of policy why work of routine nature is not done by men on the regular roster. A lot of work is not secret, but is handed to men who are not so highly paid. All the routine work is not of a secret nature. I think that the routine work is a good training ground for young men who come in on Rs. 150. It is a good start, it helps a man to feel his way in the office. The office suffers from a tendency of men trying to leave it and get into Secretariat employ. We never interfere in such cases except if an application is made to the Adjutant General and there is no time to get another man in the place of the man who applies to leave the office. We got a letter quite recently from a certain office asking us whether we could recommend a man for that office. We always recommend as many men as we can. The Adjutant General is only too glad to help men if we cannot do anything further for them in the office, and there is never any obstacle raised from our side. Up to a certain time no man was allowed to take up civil employ and yet have his name borne in our office, but lately

three cases have occurred and I know of two men who have been allowed to retain a lien on their appointments in the Adjutant General's Division. These men gain with regard to pension. One of the two men I am referring to joined the Chief of the Staff's Division and the other the Quarter Master General's office and if they happened to be put in the Rs. 500—600 grade, it would improve their pensions considerably. Several men have left us and joined the Foreign Department, the Department of Commerce and Industry and the Finance Department. They leave to better their prospects and to get the Simla allowances. All the men who have left us have done better while their juniors are still in the office and this constitutes a grievance because they leave men behind who are just as good as they are. I have had no personal experience of the comparative advantages of life in Army Headquarters and in the offices the men leave—the Brigade and Divisional offices. I am a civilian myself and not a military man, and if I may suggest it, I would ask you to examine Mr. Godfrey, who is the man who said that he would not stay with us even if he got Rs. 400 a month. He would most certainly have got on with us provided he stayed. He was formerly Head Clerk of the Lahore Division office. The idea underlying the new arrangement of recruitment is to improve the class of clerks in Divisional offices and also at Army Headquarters. I think that we would get a better class of clerks at Army Headquarters, if the attractions were better. Under the new arrangement there will be an interchangeability of appointments, and men from the Brigade offices will join Divisional offices and from the Divisional offices they will come to Army Headquarters. A man will come up to us in a junior grade and after he has had a good training we will send him back to a Divisional office as Head Clerk. At present a man practically comes to us for good, but in future if there is no promotion for him at Army Headquarters he can go back. A man would have an option of going back if he did not care to stop at Army Headquarters. The whole question of interchangeability was discussed between our Deputy Adjutant General and General Duff and General Selater. Of course the question of interchangeability is not a Government order, but is a matter more for ourselves and it will now be open to the offices in Army Headquarters to adopt a part of the scheme sanctioned by the Army Department or not to adopt any part. I do not think that in a matter of this sort Government would interfere. I think that we have got a perfectly free hand in our line and we shall certainly not supersede a man in the office by getting a man from the Divisional office. The pay of the highest post in Divisional offices is Rs. 250 to Rs. 300, this is the pay of Head Clerks. In my opinion there are much better prospects in the Army Headquarters than there are in the Divisional offices. Our lowest pay is Rs. 150 and a man has a chance of rising to Rs. 500—600. With the interchangeability of appointments I think there will be many men who will be very glad to leave Army Headquarters and go back because Simla is so very expensive and because the work here is considerably harder and the hours are very much longer. We certainly would not force a man to stay if he applied to go away. The lowest pay for a soldier clerk in a regiment is Rs. 10 in addition to the pay of his rank as private or corporal. A soldier clerk can become a Military Staff clerk and then he goes on to the Miscellaneous List. There are four military men in the 1st Peshawar Division. There is one Chief Clerk on Rs. 250 rising to Rs. 300, another is on Rs. 200 fixed, and the 3rd and 4th men get Rs. 150 each. It is not essential that only these four men should come up to Simla. In the event of a vacancy, there is nothing to prevent us from getting a military staff clerk to come up to Simla. We have often had refusals from men when asked to join Army Headquarters from Divisional offices. Work in our office is both routine and Secretariat and one man's work may include both, sometimes he deals with important and intricate cases and sometimes with applications for leave and things of that kind. The number of men in each of the grades is as follows:—5 on Rs. 150, 2 on Rs. 155, 3 on Rs. 175, 3 on Rs. 200, 3 on Rs. 225, 4 on Rs. 250, 3 on Rs. 275, 3 on Rs. 300, 3 on Rs. 325, 1 on Rs. 350, 1 on Rs. 375, 1 on Rs. 400 fixed, 2 on Rs. 400—500 and one on Rs. 500—600. I do not know how long it takes a man to rise from Rs. 150 to Rs. 200, it depends on funerals. It is very difficult to answer that question. The last man who joined our office is Mr. Mathews who joined in 1905 and he has just got up by the skin of his teeth. His real pay is Rs. 155 fixed. He joined on Rs. 100—200 but when the fixed salaries came into force his appointment was lowered to Rs. 155. As a personal matter he was allowed to join on Rs. 100—200. I joined the office on the 1st March 1885. On the 2nd August 1906, I got my present grade of Rs. 500—600, but had it not been for the reorganization scheme, this vacancy would not have occurred and it might have been many years more before I could have attained to that position in the office. I got that promotion after 21 years of service and I was fortunate in getting it. I started on Rs. 200—300 and I superseded many men. Mr. H. Maloney joined in 1882 and is getting Rs. 400—500 from the 2nd of August 1906. He is one of the men over whose heads I came. Conductor Dawson joined on the 15th August 1894 and got his present appointment of Rs. 400—500 on the 1st March 1907. These appointments are the result of the reorganization which took Mr. West away from us to the Army Department. Sergeant Creak joined on 1st May 1904 and his grade on the 1st October 1906 was Rs. 200. I may say that all these appointments are really the result of the reorganisation on account of Mr. West having left us and some of the senior men being transferred to the Chief of the Staff's Division. It may be called a run of luck that we got these appointments because it just happened that at the same time some of the senior men retired. The present men have not much grievance, because they have had fairly rapid promotion but we are now, if I may say so, considering the future prospects of the men. Personally I would not force a man to take up an appointment in a Divisional office as Head

Clerk, if one were vacant. I would not force the Divisional authorities to take a man we wanted to send to them. That would depend on the personality of the Adjutant General. The interchangeability is not a perfect interchangeability in the true sense because the rates of pay are so different. One of the clerks who came to us from a Command office was very much in debt. He was a married man on Rs. 150 and he said to me that he could not possibly live on his pay. He sent his statement to me when I was in Calcutta last winter. It came to us from Murree and there was an attachment on his pay for Rs. 120. The junior men are always complaining that they do not get enough to live on. One grievance that the men complain of is that they do not get the Simla allowances. They complain that the work is just as hard as Secretariat work and that the hours are very long and they do not get the allowances while civilian clerks get Simla allowances. Regarding our average being higher than that of other offices, I consider it one of my strong points I always considered that our average being higher was a strong one and I thought the matter out before coming here to-day and it struck me that we cannot help it as it is not our fault. It is the Government of India and the Military authorities who have made up their minds that our offices shall be manned by soldiers and not by civilians who usually start on Rs. 50 a month in Secretariat offices. The Government having made up their minds that it shall be the soldier, they must of course make up their minds to pay for them. A soldier is not like a man looking for an appointment and that is what raises the average and having started a man on Rs. 150 his future prospects should bear some proportion to his initial pay. As the head of a big Government establishment when I receive the orders of Government that I must run the office with military men, I must do so and if it is found that we cannot get military men on Rs. 150 or that the men are not willing to wait too long on that pay and then if Government say to me that I must run the office with the same class of men as are taken in the civil Secretariats, that is the school boy who usually starts on Rs. 50, I shall have to run my office with these men and my average would drop. The average pay being high should not, I think, prejudice this case. The conditions of work have changed considerably in the office and the work is very much harder now. The work is more of the nature of Secretariat work and the noting and drafting is of a more difficult nature. I first joined the Home office and left that after 2 or 3 years' service. I was drawing Rs. 100 there and I left it for a bigger pay, but I cannot help thinking that if I had remained on in the Home office I would have got on much better. The pay of a Military clerk does not affect his pension. His pension is regulated by his standing on the Indian Miscellaneous List. I do not think that there is anything in our work which renders it impossible of its being done by civilian clerks. Personally speaking I would prefer the military man because he is a much older man, he has more confidence in himself, he knows his way about and he knows the Regulations. I do not think that there is anything so very confidential or secret in our work. If anything does turn up I attend to it myself. I do not think that in my position as head of the office establishment, I should neglect to say a word for the Indian clerk. A man named Rajani Kanto Banerjee joined the office on the 30th May 1885, and has had no promotion since then. He joined the office on Rs. 100 and he is getting the same pay now. I think he has passed the F. A. Examination. I have recommended, and I am glad to say, that the Adjutant General has also recommended that he should get an addition of Rs. 40 to his pay. He started on Rs. 50 rising to Rs. 100, he has had his increments and is now drawing Rs. 100 a month.

[A paper subsequently sent by Mr. Stowell and which he asked should be attached to his evidence is printed as Appendix I.]

APPENDIX I.

Comparison of rates of pay drawn by Soldier clerks at Simla, and the pay and the allowances of the various Departments which recruit their men from the British Army in India.

The pay of the Soldier clerk in the Divisions at Army Headquarters, generally commences at Rs. 100 a month. This is consolidated pay, *i.e.*, from his salary the soldier is required to maintain himself precisely in the same way as a civilian resident in Simla, providing from his pay, board and lodging, fuel, light, servants and clothing, etc.

No additional allowances whatever are given in Simla to military clerks on the Indian Miscellaneous List, serving at Army Headquarters.

* Omitting copyists and despatchers.

The actual grades and rates of pay* in the Quarter Master General's Division, in which I am

serving are as follows :—

	R
8 Clerks on	100 each.
4 " "	120 "
10 " "	150 "
3 " "	175 "
7 " "	200 "
4 " "	250 "
3 " "	300 "
2 " "	350 "
2 " "	400 "
1 " "	450 "
1 Chief Clerk on	500—20—600

2. The Departments which mainly obtain their subordinate establishments from the ranks of the Army, and compete with Army Headquarters, in drawing therefrom what, it may be assumed, is the pick of the intelligent and well-educated men among the non-commissioned officers, rank and file, are the following :—

Supply and Transport Corps.
 Ordnance Department.
 Public Works Department (Military Works Services).
 Barrack Department.
 Farms Department.
 Army Remount Department.
 Military Prisons.

3. An exact comparison between the pay of military clerks at Army Headquarters, and the inducements held out to men serving in these Departments, is not easy. As stated above the pay of the Simla soldier clerk is inclusive or consolidated. The pay of Departmental Warrant and non-commissioned officers and commissioned officers having honorary rank, is made up of the pay of these respective ranks *plus* various charge allowances, varying from Rs. 20 to Rs.100 per mensem or higher, in the Supply and Transport Corps and Ordnance Department ; Grade or Staff pay in the Military Works Services, Barrack, Public Works and Farms Departments.

4. In the Supply and Transport and Ordnance Departments the general scale of emoluments may be taken as under :

		Pay and Allowances.	House rent paid.
		R	
Sergeant (average)	. . .	130	Provided by Government rent free.
			R a. p. Per mensem.
Sub-Conductor	. . .	149	7 8 0 „
Conductor	. . .	191	12 0 0 „
Assistant Commissary	. . .	319	25 0 0 „
Deputy	„ . . .	398	30 0 0 „
Commissary	. . .	531	50 0 0 „

Public Works Department, Military Works Services.

		Pay and Allowances.	Staff pay.
		R a. p.	R per mensem.
Sergeant	. . .	98 8 0	+ 85 „
Sub-Conductor	. . .	98 8 0	+ 100 „
Conductor	. . .	100 0 0	+ 120 „
Assistant Commissary	. . .	180 0 0	+ 150 „
Deputy Commissary	. . .	225 0 0	+ 200 „
Commissary	. . .	300 0 0	+ 250 „

Barrack Department.

		Pay and Allowances.	Staff Pay.
		R a. p.	R per mensem.
Sergeant	. . .	99 13 2	+ 20 „
Sub-Conductor	. . .	80 0 0	+ 60 „
Conductor	. . .	100 0 0	+ 80 „
Assistant Commissary	. . .	180 0 0	+ 120 „
Deputy Commissary	. . .	225 0 0	+ 150 „
Commissary	. . .	300 0 0	+ 200 „

Farms Department.

		Pay and Allowances.	Staff Pay.
		R	R
Sergeant	. . .	104	
Sub-Conductor	. . .	80	Assistant Overseer . 100—10—140
Conductor	. . .	100	Overseer . 150—10—190
Assistant Commissary	. . .	180	Assistant Manager . 200—25—300
Deputy Commissary	. . .	225	Manager . 300—25—500
Commissary	. . .	300	

5. In addition to the above non-commissioned officers in the Barrack Department and Farm get free house accommodation and Honorary Commissioned and Warrant Officers pay the nominal rents for Government quarters mentioned in paragraph 4 above.

6. To sum up, the Simla soldier clerk commences on Rs. 100 per mensem, and can rise to Rs. 600 per mensem. He receives no concessions whatever in addition to his pay and lives in perhaps the dearest place in India.

The Departmental subordinate, taking the great boon of a free house into consideration, may be said to commence on a pay equivalent to Rs. 180 to Rs. 250 per mensem, and can rise to, from Rs. 550 to Rs. 800. He lives as a rule in Cantonments, where he can obtain food and uniform from the Agency supplying Corps, at a low cost, and servants and all other items of expenditure are at very much lower rates than at Simla.

7. If a man's financial position is gauged not by what he earns, but by what he can, if thrifty, save, the contrast is still more marked, for while the Simla clerk cannot live on the pay he at first obtains, the Departmental subordinate is in a position to put aside for a rainy day, at least Rs. 80 to Rs. 100 a month.

[The correctness of the foregoing figures can be verified by a reference to the following books of Regulations, etc:—

Army Regulations, India, Volumes I and III.

India Army Order, no. 473 of 1905.

Report of the Proceedings of the Unattached List Committee, 1906.

Finance Department (Military Finance), despatch no. 13-M.F., dated 27th February 1908.]

Evidence of Sub-Conductor Angus James Cameron, a clerk in the Chief of the Staff's Division, given on the 2nd October 1908.

I have been 20 years at Army Headquarters. I have been a clerk ever since I left school. Before I came to Simla I was employed in Regimental and Brigade offices. From 1891 to 1898 I was in my regiment and in 1898 I joined the Quarter Master General's Division. At home I was in a Staff Office where I served as a clerk. I helped a great deal in preparing the printed memorandum of the case which we sent in to the Secretary of this Committee. There were representatives from the Army offices and Headquarter offices and we all got together and drew up this memorandum which is intended to represent the case of everybody. General Seillon and General Duff saw the printed memorandum of our case. There are many other departments open to a soldier which offer better prospects and men do not care to join Army Headquarters. We are now practically committed to selecting our recruits from Divisional and Brigade offices. The practice is that when clerks are wanted for Army Headquarters we send round circulars to the various Divisions and the regiments are informed and candidates are called for. We receive a good number of applications which are sorted out, and those which are any good put on one side but it is found that there is very little to choose from. It is very difficult to be able to pick out good men. Every year I think that 2 or 3 men are reverted because they are found to be below the mark. I do not know if it would be permissible for us to order up men who have not applied. Of course we should not know a man if he had not applied for employment at Army Headquarters. We have to select our men from a list of candidates taken from a narrow field of recruitment and the results are not satisfactory. The number of men in the Army who are fit to do Secretariat work is not many and there are a number of other appointments open to good men. I do not know if the work is such that it requires soldier clerks to do it, but the practice in both the Intelligence Branch and Mobilisation Branch is to have soldier clerks. I do not think that there are any rules which prohibit the employment of civilians in Army Headquarters, but the practice is to employ soldiers almost exclusively. Particularly in the Mobilisation Branch they do not employ civilians. The soldier clerks who are recruited from Divisional or Brigade offices are entrusted with the whole of the work of the office except the typing and despatching, but in some cases they start as copyists. I know that this is the practice in the Intelligence and Mobilisation Branches and I know that they employ soldiers only in these Branches. I do not think that it would be possible to divide the office into two Divisions. If you have a high Division and a junior Division it would bar initiative. A man must do routine work when he first enters the office because he learns the office work at that stage. We try to avoid giving routine work to superior men because we find that there is some mechanical work which falls upon them and to relieve them of a great portion of this work we put a man first of all on unimportant work to see how he shapes at that before putting him on to anything more. The two branches which compose the office have suffered considerably by men leaving it to join other offices. Three men have recently put in their applications for permission to leave the office. Two of them want to go to the Railway Board and one wants to join the Army Department. We do not allow men to take their discharge from the office and join other offices. There was one case that of a Personal Assistant and the Secretary of State sanctioned it. Even when they leave Army Headquarters they must remain soldiers. It is left to men to take their discharge when they have earned their pensions. It is difficult to get recruits for Army Headquarters on account of the competition there is with the Supply and Transport Corps and the Ordnance. A man who is a corporal in his regiment gets Rs. 150 in the Supply and

Transport Corps and he gets a pony to ride and when men in Army Headquarters see how these men are better off than themselves they cannot stand it and are anxious to get back. If I had joined the Supply and Transport Corps or the Ordnance I should probably be holding the same rank, but it is difficult to say what pay I should be getting. The pay of the men in Army Headquarters is consolidated, we get no allowances of any kind. A man moves up the grades of the office without any regard to his Army rank as a soldier. I joined the office as a Sergeant and when my turn came for promotion to Sub-Conductor the head of the office was asked if he could recommend me and then I was promoted to the rank of Sub-Conductor. There is a Miscellaneous List of non-commissioned officers and as soon as one becomes permanent in the Army Headquarters he comes on to the Miscellaneous List and when a man's turn comes on that list he gets his rank. There are cases in which a man does not get his rank even when his turn comes. I know the case of a man whose turn came for promotion but he was passed over because he was not recommended. Pensions are regulated by Army rank. My exact pay just now is Rs. 400, but I was specially promoted. There are many men who joined about the same time as I did and who are drawing Rs. 250 now. Before I joined Army Headquarters I was a Sergeant and drew the pay of my rank *plus* my pay as clerk as well. I was in receipt of Rs. 95 with free quarters and free rations. I joined Army Headquarters on Rs. 100 a month and I was worse off for a time. Take the case of a Sergeant. When he comes up to Army Headquarters he receives a little better pay but it is really no advantage to him because he has to live in Simla which is a very expensive place and he finds it difficult to keep himself comfortable, while as a Sergeant in the Army he gets about Rs. 75 in cash and practically the whole of that is pocket money. The most we can offer a man when he joins our office is Rs. 125 and as a rule he will have to pay Rs. 70 or Rs. 75 for board and lodging. I think they charge Rs. 75 for board and lodging in the Young Men's Christian Association and in addition to this he has to clothe himself, and he must keep a servant to bring his food to office and they have to pay for a dhoby also. If I had not taken outside work with the permission of the Head of my office, I should not have been able to live when I first came up. When I first came to Simla I paid Rs. 52 for board and lodging and the next year I paid Rs. 60, but you cannot get board and lodging for those amounts now. The grievance with us is that there are no prospects in the office. There are 26 men in the Chief of the Staff's Division out of an office establishment of 46 who are drawing less than Rs. 175 a month. In my opinion the grading is bad. I think that the fixed pay system is a great mistake because a man must stick to a small pay for years before he can get an increment and when he gets a lift he gets Rs. 25. Previous to the introduction of fixed rates of pay, when the lowest grade in Army Headquarters was Rs. 100—10—200, a man was able to look forward to reaching a minimum living salary of Rs. 200 within 5 years, but since the fixed salaries have been introduced with their low grades he is unable to foresee the time when he will reach this salary. The most important of the Army work is done at Army Headquarters and I think that the work is the same as is done in Secretariat offices. All that General Bayley's Secretariat consists of is a few men who register and receive cases. We are practically a branch of the Secretariat and we draw outside pay. The printed memorandum of the case represents my views. I accept everything that is said in the statement. The reason for the remark in the statement that in the opinion of the Committee no difficulty should be experienced as regards recruitment, in consequence of the large field available, is fallacious, is that this view was expressed in the Committee's letter to the Adjutant General's Division. If that was not meant in the letter I am sorry for having misunderstood the letter and I withdraw the remark. The feeling as regards recruitment for our offices is that it has its defects. We do not recruit from the open market. On page 6 of the memorandum we suggest the division of the office establishment into several classes. The 1st class would consist of purely mechanical labourers and the maximum salary in that grade would be Rs. 100. The 2nd class would be routine clerks who should start on Rs. 150 and rise by biennial increments of Rs. 25 to Rs. 250 in eight years, but in the case of men who do not work satisfactorily, their increments would be withheld until they satisfy the head of the office. Class 2 should be composed of men in the position of senior assistants. Their position would be below that of a superintendent. They would work directly under the superintendents of the branches. They would write complicated notes and deal with difficult cases. The superintendents would go through everything and advise them as a rule. We have 46 men in the Chief of the Staff's Division excluding mechanical clerks. There are 7 superintendents. There are 2 head clerks to Sub-Divisions. There are altogether 9 responsible heads leaving out the draftsman. I do not know why the routine clerks in our Division should begin on Rs. 125. The grades in our Division have been practically forced on us by the Military Finance authorities and we have had to accept them. Every one usually begins at the bottom; it is very rarely that a clerk begins on Rs. 150 or more. If a routine clerk is not worth more than Rs. 250 he would not rise any higher. In practice we have no such thing as a definite bar in our office. Men who do not give satisfaction have their promotions stopped at present. This happened a year ago in the case of a clerk. There is a point at which an officer must be satisfied about a man's promotion before he receives it. The office has only been formed two years and a case of this kind has happened once. I would not interfere in the case of a man who applied to go back. If a man wanted to go back I would allow him to do so. When a vacancy occurs in class 3, the case of the man at the top of the roll in class 2 would be considered and if he was qualified and recommended, he would be promoted to class 3, but if the top man on the roll was not fit for promotion we might have to go lower down the list to pick out a good man. No man would be taken on in class 3 from outside if there were any men fit

for promotion from class 2 of the office establishment. After a man had risen in eight years to Rs. 250 in class 2, he would have a jump of Rs. 50 and promoted to class 3 on the occurrence of a vacancy and provided he was considered fit for promotion. Men in class 3 would begin on Rs. 300 and rise by biennial increments of Rs. 25 to Rs. 450 which he would reach in 12 years. The lowest grade in the office carries a pay of Rs. 125, there are 9 men on this grade and it would take a man 12 years or more to reach Rs. 200, the minimum wage on which a man and his wife can exist. We started on the incremental rate of pay and as stated in the memorandum it would take a man 12 years or more to reach Rs. 200. I think that a good system could be obtained by a reversion to the incremental rates of pay in a slightly modified form to that which was in force a few years ago. I think that we would get just as good work out of a man who was on a time-scale because his promotions would depend on the reports upon him. Increments have been withheld before we started the fixed rates of pay. I do not think that a better regulated grading on the fixed rates of pay would be equally satisfactory. The reason I say that fixed salaries is not better is because, as I understand it, a man's promotion would depend on accidents, men have to be promoted, retire or die, before a man would receive his promotion. I think that we would be safer under a time-scale. Since the reorganisation the noting and drafting has been rather heavy in our Division and the number of despatches to the Secretary of State has increased considerably. I think that important work is always increasing. I do not think that it is only occasionally that we have to do important work. My opinion is that fixed salaries have quite failed for the purpose for which they were introduced. The fact that men in Army Headquarters do not get Simla allowances constitutes a great grievance. Government has openly declared their opinion that Simla should be made the Headquarters of their establishments, and they have not only increased the old allowances of the civilian clerks, but converted them into a monthly allowance to be drawn all the year round irrespective of the fact that the clerk is in Simla or Calcutta. The civilian clerks thus receive substantial recompense for the increased cost of living in Simla, while at the same time others are debarred from these allowances although they suffer to an equal or even greater extent by residence in Simla all the year round. The Chief of the Staff's Division takes down from 12 to 18 clerks to Calcutta at the time of the move. I belong to the moving Section. The allowances we now get are better, they were sanctioned * last winter. It is given to

* *Vide* Appendix I.
cover the cost of house-rent, etc., in Calcutta. I think it works very well and that it is a very fair scale of allowances. These allowances are paid to us from the date of move to the date of return. My experience of Calcutta is that it is a very expensive place and that it is very difficult to live there. When I was down in Calcutta I was drawing Rs. 300 pay and Rs. 80 as allowances and it was just as much as I could do to live on Rs. 380 a month. At that time I was a married man, but had no child. I paid for rent and for the hire of furniture Rs. 35 a month in Calcutta. I think that Rs. 250 is a living wage for a married man for all the year round. The rise in the price of everything has been noticeable ever since I joined the office. The first year I paid Rs. 52 for board and lodging and then lived low down at Annandale. The next year I had to pay Rs. 60 and then I paid Rs. 85 a month in Bonnie Moon on Jakko, this charge was only for myself, because my wife was at that time at home. This cottage was a private boarding house at that time and not a residential hotel as it is now called. My experience with regard to house-rent is rather limited, because I have lived only in two houses in Simla. Recently when I wanted to engage a house the landlord raised the rent by Rs. 50 and I had to take that house, because I could not get another. There are a few houses which rent for Rs. 400 or Rs. 500, but the demand is greater than the supply, and it is very difficult to get cheap houses. In my opinion at least one-third of the work of the Chief of the Staff's Division is Secretariat work.

Appendix I.

No. 899-A., dated 23rd March 1908.

From—The Secretary to the Government of India, Army Department,

To—The Military Secretary to His Excellency the Commander-in-Chief.

I am directed to refer to your letter No. 3270, dated the 8th July 1907, requesting a reconsideration of your recommendation that the allowances sanctioned in Home Department Resolution No. 209-21, dated the 16th February 1907, for the members of the Secretariat and other establishments who accompany the head-quarters of the Government of India to and from Simla, may be admitted to the clerks of your Division.

2. In reply, I am to say that the Government of India have given the subject their full consideration, but regret that they are unable to accede to your recommendation.

3. The Government of India are, however, pleased to sanction the following scale of "moving allowance" to the clerks of Army Head Quarters who proceed to Calcutta in connection with the move of the Government of India, in lieu of those referred to in late Military Department No. 149-F, dated the 11th January 1896. They will not be admissible to clerks

who proceed on tour from Simla or who merely come to Calcutta as part of their tour; these men will remain under existing rules.

<i>Moving Allowance.</i>						Monthly rate.
Salary.						Rs.
Rs.						
Up to Rs. 99	...	...	...	...	...	45
„ 100-149	...	...	...	...	...	75
„ 150-299	...	...	...	...	...	120
„ 300-499	...	...	...	...	...	160
„ 500 and over	...	...	...	...	...	200

4. "Moving allowance" will be admissible from date of arrival in Calcutta until date of departure therefrom, and will effect from the cold weather of 1907-1908. It will not in any way affect existing orders regarding the travelling allowances of clerks who move to Calcutta.

5. I am to add that the Government of India are also pleased to sanction with effect from the same date, the following scale of allowance in Calcutta for the menial establishments who accompany the Army Head Quarter offices:—

Rs.						Rs.
Less than 9	...	...	...	...	...	6 a month.
9 but less than 11	...	...	...	...	...	6-8 a month.
11 and upwards	...	...	...	...	...	8 a month,

Evidence of Sub-Conductor Henry Thomas Owen, a clerk in the office of the Quarter Master General in India, given on the 5th October 1908.

My rank is that of a Sub-Conductor, I am on the Miscellaneous List. I was not one of the men who drew up the printed statement of the case which was submitted to the Committee, but I know all about it. I have studied the memorandum; it represents my views broadly speaking. The system of recruitment in the Quarter Master General's Division is the same as that adopted in other Divisions of Army Head Quarters. Our office comes under the system by which clerks are to be selected as far as possible from the Divisional offices. As far as my office goes there is no regular practice of recruiting clerks now. We were amalgamated with the Supply and Transport Corps and we had a number of civilian clerks in our office. I think that more or less we have mainly recruited from the Army. This amalgamation was about 2 years ago. I think that we have a larger number of civilian clerks than any other Division. The idea is that in the future recruits will be selected from Divisional offices. The copyists and despatchers are mainly Indians. They do nearly all the mechanical work of the office. The list* which I have handed in shows the grades and rates of pay excluding copyists and despatchers who are on salaries of less than Rs. 100 a month. I drew up this typewritten statement because I understood that one of the questions that I would be asked would be the difference of pay between each grade and the inducements that are held out to Army Head Quarter clerks who are recruited from soldiers in the Army. This typewritten memorandum is rather a complicated thing and I should like to put it in. If routine clerks are fitted for promotion they are promoted to the higher grades. We do not employ soldiers on routine work. Including the Chief Clerk I have shown 45 clerks in my written paper, but I think there are actually 67 men in the office. I think there are about 22 routine clerks. The rule in the office is that men on Rs. 100 and over are supposed to do something else besides routine work. In the present establishment there are several clerks who are not soldiers, but they are paid exactly in the same way as soldiers. I do not think that under the new system of recruitment it would be possible to transfer a larger portion of the more important work of the office to the purely routine section. I think that we have about reached the limit in that direction. We have tried it but the results have not been at all satisfactory. The 45 men who are in the grade of Rs. 100 and above must at times be called upon to do a lot of work which is routine work. In my experience since we have become a Secretariat more or less every man gets an easy case now and again which only requires a certain amount of action to be taken. The system is worked by headings and men may get several hard cases and several easy ones. Every man on Rs. 100 and over is expected to note on any case coming before him under the general supervision of the Head of the office. The only exception to that is the case of the cashier of the office on Rs. 100 a month, but he has his own particular work to do. In the Quarter Master General's Division, as in others the pay is entirely consolidated. There are no other privileges worth counting. We are entitled to medical attendance in quarters, but we do not get any privileges as regards hospital accommodation or supplies. There is very considerable competition among the different Departmental offices and Headquarter offices for an intelligent man in the Army who wishes to make the Army a career. I have had no experience of the comparative value of an appointment here and in one of the Departments that are open to a soldier. I have not served in any of the Departments which I have enumerated on page 2 of my written paper, but I

* This is with the President, but a copy of it has been printed with Mr. Stowell's evidence who also handed in the same paper.

was for five years Head Clerk of the Lucknow Office, and I know something about it. I was in the Lucknow Division up to 1896. The pay I got in that office was pay of rank and Rs. 60 staff pay with free quarters and rations. I came to Simla straight from Lucknow on Rs. 100 a month and I was extremely badly off, in fact I may say that it cost me during the first two years Rs. 1,200 besides my pay of Rs. 100. It may be said that I lived on Rs. 150 a month though my pay was Rs. 100. My present pay is Rs. 400 a month. In my time the pay of Divisional clerks was not so much, but now the system has been altered a good deal and the clerks are in the same position as we are on the unattached list and they draw a better pay which has been made consolidated. The Head Clerk at Lucknow gets Rs. 350 now. I know that two or three of the Head Clerks are now on the Miscellaneous List. I consider that the Head Clerk at Lucknow is a great deal better off on Rs. 350 a month than I am on Rs. 400 a month in Simla, but of course I must say that he has reached his limit, whereas I may possibly rise higher. The future pay of Head Clerks is I believe Rs. 250. I have been 12 years in Simla, I joined in January 1896. In my experience of Simla I have seen a great rise in the price of provisions and I may say in everything else during the 12 years I have been in Simla. In my experience I should say that a soldier clerk who is a bachelor could not live on less than Rs. 125 or Rs. 130, but he certainly could not spend much out of that pay for amusements or recreation. The least he would have to pay in a boarding house is Rs. 60 a month. The majority of boarding houses charge Rs. 60, Rs. 70 or Rs. 80 according to the style of things in the boarding house. Apart from this there are his other expenses such as clothing, servant, dhoby, etc. I do not know why it is that some men in other Divisions start on Rs. 150, whereas we have 12 clerks drawing less than that. Some men start in other Divisions on Rs. 125 and Rs. 150, but the starting pay in our Division is Rs. 100. This is one of the customs in our Division, but I do not know the reason for it. This is one of the troubles in the various offices and constitutes a grievance. There does not seem to be any proper system under which soldiers' pay should be regulated. A soldier may get anything varying from Rs. 100 to Rs. 150 because there does not seem to be any fixed system of pay. I think that the minimum living wage for a young married man is not less than Rs. 250 a month. I think that the chief grievances in my office are the low rates of pay and the very slow promotions and I think that promotions will be more slow in the future on account of the fixed rates of pay and because owing to the amalgamation there are a large number of clerks in the junior grades. When there were progressive salaries a man had the certainty of reaching Rs. 200 in the course of five years if he behaved himself, but now when a man comes up on Rs. 100 he has no certainty of getting any more. It may take him years before he can reach Rs. 200 and as to that even there is great uncertainty. Take the grade of Rs. 100 in which there are 8 men, 7 men have got to disappear before a man can get to the next grade whereas in the other system he would be sure of getting Rs. 200 in five years. This is one of the greatest grievances in the office. Selection is exercised in the case of promotions more or less all through a man's career. It is possible for a man to be stopped at any stage if he has not shown exceptional ability. This has happened in the office on several occasions. It does not appeal to me as an argument worth considering that the incremental system of pay rather tends to preventing men from showing the same zeal as under the present arrangement because when a man has reached the maximum of the Rs. 100—200 grade he will not get promotion to the next grade unless he has shown zeal and did his best to become a good clerk. I think the incremental system should run right through the office. I think it is much more preferable to the present system. The way we have of checking bad work, slackness or carelessness is to remand a soldier to his regiment if he is not found up to the mark. This can be done by word of mouth, there is no question about it. A man's promotion can be stopped at any stage and if a man's work is not satisfactory by the time he gets to the top of the Rs. 100—200 grade we can stop his promotion to the next grade. According to the printed memorandum a routine clerk would start on Rs. 150 and rise up to Rs. 250 in eight years and unless he could display exceptional ability he would not be allowed to enter class 3. The 3rd class is the Superintendent's grade and unless a man was thoroughly competent he would not be promoted to that grade. Out of the 44 men shown in the statement there are eight Superintendents. There would be eight men in the Superintendent's grade and the remaining 36 men would be in class 2. I do not quite understand the idea about the three classes because I did not have anything to do with drawing up the printed memorandum. My idea of a routine clerk is that of a man who does the mechanical work of the office and does not do any noting. The men in class 2 would not have any responsibility but would do the ordinary work of the office. I do not think that men get any better in course of time. I do not think that, if men were stopped at certain stages on account of a strict method of selection, it would pay him to go back to his regiment, because if a man rose to Rs. 250 he would have a considerable number of years in the office and he would lose a number of years of service. All these years of service count for pension and a man would lose a great deal if he went back to his regiment. When a man left the office and reverted to his regiment, corps or battery he would be taken off the Unattached List and would revert to the same rank as he held when he came to Army Headquarters. A great grievance is the lowness of the initial pay and also the low pay as compared with other Secretariats. We consider that the system of grading is also defective. Nearly all the Superintendents in other Secretariat offices draw a pay of Rs. 400 rising to Rs. 600, whereas the highest grade in our office carries a pay of Rs. 500—600 and then there is only one such appointment. A considerable number of our men move down with the Government of India. Several of our men have left to join other Secretariat offices. If a man leaves the office he must continue to remain

a soldier. There was an exceptional case of the Chief Clerk who was promoted over the heads of several others in the office and was considered to become a civilian. It is the rule in all the Army Headquarters offices that when a man goes into the Secretariat he has to take his discharge and if he went into the Civil Secretariat he would have to take his discharge within a year of leaving his appointment at Army Headquarters. Our office does the same type of work as was done in the old Military Department. We do everything in the same way, we draft despatches and everything else. We also do a certain amount of executive work which comes in from the General Officers Commanding. We have all the old work which is Secretariat work and cases are sent to the Army Department which require the orders of Government. The only thing that the Army Department does is to consult the Finance Department and there is a certain amount of duplication there. I should think that two-thirds of our work is Secretariat work. We have to deal a great deal with Cantonment questions—Cantonment Laws, Cantonment Magistrates, etc. I should say that this is the normal state of affairs. Before taking up work at Army Headquarters I did not weigh in my mind the comparative merits of employment in Army Headquarters and in the several Departments I have enumerated in my typewritten paper. I was in the 16th Lancers. I should be eligible for any of the appointments I have enumerated in my paper. Sometimes men do exercise a deliberate choice in the matter before accepting one of the appointments open to them, but I don't think they do so as a rule. At the time they join a Department they do not know much about it. Sometimes men jump at the first opening that offers itself because it is no use for a man to join any Department after he has served for many years in his regiment. I did not know much of the advantages in the different appointments which were open to me because I joined the clerical service two months after I left England. I could not say how I would have stood if I had joined the Army Remount Department instead of Army Headquarters and I cannot think of any of my contemporaries who joined that Department at the same time as I joined Army Headquarters. We have to live like civilians up here because there is no other way of living. There are no quarters provided for us so that we may live like soldiers. Government give us private quarters in cantonments and of course it is possible then to live as soldiers and it is also necessary because we are always connected with military duties. The chief grievance in our office is mainly connected with our pay. Most of the senior men in the office are comparatively young men. They are under 40 and can serve up to 55 years of age. The Chief Clerk is about 30 I think. Most of the men serve on to the full age limit as a rule because the pension depends upon the rank and it is very difficult to get the full rank of a Commissary. It is very seldom that a man can get the full rank of a Commissary. The pension for that rank is £216 a year and I think that a Deputy Commissary gets a pension of £180 a year. The rates are laid down in Volume I of Army Regulations. These two pensions influence men to stay on as long as they can. It is as much as one can do to get full pension in the course of 30 years. Speaking of the Army Headquarters generally we have had an exceptional clearing out these last two or three years and most of the men are comparatively young. Major McDermott, the Chief Clerk, retired and Captain Marcoolyn died last year. I do not think that there are any men who are older than I am in the office. I think Mr. Pepper is about the same age as myself. The routine clerks can be promoted in our office. Some of the Indian clerks have been promoted in the past. I think there are three or four of them drawing salaries of Rs. 200 and upwards. I think there are at least 4 Indians in the 44 appointments shown in my paper. One reason why soldier clerks do not care to join Army Headquarters is because there are many fields open to them with better prospects. One reason why soldiers do not like to go from the Army to Divisional Offices is because their promotions are more or less blocked there. I think the new system of getting clerks for Army Headquarters is very likely to be adopted. The reason soldiers are almost exclusively employed at Army Headquarters is that they are familiar with the Regulations and because they are sooner able to learn the work. On the whole we prefer soldiers to civilians because a soldier mixes with others and is frequently talking about Army matters and he has more experience of the rules and regulations than civilian clerks. I think it was about two years ago that we were amalgamated with the Supply and Transport Corps and I think that our cadre has been worse since the amalgamation. I think we managed to get a considerable number of lower grades in the office. I do not think that the amalgamation has affected me personally. I think my position is about the same as it would have been before the amalgamation. If it had not been for the amalgamation and for the system of fixed grades I should be in the Rs. 300—400 grade and probably about the top of the grade. I think the amalgamation has adversely affected the younger clerks because a lot of low grades have been formed in the office. The work is exactly the same now as it used to be before the amalgamation and it is about the same as it was under the old Military Department. Before the abolition of the old Military Department the nature of the work was more executive but that has been changed on the abolition of the Military Department. I do not regard the grading of the office as satisfactory with 25 men on less than Rs. 200 and 19 on salaries of Rs. 200 and over. The above of course excludes, the copyists and despatchers of whom there are about 44 in number on salaries below Rs. 100 a month. I do not know how the system has grown up by which the initial pay in our Division is Rs. 100. In the Chief of the Staff's Division there are mostly all soldiers, whereas our office is a mixed one more or less. In the Adjutant General's Division the initial rate of pay is Rs. 150, in the Chief of the Staff's Division they offer Rs. 125 and in our Division Rs. 100. The ordinary practice in our office is that men start on Rs. 100.

In our office they do not offer a man more than that. There is a great difficulty to get good men. Lately we have been able to get men on account of the changes in the Divisional offices and on account of the abolition of Command offices. They had to provide for a certain number of men and whether they liked it or not they were ordered to come up here. They usually came on the same grades that they held in their former offices. The rule that men are not allowed to marry below Rs. 200 a month applies to soldier clerks. I do not think they can enforce an order of that kind on civilians. Formerly when the Commander-in-Chief proposed something for Government we had to prepare the case in the Quarter Master General's Division and the case had to be fully noted on and sent to the Military Department either officially or unofficially. In some cases we sent proposals officially. The Army Department takes a case just as we take our cases from the General Officers Commanding Divisions with this difference that we draft our own reply and if it is necessary to go to the Secretary of State we draft our own despatch and I think that this is the same practice in all Divisions. At the present time we exercise the functions of the old Military Department. We have to go more thoroughly into our cases now than we did before. Formerly if the local Government wanted to impose a new tax in cantonments we never saw the case. The Military Department noted on the case and sent their reply to the local Government either approving or criticising the proposal and we had no concern in the matter whatever, but now we have to take up that work and see it through to its conclusion. Now we have to do the final work on a case, but we never did this when the old Military Department was in existence. Formerly we submitted cases for the orders of Government, but now we have to work a case right through to its conclusion. We have to work a case right up to its final stage by drafting our own reply. I think that the work is more what may be described as the functions of a local Government and the functions of the Government of India, because we work a file right to the end. The noting is much more deep than it used to be before because the person submitting the case leaves it to the sanctioning authority to go into the question thoroughly. When a soldier clerk goes on leave the men get acting promotions, but not in the case of a man who goes on privilege leave. On all other leave we get acting promotions, but nothing when a man takes privilege leave. The pay of a soldier clerk in a Divisional office depends on his Army rank. A Sergeant would cost Government about Rs. 90 a month according to the arm of the service he belonged to. I know that a Sergeant of Infantry draws about Rs. 90 a month and besides that he gets free quarters and free rations. Practically everything is found for him and in addition he gets Rs. 90 a month. I would put everything down to Rs. 140 taking his pay. The proposals made on pages 6 and 7 of the printed memorandum with regard to the pay of the different classes do not include any allowances. Consolidated pay is meant. The pay of Indian clerks in our Division is Rs. 50 a month to begin with and the maximum is anything that is available in the office. I do not remember in my experience any Indian clerks rising to the top grade in the office. We have Indian clerks on Rs. 200, Rs. 250 and Rs. 300. I think there are about 4 or 5 Indian clerks included in the 45, which I have shown in my paper excluding copyists and despatchers. The majority of men on less than Rs. 100 are Indian clerks. Of course ours being a Military office we mainly recruit soldiers. I think that the Indian clerks of my Division, equally with the Indian clerks of other Divisions, have sent in a petition in connection with their pay. I should think that a copyist when he first comes into the office is fairly well paid on Rs. 50 a month. The grievance is that they do not get allowances, whereas the copyists of the Secretariat offices get the Simla allowances. Our Division is a stationary office. I have been down to Calcutta about three or four years ago. We get special allowances when we are down in Calcutta. I think that the present allowances cover the extra expenses that are incurred by residence in Calcutta during the winter. I think that the present allowances we get in Calcutta are adequate to cover the increased cost of house rent that we have to pay in Calcutta. I think that one or two of the Indian clerks we have do very good work and almost as good as some of the soldier clerks. When a General Officer Commanding a Division sends up a proposal to our Division it is noted on in the Division and then submitted to the Quarter Master General in the first instance. If it is a big question, such as the acquisition of land by the General Officer Commanding, it comes to the Quarter Master General's Division which deals with the question and it is noted on by us. If it is a big case and ultimately has to go to the Secretary of State the draft is prepared in our division. If it is a case which need not go to the Secretary of State and we are not empowered to sanction it, the file is sent to the Army Department for sanction under the orders of the Quartermaster-General and bearing his signature. In some cases action may be taken by the Quartermaster-General personally before the case is sent to the Army Department, but the recognised principle is to send it to the Army Department. When the case comes back to us from the Army Department after the Finance Department has been consulted, if necessary, and the proposals have been accepted or modified a despatch has to be written, we draft the despatch and send it to the Army Department. When the question is finally disposed of, the case comes back to us and we do the mechanical work of recording it and finally printing up the proceedings. Formerly when a proposal came up from the General Officer Commanding, it would be addressed to the Quartermaster-General and would be considered in his office and after it had been noted upon, it would be submitted officially to the old Military Department under the orders of the Commander-in-Chief. Cases requiring the sanction of the Commander-in-Chief would have to be submitted to the old Military Department. The case would again come back to us after it had been disposed of because we submitted the case as an official letter

and the Military Department took it up as quite a new thing. The Military Department would write the despatch if one was necessary. Very often they used to send us the printed copies of the notes after the case had been disposed of. In former days we brought the case exactly to the stage at which it was ready for the Government of India's approval, but we did not pass the final orders on the case. We did not write the despatch to the Secretary of State. Now we bring it up to the same stage and we write the despatch to the Secretary of State. We have the advantage of seeing the discussions and criticisms that are made in the Army Department. Under the present system we receive the letter and we criticise the proposals by noting upon the case. It is then submitted to the Quartermaster-General and under his orders the file is sent to the Army Department. The Army Department possibly take the orders of the Commander-in-Chief and the orders are communicated to us on the file and we draft the orders of the Government of India and send these orders to the Army Department for approval. We do the entire noting in our Division. In previous days when dealing with the old Military Department they issued the orders and we endorsed them to the officer concerned. I understand that the Army Department have no drafting now. As far as I know the Army Department never draft now. A Sergeant of Infantry gets about* Rs. 90 a month, a Sergeant of Cavalry gets more and a Sergeant of the Royal Horse Artillery gets the most. It says in the printed memorandum that a Sergeant of Infantry gets Rs. 74 in cash and probably those figures are correct. I have not gone into that question myself and I think that more reliance may be placed on the printed memorandum. I have been absent from my regiment for 12 or 14 years and since then there have been various changes and I am not acquainted with the present rates of pay. Perhaps the difference between Rs. 74 and Rs. 90 represents what a Sergeant actually costs Government with regard to his rations. The men who join Army Headquarters usually bear the rank of Corporal or Sergeant. I think the highest rank they hold is that of a Sergeant not on the Unattached List. There are some men who are attached to Divisions from the Army Department. They are put in the Divisions because the Army Department found that they did not have enough work for them or rather that the Divisions had a great deal more work. They have not been sent there to do any particular work. When the Divisions were formed they helped the men in the Divisions and advised them as to the proper Secretariat procedure but that stage has passed away a long time ago. The draft despatches which are prepared in the Quartermaster-General's Division are done by the particular men who deal with the headings not specially by the Army Department clerks who are attached to the Quartermaster-General's Division. The same man to whom the heading has been allotted has to deal with important notes or despatches whether he is a Secretariat clerk or a Divisional clerk.

Statement showing the cost per mensem of a Sergeant of British Infantry employed in a Divisional or Brigade Staff Office.

—	In cash.		—	In kind.
Pay of rank ...	54 4 0	74 1 9	(a) Barrack charges ...	2 8 0
Service or proficiency pay ...	11 10 0		Provisions ...	10 0 0
Extra 2d. a day for washing, etc.	3 14 0		Medical charges ...	1 12 0
Messing allowance ...	4 5 9		Clothing ...	2 8 0
Staff pay ...	40 0 0			
	114 1 9			16 12 0

Total Rs. 130-13-9 per mensem.

* The witness subsequently submitted a statement containing information of his point, which is appended to the evidence.

(a) i.e., bedding, punkah pulling, lighting and miscellaneous supplies and services.

NOTE.—The rates shown under "in kind" are based on data shown in the Unit Statement compiled in the office of the Military Accountant-General and accepted as a reliable computation by the Government of India.

Evidence of Sub-Conductor Richard Godfrey, a clerk in the Adjutant General's Division, given on 5th October 1908.

I belong to the Adjutant General's Division. I have been employed there about a year and 11 months. I was Head Clerk of the Lahore Divisional office for about 10 months and joined the Army Head-quarters from there. Previous to my appointment to the

Lahore Divisional office, I was in the Northern Command. I am on the unattached list, my rank is that of a Sub-Conductor. I was drawing a consolidated pay of Rs. 200 at Lahore. I paid 10 per cent. of my pay as house-rent at Lahore. I paid Rs. 20, but the quarters were probably worth Rs. 30 or Rs. 35. In office I used to dress in uniform, but out of office I was to all intents and purposes a civilian. I held the rank of sergeant when I was at Lahore. I had the privilege of free medical attendance and medicines for myself and family, and I could get my supplies from the Supply and Transport Corps, which was a very great advantage, because if I had to buy my supplies like anybody else it would have cost much more. The house rent I paid was less by about Rs. 10 or Rs. 15 a month than I would have had to pay to a private landlord; medical attendance and medicines were worth about Rs. 10 a month to me, and by obtaining my supplies from the Supply and Transport Corps I gained to the extent of about Rs. 10 or Rs. 15 a month. I consider that my pay with the advantages I had at Lahore were worth nearer Rs. 250 than Rs. 200. When I came up here I got Rs. 250 for the first three months, after which I got Rs. 275, and that is my present pay. We do not get any allowances up here. I get free medical attendance and free medicines up here for myself and family, but we cannot always get free medicines because the hospital has a very limited supply and we cannot always get every kind of medicine from them. We are allowed to get bread, flour and rice from Jutogh, but the bread is not up to much; it is generally 2 or 3 days old. I was getting about Rs. 250 at Lahore counting the advantages that were attached to the post, and I am getting Rs. 275 here, but the difference in the prices of things in Simla is considerably more than those at Lahore, though Lahore is a little more expensive than most stations. I have got a new appointment on Rs. 250 to Rs. 300 as Head Clerk to the 5th Division at Mhow. When I got this appointment Mr. Stowell asked me whether I would prefer that appointment or one in my office on Rs. 400 a month and I told him that I would prefer to go to Mhow and take up the appointment as Head Clerk which was offered to me. In Simla the rupee has no purchasing power as compared with other stations and the houses here are rotten and crowded together. Most of the houses we can afford to live in have three or four families living in them. The houses are very close together and very insanitary and I have had a lot of sickness up here. The houses at Lahore are further away from each other. When I was employed at Lahore I used to go up to Dalhousie in the summer. A friend of mine has written to say that he has been able to secure for me two rooms, bathroom and kitchen for Rs. 25 a month. My friend tells me that they are very decent, and if I do not get Government quarters at Mhow I mean to take these rooms. If I had decided to remain on here the prospects open to me are that of possibly rising to be Personal Assistant to the Adjutant General on a pay Rs. 500—600. There are 14 men who are senior to me in the office, and of these three are older than I am. I shall therefore have to wait my turn after the 11 men retire. If I do not supersede any of these men I can count on getting Rs. 300 or Rs. 350. In the ordinary course I do not think that I can get more than Rs. 350 a month and I shall have that pay during the last period of my service before retirement. I am sure of getting a pension of £140 or £160 and might, if I am fortunate, get a pension of £180 if I retire with the rank of Deputy Commissary. The pension is regulated according to the Army rank. The statement of my expenses are copied down from actual accounts which are kept in my house. I pay income-tax here and I have included that item in my expenses here, but I shall be exempted from income-tax at Mhow because I shall hold an appointment which is reserved for a soldier and therefore I have not shown income-tax on the other side of the statement. The work in Army Head-quarters is Secretariat work. We do nothing on difficult cases and also draft despatches to the Secretary of State which are sent to the Army Department to be forwarded to the Secretary of State. We do the same kind of work which the Military Department did prior to 1906. Up to the recording of cases and the putting up of despatches the work was similar. I am not familiar with the old system of work which prevailed in Army Head-quarters previous to the reorganisation because my service in Army Head-quarters extends to one year and 11 months only. There are a few men of the Army Department in the Divisions and they were sent because that Department cannot find sufficient work to give them and these men help to train others and explain cases to them. The same system that is adopted in Army Head-quarters does not exist in Divisional offices. The system of work up here will not be the same that will be required where I am going to. The system will be different at Mhow. The men in Divisional offices have not the training that men up here have.

PAY—SIMLA Rs. 275.				PAY—MHOW Rs. 250 (rising to Rs. 300).			
			Rs. A. P.				Rs. A. P.
Rent	...	...	54 0 0	Rent	...	...	25 0 0
Water and servants' taxes	...	...	1 8 0	Water tax	...	...	0 12 0
Income-tax	...	...	7 2 3	Servants' tax...	...	...	—
Cook	...	...	16 0 0	Income-tax	...	...	—
Mehter	...	...	8 0 0	Cook	...	...	12 0 0
Bhisti	...	...	4 0 0	Mehter	...	...	4 0 0

PAY—SIMLA Rs. 275—concl'd.				PAY—MHOW Rs. 250. (rising to Rs. 300)—concl'd.			

HOME DEPARTMENT.		FINANCE DEPARTMENT.		MILITARY (FINANCE) DEPARTMENT.		FOREIGN DEPARTMENT.		DEPARTMENT OF REVENUE AND AGRICULTURE.		DEPARTMENT OF COMMERCE AND INDUSTRY.		ARMY DEPARTMENT.		DEPARTMENT OF MILITARY SUPPLY.		LEGISLATIVE DEPARTMENT.		PUBLIC WORKS DEPARTMENT.		RAILWAY BOARD.	
No.	Grade.	No.	Grade.	No.	Grade.	No.	Grade.	No.	Grade.	No.	Grade.	No.	Grade.	No.	Grade.	No.	Grade.	No.	Grade.	No.	Grade.
2	500-50-600	2	500-50-600	1	400-20-500	3	500-50-600	2	500-50-600	1	500-50-600	1	500-50-600	1	500-50-600	2	300-20-400	2	400-40-600	1	(a) 600-20-700
4	400	3	400	2	300	3	400	4	400	1	450	1	450	1	450	1	(d) 250-10-350	2	300	1	500-20-600
4	300	4	300	1	200-16-230	3	350	4	300	1	400	1	400	1	400	1	300	1	250	2	400-20-500
3	250	4	250	1	250	7	300	5	250	1	350	1	350	...	...	2	200	1	225	3	300-20-400
4	200	4	200	2	200	8	250	5	200-10-250	2	300	2	300	2	300	2	150	1	200	3	275
1	150-10-200	5	175	2	175	1	200-10-250	3	200	5	175	4	250	1	250	3	100	2	175	3	250
4	175	7	150	2	150	7	200	2	175	5	150	3	200	2	200	2	75	3	150	3	225
4	150	5	125	2	125	7	175	3	150	5	125	4	175	1	175	5	50	3	125	3	200
1	100-8-140	5	100	2	100	8	150	1	75-5-150	5	100	4	150	4	150	2	40	5	100	4	180
4	125	7	80	2	80	3	100-10-150	1	50-5-150	5	80	4	125	4	125	1	20-3-35	6	80	4	160
5	100	6	65	2	65	6	125	3	125	5	65	4	100	5	100	3	30	2	70	4	140
2	60-8-10	4	50	4	50	5	100	3	100	5	50	3	80	6	80	1	(e) 250-10-350	2	60	4	120
5	80	6	40	...	...	5	75-5-100	4	80	2	40	1	70	1	70	1	(e) 100-10-150	2	50	5	100
7	65	6	30	...	...	7	80	1	75	2	25	5	60	7	60	2	(e) 80	4	40	5	90
2	40-4-60	...	...	...	...	2	50-5-75	7	65	...	...	6	50	4	50	1	(e) 40-4-60	1	(g) 200-10-250	6	80
9	50	...	...	...	...	6	65	2	55	...	...	6	40	4	40	1	(e), (f), 30	...	...	6	70
4	30-2-40	...	...	...	...	9	25-5-50	2	45	...	...	...	...	...	...	1	(e) 25	...	...	6	60
...	...	...	...	...	...	7	(a) 30	3	40	...	...	...	...	...	...	...	...	...	...	3	50
...	...	...	...	...	...	1	(b) 75-15-150	...	...	...	...	...	...	...	...	...	...	...	...	3	40
...	...	...	...	...	...	2	(b) 75-5-100	...	...	...	...	...	...	...	...	...	...	...	...	1	Drawing Branch.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	20-10-250
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	150-10-200
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	125
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	100
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	3	70
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	2	65
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	2	50
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	20
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	81	...
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	37	...

Appendix F.

Average rate of pay in the Government of India Secretariats.

1st January.	Home Department.		Finance Department.		Military Finance Department.		Foreign Department.		Revenue Department.		Commerce Department.		Army Department.		Military Supply Department.		Legislative Department.		Public Works Department.		Railway Board.		Average of all Departments taken together.	
	I. R.	E. R.	I. R.	E. R.	I. R.	E. R.	I. R.	E. R.	I. R.	E. R.	I. R.	E. R.	I. R.	E. R.	I. R.	E. R.	I. R.	E. R.	I. R.	E. R.	I. R.	E. R.	I. R.	E. R.
1868 ..	192	179	204	192	..	..	197	177	..	..	..	..	137	(c) 129	..	..	98	71	151	141	..	..	163	148
1873 ..	186	172	172	161	..	..	184	171	159	148	..	..	146	(c) 139	..	..	116	89	156	149	..	..	160	147
1888 ..	171	159	149	140	..	..	170	159	169	154	..	..	147	(c) 142	..	..	103	86	151	147	..	..	151	144
1898 ..	149	137	151	142	..	..	168	159	162	149	..	..	145	(c) 140	..	..	-97	81	140	136	..	..	145	135
1908 ..	158	(a) 150	154	146	155	(b) 141	171	165	146	137	172	163	159	148	143	131	117	(d) 98	155	(e) 140	151	145	152	143
Average more or less than in 1878 (or in the case of the Revenue Department 1878).	-34	-29	-50	-46	..	..	-26	-12	-13	-11	..	..	+22	+19	..	..	+19	(d) +27	+4	-1	..	..	-11	-6

NOTE.—I. R. = including Registrar, and E. R. = excluding Registrar.

(a) Two temporary appointments have been converted into two permanent ones since 1st January 1908: the present averages are Rs. 159 and Rs. 151.

(b) Figure for 1st July 1908. With the average in the case of 8 men of the Military Accountant General's Office who do the work of the Department the averages would be Rs. 167 and Rs. 157.

(c) Figures for the old Military Department.

(d) This average has been further raised since 1st January last, papers not at present available. Excluding the Translation Branch which is understood to be an entirely separate establishment, the averages would be Rs. 119 and Rs. 95.

(e) Two appointments added since 1st January 1908: with these present averages are Rs. 155 and Rs. 141.

Appendix F (1).

Numerical strength of the establishments in the Secretariats from 1868 to 1908.

	1868.	1878.	1888.	1898.	1908.
	No.	No.	No.	No.	No.
Home Department	42	37	42	44	66
Finance Department	41	50	63	61	69
Military Finance Department ... ..	...	...	...	...	23
Foreign Department	33	42	61	68	100
Revenue Department ... ..	...	47	35	40	55
Commerce Department ... ..	...	...	...	...	59
Army Department	(a) 68	(a) 87	(a) 92	(a) 109	49
Military Department ... ..	...	...	...	...	45
Legislative Department	16	19	27	30	30
Public Works Department	39	49	105	127	37
Railway Department ... ..	...	...	...	...	80
Total	239	331	425	479	613

(a) Figures for the old Military Department.



Appendix G.

LIST OF MEMORIALS RECEIVED.

Imperial Departments.

Military Accountant General's Department (Simla).
 Accountant General, Public Works Department (Simla).
 Director-General of Telegraphs (Clerks in Calcutta and Simla).
 Imperial Record Department (Calcutta).
 Imperial Library (Calcutta).
 Clerk of the Dufferin Fund.
 Archdeacon's clerk (Calcutta).
 Administrator General, Bengal (Calcutta).
 Compositors, Government Central Branch Press (Simla).
 Director-General, Commercial Intelligence (Calcutta).
 Controller, Printing, Stationery and Stamps (Calcutta).
 Trustees, Indian Museum (Calcutta).
 Reporter on Economic Products (Calcutta).
 Chief Inspector of Mines (Calcutta).
 Superintendent of Government Printing (Calcutta).
 Office of Examiner of Accounts, Military Works Services (Simla).
 „ „ Sanitary Commissioner with the Government of India (Simla).
 „ „ Director-General, Indian Medical Service (Simla).
 „ „ Director, Criminal Intelligence (Simla).
 „ „ Director-General of Ordnance (Simla).
 „ „ Superintendent, Government Telegraph Workshops (Alipore).
 „ „ Director, Royal Indian Marine,—memorial from employees in Calcutta.
 „ „ Comptroller and Auditor General (Calcutta).
 „ „ Comptroller, India Treasuries (Calcutta).
 „ „ Inspector-General, Civil Veterinary Department.
 „ „ Accountant General, Public Works Department.

NO MEMORIALS RECEIVED FROM ANY OF THE FOLLOWING OFFICES :—

Office of Government Epigraphist for India (Simla).
 Director-General, Education (Simla).
 Director-General of Archæology (Simla).
 Secretary, Board of Examiners (Calcutta).
 Inspector-General, Imperial Service Troops (Simla).
 Surveyor-General, India (Calcutta).
 Inspector-General, Civil Veterinary Department (Simla).
 Director-General of Observatories (Simla).
 Director, Botanical Survey of India (Calcutta).
 Inspector-General of Agriculture in India (Nagpur). (Camp Office in Simla.)
 Director-General, Post Office (Simla and Calcutta).
 Director, Geological Survey (Calcutta).
 Chief Inspector of Explosives (Simla and Calcutta).
 Inspector-General of Irrigation (Simla and Calcutta).
 Consulting Architect to the Government of India (Simla and Calcutta).
 Electrical Adviser to the Government of India (Calcutta).

Inspector-General of Excise and Salt (Simla and Calcutta).
 Commissioner, Northern India Salt Revenue (Agra).
 Director-General, Army Remount Department (Simla).
 Director, Army Clothing (Alipore, Calcutta).

Memorials received from Clerks in offices under the Bengal Government.

Accountant General, Bengal.
 Sanitary Commissioner, Bengal.
 Inspector-General, Civil Hospitals.
 Inspector-General, Prisons.
 Collector, Stamp Revenue.
 Manager, Jail Depôt, Calcutta.
 Bengal Legislative Department.
 Presidency Opium Godown.
 Office of Collector, Calcutta.
 Office of Collector, 24-Parganas.
 Ministerial Officers of Courts, Bengal.
 Office of Commissioner, Presidency Division.
 Court of Judge, 24-Parganas.



Appendix H.

Replies to questions put to certain private firms in Calcutta and Simla.

1. Do you recruit employes both from Europe and in India.

- Firm A. (Calcutta).*—Yes, but our rule is to recruit Europeans from Home only.
Firm B. (Simla).—Our European Assistants are as a rule recruited from England.
Firm C. (Calcutta).—Yes.
Firm D. (Calcutta).—Yes.
Firm E. (Calcutta).—Yes.
Firm F. (Calcutta).—Yes.
Firm G. (Calcutta).—Yes.
Firm H. (Calcutta).—Yes.
Firm I. (Calcutta).—Employes are drawn from Europe and India.

2. If so, are any distinctions made in respect of initial and maximum rates of pay and of terms of service generally as regards (a) Assistants obtained from Europe, (b) European and Eurasian Assistants employed locally, (c) Indian Assistants employed locally.

- Firm A. (Calcutta).*—No, not as among each class.
Firm B. (Simla).—The salary of Europeans recruited in England is higher than of those engaged in India. Our Indian clerks, i.e., Babus are engaged locally on salaries varying from Rs. 30 to Rs. 50 per mensem, according to qualifications.
Firm C. (Calcutta).—Yes.
Firm D. (Calcutta).—We have only European and Eurasian Assistants employed locally and so our replies as to this class are of little value. As regards Indian Assistants the answer is yes.
Firm E. (Calcutta).—Yes, in respect of each of these classes.
Firm F. (Calcutta).—We would classify our employes under the three heads :—
 (a) *Assistants engaged in Europe*—who come out as “covenanted hands” usually under an agreement and whose status and emoluments may be compared to the “superior” or gazetted establishment of the Government of India.
 (b) *European and Eurasian*—Assistants employed locally are as regards rates of pay and terms of service generally, on the same footing as the establishment of the Government of India Secretariat on whose salaries your Committee is holding an enquiry:—except that in the case of our employes the service is non-pensionable.
 (c) *Indian*—Assistants employed locally, viz., the purely clerical or “Baboo” staff. This class start work usually in our office, as “apprentices” or “probationers” drawing Rs. 15 as a first salary with prospects of rising up to Rs. 250 per mensem or more. The pay of a Babu of 12 years’ service and upwards runs from Rs. 40 to Rs. 120 per mensem. Promotion is by merit with some regard to seniority.
 Classes (b) and (c) are in our office made to subscribe to a Provident Fund which is run on very similar lines to Indian Railway Provident Funds.
Firm G. (Calcutta).—No hard-and-fast rules observed in fixing the salaries of the different classes of employes. Each case is treated on its own merits.
Firm H. (Calcutta).—Yes, in respect of each of these classes.
Firm I. (Calcutta).—There is no absolute rule as to the salaries drawn at the start, no fixed maximum limit is fixed. Experience and other qualifications govern the rate of salary paid.
 (a) Europeans, if engaged at home, usually commence at Rs. 300 per mensem.

(b) Europeans and Eurasians brought up in India get about Rs. 100—150 per mensem.

(c) Indians range from Rs. 20—100 per mensem.

3. Are such distinctions made (1) on the ground, solely or mainly, of educational or technical qualifications, (2) with reference to the relative cost of living in this country of each of the above classes, or (3) for any other reason?

Firm A. (Calcutta).—No.

Firm B. (Simla).—On technical qualifications.

Firm C. (Calcutta).—Educational and technical qualifications, also the cost of living, for each of the three classes mentioned are all important factors which have to be considered separately on their merits in each individual case.

Firm D. (Calcutta).—Distinctions are made primarily on the first two grounds, but naturally an employé's abilities and fitness for responsibility are taken into consideration whatever his nationality.

Firm E. (Calcutta).—(1) Solely on educational and technical qualifications. (2) No. (3) administrative and representative capacity and the relative value of such qualifications.

Firm F. (Calcutta).—(1) As regards *Class A* (see answer to question 2 "a") the distinction is made mainly on the grounds of educational qualifications and on the same principle as the Government of India differentiates between their superior or "Executive" and "Subordinate" services.

(2) The European and Eurasian Assistant engaged locally under *Class B* (see question 2) is usually on a higher basis of salary as much with regard to his higher educational and other qualifications as to any consideration of the relative cost of living of the different classes employed.

Firm H. (Calcutta).—(1) On the grounds of both educational and technical qualifications but almost entirely technical.

(2) Yes.

(3) Age and social position.

Firm I. (Calcutta).—Distinctions are made mainly on technical training. The smaller cost of living for Eurasians and Indians causes the smaller wages of these two classes.

4. What is the pay that is ordinarily given at the start to people in each of these classes, and to what pay do they ordinarily rise before retirement?

Firm A. (Calcutta).—Europeans Rs. 300 a month. No certainty as to what they will rise to. Natives Rs. 15 to Rs. 100 and in very exceptional cases as high as Rs. 400 a month.

Firm B. (Simla).—Assistants engaged in England start on a salary of Rs. 350 per mensem and those engaged in India on Rs. 100 to Rs. 150. The prospect of either class depend entirely on themselves.

Firm C. (Calcutta).—European Assistants without any special technical qualifications are usually brought out on an initial salary of Rs. 300 per mensem. Locally employed Europeans, Eurasians and Indians commence on from Rs. 30 to Rs. 100 and gain promotion and increased salary solely on their individual merits and capabilities. Indian employes are generally taken on as apprentices for one year without pay, thereafter salary and promotion becomes solely a question of merit.

Firm D. (Calcutta).—A difficult question to answer: it depends entirely on the man himself. The pay of a European runs from Rs. 400 a month to Rs. 2,000. A country-born European or Eurasian say from Rs. 150 to Rs. 750. A Babu from say Rs. 15 to Rs. 400.

Firm E. (Calcutta).—Europeans with scientific and technical qualifications from Rs. 350 to Rs. 1,500 and others Rs. 350 to 800. Eurasians from Rs. 100 to 250. Indians with scientific and engineering qualifications from Rs. 100 to Rs. 500, clerks from Rs. 20 to Rs. 250.

Firm F. (Calcutta).—See reply to question 2.

Firm H. (Calcutta).—*Class (a)*—Pay depends mainly upon qualifications, but Assistants without special or expert knowledge come out under a 3 years' agreement of Rs. 300—350—400 *plus* a bonus of Rs. 500 and an increased pay of Rs. 25 monthly on passing the Lower Standard in Hindustani. Every European has the opportunity of first sharing in the profits of his Department, and eventually becoming a partner in the firm if his ability, zeal and social standing are sufficient.

Class (b)—Pay depends absolutely on qualifications and position and ranges from Rs. 50 to Rs. 1,000.

Class (c)—Educated natives with special knowledge of the business for which they are engaged receive pay according to qualifications, but salary ranges from Rs. 30 to Rs. 80, and practically never exceeds the latter. Natives with no previous office experience join as apprentices for 6 months without pay. And thereafter start on Rs. 15 to Rs. 25 monthly. The maximum pay is ordinarily Rs. 100.

Firm I. (Calcutta).—Europeans from Rs. 300, onwards.

Eurasians from Rs. 100, onwards.

Indians from Rs. 20, onwards.

5. *Apart from pay are any concessions made to them in the shape of allowances or bonuses and if so to what extent and on what principle?*

Firm A. (Calcutta).—No.

Firm B. (Simla).—All Bank Assistants are treated alike in regard to bonuses. European Assistants engaged in England rise eventually to Agents; those engaged in India rarely do; Babus never.

Firm C. (Calcutta).—No allowances are made, but in some cases bonuses are at the discretion of the Firm.

Firm D. (Calcutta).—Yes. Europeans for sickness and retirement. Natives for sickness and retirement and compassionate allowances in times of distress from various causes.

Firm E. (Calcutta).—Bonuses are always given to heads of departments and Assistants (Engineer) in charge of works according to results. Allowances are given in the shape of conveyances, horses and house-rent according to circumstances, amounting in some instances to Rs. 150 and Rs. 200 a month. Free medical allowance for Europeans from a qualified English doctor and in the case of Indians from a qualified Indian doctor. First class return passage allowed to and from India for European Assistants and Engineers.

Firm F. (Calcutta).—*Class B.* in some cases besides salary, receive a small commission based on the profits of any particular Branch or Agency they are in charge of. In lieu of a commission a special bonus *may* be given, but such commission or bonus is entirely at the discretion of the Firm.

Class C. The Babu or clerical staff are at present in receipt of a special famine allowance—the withdrawal of which is also at the discretion of the Firm. Babus drawing under Rs. 50 receive a famine allowance of Rs. 3 per month. Babus drawing Rs. 50 and over receive a famine allowance of Rs. 4 per month.

Firm H. (Calcutta).—Europeans receive free medical attendance while drawing a salary of Rs. 600 or under.

Natives receive half a month's extra pay at the Poojahs. During the present high prices of food-stuffs, a special grain allowance is granted.

Firm I. (Calcutta).—Bonuses are at times given and then on the basis of salary drawn at the time, say for one month extra salary.

6. *On what conditions is leave given to the employés of each of the classes entertained by the firm?*

Firm A. (Calcutta).—Europeans get 11 months' leave on half pay with free passage after 5 or 6 years' service. Native clerks do not get leave unless

under special circumstances—unless 12 days at the Durga Puja and the usual religious holidays.

Firm B. (Simla).—English Assistants have one month's privilege leave yearly and
 * Period after which furlough is given has not been stated. (3 months on full and 3 months on half pay), European Assistants engaged in India have one month's privilege leave yearly. Indian clerks drawing less than Rs. 100 per mensem have 15 days and those drawing over Rs. 100 one month's leave yearly.

Firm C. (Calcutta).—Leave is granted to European Assistants every 4 to 5 years for six months on full pay. Locally employed European, Eurasian and Native employes are granted leave at convenient intervals during the year on full pay.

Firm D. (Calcutta).—*Europeans*, two months on half pay for every completed year of service. *Natives*, no fixed rule but leave is given for good cause shown and half pay is given or not according to circumstances.

Firm E. (Calcutta).—For *Europeans* according to conditions of service from six months in five years on half pay to one month a year on full pay. For *Indians* according to individual cases. Generally about one month a year, also during sickness on full pay.

Firm F. (Calcutta).—*Leave.*—As regards Class A conditions vary according to the terms of the agreement an official of this class is engaged on.

Leave generally.—As is the case in Government service none of our employes are entitled to leave—it is a privilege granted entirely at the pleasure of the Firm and only when circumstances and the exigencies of business permit.

As regards Classes B and C whose conditions of service your Committee are perhaps more concerned with—the same principles apply and leave of absence is seldom granted for more than a fortnight, and in cases of sickness for a month, on full pay.

In deserving cases and where old employes seek leave of absence owing to ill-health, after the first month on full pay half pay is allowed for not more than 2 months after the first month's leave.

As regards Classes B and C—we consider that the conditions under which the same class is employed and treated in the matter of leave in *England* equally apply to our clerical staff in *India*: that a man with a local domicile requires no more leave in *Calcutta* than his confrère in *England*.

Firm H. (Calcutta).—Europeans of Class (A) are granted 6 months' furlough on half-pay and free 1st class return passage once every 4 years.

Europeans and Eurasians of Class (B) are granted occasional short period leave on full pay.

Natives have leave on Bank holidays, and longer leave is only granted in cases of sickness or special circumstances.

Firm I. (Calcutta).—Europeans usually get 2 to 3 weeks leave in a year on full pay. After 4 years' service they get 6 months on full pay if engaged for a further term. There are no fixed rules for Eurasians and Indians.

Is there any system under which gratuities or pensions are given to the employes on their retirement?

Firm A. (Calcutta).—For *Europeans*—None. *Native* clerks get from one-third to half pay after say 25 to 30 years' service according to merit, and smaller allowances for shorter services down to about 10 years.

Firm B. (Simla).—All Bank employes have the benefit of a Provident Fund. Those drawing Rs. 100 per mensem and over subscribe 5 per cent. of salary monthly which is added to at the same rate by the Bank and is available with interest upon retirement. Those drawing less than Rs. 100 per mensem are not subscribers but on retirement they receive 5 per cent. on salaries drawn during their service without interest. No pensions are given.

Firm C. (Calcutta).—There is no fixed system in regard to pensions, but in special cases a pension is granted for long and meritorious service, each case being dealt with on its particular merits.

Firm D. (Calcutta).—A provident fund exists for Europeans and old Babus of 35 years service but (*sic*) are generally pensioned.

Firm E. (Calcutta).—We have a provident fund. Gratuities are given to all Indian employes at the Durga Pujas from half to one month's pay according to length of service. In special cases of meritorious service pensions to widows are given.

Firm E. (Calcutta).—Classes B and C in our employ are non-pensionable, but in special cases of long and useful service gratuities are given and there is also the prospect of a pension. At present we have 3 or 4 old employes on a "full pay" pension. Then of course there is the Provident Fund already mentioned [see answer to question 2 (c)] which employes draw on retirement—this in the nature of a very substantial gratuity as the Firm annually contributes a sum equal to the amount of each member's subscription to the Fund.

Firm G. (Calcutta).—No system of pension exists in this firm.

Firm H. (Calcutta).—A Fund of Rs. 75,000 has just been provided by a gift from the senior partner subsequently added to by the Firm which it is the intention to add to by further donations from the profits of the firm in good years. The interest on this fund is to be available for pensions to the Native staff on retirement, and a system is being worked out.

Firm I. (Calcutta).—No.

8. *Has any difficulty been experienced within recent years in obtaining suitable candidates in India, and if so to what cause is this due ?*

Firm A. (Calcutta).—No.

Firm B. (Simla).—We do not as a rule engage men in this country, so cannot answer this question. Our Indian Assistants are, we think, as readily obtainable now as in past years.

Firm C. (Calcutta).—We have not experienced any difficulty in obtaining locally suitable European, Eurasian and native employes.

Firm D. (Calcutta).—No, the supply far exceeds the demand.

Firm E. (Calcutta).—No.

Firm F. (Calcutta).—We find no dearth of candidates for Classes B and C. There is a tendency we think to bring out from England men who in some offices are filling appointments which formerly were satisfactorily filled by men of Class B, *i.e.*, the locally employed Eurasian or European.

Firm H. (Calcutta).—No, none, whatever.

Firm I. (Calcutta).—No.

9. *Has it been necessary, say, within the last 15 years, to offer higher pay or other inducements to persons recruited in India to accept employment ? If so, to what extent.*

Firm A. (Calcutta).—No.

Firm B. (Simla).—See concluding sentence of above answer to no. 8. I do not know that we have had to offer higher wages to our Babus.

Firm C. (Calcutta).—Not for the ordinary clerical assistant employed locally but for typists and stenographers it is necessary to offer higher pay to secure competent men.

Firm D. (Calcutta).—The cost of living seems to have increased all round and the scale of pay of Babus is rather higher, not because we could not get plenty of them for less but because we do not consider the lowest scale of salaries in force a few years ago permits a man to live decently and keep out of debt.

Firm E. (Calcutta).—Yes; from Rs. 20 to Rs. 30.

Firm F. (Calcutta).—We do not think so but the standard of living and expenses of all classes in Calcutta has considerably increased during the last 15 years.

Firm H. (Calcutta).—No.

Firm J. (Calcutta).—There is hardly any difference except perhaps that a smart man may rise quicker.

10. *What are ordinarily the educational qualifications and social positions of the three classes of employes referred to above?*

Firm A. (Calcutta).—Good general education in the case of Europeans. Social status not much considered. Native clerks must have passed University Entrance Examination.

Firm B. (Simla).—For English Assistants we require a good English education. *Qualifications.*—A training in a good Bank from 3 to 5 years. *Social position.*—That of a gentleman. For European Assistants engaged in India we look for a good education and a social position. For native clerks we are generally guided by certificates and recommendations.

Firm C. (Calcutta).—In the case of locally employed Europeans, Eurasians and Indians, we do not stipulate for any particular educational qualities or social position and merely require respectability, moral integrity and ordinary business capabilities in our employes.

Firm D. (Calcutta).—I. Public School men as a rule. 2 and 3: no rule can be laid down.

Firm E. (Calcutta).—Educational qualifications: A.—*European Offices Assistants.*—Good general education and English commercial experience. *European Accountants.*—Member of the Society of Chartered Accountants, London. *European Engineers.*—College diplomas and practical European training. B.—*Eurasian Assistants.*—Mechanical training. C.—*Indian Engineers.*—College diplomas. *Indian clerks.*—Fair knowledge of English, Mathematics, and general subjects and special knowledge in either accounts, typing, shorthand, record keeping, or other special subjects.

Firm F. (Calcutta).—We have already indicated in our reply to question 2 that the relative qualifications and social position of Classes A and B in our employ may be compared with the "Officer" and subordinate grades in Government service respectively.

Firm H. (Calcutta).—*Class (a)*—Must be of good education, and the social position of a gentleman.

(b) and (c). No special educational and social standing so long as their knowledge is sufficient and adapted to the work for which they are engaged.

Firm I. (Calcutta).—Europeans must have a fair commercial knowledge. Indians must know English and have elementary knowledge.

11. *Has there been any noticeable change, say, within the last 15 years, in the class of men entertained in India in commercial firms, and if so in what respects? Are they, for instance, better educated than formerly?*

Firm A. (Calcutta).—No.

Firm B. (Simla).—We can hardly answer this as all our assistants are engaged in England.

Firm C. (Calcutta).—Generally speaking we should say that the class of employes engaged locally shows a marked improvement in educational qualities. With the growth of commerce and industrial experience in India during the last 15 to 20 years, the employes in all the three classes referred to appear to exhibit a keener desire to improve their position by good work and to generally show more ambition to take up positions of responsibility, a characteristic which was hardly so noticeable 15 to 20 years ago.

Firm D. (Calcutta).—There may be more of them educated up to a certain standard, but there seems little improvement in the general standard and we certainly do not seem to get the class of man we used to who spends his life in the firm's service and was worthy of almost complete trust.

Firm E. (Calcutta).—There has been noticeable improvement in the standard of education among our Indian employes during the last 15 years.

Firm F. (Calcutta).—As regards Classes A and B we cannot say we have noticed any difference.

In Class C we find our best educated men are our older hands, men of 40 to 50 years of age and this is only to be expected when

all our men are practically educated and trained *in our office*. We have no particular or prescribed educational test or qualifying examination.

A candidate is accepted as a probationer if his handwriting is fair and his manner and appearance indicate intelligence.

We have recently taken in a few young men (Bengalis) of the F.A. Standard and they promise well.

Firm H. (Calcutta).—Class (a) and (b). No.

Class (c). As regards business education, we have noticed no change except that their knowledge of English has improved considerably.

Firm I. (Calcutta).—The tendency is to employ more Europeans. Good Indians are difficult to get.



Appendix I.

Statement showing number of appointments and rates of pay in the three principal Army Head Quarters Offices.

ADJUTANT GENERAL'S DIVISION.

Rs.		
1	on	... 500—20—600
2	"	... 400—20—500
1	"	... 400
1	"	... 375
1	"	... 350
1	"	... 325
3	"	... 300
3	"	... 275
4	"	... 250
3	"	... 225
3	"	... 200
3	"	... 175
2	"	... 155
5	"	... 150

QUARTER MASTER GENERAL'S DIVISION.

Rs.		
1	on	... 500—20—600
1	"	... 450
2	"	... 400
2	"	... 350
4	"	... 300
5	"	... 250
7	"	... 200
3	"	... 175
10	"	... 150
4	"	... 120
8	"	... 100

CHIEF OF STAFF'S DIVISION.

Clerical Establishment

Rs.		
1	on	... 500—20—600
2	"	... 450
2	"	... 400
2	"	... 350
3	"	... 300
4	"	... 250
6	"	... 200
8	"	... 175
9	"	... 150
9	"	... 125

Topographical Establishment.

Rs.		
1 Head draftsman	on	... 400—20—500
1 Draftsman	"	... 300
1 "	"	... 250
1 "	"	... 225
2 Draftsmen	"	... 175