Chapter VIII

THE INDIAN SERVICES

THE work of the Indian Services of course lies outside the scope of this book, but the India Office —*arida nutrix leonum*—is responsible for the recruitment in this country of the officials sent out to India. The Secretary of State in Council approves the general system of their organisation and numerical strength, the scales of pay and pension, and the rules for leave and retirement. In him is vested the ultimate decision in disciplinary cases, and to him are addressed numerous memorials and petitions of individuals. While the "Provincial" (locally recruited) services are regulated in India, the framework on which they have been constructed and the scope of their functions have required sanction here. The old division of Indian civil officers into "Covenanted" and "Uncovenanted," the latter including all the higher officials outside the Indian Civil Service, is long obsolete, but perhaps needs a word of explanation. Members of the Indian Civil Service, who are appointed under a Covenant (originally with the Directors,* after 1858 with the Secretary of State in Council), have always been employed not only in the ordinary executive or

* The continued use at the India Office, for entry of particulars about newly recruited Indian Civilians, of massive "Bond Books," bearing the title "Company's Servants Abroad," is a link with the past.

judicial work of the general administration, but in more specialised appointments, but as administration became more closely organised in the early nineteenth century, it was necessary to supplement their comparatively small cadre by recruitment for special duties of men from outside. In addition to military officers employed in the Civil administration, many civilians were appointed in India outside the Covenanted Service and serving under different rules and on lower rates of pay. Young Englishmen often obtained engagements on the spot, while domiciled Europeans, and to some extent men of mixed race,* found a career in the Uncovenanted posts. But with the growth of specialisation came the necessity for separate Police, Educational, Public Works and Forests Services. A somewhat chaotic lack of classification was ended, as the result of the Public Service Commission of 1886, by the division of civil officials into three classes: "Imperial" (the Indian Civil Service and the higher grades of the specialised services), for which recruitment was made in England by the Secretary of State in Council; "Provincial" (generally speaking a lower grade in each service possessing an Imperial branch, but in some instances a distinct self-contained service) recruited in India largely and increasingly from Indians, but partly from men of European descent born or domiciled in the country; and "Subordinate," including such grades

* The term "Eurasian," considered objectionable by those to whom it was applied, has been replaced for all official purposes by "Anglo-Indian." In popular usage the latter term was of course long applied to Englishmen who lived in India.

as police constables and postal messengers. Provincial Service Officers were eligible for promotion to the Imperial Services except the Indian Civil Service, but each individual promotion requires the sanction of the Secretary of State in Council.

But the more rigid definition of the respective functions of the Government of India and the Provinces which followed the Act of 1919, cut across the classification of the Imperial Services. Services and departments whose members are permanently under the direct control of the Supreme Government were henceforth termed "Central Services"; these include the Railways, Customs, Audit and Accounts, and Military Accounts, as well as departments like the Posts and Telegraphs which were not technically "Imperial Services." The other Imperial Services were re-named the "All-India Services" (viz. the Indian Civil, Police, Indian Educational Service, Indian Service of Engineers—formerly Public Works—Forests, Agricultural and Veterinary). The Provincial Services were re-named according to their provinces; thus the style "Bombay Civil Service," once the appanage of the Covenanted Indian Civilians who served in the Bombay Presidency, now denotes the locally appointed officials, all Indians or of Indian domicile, who serve under them. While uniform basic rates of pay were laid down for the All-India Services, overseas allowances were established for officials of European domicile. A salary attractive to a man serving in his own country will not draw first-rate recruits to a life of exile.

The Covenanted Civil Service of India

Some account of the emergence of the Company's factors, merchants and writers* into the Indian Civil Service is given in all the standard histories. The scandals caused by the original plan of sending young men out to the East on a starvation wage† but with liberty to engage in private trade, were checked by Clive, Warren Hastings and Cornwallis, and an adequately paid Service with most rigid standards transformed the spirit of Indian administration. In the late eighteenth century‡ recruits for the civil and military services of the Company might be sent out at the age of 15; the mortality statistics amongst boys sent to a tropical climate in an age of hard drinking do not appear to have been examined. The first idea of a preliminary course for "writers" seems to have emanated from the Company's Factory at Canton in 1789, and resulted in a year's training in London in the niceties of the tea trade for youths destined for China. But the hands of the Directors were forced

* The term "writer" apparently originated in a request from the Factory at Surat in 1665 for "half a dozen youths of meane parentage who write good hands and shall be willing to be employed upon all occasions without murmuring." Monier-Williams, "Memorials of Old Haileybury," p. 4.

† In 1668, "apprentices" (probationers) were engaged for India on an annual pay of £5, and "writers" on £10. (Contrast the salary of £100 for the chaplain at Surat.) Of course rates were steadily and greatly enhanced, but the principle of a salary adequate for the duties and sufficient to counter the manifold temptations to corruption was forced on the Directors by Clive and Hastings.

‡ Foreign subjects were excluded from the civil and military services in 1792.

when Lord Wellesley founded in 1800 his College at Calcutta,* where very necessary instruction in literature and science as well as in Oriental languages was administered to newly arrived civilians. The necessity of specially preparing young men for an Eastern career became evident, and the Directors in 1806 established the East India College at Haileybury. Here, for the next half-century, all Indian Civil Service probationers took a two years' course of general and Oriental education. The minimum age of 15 was maintained until 1837, though of course it now meant joining in India not younger than 17, but the maximum age of entrance to the College was raised to 22, so that some of the pupils had already put in terms at Oxford or Cambridge before receiving a Director's nomination. From 1837 to 1854 probationers joined the College at 21 and went out at 23. After the latter year open competition for the Indian Civil Service was established and 1855 saw the first batch of " competition-wallahs " sent to Haileybury; but before there was any question of the abolition of the Company it was decided to allow no fresh admissions after 1856, and to close the College at the end of 1857. So ended a chapter of educational history which gave India a fine body of public servants animated by strong *esprit de corps*.†

* Few of the Bombay and Madras Civilians seem to have been sent to the Wellesley College. It became a sort of finshing school for Haileybury men, and lasted until 1854.

† From " Memorials of Old Haileybury," edited by Sir M. Monier-Williams (1884), much can be gleaned of life at the College. Some of its Professors were men of note; for example, Mr. Malthus, who taught Political Economy, and Sir James Mackintosh. Hunting

The annual prize-givings were elaborate functions attended by Directors and by the President of the Board of Control; the last of them was made notable by the speech of Mr. Ross Mangles, Chairman of the Directors (afterwards Member of the Council of India), whose son had just won the Victoria Cross by his bravery at Arrah. At a moment at which the fate of India was still in the balance and racial passion was blazing fiercely, he said: " If we are to govern India at all, we must govern it for the people of India, and, in a great measure, by their instrumentality."

The Act of 1858 placed in the hands of the Civil Service Commissioners the open competitive examination, to which all British subjects are eligible without distinction of race or domicile.* Without their certificate of intellectual, moral and physical fitness, and ability to ride, no candidate can be appointed.

The age of admission to the examination (and with it the length of probationary training) has varied between three systems, that of selecting candidates when they leave school, that of allowing time for them to have taken a University degree before competing, and a compromise which allowed

was forbidden, a rule that contrasts with the insistence of the India Office that probationers for the Indian Civil and other Services should pass a riding test before going to India.

* Rulers and subjects of Indian States have recently been made eligible, subject to certain rules of procedure. Since the War the eligibility for appointment to the Indian Services of the British-born sons of aliens has been restricted; the candidate's father must have become a British subject before the son was born and never have abjured British nationality.

boys still at, or just leaving, school, to compete against undergraduates. The third was the original plan and was continued until 1878, the minimum age being at different times 17 or 18, and the maximum 21, 22 or 23. After the closing of Haileybury, no definite arrangements were made for the further training of successful candidates until 1866, when a two years' course of special work at an approved University came into force. The wide age limits enabled a few enterprising young Indians to come to this country and succeed in the competition. But in 1878 the school-leaving age, 17 to 19, was substituted. This arrangement, which remained in force for fourteen years, undoubtedly handicapped Indian candidates. In 1892 the University age was adopted, and the period of probation cut down to one year. The minimum age has been varied between 21 and 22, and the maximum between 23 and 24; at the moment the rule is 21 to 24.*

The school-leaving age of entrance, followed by a long probation, generally unpopular with University authorities in this country, has been commended by senior Indian Civil Servants who joined

* Lord Islington's Public Services Commission recommended a return to the entrance age of 17 to 19, and the two years' probationary course, but it was decided only to lower the minimum age to 21 and to take power to require a probation of two years. The latter has been settled for candidates selected in India (under the new system described later in the text), but has not in practice been applied to candidates selected in England. Lord Lee's subsequent Commission recommended the age 21 to 24 with one year's probation. The question has not yet been finally determined.

under that system. Its adoption would certainly widen the field of selection in this country, for many boys of the type required cannot afford to wait until well over 20 for the certainty of a profession in life, or to go up to a University without the financial aid given by the probationary allowance, now £300 a year. But the policy of Indianisation of the Service, adopted since the Islington Report, really precludes any drastic change in the present system, for there is general agreement that the higher age affords in the case of Indians a far better means of selection. Again, the advantage of obtaining for the Service men who have taken an Honours course is obvious. But comparatively slight differences in the exact age mean much to different Universities. An Honours degree at Cambridge and more conspicuously at Oxford, is taken at a higher age than is the custom in Scottish and Irish and the newer English Universities.

During the War the Secretary of State had to come to Parliament for the means of preserving to men who had interrupted their education by joining the Army or Navy the possibility of entering the Indian Civil Service. He was free to make regulations for the other Indian services, but the open competition for the senior Service is prescribed by Statute. While it was maintained on a restricted scale during the War years in order to keep the door of entrance open to Indian candidates, the Act of 1915 enabled ex-Service men later on to be appointed to the Indian Civil Service (as they were to the Home Civil Service without special legislation) by the judgment of a Selection Committee after

passing a qualifying educational test based on a school-leaving standard.* The Act was subsequently, with the consent of Parliament, utilised to start the policy of increased Indianisation by nominating a certain number of candidates in India.

The actual necessity of coming to London for the Indian Civil Service examination, and the practical need of preliminary study in England, had, quite naturally, long been an Indian grievance. A resolution in favour of a simultaneous examination in India was passed by the House of Commons in 1893, but led to no action. The defence of the existing system was based on two arguments. If a predominantly British character was, as it was before 1917 assumed in England to be, essential to the higher administration of India, the restriction of entry to British youths and to the few Indians who had enjoyed the benefit of a British education, was justified by high considerations of policy. In the second place, if it were desirable to open the higher administrative ranks freely to Indians, it was far from certain that the most suitable Indians would be obtained by an examination on those lines which do on the whole succeed in obtaining first-rate officers for not only the civil services but the Army when applied to the youth of the British Islands. Neither argument was convincing to educated Indians. The experiment of the "Statutory Civil

* The Indian Civil Service was in 1917 barred to persons who had declared "conscientious objection" to military service in any part of the Empire in which conscription was in force. The motive was not penal, but precautionary; a magistrate in India must be prepared to stop a riot by using armed police or soldiers.

Service" started in 1870, had not succeeded. Under this scheme recruitment for about one-sixth of the cadre of the Covenanted Service was stopped, and Indians of good family and status were nominated to the new service. In 1889 (as a result of Sir Charles Aitchison's Public Service Commission appointed in India), the "Provincial Services" were created, and a wide avenue to public employment opened to the graduates of Indian Universities. But the Provincial Services carried a lower pay and status.

On the adoption of the policy of Indianisation a regular annual competition for the Indian Civil Service, under the supervision of the Civil Service Commissioners, was established in India in 1922, the number of posts offered depending on somewhat difficult calculations as to the recruitment of British and Indian candidates respectively in London, since Indianisation was to be progressive but gradual. The candidates selected are sent to England for two years' training at an University. But power was reserved to make by nomination,* on satisfactory evidence of education and character, one-third of the appointments filled by Indians. At the same time provision was made for the advancement of selected Provincial Service officers and for filling some of the judicial posts by Indian legal practitioners.

The Indian Police Service

The first organisation of police in India on modern

* "In order to secure to some extent representation of the various provinces and communities in India." (Government of India Home Department Resolution No. 2559, December 1st, 1920.)

lines is ascribed by Sir John Kaye to the measures taken by Sir Charles Napier in Sind, and in every province Army officers were employed to command the police force, but uncovenanted civilians were soon admitted, and about 1869 a regular system of local recruitment of superior officers was started. The highest controlling posts (Inspector-General in Provinces and Commissioners of Police in Presidency Towns) were usually held by Indian Civilians, a practice that, though not abolished, has decreased with the rise to seniority of Police officers recruited in England by an open competitive examination almost identical with that from Sandhurst. This important new departure was made in 1893, the London examination being reserved for candidates of European descent. The age of admission is 17 to 19. Ten years later the new grade of Deputy-Superintendent, ranking as "Provincial Service" posts, was created in India, Indians and other candidates who could prove Indian domicile being appointed direct, or promoted from Inspectorships. The Deputy-Superintendents rank below the Assistant Superintendents appointed from England but are eligible for promotion to the rank of Superintendent (police officer in charge of a district, comparable with Chief Constable of an English county). In 1921 examinations were instituted in India for Assistant Superintendents' posts, the candidates requiring recommendation by a Selection Committee in each province. The Indian age of admission is 21 to 23. Indians who have resided in the United Kingdom for five years—i.e. have been at school in this country—are now admitted

to the London competition. Some recruitment for what may be termed the non-commissioned ranks—sergeant or inspector—is made in India from Europeans, generally non-commissioned officers of British regiments. The probationers for the higher ranks successful at the London competition are, on passing a riding test, sent at once to India, where they receive training before joining their districts.

The Indian Forest Service

The organisation of a regular Forest Service was taken in hand soon after the Mutiny, and a competitive examination for it was opened in London in 1867. The selection and training of Forest Officers have been conducted on lines differing from those of the other Services, and the methods have varied, but the underlying principle has always been recruitment of candidates who had already received some education in natural science, and practical and theoretical training in England and on the Continent. It was recognised that France and Germany were far ahead of England in scientific forestry, and the names of Sir Dietrich Brandis and Sir William Schlich show how much the scientific conservation of Indian forests owes to officers of German descent. From 1885 to 1905 Forest probationers were sent for training to the Engineering College at Cooper's Hill, supplementing the college courses by Continental tours. The closing of the college in the latter year coincided with a breakdown in the competitive examination, which ceased to attract candidates, and ever since 1905 appointments have been made by Selection Committees. Hitherto an

Honours degree or diploma in natural science has been necessary for a candidate; the age of selection has been 19 to 22, and the course of probation two years, taken at Oxford, Cambridge, or Edinburgh University (it was for a time concentrated at Oxford), and including Continental tours. But a candidate might be accepted up to the age of 24 if he gave such evidence of a practical and theoretical knowledge of Forestry as enabled him to be sent to India without further training. Indians had been eligible for appointment in England to the Imperial, now "All-India," branch of the service, but since 1920 have been recruited in India, the successful candidates (unless already fully trained) being sent to England for their probation. It has now been decided to concentrate at Dehra Dun the training of the Indian probationers, who will be selected by competitive examination in India (one-third of the vacancies being filled by nomination), among University graduates. Provincial officers may be promoted to the higher branch. The Forest Service in its higher grades is an All-India Service, but as Forests have been transferred to the control of Ministers in Bombay and Burma, the Secretary of State has ceased to recruit officers for those two provinces, and their selection and training will be arranged by the Provincial Governments.

The continued development of the forests is of great economic importance to India, and the greatly accelerated Indianisation of that Service, now decided, may be attended with some difficulty, because the life, entailing constant physical activity, hardships, and solitude in wild and remote districts,

set off by unequalled opportunities for sport and natural history, appeals more strongly to British public schoolboys than to most Indian University graduates.

The Public Works Department (Indian Service of Engineers)

The necessity of good roads and of irrigation canals in India was of course recognised before the era of railway construction, and by 1845 uncovenanted civilians were being employed to work with the Army officers to whose civil activities India owes so much.* In 1847 the engineering college at Rurki was opened, and some civil engineers of mature age were sent out from England in 1854 and again in 1859. It was then decided to establish regular recruitment in England for young engineers, and competitive examination was employed until the foundation in 1871 of the Royal Indian Engineering College at Cooper's Hill. For thirty-four years probationers for the Railways and Public Works were trained there, together with Forest probationers (after 1885). The age of admission to the College was 17 to 21, and the course lasted three years. But the development of engineering education in this country, and the necessity of supplementing from outside the recruits that the College could provide, led to the decision to close it, and

* The "Public Works" were originally under the Military Board in India, and were transferred to civil control in 1851. (Military Works were resumed by the Military Department in 1881.) Royal Engineer Officers are still employed on the Indian Railways and Public Works, as well as in the Survey and Mint departments.

so to abolish the last of the three training colleges for India, in 1905. A larger field of selection was provided by trained engineers between the ages of 21 and 24 (the standard henceforth adopted) seeking permanent employment than had in recent years been secured by requiring boys of 18 to elect definitely for an engineering career in India. Candidates, who must possess a recognised degree or diploma in engineering and at least one year's practical experience, are chosen by a selection committee on which engineering experts from outside the office serve.

In 1892 a "Provincial" branch was formed, to include future entrants from Rurki and the other engineering colleges in India, though a number of Indians (some of whom had certainly no higher professional qualifications) were appointed in England to the Imperial Service. The recent reorganisation has made the higher posts in the Irrigation side of the Indian Service of Engineers an All-India Service, but Roads and Buildings have become Provincial transferred subjects, and for this branch the Secretary of State will no longer recruit. The State Railways and the Telegraph and Wireless engineering departments are now "Central Services" and the extent of their recruitment in England by the Secretary of State will depend on the decisions of the Government of India as to the number of engineers to be recruited in each of the two countries.

The Education and Scientific Services

Something will be said in a later chapter of the work of the several scientific services of India. While their organisation and conditions of service have required the sanction of the Secretary of State in Council, recruitment in England has, for most of them, been sporadic (since the higher staffs are very small), and has been conducted by the India Office from time to time with the aid of expert advice. The Meteorological Service, the Mint and Assay, Mines, and Archæological Departments, the Survey of India, Geological and Zoological Survey, are now Central Services of the Government of India. The Agricultural Service, whose institute at Pusa has earned international fame, fell within the "All-India" classification, as did the Veterinary Service. But the recent decision has transferred future recruitment for these to the Provincial Governments.

The same fate has befallen the Indian Educational Service as a whole, though the Chiefs' Colleges* remain under the Political Department of the Government of India, and the special schools for Europeans are administered by the Reserved side of the Provincial Governments. But until now the India Office has been very closely concerned with recruitment for the Indian Educational Service, while changes in University organisation and the

* The Mayo college at Ajmer, Aitchison College at Lahore, Daly College at Indore (in the Maharaja Holkar's territory) and Rajkumar College at Rajkot in Kathiawar, provide for the sons of Ruling Princes and Chiefs and the hereditary nobles of British India, education—*mutatis mutandis*—on the general lines of English public schools.

development of educational policy generally have taken an important place in the work of the Secretary of State in Council.

Government educational appointments in India were filled by unsystematic methods until the classification of 1889 sharply separated the "Indian Educational" from the "Provincial" Service. Thenceforth the Secretary of State recruited professors for Government colleges, inspectors of schools, and less often, headmasters of Government secondary schools; also a few inspectresses of girls' schools and teachers for women's colleges, who formed the Women's Branch of the Indian Educational Service. Recruitment was interesting but difficult, and difficult for more than one reason. Instead of a regular annual recruitment, as for the Indian Civil or the Forests, it was possible only to offer individual posts, generally of a highly specialised character, as actual vacancies occurred. An irregular demand naturally meets with a fluctuating supply. In the second place, the intellectual standard required was as high as that for the Indian Civil Service, but the pay and prospects, though comparing very favourably with those of the teaching profession here, were by no means so good. A young Englishman who wished for an official career in India was likely to prefer the administration of a district to the exposition to Indian pupils of the niceties of Keats or Shelley, unless possessed by a fervent passion for instructing the young. The appointment of Indians to the "Imperial" branch was complicated by the position of Provincial Service officers, some of whom had British University qualifications. The policy of Government was for some years opposed to transfers from the lower paid branch to the higher; it was not admitted that they would be "promotions," for the theory about this particular service was that the two branches were co-ordinate. The system of Overseas Allowances to officials with European domicile supplies the only really fair means of discrimination in pay. The old plan of attaching an additional financial value to a British degree or diploma, if its holder managed to secure appointment from the Secretary of State, was unjust both to Indians who could not afford to come to England and to some who had done well at English Universities. The promotion of a number of selected Provincial officers to the Indian Educational Service, before recruitment for that was closed, redressed a very real grievance.

Recruitment for the Indian Educational Service was for some years conducted at the India Office by interviews, with the help of expert advice for the more technical posts, but about twenty years ago the Special Inquiries section of the Board of Education, which is often asked to select men for Colonial appointments, agreed to co-operate, and set up a special selection committee to interview candidates. It is unlikely now that the Secretary of State will make any further educational appointments in India, unless to masterships at Chiefs' Colleges.

Other Services

Besides finding men occasionally for widely miscellaneous posts, ranging from experts in weaving or

dyeing to European gardeners, from architects to superintendents of printing, from specialists in office organisation to mechanical foremen, the India Office has recruited for four other regular services—the Imperial Customs Service, the Indian Audit and Accounts Department (formerly known as the Enrolled List of the Government of India Finance Department), the Military Accounts Department, and the Bengal Pilots' Service. The last-named owes its existence to the dangerous navigation of the Hooghly, which demands fine seamanship and nerve; recruitment for it will still be made in this country, but henceforth by the High Commissioner on behalf of the Bengal Government. The three former are now "Central Services"; the Audit and Accounts will be entirely recruited in India, but for the Customs and the Military Accounts the Secretary of State will continue to make appointments in England from time to time. Some important departments of Government have always been recruited in India, for example the Opium, Salt, Excise, Income-Tax, and Posts and Telegraphs, but officers of the Indian Civil or some other Imperial Service have generally presided over them.

The Secretary of State and the Services

The fundamental changes of 1919 made it essential to reconsider the position of the Services, for the general purpose of the Act in its application to the Provinces was to delimit a special field of Indian administration in which the Secretary of State should divest himself of authority. The Act provided that the pay of the All-India Services should

not be subject to the vote of the legislatures, and further entrusted to the Secretary of State in Council the duty of making statutory rules under the Act to regulate *inter alia* the conditions of service, pay and allowances of the civil services generally. He may delegate such power to the Governor-General in Council or to Provincial governments; but he has in fact made no delegation affecting the All-India Services. An important general section of the Act provided that no officer could be dismissed the service by any authority subordinate to that which appointed him, so that officers of the All-India Services cannot be dismissed by any authority in India.

Further safeguards were provided in statutory rules under the Act. No order affecting their emoluments or pensions, and no order of formal censure can be passed to the disadvantage of officers of an All-India (or a provincial) service, without the personal concurrence of the Governor; and in his "Instrument of Instructions" the Governor is specially charged to safeguard the members of the service in the enjoyment of their recognised rights and privileges and to see that all things are ordered justly and reasonably in their regard. Finally, in the statutory rule in which the Secretary of State divested himself of control over transferred subjects he reserved *inter alia* his power of safeguarding the exercise of the powers conferred on him by the Act in relation to the Services.

But to the natural uneasiness of the Services at the passing of the old order was added acute discontent with their pay. Lord Islington's

Commission, which had thoroughly examined their emoluments, reported in 1915, but the War intervened and no action was taken until 1919, when the pay of all the Services was revised. Unfortunately a disastrous fall in the exchange value of the rupee falsified the basis on which the new pay scales had been constructed, and that at a time when educational charges and the cost of living in this country were far above the pre-war standard. These adverse conditions combined to produce a demand for an opportunity to terminate service prematurely on a proportionate pension if officers felt the conditions to be so fundamentally changed that further service should not be required and was not likely to conduce to the smooth working of the new constitution. A concession on the lines asked for was given* and many officers left India. Their loss was the more serious because the supply of British recruits for the Services began to fall.

A Royal Commission was appointed in 1923 under the Chairmanship of Lord Lee of Fareham to report on Service Conditions, financial or otherwise, on the possibility of substituting provincial services for All-India Services, and on the proportions in which Indians and Europeans should be recruited. Its main recommendations have been accepted in substance and implemented by a further Act of 1925.

No further appointments will be made to the All-India Services employed in the Transferred field. The provincial governments, i.e. the Governor

* The Parliamentary Joint Committee recommended this concession for officers for whom an equivalent career could not be provided elsewhere by Government.

acting with his Ministers, will recruit the personnel required for the work hitherto done by the Educational and other services. But existing members retain the position they have held since 1920, serving under Ministers but enjoying all the safeguards provided by the Act, and the rules made under it for officers appointed by the Secretary of State in Council.

For services employed on the Reserved Side recruits will be appointed as hitherto by the Secretary of State in Council with all the rights implied in such appointment. The principal services of this class are the Indian Civil Service and the Police. But the proportion of Indian to European recruits in these services is to be increased so as to secure that the composition of the services, as a whole, will be half European and half Indian in fifteen years for the Indian Civil Service, and in twenty-five years for the Police.

A permanent Public Service Commission will be set up at once in India. Its members, appointed for a fixed term of years by the Secretary of State in Council, will be concerned with recruitment in India for the Services and with disciplinary control and with complaints of unfair treatment.

Material improvements have been made in the emoluments of the All-India Services and in the pensions of all of them, except the Indian Civil Service which received and still receives a higher pension than the rest.* The pay of the Services is

* It had recently received an appreciable concession in the funding for the benefit of officers of the contribution for pensionary purposes deducted from pay. An Indian Civilian of long service before this had received a pension that was much higher than that of other Indian officials, but had in fact himself paid a large proportion of it.

fixed in rupees and the main concession made allows a certain proportion to be drawn in sterling in this country at 2*s.* the rupee, a very favourable rate of exchange. The advantage, particularly to officers with families in this country, is substantial.

Pay had always been fixed at a rate held by financial authorities to be sufficient to enable the officer to defray the cost of passages for himself and his family to and from this country when he comes home on leave. This comfortable theory had ceased to fit the facts, and, in addition to the increases in actual pay, Government has undertaken to provide four return passages for the officer and his wife (and a single passage for each child) during a normal term of service.

It has also been decided in principle that British officers and their families shall be secured medical treatment by British doctors, but the means of satisfying this principle is still under consideration. Much turns on the decision to be taken in regard to the future of the medical services in India and, in particular, of the Indian Medical Service, which has hitherto supplied, through the civil surgeons employed by the provincial governments, the staff required for the medical care of the Services and their families.

Chapter IX

JUDICIAL—ECCLESIASTICAL

Judicial

The present higher Judicial system of British India dates from 1862, when, under the Indian High Courts Act 1861 (24 and 25 Vict. c. 104), Her Majesty established by Letters Patent High Courts of Judicature at Calcutta, Madras and Bombay. This Act, by amalgamating the "Supreme Courts" founded under Royal Charter, with the "Sadr Adalat" Courts established by the Company, brought to an end a complicated series of arrangements for the administration of justice. Something has been said in an earlier chapter about the enactment of laws for British India. The history of the courts is far too tortuous a subject to be discussed here, but it must be briefly noticed as illustrating the intervention of the Home Government in Indian affairs.*

Englishmen in India were controlled by the laws

* Sir C. Ilbert's "Government of India," 3rd edition, 1915, contains a summary of the history. As a description from the lay point of view of the conditions in Bengal produced by the early enthusiasms of the Supreme Court Judges, whom he calls "ermined interlopers" Kaye's "Administration of the East India Company," 1853, pp. 329-332, will repay perusal. Sir John Kaye (pp. 333-351) also gives an interesting account of the Company's courts and the origins of the judicial side of the Indian Civil Service.