

## APPENDIX A

### QUESTIONNAIRE

#### "A" CLASSIFICATION OF SERVICES.

1. Civilian posts under the Central Government, whether paid from Civil Estimates, (including Posts and Telegraphs and Railways), or chargeable to Defence Estimates, are generally classified into Class I, Class II, Subordinate and Inferior Services. Do you consider that this classification requires any modification generally or in respect of any particular department or class or classes of employees? If so, what modifications in the present classification and nomenclature do you suggest?

2. If you propose any alternative classification, what broad criteria would you suggest for the differentiation of duties and responsibilities of posts to be included in each category?

#### "B" STANDARDS OF REMUNERATION.

3. What tests and standards would you suggest as appropriate bases to be adopted in fixing the salary or remuneration of the various grades of employees above referred to when Indians recruited in India are appointed to those posts? Please illustrate your views by working out scales of pay on that basis for any of the services with which you are familiar?

4. If in any circumstances recruitment has to be made of non-Indians from outside India for any posts or services, how should the remuneration be fixed in such cases *vis-a-vis* the rates prescribed for Indians?

5. What is your opinion as to the fairness of the present standards of remuneration for different grades and categories of Government employees? If you are not satisfied about it, on what lines and to what extent would you suggest revision of the existing scales of remuneration, in respect of the different grades and the different departments of Central Government employees?

6. It has been said that Indians holding posts in the public service in India should not be paid more than public servants doing comparable work in England. Do you consider this a valid criterion to apply in judging standards of remuneration for posts in India?

7. Do you consider that the only test which should be applied to judge of the adequacy of remuneration for posts under Government is the criterion whether Government is paying the market value for the class of recruit and no more?

8. In case you agree with the view referred to in the last question, in respect of what categories of Government employment do you consider the application of this principle practicable, and how far, in your opinion does the present standard of remuneration for these categories diverge from that prevailing in comparable outside employments?

9. As it may be possible to recommend any long-term arrangement in respect of the pay of public servants except with reference to a tolerably stable level of prices of foodstuffs, clothing and other essential commodities, would you venture any suggestion as to when during the next few years

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the level of prices in India may be expected to attain a reasonable measure of stability and at what level they are likely so to stabilise, taking the prices prevailing in 1932 to furnish the datum line?

NOTE.—1932 is adopted as a convenient date because a general revision of salaries in many departments seems to have been made in or about 1932.

### “C” RATIONALISATION, SIMPLIFICATION AND UNIFORMITY IN PAY TERMS.

10. Do you consider it proper that there should be uniformity of payment for similar kinds of work as between different departments and different sections of the same department and as between the Centre and the Provinces and in all the Provinces? So far as you are aware, is there any dissatisfaction on the score of disparity in earnings in regard to any specific grades or posts in any department under the Central Government?

11. If you think that uniform scales should be prescribed on an all-India basis for all similar categories of posts under the Central Government, whether the cost is met from the Civil, Railway or Defence Estimates what would, in your opinion, be the proper method of allowing for variations in local conditions?

12. To what extent should the pay scales allow or make special provision for a liability to serve in all parts of the country or a liability to overseas service?

13. (a) Do you consider the structure of the present pay scales of services convenient, adequate and satisfactory?

(b) In particular, are they calculated to secure a proper differentiation between grades of responsibility and to secure that Government get a fair return for the scale of remuneration paid to its employees? Would you suggest any, and if so, what modifications?

14. What is your experience of the results of the working of time scales in Indian services?

15. In particular, does the working of the progressive time-scale secure adequate reward for merit and afford an incentive for efficiency; to what extent should the principle of merit and of seniority be respectively adopted in the matter of promotion; and how far is the present system of promotions between grades satisfactory (a) as between the basic scale and selection grade of a service, and (b) as from a lower to a higher service?

16. Do you favour the abolition of the distinction between the old and the new scales of pay and the prescription of a uniform scale for each category of posts?

17. Do you consider a reduction in the number of time-scales or a reduction in the length of existing time-scales desirable for ensuring a better grading of duties or responsibilities of posts of a like or similar character with a view to rationalisation?

18. Is the present practice of granting dearness allowance and war allowance to meet the temporary steep increase in the cost of living due to conditions created by war quite satisfactory? Would you recommend that the whole or any part of the dearness allowance might be absorbed in future pay scales in the event of a decision to revise them in an upward direction?

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19. If a new scale of remuneration were fixed now how would you provide for its adjustment to meet future variations in prices or cost of living; alternatively, is a sliding scale of remuneration which would provide automatically for increases in the cost of living preferable and practicable; if so, would you allow this method of remuneration to all grades of public servants or only to some; in the latter case, to what grades would you allow the benefit of such a provision?

20. Apart from the endeavour to neutralise the effect of the rise in prices by a corresponding increase in pay, do you consider it necessary or proper that in the case of some classes of public servants the existing scales of pay should in any event be increased on the ground that even at the time they were fixed they were inadequate to enable the Government servant to maintain himself and his family at a reasonable level of health, comfort and efficiency? If so, to what classes of public servants would you allow this increase and at what rates and on what principles would you fix the increase to be allowed on that ground?

21. Do you favour equal pay for equal work irrespective of difference of sex, or would you allow special rates of pay for women employees working in categories to which they are eligible along with men?

22. What principles should, in your opinion, be observed in regard to fixation of basic rates of pay of unskilled labour? What would you consider a proper basis of differentiation between unskilled, semi-skilled and skilled labour? Having regard to your replies on these points what do you consider should be the principles to be followed in respect of the remuneration of daily-rated employees of Government:—

- (i) to ensure a fair wage;
- (ii) to provide for variations in the wage levels; and
- (iii) to secure adequate remuneration for piece-workers?

23. In regard to terms of remuneration would you make any difference between employees of industrial or commercial departments of Government and employees on the non-industrial or non-commercial side?

24. Have you any suggestions to make in regard to:—

- (i) Holidays for public servants;
- (ii) hours of work of public servants;
- (iii) payment of overtime and other allowances;
- (iv) the working of the daily rate system in regard to Government employees;
- (v) the piece-work system in its application to Government employees?

25. Have you any other proposals to make in regard to the conditions of salary not covered by answers to the above questions?

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### "D" LEAVE.

26. Is the present practice under which widely different sets of rules govern the grant of leave to different classes of Government employees working satisfactorily?

Having due regard to the variation in the conditions of employment and the differences in the nature of the duties and responsibilities of different grades and classes of Government servants, to what extent can leave terms be rationalised and simplified? -

27. Under existing leave rules, to what extent do public servants or particular classes of public servants normally take:—

- (a) all the full-pay leave due to them;
- (b) all the leave on half pay that may be admissible to them?

28. Do you consider any changes necessary in the existing rules and limitations relating to remuneration during leave other than leave on full pay? If so, what changes do you recommend?

29. Do any of the present leave rules applicable to different classes of public servants cause administrative inconvenience or hardship to employees and if so what remedies or modifications would you suggest?

30. Do you consider the present leave terms adequate—

- (a) for affording sufficient recuperation to staff; and
- (b) for affording facilities for those desirous of doing so to improve their professional qualifications?

31. In regard to terms of leave, would you make any difference between employees of industrial or commercial departments of Government and employees on the non-industrial or non-commercial side?

32. Have you any other proposals to make in regard to conditions of leave not covered by answers to the above questions?

### "E" RETIREMENT BENEFITS.

33. What, in your opinion, will be the best method to secure adequate provision for a Government servant and his family against the two eventualities of retirement and death?

34. Have the present rules regarding retirement from Government service and the grant of pensionary benefits or gratuities including the alternative of contributing to a Provident Fund, been found inconvenient or inappropriate? If so, what changes do you consider desirable in respect of—

- (a) the age of retirement;
- (b) the minimum service qualifying for retirement;
- (c) the scale of pensions, additional pensions and gratuities; and
- (d) the basis with reference to which average emoluments are calculated?

35. Do you consider that the existing pension rules for pensionable employees afford the same net advantages as the Provident Fund Rules applicable to Railway employees? Do you consider any change in the existing system of pensionary benefits justified so as to provide for a measure of family provision, especially in the case of persons dying in harness without

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pension or a pensioner dying soon after retirement? What sort of scheme would you prefer:—

- (a) surrender of a given amount of pension so as to obtain a capital sum to be paid to dependent beneficiaries; or
- (b) a reduction in the existing scale of pension with an alternative supplementary benefit in the shape of a contribution to a Provident Fund or a Family Pension Fund, or a special contribution or gratuity based on the public servant's length of service and assessed at a given proportion of pay, for example, half or one-third of a month's pay for each year of service;
- (c) compulsory State insurance;
- (d) revision in the terms of commutation of pension?

36. Do you consider the existing Provident Fund Rules applicable to different classes of Government employees adequate to secure a proper provision for the family of an employee or an appropriate benefit to the employee himself on retirement which will be fairly equivalent to the pensionary benefit? Would you recommend a surrender of any Provident Fund benefits and substitution therefor of pensionary benefits?

37. Do the rules governing Provident Fund benefits to non-pensionable public servants, other than Railway employees, afford an equal benefit to the employee and his family as the rules applicable to Railway employees? Would you suggest any changes in the former rules?

38. In regard to retirement benefits, would you make any difference between employees of industrial or commercial departments of Government and employees on the non-industrial or non-commercial side?

39. Have you any other proposals to make in regard to retirement benefits not covered by answers to the above questions?

40. To what extent has effect been given to the recommendations of the (Whitley) Royal Commission on Labour in India, so far as they related to wage standards, pay system, and rules governing leave, provident fund and gratuity for the benefit of Railway employees?

### "F" CONCILIATION MACHINERY.

41. Do you consider the existing rules—

- (i) providing for grant of recognition by Government to Employees' Associations;
- (ii) permitting representation to the authorities by employees, individuals or otherwise;
- (iii) authorising authorities to pass orders of fine, suspension, demotion, discharge or dismissal; and
- (iv) giving the employees a right to appeal or seek redress against such orders, adequate to protect the interests of employees?  
If not, what additions or modifications would you suggest?

42. What do you consider to be the best machinery for resolving differences between Government and its employees?

43. Is the introduction of the Whitley Council system in regard to Government services desirable?

44. As regards the conciliation machinery, would you make any difference between industrial and commercial departments of Government activities and the non-industrial or non-commercial side?

45. Have you any other suggestions to make in regard to the conditions of service of public servants?