

No. 6578.

X:99V, 54-231-N21C

1. Report of the Bombay Retrenchment Committee. /-

1923. pp. ~~100~~ 1-50.

2. Retrenchment Committee. Minute of Dissent. F3

By P. R. Chikodi. 1923. pp. 51-57.

3. Report of the Retrenchment Committee (C.P.) F3

1922. pp. ~~103~~ 58-151.

4. Report of the Bengal Retrenchment Committee. F

1923. pp. ~~153~~ 152-232.

-----000-----

F.



Dhananjayrao Gadgil Library



GIPE-PUNE-006578

Report (1-)

of the

Bombay Retrenchment Committee.

POONA

PRINTED AT THE YERAVDA PRISON PRESS

1923.

CONTENTS.

	Page.
Introduction	... 1
The Public Services	... 2
Allowances	... 7
General Administration	... 9
<hr/>	
Agricultural Department	... 24
Civil Veterinary Department	... 29
Co-operative Department	... 31
Educational Department	... 33
Excise Department	... 37
Factory, Boiler and Smoke Nuisances Department	... 43
Forest Department	... 44
Department of Industries	... 46
Judicial Department	... 47
Land Revenue Department	... 49
Medical Department	... 59
Police Department	... 61
Public Health Department	... 68
Public Works Department	... 71
<hr/>	
Financial Results	... 79
Minutes of Dissent	... 81
Appendix	... 89

REPORT OF THE BOMBAY RETRENCHMENT COMMITTEE.

The Committee was appointed by Government in July 1921 and when first constituted consisted of the following members of the Legislative Council :—

Rao Bahadur G. K. Sathe, C.I.E.

Sardar Naharsinghji Ishwarsinghji, Thakor of Amol.

Cowasji Jehangir, Esq., C.I.E., O.B.E.

Rao Bahadur G. K. Chitale.

I. S. Haji, Esq.

P. R. Chikodi, Esq.

J. A. Powar, Esq.

B. G. Pahalajani, Esq.

Mr. Cowasji Jehangir subsequently retired from the Committee on his appointment as Member of Council and the late Rao Bahadur Sathe resigned on the 18th September 1922 on grounds of ill-health after doing much valuable work as Chairman of the Committee from its inception. Rao Bahadur D. A. Vichare, M.L.C., and Mr. C. M. Gandhi, M.L.C., were appointed on the 5th October 1922 to fill the two vacancies on the Committee, and from that time onwards Mr. C. M. Gandhi conducted the business of the Committee as Chairman.

The following report is that of the majority of the Committee, and we append minutes of dissent on certain points by individual members.

We desire to acknowledge the assistance which we have received from all Government officers and departments both in their oral or written evidence and in the complete information which was readily placed at our disposal. We desire also to express our obligations to our Secretary, Mr. R. M. Maxwell, I.C.S., for the very loyal and devoted services which he all along ungrudgingly rendered to the Committee in furthering its labours, and in this we would associate the Assistant Secretary, Khan Bahadur Nabi Baksh Mahomed Husain.

THE PUBLIC SERVICES.

There is no subject which we feel demands graver consideration from us as a Retrenchment Committee than the organization and pay of the Public Services. The creation or abolition of an individual appointment are matters which can be adjusted at any time and concern only the present expenditure; but every decision on a point connected with the general organization of a cadre—its recruitment, composition, pay or prospects—constitutes a commitment the consequences of which extend far into the future. The vested interests so created may absolutely preclude any remedy for many years even if the step taken is found to be a false one; and the financial effect of any such decision is, therefore, cumulative.

While, therefore, we have dealt under the several departments concerned with cases in which the staff employed seems to us excessive or its functions appear capable of curtailment, we propose at the outset to deal more generally with the principles which in our opinion should determine the future policy to be pursued with regard to the Public Services. We recognize that such questions do not affect the rights of their existing members but they may affect recruitment in the immediate future and it is therefore of the utmost importance to decide at once whether the present system is best adapted to meet the probable requirements of the future.

We are instructed that our terms of reference do not include an invitation to examine the pay or cadre of any Imperial Service as such, and we have therefore refrained from making any recommendations regarding the extent to which these cadres are capable of provincialization, except in particular instances. But it is, we believe, open to us to indicate the lines on which in our opinion the Indianization of Services should in future proceed and to suggest the general organization and pay of the Provincial Services which we consider compatible with such a scheme.

The result of the recommendations of the Public Services Commission has been to leave unaltered the two main divisions of the Services, *viz.*, Imperial and Provincial, but the fact that the Imperial Services are now to a very large extent recruited in India has in our opinion destroyed the

chief reason for differential treatment so far as Indians are concerned. So far as we can observe the Indian recruits so obtained do not, as a class, possess any very marked superiority of qualifications compared with those recruited into the Provincial Services on Indian rates of pay. In dealing with the Educational Department we have had occasion to notice that a number of officers have been transferred from the Provincial to the Indian Educational Service apparently with no other object than to secure the necessary percentage of Indian recruitment in the latter. We desire to record our emphatic conviction that if Indianization merely means a substitution of very highly paid Indian Imperial officers for Provincial officers it does more harm than good, since an entirely false standard of pay is thus set up for Indian officers which will render the future administration of the country most unnecessarily expensive. We see some evidence of this inflation in the revised rates of pay which have recently been sanctioned for the Provincial Services themselves. We hold strongly that the pay fixed for the Imperial cadres ought not in any way to affect the standard of pay for Indians employed in the Public Services in India, least of all when their numerical proportion is increasing and is likely to preponderate in the future. We are not concerned with the pay of the Imperial Services but we observe that the rates adopted for them are based on the assumption that recruitment will be mainly European in character and they are accordingly determined by what is necessary to secure Europeans of the best qualifications and to compensate them for the additional expenses involved in their expatriation. We believe that the policy of equal pay for Europeans and Indians was adopted with the best of intentions and we will concede that there may have been some justification for it when the Indian element in the Imperial Services was extremely small and obtained by recruitment in Europe; but the rates of pay now assigned to the Imperial Services were never conceived for services predominantly Indian in character or containing Indians in such numbers as to form a large proportion of the whole cadre. We would here observe that we see no advantage whatever in an arrangement which enables an Indian recruit to be posted to a province which is not his own and requires higher pay on that account. In our opinion the only basis of recruitment for Indians should in future be Provincial, and the rates fixed should be those which are sufficient to attract

Indians of suitable qualifications for service in their own province without any reference whatever to the pay of All-India Services. The latter should thus be confined to Europeans recruited in England.

If this principle is adopted it follows that the existing distinction between the Indian cadres of the All-India Services and the Provincial Services will disappear. In future we need contemplate only one Service for Indians on a Provincial basis, and the pay of the Provincial Service thus reorganized will have to include provision for all appointments hitherto open only to the All-India cadres as well as for the appointments formerly known as "listed" posts. We are not here discussing the rate at which the All-India Services are capable of provincialization: we merely express our opinion that the Indianization of these Services must mean provincialization, and that instead of perpetuating an arrangement which involves a meaningless distinction between the pay of Indians of the same qualifications a commencement should as soon as possible be made in building up in this manner real Indian Services under the full control of the Legislative Councils and on the most economical lines.

We would add that even where existing facilities in India do not provide the means of obtaining the training required for certain posts in the Imperial cadres, we see no reason why the fact that a recruit has undergone a few years training in Europe should effect his pay during the whole of his service. If European training is essentially necessary it would be far cheaper to pay the actual expenses involved in deputing a Provincial officer to obtain that training wherever it is available, after which he would have no further claim for differential treatment.

In considering what rates of pay would be generally suitable for a Provincial Service so organized we have been struck by the very considerable and often quite inexplicable differences between the scales of pay now assigned to posts of similar classes in different branches of the Provincial Service. We find for instance that the pay ordinarily ranges from Rs. 250 to Rs. 750 in the Forest, Engineering, Agricultural and Civil Veterinary Departments, but in the Police the range is only from Rs. 200 to Rs. 600 (apart from a selection grade of Rs. 700) and in the Educational Department it extends from Rs. 250 to Rs. 800 including a selection

grade. The Salt and Excise and the Medical Services again have scales of their own, while in the Bombay Civil Service, including the Executive and Judicial branches, the pay ranges from Rs. 300 to Rs. 850 with a selection-grade of Rs. 1,000 to Rs. 1,200.

While we recognize the case for differential treatment of the Bombay Civil Service, in which the heavier responsibilities require the best type of recruits available, as regards other Services we would lay down the general principle that men of similar qualifications holding appointments of similar rank should as a general rule receive a similar rate of pay, this being determined mainly on the basis of what qualifications are required and not by the value placed upon their individual duties. Thus competition between the different branches of the Provincial Service would disappear and men of similar ability would be attracted to all Departments.

We have taken evidence regarding the possibility of introducing some such standard rates of pay in all Departments and also as regards the range of pay which would be suitable for different classes of appointments in a Provincial Service constituted in the manner we contemplate. The amount of divergence of opinion revealed by the answers to our questions addressed to Heads of Departments clearly indicates that not very much thought has hitherto been given to the matter from this point of view and that widely different notions prevail regarding the pay suitable for Indians of the best qualifications. We, therefore, consider that it would be useful to lay down what we consider suitable rates of pay for Indians holding various classes of appointments in the Provincial Services. For this purpose we think that three classes of appointments may be recognized, the lowest class representing appointments of the kind now held by Provincial officers and junior members of the All-India Services, the next class representing superior appointments transferred from the Imperial to the Provincial Service under the scheme which we have outlined and the highest class representing appointments of superior rank among the latter. Selection appointments such as those of Heads of Departments will also require the provision of a separate scale of pay if they are filled by Indians promoted from the Provincial Service.

For the purpose of determining the rates of pay suitable for these different classes of appointments we must divide the

Provincial Service into two major groups, one including the Executive and Judicial branches of the Bombay Civil Service and the other including the remaining services now recognized as distinct.

For the Executive and Judicial branches of the Bombay Civil Service we suggest a common scale of pay. For the third class, comprising the officers now ranked as Assistant or Deputy Collectors and Assistant and Subordinate Judges, we propose a scale of Rs. 200-250-300- $\frac{3}{4}$ -550 (efficiency bar) 600- $\frac{3}{4}$ -850. For Collectors and District Judges, who will form the next superior class, we propose a pay of Rs. 1,100-1,600. The highest class would consist of any Provincial officers appointed to hold posts now reserved as selection appointments for the Indian Civil Service, such as those of Commissioners or Secretaries to Government, and for these we would propose a pay of Rs. 1,700-100-2,000.

As regards the other Services we are aware that in some cases differences of organization, recruitment or work may make it difficult to apply exactly the same scale to all, but as a general guide to the rates of pay which we consider suitable we would lay down the following scale as applicable to the Police, Public Works, Forest, Agricultural, Civil Veterinary and Educational Departments:—

(1) For Class III, including such officers as Assistant Conservators, Deputy Superintendents of Police, Deputy Educational Inspectors, Assistant Engineers Deputy Directors of Agriculture, &c.:—

Rs. 200-250-20-450- $\frac{3}{4}$ -500.

(2) For Class II, comprising such officers as District Superintendents of Police, Executive Engineers, Divisional Forest Officers, Agricultural Experts, Superintendent of the Civil Veterinary Department, Principals and Professors of Colleges, &c.:—

Rs. 550- $\frac{3}{4}$ -750.

(3) For Class I, comprising such officers as Superintending Engineers, Conservators of Forests, Deputy Inspectors General of Police:—

Rs. 900-60-1,200.

Above this group there will remain the posts of Heads of Departments, such as the Director of Agriculture, Inspector General of Police, Chief Engineer

Director of Public Instruction. For these officers we would reserve a grade of Rs. 1,500-100-1,800 if the posts are filled by Indians of the Provincial Service.

Since the financial effects of a reorganization of the Indian Public Services on the above lines could not be realized within a stated time, and would depend in the first instance on what steps were taken to regulate recruitment into the All-India, *i.e.*, European-Services, no useful purpose would be served by attempting to calculate the total savings involved in such a scheme. We have however taken into account the savings resulting from any specific recommendations of the above nature which we have made in dealing with individual Departments in the succeeding sections of our report, and would here merely draw attention to the fact that such savings represent only a very small proportion of those which are capable of gradual realization by the introduction of the principles which we have above advocated. Finally we would urge that a beginning should be made at the earliest possible date by stopping the recruitment of Indians into the All-India Services and by revising the terms on which Indians are hereafter recruited into the Provincial Services.

ALLOWANCES.

Duty and other Allowances.—In the several sections of our report dealing with the various individual departments we have made specific recommendations regarding a number of allowances which appeared to us to require comment, and we will here deal more generally with the subject. We have examined the long lists of allowances of various kinds which are granted in addition to pay in the several departments, and although an exhaustive discussion of them would require more time than we can devote to the matter we are generally of opinion that too many special cases have been recognized in this way. The regular salaries of officers, more especially at the revised rates now generally introduced, must be understood to cover a certain amount of fluctuation in the duties assigned to them and we cannot accept the principle that special pay should be granted wherever duties of a somewhat more arduous nature are to be performed. We are

of opinion that the prospects of promotion, especially where selection grades exist, should usually be sufficient compensation in such cases.

We wish to draw attention in particular to the following classes of allowances regarding which we have already communicated certain resolutions to Government:—

(1) *Overseas Pay.*—In dealing with the Educational Department we have noticed what seems to us a misapplication of this allowance, and similar observations will apply to all cases in which officers of Indian domicile recruited from the Provincial to the All-India Services receive this addition to their pay. We recommend that in all such cases the overseas pay should immediately be withdrawn.

(2) *Judicial Pay.*—The reasons which led to the grant of this allowance to officers of the Indian Civil Service holding superior judicial appointments were peculiar to the bifurcation of that Service and we are wholly unable to understand the extension of the same concession to Judges promoted from the Provincial Service or recruited from the Bar, to whom a similar line of reasoning cannot apply. It appears to us that in the effort to equalize the emoluments of officers performing similar duties the purpose of the original grant was lost sight of, and we recommend that the "Judicial pay" may be cancelled in all such cases.

(3) *Tentage.*—We are strongly inclined to suspect that owing to the more extensive use of motors and the increased accommodation available in district and other bungalows a considerable proportion of the officers who now receive this allowance have no occasion to use tents for the purpose of touring. We consider that it would be a more economical and satisfactory arrangement if this form of allowance were discontinued and Government tents were supplied to those officers for whom they were really necessary.

Travelling Allowances.—At an early stage of our work we recommended to Government that the classification of officers for the purpose of travelling allowance should be revised and that the lower limits of pay defining the first and second classes should be raised to Rs. 750 and Rs. 200

respectively. We are glad to learn that this recommendation has been adopted. We also expressed our opinion that in the case of journeys by rail some distinction of travelling allowance should be made according to whether an officer travelled with or without his camp equipment. In the latter case we recommended that instead of mileage calculated as a multiple of the original fare an officer of the first class should be allowed one first and two third class fares, and an officer of the second class one second and one third class fare. We also proposed that officers of the third class should no longer be allowed second class fares in the absence of intermediate class accommodation, but that those receiving a pay of Rs. 100 or above should be allowed intermediate fares and those on lower pay third class fares irrespective of the accommodation existing on the train. Our views have to some extent been met by the adoption of the lower multiple of $1\frac{2}{3}$ ths fares as the mileage rate for journeys by rail, but we are of opinion that there is room for a further examination of this question in order to check excessive profits on railway journeys where an officer travels without much camp equipment. Since, however, we understand that the whole question is under the consideration of Government we forbear to make any further recommendations.

Finally we have expressed ourselves in favour of the adoption of fixed travelling allowance as far as possible. We consider that this system, if applied in suitable cases, has great advantages in reducing clerical labour, facilitating the control of expenditure and discouraging unnecessary travelling. We have made specific recommendations in this respect in dealing with the Police and Excise Departments and we trust that the principle will be kept in mind.

GENERAL ADMINISTRATION.

Headquarters Government.

We have considered the number and salaries of Members of Council and Ministers, and in accordance with the general principles which we have recommended elsewhere we are of opinion that, whatever number is considered necessary, the salaries of Indians holding either of these appointments should be reduced to Rs. 3,000 a month.

The Secretariat.

Under this head we wish to consider not only the organization and functions of the Secretariat itself but its relation to the various Heads of Departments who now have a separate existence.

At an early stage of our deliberations we addressed a letter to Government regarding the advisability of transferring the whole Secretariat to Poona. We considered that its removal from Bombay and its location where it would be in immediate touch with offices of the Heads of Departments would lead to many savings both indirect and direct. The indirect savings would consist firstly in the better outturn of work which might be expected where the establishment could live within reasonable distance of their offices and could work under better health conditions and in a less enervating climate. Other savings would result from the better organization of work rendered possible by the proximity of Heads of Departments and by the fact that officers would be separated from their Secretariat for a much smaller part of the year. In addition to such indirect savings we calculate that direct savings amounting to nearly 4 lakhs would be realized. These would include the cost of the annual move of Government from Bombay to Poona and back with all the travelling allowances, hill allowances and cost of transmission of records which it involves; the rent of offices paid or likely to be paid in the near future in Bombay, which by itself amounts to nearly a lakh; reduction of the wages of peons to the rates generally in force in the mofussil; and a closer approximation of the salaries of the clerical establishment to the rates usually paid outside Bombay. We believe that this latter advantage would ultimately enable a saving of 25 per cent. in the average cost per head, which in the case of the existing clerical establishment would amount to 2½ lakhs. In addition to these recurring savings there would also be very considerable capital savings due to the smaller cost of office and residential accommodation in Poona. We again urge this matter upon the attention of Government, more especially since our other proposals regarding the general organization of the Secretariat postulate a single headquarters for the offices of the Secretariat and of Heads of Departments.

Another matter on which we addressed Government at the outset concerned the preparation and printing of what

were known as "B" Proceedings, which we considered to involve a unnecessary expenditure of about Rs. 40,000 annually. We are glad to learn that our recommendation in this respect has already been carried into effect.

Since the Public Works Secretariat is also the head departmental office, we have included our recommendations regarding its strength in the section dealing with that Department. In the Civil Secretariat we notice that since 1913-14 the higher staff has increased from 4 Secretaries, 2 Under Secretaries and 6 Assistant Secretaries to 6 Secretaries, 6 Deputy Secretaries and 9 Assistant Secretaries at the present time. The clerical staff has similarly increased from 248 to 296 and the total budget provision for the Secretariat has risen from 6 to 14½ lakhs during the same period. We, therefore, consider it a matter of importance to examine how far this increase is really necessary and what measures can be taken to reduce such a high cost at the centre of the administration.

In attempting to discuss the Secretariat system as such we find ourselves at once confronted by the difficulty of defining what the Secretariat system really is. The normal arrangement which we believe this system usually connotes is one in which a separate Head of Department exists to control and co-ordinate the work of the executive staff under him and submits cases officially to Government through a Secretary whose office is distinct from his own. This arrangement obtains in the Police, Excise, Medical and other large departments. A slight modification of it exists in the Land Revenue and General Administration Department, where the Commissioners exist as three collateral Heads of Department and the Secretariat performs the function of co-ordination between them. Again in the Public Works and Development Departments we find the opposite system, where the Head of the executive Department himself acts as Secretary to Government and submits cases directly. In the Political and Judicial Departments, again, there is no separate Head of Department (except in so far as the High Court functions as such) and the Secretary deals directly with the local officers under the orders of Government. A somewhat similar arrangement obtains with regard to many miscellaneous individual offices under the Bombay Government, such as those of the Registrar of Companies, Director of Information, &c. Such offices do not constitute Departments.

and there is no executive Head of Department other than the Secretary himself. Again in the case of the Marine, Military, Posts and Telegraphs and other Departments where the officers dealt with are not directly under the Bombay Government, the functions performed are purely secretarial. Lastly in the Finance Department we find an independent, self-contained organization with no corresponding executive, dealing directly with matters affecting the whole of Government.

In the last three types of organization, where Government deal directly through the Secretary with the officers concerned without the inter-position of any Head of Department, there is obviously no duplication of work and no alternative to the present system. In the case, however, where a separate Head of Department exists with an independent non-secretarial office we have to examine whether two separate co-ordinating agencies are really necessary or whether, if they are, similar separate organizations ought not to be set up in the case of the departments or offices which dispense with such an arrangement. It is obvious that both systems cannot be defended and that if the system represented by the Public Works Department is sufficient for practical requirements then in the case of some other departments an unnecessary duplication of authority exists which ought to be eliminated on grounds of economy.

We have consulted all the principal non-secretarial Heads of Departments regarding the possibility of a fusion of their offices and functions with those of the Secretariat. We are considerably impressed by the fact that out of 14 officers to whom we addressed this question 12 considered the suggestion to be quite feasible while 7 were more or less strongly in favour of it. We think that where such a volume of opinion exists it is not possible to dismiss this question as beyond the scope of practical politics. The advantages claimed for a system under which the Head of Department would act as a Secretary to Government and submit cases himself to the Member or Minister are that the direct access to Government thus afforded would give him a better opportunity of explaining and pressing his views, that much delay would be avoided and that a large amount of correspondence and unofficial references between Government and the Heads of Departments would be obviated. It is maintained that the examination of cases in the Secretariat

does not contribute anything material to them of which the Head of Department would not have been aware or which he would not properly have represented had he himself been in the position of advising Government. There is also some complaint that the orders received under the present system do not invariably show a full comprehension of the issues involved or of the practical difficulties likely to be encountered in carrying them into execution.

We have endeavoured to get to the bottom of the arguments upon which the present system is based. These arguments are well set out in the Report of the Public Works Department Reorganization Committee, 1917, and very similar views are expressed by the witnesses who have advocated the present system before us. It is urged that a Head of Department who is responsible for the working of his Department in an executive capacity naturally desires the success of his own administration and is therefore liable to adopt too departmental a standpoint. Where departmental interests are involved it is difficult for such an officer to put himself in a position of the authority responsible for the administration of Government as a whole and his views are liable to be narrow and defective. Further the training which such an officer has received in the course of departmental work and especially work of a professional character is not necessarily such as to fit him for the duties of general administration. The views of experts are especially liable to be limited by their own particular horizon and it is one of the usually accepted principles of administration that the proposals of experts should receive independent examination from non-experts who can take a broad and general view of the matter. Some difficulty also arises out of the fact that the Head of Department is regarded as an executive officer while Government is the tribunal to review his executive actions and to give redress where they are called in question. From this point of view it is necessary to retain a body of workers outside the executive itself who can enable Government to keep a full and constant check over the proceedings of their executive officers. More especially where bureaucratic action is subject to the general control of a popular legislative body, it is necessary that the Legislative Council should have at its service a machine

strong enough to enforce executive compliance with its wishes. Finally it is pointed out that more or less touring is essential for the proper performance of their executive functions by Heads of Departments and that secretarial duties would render such touring a practical impossibility.

We recognize the force of these arguments but at the same time we are not prepared to admit that at the present moment the Secretariat is purely an administrative agency or that Heads of Departments are purely an executive agency. As already pointed out the Secretary takes the place of a Head of Department for all practical purposes in such important departments as the Political and the Judicial. Further in the case of the miscellaneous minor offices dealt with directly, the position of the Secretary as the *de facto* Head of Department is scarcely disguised. It appears to us therefore that in regard to quite a large number of important matters the Secretariat has always been directly concerned with the executive agency to exactly the same extent as the Heads of separate Departments within their own spheres. On the other hand the Head of Department himself is only to a limited extent an executive officer. The extent to which his functions are differentiated from those of Government is only a matter of the degree of delegation and usually the only executive action which he performs consists in a very limited amount of touring. It is we believe generally admitted that the Heads of Departments which are professional in character have too little time for professional work for the reason that their time is mainly occupied in administration. It is even possible to argue that in such departments the officers who take most pains to qualify themselves for their professional work of the department are least capable of conducting the mainly administrative work of the head office.

While moreover it is to some extent true that an officer imbued with the departmental spirit may not always give impartial advice it is at least open to question whether it is in all cases safer to rely on the advice of an officer who has no acquaintance with the subject matter. We think it possible that the opinions of the Heads of Departments to which we have referred may indicate that the results of the latter system are not always beyond question. The argument that review is necessary by an independent agency who can take the point of view of Government as a whole

is to some extent out-of-date under a less bureaucratic form of Government. Reconciliation of divergent interests is at least to some extent the function of Members and Ministers, who do not deal exclusively with individual departments, and in the last resort the Legislative Council may be relied upon to enforce their responsibility in this respect. Finally so far as we can gather a great majority of the matters in which the interests of different departments touch one another, or in which a balance is to be observed between their claims, are matters involving the expenditure of money, in all of which the Finance Department constitutes an independent and impartial tribunal. On the whole, therefore, while we admit that unalloyed departmentalism would be an evil, we think that sufficient machinery exists to counteract any such tendency.

We are not much impressed by the argument based upon the necessity of touring. The fact that a few Secretaries now engaged on work coming from numerous Departments could not find time to absent themselves even for a few days from headquarters is in our opinion no reason for supposing that a Head of Department having to deal with Government only with cases affecting his own Department should never find time for an occasional visit to the place where his presence was necessary. Such an officer is not expected to perform much detailed touring and need only visit the more accessible places. Moreover we think the value of the touring performed by Heads of Departments is somewhat overrated. The amount of time which a Head of Department either can or does spend in the individual charges under him is not sufficient to enable him to exercise any practical supervision over the work done. We have it in evidence that even the Commissioners of Divisions, each with only one-third of the Presidency in his charge, can find time only for 2 or 3 months' touring in a year and it appears unlikely that the Commissioner's visit to any one district would coincide with the moment at which his advice was needed by the Collector. In any case if an executive officer needs the instructions of the Head of his Department it appears equally feasible for him to come to headquarters to receive them. While moreover it is possible to dispense almost entirely with executive supervision of this kind in the case of the Political and Judicial Departments and a number of other minor offices and departments which work directly

under the Secretariat, we cannot attach decisive weight to the argument that the touring of Heads of Departments would be affected or even wholly prevented,

One point which is perfectly clear to us is that a certain amount of duplication does exist at the present moment between the Secretariat and the Heads of Departments outside the Secretariat. One reason for this duplication is the excessive centralization of powers. It is, we believe, admitted that by no means all the work which enters the Secretariat needs or obtains the orders of Government itself. It is well known that in regard to many classes of work the Secretary and even the Deputy Secretary have certain powers of disposal on behalf of Government and so far as this is the case we consider that there is no justification for the centralization of such work. The Heads of Departments could in our opinion equally well exercise these powers themselves. We have consulted both the Heads of Departments and the Secretaries on this point and we find that practically all officers are agreed that a considerable number of the matters which now go to Government could efficiently be dealt with by the Heads of Departments if they had the power of issuing orders on behalf of Government. In the aggregate the lists of such subjects submitted to us amount to a very considerable volume of work in regard to which we can only consider that the expense of the Secretariat is wasted. We are taking steps to place at the disposal of Government the suggestions for decentralization which we have received, and without prejudice to our other recommendations we strongly recommend that all such suggestions may receive immediate attention.

A more serious form of duplication, however, which is inherent in the whole Secretariat system as commonly understood is due to the fact that the examination which cases receive in the Secretariat necessarily covers the same ground which has already been prepared in the office of the Head of Department. This fact is not we think denied. The only point in question is its value, and so far as it is alleged to be valuable the arguments appear to rely entirely on the qualifications and standpoint of the officer himself who deals with the case in the Secretariat and submits it to Government. We have not heard that any part of the value attached to this examination is essentially connected with the ministerial work performed by the Secretariat as a

separate office. We have in view the class of cases in which the actual orders of Government are necessary, and in regard to these cases we do not wish to assert that the ministerial office of the Head of Department as now staffed would in all cases be adequate to prepare such cases for Government orders but it cannot be denied that any ministerial staff capable of doing so would *a fortiori* serve the purposes of the Head of Department.

We therefore advocate the principle that, whoever has the last word in submitting a case to Government, there should be only one office at the head of each department and that the office which co-ordinates the work of the department and controls it executively should be the office which obtains and issues the orders of Government. As we have pointed out above this is already the case with quite a number of departments or individual offices for which no separate Head of Department exists and we see no reason why the principle should ever be departed from.

If this view is accepted the next question which arises is who should be the officer who obtains the orders of Government. It is possible either that the Secretary himself might perform the functions of Head of Department or that the Head of Department might act as Secretary or thirdly that the Secretary and the Head of Department might co-exist and deal with the work of the same head office in different capacities.

In order to answer this question we would here draw a distinction between the professional departments, those in which the superior cadre has professional qualifications, and the non-professional departments. In the case of the former it is obvious that a departmental head must exist to advise Government professionally in matters concerning the whole department, whether he works directly as Secretary or not. In the non-professional departments on the other hand it is more or less a matter of indifference whether the Secretary is designated as Head of Department or the Head of Department acts as Secretary, so long as only one office exists.

Among the non-professional Heads of Departments the Commissioners of Divisions occupy the principal place and in their case the duplication which we have noticed is most

immediately apparent because the functions of the Commissioner are wider than those of the other Heads of Departments and more nearly resembles those of a Secretary. (We would exclude the Commissioner in Sind from these observations since his position is peculiar. The special circumstances of the Sind Province render it necessary that he should exercise the powers of Government for most purposes and this fact is sufficient to justify his separate existence and enables much duplication of work to be avoided.) The Commissioners of Divisions in the Presidency Proper, however, seem to resemble other executive Heads of Departments chiefly in their functions of controlling the subordinate staff and dealing with appeals. In other respects their position is somewhat anomalous, as the following facts will show. In the first place the Collectors themselves rank as Heads of Departments for purposes of the Civil Service Regulations and in this and many other matters it is evident that they correspond with Government through the Commissioner only because he exists. Again the Collectors are not subordinate to the Commissioners for all purposes since they correspond directly with other Heads of Departments, *e.g.*, the Commissioner of Excise, with whom the Divisional Commissioner has nothing to do. In the third place the Commissioner himself deals with many matters falling within the particular scope of other independent Heads of Departments, *e.g.*, Police, Forests, Education, Agriculture, Veterinary, &c. In regard to such matters the Commissioner is supposed to bring his general knowledge to bear on the questions and to keep the various Departments in liaison with one another, and in this respect his functions are exactly those of the Secretariat. Lastly in Local Self Government matters, which apparently occupy more than half of the Commissioner's time he deals on behalf of Government with a non-departmental organizations, and here again his functions seem to resemble those of a Secretary to Government or even of Government itself.

We are told that the *raison d'être* of the Commissioner is that he should supervise the administration generally in all its branches. If this is so the value of his work consists in the fact that he is expected to adopt the same standpoint which is claimed for the Secretariat itself, and it is clearly a waste of time that he should submit his work through a Secretary junior to himself from whose point of view he

cannot differ. The interposition of the Secretariat in this case seems to be necessitated only by the territorial jurisdiction which Commissioners have hitherto possessed, in consequence of which no one officer exists who can represent to Government the subject as a whole. This difficulty can however be surmounted by redistributing work among the Commissioners on a subject basis, a course which we think has much to recommend it even on other grounds. Such a redistribution would render it possible to group the Commissioners at the headquarters of Government where they could work directly as Secretaries to Government for the several subjects allotted to them. We will not here attempt to lay down precisely the manner in which we think the several subjects now dealt with by all the Commissioners should in future be grouped under them singly, but it is clear that one of the Commissioners placed in this position would be able to attend to all subjects connected with Local Self Government and thus to form the nucleus of a separate organization to deal with this important and rapidly developing Department of work.

Somewhat similar considerations apply to the other non-professional departments in which the Head of the Department is not himself a departmental officer. In such cases we can see no valid reason for a distinction between the executive and the administrative authority, since non-departmental Heads can be trusted not to take too departmental a view. The officers to whom these remarks apply are the Commissioner of Customs, Salt and Excise, the Settlement Commissioner and Director of Land Records who is also Inspector General of Registration and the Registrar of Co-operative Societies.

As regards the Commissioner of Customs, Salt and Excise, the unnecessary character of the present duplication is emphasized by the fact that both the last two officers who have held this appointment were Secretaries to Government in the Revenue Department immediately before they were appointed. We see no need, however, for the separate existence of a Commissioner for Salt and Excise work if he becomes a Secretariat officer. In our opinion Deputy Commissioners of Salt and Excise, if officers of suitable status are appointed, can perform all the necessary supervision of the department and exercise many of the powers now resting with the Commissioner. We contemplate in this case that one

Deputy Commissioner would be allotted to Salt and two to Excise work, and our recommendation elsewhere that the number of Deputy Commissioners should be reduced to one should be understood to apply only to the existing type of organization. We contemplate that as a Secretary the Commissioner would deal with such subjects in the same capacity as now, so far as necessary, but his time would not be wholly devoted to them.

The Settlement Commissioner and Director of Land Records should not in our opinion have a separate existence as Secretary of a Department. His work is closely allied to other Land Revenue subjects and can be dealt with by one of the Commissioners as Secretary, but since extensive touring is necessary for the supervision of this Department, we think that the Settlement Commissioner, so called, should rank as a Deputy Secretary under one of the Commissioners and that a comparatively junior officer might be appointed for this purpose.

We do not think that Co-operative Societies form a subject of sufficient independence and importance to require a separate Secretary. Moreover, the officer dealing with this subject is required to tour extensively and we, therefore, recommend that the Registrar of Co-operative Societies should also be a junior officer ranking as a Deputy Secretary under one of the Commissioner-Secretaries in order that he may be free to tour.

The only non-professional department under a Head who is himself an officer of the same department is the Police. We consider that the same principle would here apply and that the Inspector General of Police can without difficulty perform the functions of Secretary to Government. If this were done we would modify the proposal which we have made in dealing with the Police Department to abolish the two Deputy Inspectors General of Police. These officers would then be retained to perform the necessary executive supervision but they would both be attached to the head-quarter office and not be in charge of independent offices corresponding with the Inspector General. The Bombay City Police would be included in the scope of the Inspector General of Police as Secretary, and the Commissioner of Police would not be treated as a separate Head of Department.

We now turn to the professional Departments among which we rank Agriculture, Veterinary, Education, Forests,

Medical, Public Health, Jails and Public Works. In regard to these Departments the general principle which commends itself to us is that while a professional Head of Department is necessary it is a waste of professional abilities to employ such Heads for purely administrative work such as that of a Secretary, and we consider that they would be more free to regard matters from a professional point of view if they were not themselves responsible for the final submission of cases to Government.

We would, however, make an exception in the case of the Public Works Department where the Chief Engineer is already a Secretary to Government and this system is well established. In this department the Superintending Engineers provide the necessary executive supervision of a superior kind, and no other supervising head is necessary. Moreover, the Public Works Department is not an independent, self-contained department to quite the same extent as other professional departments, since its services are employed by all departments.

Another professional department which we would except from the principle enunciated above is that of Education. Experience elsewhere has demonstrated the fact that the work of this department, although professional in character, is not such as to unfit officers for administrative duties and the work at the head office of the department is very largely administrative in character. Hence we recommend that the Director of Public Instruction should perform the duties of Secretary to Government in Educational matters. As the means of working out this system we accept in principle the reorganization of the department already proposed by Mr. Hesketh, by which all the higher administrative officers of the department would be concentrated in the office of the Director of Public Instruction and would thus for all practical purposes act as Deputy or Joint Secretaries to Government.

In the remaining professional departments, *viz.*, Agriculture, Veterinary, Forests, and the group of departments employing medical staff, we adhere to the principle that there should be no separate Secretariat branches distinct from the head departmental offices, but we think that the officers at the head of these departments, instead of themselves acting as Secretaries, should note directly to one or other of the

Commissioner-Secretaries in matters which really require the orders of Government. At the same time they would exercise all the powers of Secretaries or Deputy Secretaries in matters which, although formally requiring the orders of Government are not usually seen by the Members or Ministers themselves. In dealing with cases of such departments the Commissioner-Secretaries would examine the proposals from a general point of view exactly as they now do in their capacity of territorial Commissioners, and it would be their duty to submit the cases in original to Government in consultation with the departmental Heads.

In the case of the Forest Department, if the post of the Chief Conservator is abolished as we have recommended elsewhere, the work of the whole department will be dealt with by one of the Commissioners as Secretary, the Conservators occupying the same relative position as the Deputy Commissioners of Salt and Excise for purposes of executive supervision within their respective areas.

We will now examine the effect of these proposals on the Secretariat staff. The officers whom we have proposed to invest with secretarial functions are the three Commissioners of Divisions, the Commissioner of Customs, Salt and Excise, the Director of Public Instruction and the Inspector General of Police. We have also proposed that the Registrar of Co-operative Societies and the Settlement Commissioner should occupy the position of Deputy Secretaries under the Commissioners. Of the six officers who would thus become Secretaries, the three representing two of the Divisional Commissioners and the Commissioner of Customs, Salt and Excise, assisted by the Registrar of Co-operative Societies and the Settlement Commissioner, would be in a position to relieve the Revenue Department of all its present work. The other Commissioner specialising in Local Self Government, together with the Director of Public Instruction, would similarly relieve the General Department of all its principal subjects and the remaining subjects, including the various miscellaneous offices with which the General Department deals directly, we would classify under General Administration and assign to one or other of the Commissioner-Secretaries, with the exception of the Marine and Ecclesiastical Departments. Finally the Inspector General of Police acting as Secretary would relieve

the Home Department of practically half its present work. Cases submitted in original by the Inspector General of Prisons would be dealt with by the Commissioner-Secretary who attended to Medical and Public Health cases. The remaining subjects of the Home Department, *viz.*, Judicial and Home Political, with the addition of Marine and Ecclesiastical from the General Department, would be sufficient to occupy one Secretary and one Assistant Secretary instead of the present staff.

The total saving of staff in the Secretariat would thus be:—

2 Secretaries, Revenue Department and General Department.

3 Deputy Secretaries, Revenue Department, General Department and Home Department.

And 5 Assistant Secretaries, *viz.*, 2 in Revenue Department, 2 in General Department and 1 in Home Department.

As regards the clerical establishment of the Secretariat departments thus relieved we contemplate that it would at first be necessary to distribute most of the Upper Division staff among the amalgamated offices of Heads of Departments and Secretaries, in place of an equivalent portion of the existing office establishments of the several Heads of Departments, since this latter establishment would at first lack the necessary experience of Secretariat requirements. Since therefore the staff disbanded would be cheaper than the staff retained we have reckoned the savings approximately at two-thirds of the present cost of the Secretariat branches which would be absorbed in the amalgamation. On similar considerations we would observe that the saving of Assistant Secretaries which we have indicated above does not necessarily imply that the officers at present occupying those posts would be the individuals dispensed with. In the new amalgamated offices their Secretariat experience would certainly be required at first, and they would thus displace the less expert Provincial officers holding corresponding posts in the offices of the Heads of Departments, who would then be absorbed into the regular cadre. In future appointments however we would press the advisability of employing Provincial officers selected from the ordinary executive cadres, in posts of this kind in order that they should have

an opportunity of gaining the Secretariat experience which might fit them to occupy the posts of Secretaries at a later stage of their service. The absence of any Provincial officers from the Secretariat at the present moment is, we consider, disadvantageous from the point of view of developing a self-sufficient Provincial cadre of the kind to which we look forward.

AGRICULTURAL DEPARTMENT.

This Department has undergone great expansion in recent years and as a consequence the total budget provision has risen from 8½ lakhs in 1913-14 to over 14½ lakhs in 1922-23. Against the latter figure however, a total revenue of 2½ lakhs was anticipated in the current year's budget. We recognize that the expenditure is in the broadest sense productive but we are inclined to think that the rate of expansion has tended to outgrow the immediate possibilities of practical developments and we consider that the activities of the Department should more strictly be regulated by the amount of advantage likely to be taken of them by agriculturists.

The causes of increased expenditure lie chiefly under the heads of Expert Staff, Experimental Farms and the Agricultural College. Under Expert Staff the increase since 1913-14 due to new appointments has amounted to Rs. 78,457. In the case of Experimental Farms again new appointments have accounted for Rs. 1,83,788 out of a total increase of Rs. 2,87,056, not including the new cattle farm in Sind. Excluding 2 farms recently closed the number of farms has risen from 20 in 1913-14 to 26 at the present time and they account for nearly 50 per cent. of the total budget expenditure of the Department. The increase in the case of the Agricultural College has been Rs. 61,861 of which slightly more than half is accounted for by the increased pay of officers.

Expert Staff.

In view of the increase of Deputy Directors' posts, we are unable to see any necessity for the posts of Divisional Superintendents and we recommend that all such posts

should be abolished. We understand that several are in course of abolition but we would include Sind and Gujarat in our recommendation.

The Expert Staff includes 6 Deputy Directors of Agriculture together with 1 Deputy Director for animal breeding. All these posts are assigned to the Indian Agricultural Service but we see no reason why they should require officers of European qualifications. In accordance with the general principles which we have enunciated elsewhere, we recommend that all Deputy Directors' posts should be provincialized and that the pay should be fixed at from Rs. 250 to 500.

The Expert Staff also includes a number of specialist officers among whom the Soil Physicist, the Plant Pathologist, the Plant Breeding Expert and the Horticulturist together with District Horticultural Officer are new creations. The creation of each of these separate appointments has necessitated the entertainment of a tolerably expensive staff of graduate and non-graduate fieldmen besides clerks, menials, &c. Some of these officers, *viz.*, the Plant Pathologist, the Horticulturist and the Soil Physicist do a small amount of teaching work at the Agricultural College but the only officers directly connected with the College are the Economic Botanist, the Professor of Agriculture and the Agricultural Chemist who combine their teaching duties with a large amount of research work and are freely consulted by the public. Regarding the necessity of these latter officers there is no question but as regards the other 5 officers we consider that although at a time when financial considerations were of no moment their activities would doubtless be valuable, at a time when economy is of paramount importance the number of such appointments is susceptible of reduction, especially in view of the considerable number of Experimental Farms which should, we consider, be able to perform a fair amount of useful work in similar fields. We, therefore, recommend that as a measure of economy the number of these Expert Officers should be reduced to 2 by means of introducing a somewhat less degree of specialization. There will be a corresponding reduction in the staffs assigned to the officers reduced.

All these Expert officers except the District Horticultural Officer are now drawn from the Indian Agricultural

Service but we are not satisfied that it is strictly necessary to recruit them under such expensive conditions. The posts are chiefly filled by Indians and it is admitted that the mere fact that these officers have gone to England for training does not necessarily connote a degree of ability which could not have been found in the Provincial Service. The intention of assigning these posts to the Indian Agricultural Service is no doubt to provide extra remuneration for expert work but if the scale of pay which we have above recommended is adopted for the ordinary Provincial Service posts, we consider that the opening of a selection grade rising from Rs. 550 to 750 should provide a sufficient attraction for men of the requisite ability and we accordingly recommend that all these posts should be provincialized except those for which European qualifications are essentially necessary, such as perhaps the Director of Agriculture and the Principal, Agricultural College.

The posts of Cotton Breeders and Superintendents created in consequence of the recommendations of the Indian Cotton Committee, 1919, also seem to have been introduced without special reference to the present financial conditions. Their cost is Rs. 21,000 per annum not including subordinate staff. Whatever the advantages of such appointments may be, it is difficult to see why, with farms such as those at Surat, Broach, Dharwar and Mirpur Khas specially devoted to cotton experiments and the production of cotton seed, it should be impossible to dispense with these extra appointments and we accordingly recommend their abolition until the financial situation improves.

Experimental Farms,

These farms are of four classes—

(1) Experimental, (2) Seed, (3) Demonstration and (4) Botanical Gardens, &c., for the production of stock unobtainable elsewhere.

We recognize the necessity of retaining most of the existing experimental and seed farms but with regard to the latter we would stipulate that they must in every case be made to pay not only for their contingent expenditure but also for the entire staff engaged in the production of seed. The contingent expenditure is less than half the total budget

cost of experimental farms in general and we see no reason why seed should be supplied to cultivators for less than cost price at the expense of the general taxpayer. We understand from the Director of Agriculture that he is prepared to abolish all farms maintained for demonstrational purposes only, demonstration being in future carried out only on the cultivators' fields. We accept this principle but we wish to see it carried out not merely by eliminating the demonstrational functions of the existing farms but by the actual closure of a definite number of such farms. We consider that where demonstration is not involved the number of farms strictly required for experimental purposes can be limited to those which are now wholly so engaged or

* Vis :-

Muvalla (Dohad),
Kopergaon,
Baranatti,
Tegru,
Gokak,
Batnagiri,
Mirpurkhas,
Landhi.

combine this function with the production of seed. The 8 farms* which are now both experimental and demonstrational should, therefore, in our opinion be closed entirely. We would also add that the evidence before us indicates that comparatively little use is made of the experimental farms in Sind and

we would, therefore, suggest that the experimental farms at Larkana and the combined experimental and seed farm at Sukkur should be closed in addition to the 8 which we have already mentioned. We would also recommend that the Willingdon Cattle Farm in Sind should be combined with Landhi Agricultural Farm, if the latter is not closed entirely; a measure to which the Director of Agriculture has agreed.

Agricultural College.

While we recognize the value of the work done at this College we consider that in recent years its expansion has tended to exceed the public demand for the graduates turned out and with the concurrence of the Director of Agriculture we recommend that until the demand for such graduates for purely agricultural purposes shows a distinct extension, the number of admissions at this College should be reduced to 75 with a view to turning out an average number of about 40 graduates annually. This measure will obviate the necessity of proceeding with the proposals to acquire more lands for the College.

A few isolated points where economy seems possible remain to be noticed. We observe that there is a budget

provision for Rs. 53,700 on account of Hydraulic Boring Operations which we understand are purely for the benefit of individuals. We consider that the cost of such operations should in the main be borne by the persons benefited. We understand that proposals with this end in view are under consideration but we would draw attention to the inappropriateness of allowing any considerable expenditure on this account to fall on the State.

A somewhat similar question is raised by the research work performed in the laboratories in the Agricultural College on account of private persons. We think that while queries received from *bona fide* agriculturists should be answered without charge, there is no reason for supplying such free advice to individuals who merely require it for the purpose of their private commercial concerns and we recommend that fees should be imposed in such cases.

We are unable to see the necessity of retaining the two Price Inspectors attached to the office of the Director of Agriculture. Apparently the only argument in favour of their retention is that the officers responsible for reporting prices for statistical purposes do not take sufficient interest in the matter. If this is the case we consider that administrative measures should be taken to remove this apathy but however that may be, we fail to see that two Price Inspectors moving about among some 226 price-reporting stations scattered over the entire Presidency can make any appreciable difference to the value of the statistics reported.

Finally we are struck by the large numbers of the clerical staff maintained in the office of the Director himself. We are aware that much statistical work is done in that office but on the other hand the number of staff to be controlled administratively in the whole Department is relatively small while for technical purposes the Director has the assistance of a large body of expert officers outside his office. We consider therefore that the ministerial staff of the Director's office should be reduced by at least 20 per cent. by means of strict economy of labour. One suggestion which we have to make to the same end concerns the distribution of agricultural leaflets, now a large item of work in the Director's office. We consider that leaflets published in English are of little use to the agricultural public and should be discontinued, while vernacular leaflets should be distributed to cultivators only through Agricultural Associations and

Co-operative Societies and not sent to officers of the Revenue Department who, we understand, make no practical use of them. As a further measure of economy in this connection the free distribution lists of such publications should be carefully revised.

CIVIL VETERINARY DEPARTMENT.

The expenditure of this Department has risen from 3 lakhs in 1913-14 to 5 lakhs at the present time. During the same period the total number of dispensaries in the Presidency Proper and Sind has risen only from 61 to 96, and the number of Veterinary Assistants from 70 to 118. Thus the Department has not been expanding very rapidly, and we are of opinion that considering its present scope, it contains too many highly paid posts. We will however deal separately with the Presidency Proper and Sind, since for some reason of which we are not aware the Civil Veterinary Departments in either are treated as separate.

Presidency Proper.

We believe that the post of Superintendent, C. V. D., was originally allotted to the Imperial Service on the assumption that the Department would have to deal with one dispensary in each taluka in the tolerably near future. We do not, however, consider that the present state of development warrants the employment of an officer of the Imperial Service on a pay rising to Rs. 1,500, and we recommend that this post should be converted into a Provincial Service appointment of superior rank on a pay of Rs. 550 rising to Rs. 750.

The duties of Deputy Superintendent, C. V. D., seem to be mainly those of a Personal Assistant to the Superintendent. He is chiefly engaged in office work and toured only for 52 days during the last year. This post is now assigned to the Provincial Service on a pay of Rs. 250-25-750. In accordance with the principles which we have discussed elsewhere we hold that a pay Rs. 250 rising to Rs. 500 would be ample for a Provincial Service post of this kind, more especially since we understand that the post is usually filled by promotions from the ranks of Inspectors whose pay rises only to Rs. 200.

Having regard to the present size of the Department we think that the office of the Superintendent, C. V. D., is unnecessarily costly. The staff under the Superintendent's control consists only of 5 Inspectors and 95 Veterinary Assistants, nevertheless we find an office establishment of 7 clerks including no less than 3 upper division appointments on pay ranging from Rs. 100 to 200. None of the present incumbents of these latter posts are graduates nor does the work assigned to them justify such high pay. We would here notice generally an argument often met with in connection with the pay of clerical appointments, *viz.*, that no other prospects of promotion are open to the staff. This argument appears to us to be based on quite a wrong assumption and to have led to much unnecessary extravagance in the revision of pay of clerical establishments. We should like to see the principle laid down, and adhered to in practice, that it is quite unnecessary that each office or department should provide within itself the means of promotion to the higher clerical ranks as a matter of course. The rates of pay should take into account only the qualifications required for the work actually to be done, and the higher grades of clerical appointments should be regarded as exceptional and be provided only for work of a special character. We would therefore recommend a reduction of at least 2 clerks in the office of the Superintendent, C. V. D., including the appointment on Rs. 140-5-200. This reduction will still in our opinion leave ample prospects of promotion for the present staff.

A sum of Rs. 13,255 is provided in the budget for Breeding Operations which we understand to cover contingencies on the maintenance of stallions. We consider that small fees should be charged for the services of these stallions sufficient to cover the cost of their upkeep and we have therefore included this item of expenditure among the retrenchments recommended.

Sind.

The Veterinary Department in Sind is numerically very small, embracing only 16 dispensaries and 17 Veterinary Assistants. We cannot see any necessity for the retention of an Imperial Service Officer as Superintendent of this Department. We do not in fact consider that any Superintendent is required and we would propose that the Department in Sind should be under a Deputy Superintendent of

the Provincial Service on the same scale of pay as that suggested for a similar post in the Presidency Proper, *viz.*, Rs. 250 to 500.

We are unable to understand the reason for the existence of an appointment of Deputy Superintendent in Sind on a pay of Rs. 250 to 750. This Officer appears to take the place of an Inspector in the Presidency Proper, a rank absent in Sind. The post of Deputy Superintendent should therefore clearly be reduced to the Inspector's grade of Rs. 150 to 200.

With regard to the clerical establishment of the Superintendent's office in Sind the same observations apply as in the Presidency Proper. We cannot conceive any reason why there should be a head clerk on Rs. 150-5-200 in an office consisting only of 3 clerks. The present incumbent has not even passed a qualifying examination. We therefore recommend that this post should be converted into one of the lowest grade, when the second clerk's appointment would become that of head clerk.

We observe that dispensary allowances costing Rs. 1,380 annually are paid to the Veterinary Assistants in charge of 9 dispensaries in Sind at rates varying from Rs. 10 to 25 a month. We are unable to discover any justification for these allowances. In the recent revision the pay of Veterinary Assistants in Sind was fixed at Rs. 80 rising to 145 compared with Rs. 65 rising to Rs. 130 in the Presidency Proper and sufficient compensation is thus given for the difference of locality. We recommend that these dispensary allowances should be entirely abolished.

CO-OPERATIVE DEPARTMENT.

The expenditure on account of this Department has risen from Rs. 78,000 in 1913-14 to Rs. 4 lakhs in the current year. Since, however, during the same period the working capital has increased from 66 to 435 lakhs and the membership from 67,000 to 3,20,000, it is evident that the increased charges are a sign of successful propaganda rather than of the need for retrenchment and we believe that the

natural limits of development, and therefore of expenditure have not even yet been reached. As however, the Central Co-operative Institute becomes able to assume more of the functions which it is intended to perform, much of the expenditure which is now incurred directly by Government will be replaced by a lump grant to that body which should in future control all expenses connected with the staff of Honorary Organizers.

In the meanwhile we notice that the cost of the travelling of Honorary Organizers amounted to the large figure of Rs 49,500 during the last year. The question of reducing their travelling allowances is admittedly difficult, and we agree with the Registrar in thinking that the best way of controlling such expenditure is to effect some reduction of honorary staff. We accordingly recommend that all Divisional Honorary Organizers should be dispensed with and that the number of District and Taluka Honorary Organizers should be reduced by one-third, their activities being also restricted to a smaller area than now. We also consider that the limits of travelling allowance prescribed as a working rule during the current year should be adhered to, *viz.*, Rs. 60 a month for District and Rs. 30 for Taluka Honorary Organizers.

We are impressed by the high rates of pay now given to auditors other than Special Auditors. At present 12 auditors are employed on a pay of Rs. 200-10-300 and 19 on Rs. 150-5-200. It is admitted that these auditors are recruited without special qualifications other than a University degree, and that the work of auditing the accounts of primary societies is not complicated. Seeing that the number of auditors may ultimately rise to 80 or 90 we consider it important to limit their pay to the reasonable minimum, and we accordingly recommend the adoption of a single scale of Rs. 100-5-200 for such posts.

In accordance with the principles which we have discussed elsewhere, we consider a pay of Rs. 300 rising to Rs. 750 too high for the 6 Assistant Registrars and 2 Special Auditors, who, we consider, could be graded with other junior ranks of the Provincial Services on a pay rising from Rs. 250 to Rs. 500. We further see no need of the duty allowance of Rs. 100 now paid to the Registrar's Personal Assistant and

two other Assistant Registrars recruited from the Revenue Department, nor do we see any justification for the duty allowance of Rs. 150 given to the Registrar, who receives his pay according to the time scale of the I. C. S. cadre. We accordingly recommend that these allowances should be discontinued. We also recommend that in all cases where 4 peons are now allotted to Assistant Registrars, including the Assistant Registrar in Sind, the number should be reduced to 3.

EDUCATIONAL DEPARTMENT.

In considering the Educational Department we have been assisted by the fact that the Department has twice recently been examined by officers appointed by Government to formulate and work out proposals for controlling and economising expenditure. The account system of the Department was first examined by Mr. F. G. Anderson, I.C.S. and we have already expressed to Government our opinion that the earliest possible steps should be taken to give effect to the reforms which he has suggested in order to prevent the waste of time and labour involved in the existing account and audit system. Subsequently on our recommendation the whole Department was again examined from a general point of view by Mr. M. Hesketh, I.E.S., whose notes have been placed at our disposal by Government. So far, therefore, as we agree with the recommendations already before Government, it is unnecessary for us to examine and discuss them in any detail and we will confine ourselves to indicating the principal proposals which we wish to recommend, including some which we have already forwarded to Government in the form of separate resolutions of the Committee. Our recommendations are further curtailed by the fact that owing to the impending transfer of primary schools to the control of Local Boards the organization of the Department is now in a state of transition which renders it unnecessary to consider the existing strength of Deputy Educational Inspectors and their Assistants.

We have noticed that during recent years a considerable number of B. E. S. officers have been raised to the status of the I. E. S., apparently only with the object of filling up the latter cadre and of providing the necessary

percentage of Indian recruitment. In several cases the officers so promoted have been occupying unimportant chairs and in accordance with the principle which we have recommended elsewhere we see no reason whatever why these posts should remain on the I. E. S. cadre. We, therefore, recommend that such promotions should not be made in future unless reasons of a different kind exist for removing the posts from the Provincial Cadre.

We have also been surprised to see that some of the officers so promoted are allowed to draw overseas pay. We cannot conceive any possible justification for the grant of overseas pay to officers who neither possess an English degree nor have even studied in Europe and we recommend the immediate withdrawal of overseas pay in all such cases.

We are of opinion that the two posts of Inspector of Drawing and Inspector of Science Teaching should be abolished. The former subject is not so important as to require a highly paid inspecting officer while, as regards the latter, only elementary science is taught in the school course and in our opinion this does not require expert supervision.

Government Arts Colleges.

We are struck by the high cost per pupil educated at Government Arts Colleges compared with the cost at aided Colleges and we accordingly consider it desirable that Government should retire from the management of Arts Colleges in favour of private enterprise wherever facilities for such education exist. In our opinion immediate steps should be taken to apply this principle in Bombay and Poona where well established aided Colleges exist.

We are also of opinion that the first year's course in the professional Colleges might with advantage be transferred to Arts Colleges by means of slight readjustment of courses at the latter thus to some extent reducing the expenditure in the more costly professional Colleges.

Finally we have been struck by the great increase of staffs of all kinds at the Government Arts Colleges and especially the Gujarat College. We are aware that this increase has to some extent been necessitated by the multiplicity of optional subjects and vernaculars for the

B.A. course, but we consider that the present staff is excessive and that efforts should be made to reduce it by concentrating courses of instruction at particular colleges.

Sydenham College of Commerce.

We do not consider that the present staff is fully worked. We accordingly recommend the following proposals which are already before Government and would effect an annual saving of Rs. 10,800 :— (1) to curtail the staff of the College by one professor, at present included in the I. E. S.; (2) to abolish the special allowance of Rs. 50 now paid to one of the professors for teaching English; (3) to appoint one of the professors as lecturer in Geography at the Secondary Training College in addition to his present duties, without extra remuneration, thus saving a contemplated new appointment; and (4) to reduce one part time professor of Mercantile Law.

High Schools.

We have already indicated to Government our unanimous opinion that Government should retire from the management of Government High Schools wherever their transference to private bodies or Municipalities is possible or wherever these are well conducted and efficient High Schools managed by established Educational Societies.

Until effect can be given to this proposal, however, we recommend that the Elphinstone High and Middle Schools should be amalgamated, that the Middle Schools at Surat and Ahmedabad should be abolished or amalgamated with the High Schools and that the Anglo Urdu High School, Hubli, should be transferred to the local Anjuman. We also recommend that trained primary teachers should be employed for vernacular subjects in the lower standards of high schools with the proviso that the primary teachers so employed should be given a time scale of pay starting on Rs. 50 and rising to Rs. 100 by suitable increments without any additional allowance. We find, moreover, that in high schools a reduction of 15 teachers altogether would be rendered feasible by exacting an average of 20 hours' work per teacher in each week, and we recommend that this proposal should be put into force.

European Schools.

Our proposals regarding European and English teaching schools are as follows :—

- (1) The Pensioner's School, Poona, should be abolished.
- (2) The Manora School, where 75 per cent. of the pupils are children of the soldiers of the garrison, should not be maintained at the cost of Provincial revenues.
- (3) No grants should be given to European schools with less than 20 pupils, the present limit being 15, or to English teaching schools with less than 30 pupils.
- (4) Cadet grants should be abolished.
- (5) The Sub-Assistant Surgeon attached to the Convent School, Poona, may be dispensed with.
- (6) The special examination for scholarships and the High School Certificate Examination should be abolished.

Training of Primary Teachers.

We consider that two years' training should be quite sufficient to turn out fully qualified teachers for the ordinary vernacular classes and we accordingly recommend a reduction of the course of training of primary teachers from three to two years with effect from the current year. Facilities may, however, continue to exist for imparting third year training, wherever necessary, to teachers required for vernacular subjects in High Schools or for first grade vernacular schools. We are further of opinion that Government stipends for training should immediately be stopped except in areas where a sufficient number of entrants is not forthcoming and where such stipends are necessary to encourage backward classes.

Sloyd.

We do not consider that Sloyd deserves the amount now spent on it. We recommend that the contract grant for Sloyd allowance at the ten institutions where it is in vogue should be reduced from Rs. 4,450 to Rs. 1,600 and that no Sloyd allowance should be granted to the teachers. Where, however, it is already granted it may be continued as a

personal allowance until the teachers reach a corresponding stage of substantive pay.

Medical Supervision.

We see no necessity for free medical aid to students in Colleges. In any case we recommend that the Sub-Assistant Surgeon attached to the Deccan College may be discontinued and his work transferred to the Sub-Assistant Surgeon attached to the Reformatory. The allowance on this account to the Civil Surgeon should also be stopped.

No medical allowance appears to be necessary for the Secondary Training College, Bombay.

We recommend that the allowance granted to Assistant Surgeons for attendance on children at high schools should be reduced to a uniform scale of Rs. 10 each except in the case of the larger hostels. The allowances of the Sub-Assistant Surgeons employed at the Training Colleges at Poona and Dhulia should be reduced to Rs. 25. The Doctors attending on the Training Schools at Nadiad and Hubli should receive only Rs. 10 each instead of the present remuneration of Rs. 30.

Clerical Establishment and Peons.

The proposals already before Government demonstrate the possibility of a reduction of 20 clerks in educational institutions and offices and we trust that this reduction will be brought into effect. We also observe that the allotment of peons on a uniform scale based on the strength of offices would enable some reduction of the menial establishments in educational offices, schools and colleges and we recommend that the proposals already before Government in this connection should be carried out.

EXCISE DEPARTMENT.

In considering this Department we have had at our disposal a note recently prepared under the orders of Government, in which every kind of expenditure in the Department has already been reviewed and the possibilities of retrenchment have been examined in detail. In most respects we are able to accept the views and recommendations advanced in the

note, and so far as this is the case it is unnecessary to support our conclusions by full and detailed argument. We will, therefore, confine ourselves to a summary of our views and recommendations on the points raised.

At the outset we must observe that the present system by which all except a small proportion of the Excise expenditure is amalgamated with that of the Salt Department, the costs being divided between Provincial and Imperial revenues in the proportion of 4 to 5, appears to us to be incompatible with any proper control of the Provincial expenditure. This system involves a dual control over the same budget on the part of the Legislative Assembly of the Government of India and the Legislative Council of Bombay, neither of whom can have full particulars of, or responsibility for, the expenditure which they are required to vote. Moreover, under such an arrangement it is impossible to consider retrenchment purely from the Excise point of view both because staff engaged in Salt work is liable to be implicated and because only $\frac{4}{9}$ ths of the savings effected by any economy are realised by the Provincial revenues. In the third place the present adjustment of charges appears latterly to have been unfair to the Provincial revenues since the ratio was fixed previously to a very extensive reorganization of all the establishments which must clearly have affected the correctness of the proportions. We have every reason to believe that a budget provision based on the actual cost of the Excise administration during the current year would have amounted to about 1 lakh less than the preliminary budget estimate of 1922-23, while an additional amount of about Rs. 98,000, representing $\frac{5}{9}$ ths of savings subsequently effected by reductions of Excise staff only, has been lost to Provincial revenues during the current year. Any readjustment of the proportions which might now be made would benefit the Provincial revenues only in succeeding years and there is no guarantee that a similar situation would not arise in future. We, therefore, recommend in the first place that the Salt and Excise Branches of the combined Department should be separated for the future. All posts should be definitely assigned to one branch or another with no mixture of duties, and the expenditure of the two branches should be kept entirely distinct for account and budget purposes. The detailed recommendations which we make below assume that only Excise establishments need be considered.

Deputy Commissioners.

Excluding the post of Deputy Commissioner of Excise, which has already been abolished, 3 posts of Deputy Commissioners of Divisions were created on the amalgamation of the Salt and Excise Departments in 1917, these posts absorbing the Collector of Salt Revenue who formerly existed. It may, therefore, be assumed that the work of one Deputy Commissioner represents the Salt work of the Presidency with which we are not concerned. We are not satisfied that one Deputy Commissioner would not have been sufficient to assist the Commissioner in Excise matters in the same way as he was assisted by the Collector of Salt Revenue in Salt matters. It is true that the Excise charge covers a larger area than the Salt charge but its staff is numerically smaller and the work if anything less complicated in view of the large share which Collectors take in its performance. We, therefore, consider it possible to reduce the present number of 3 Deputy Commissioners to 2, of whom one will represent the assistance required by the Commissioner for Excise work only. Some of us, indeed, would go further and recommend that all the Deputy Commissioners should be dispensed with, their work being distributed among the Collectors as before.

Superintendents.

It has been suggested to us that the number of Salt and Excise sub-divisions held by Superintendents, now numbering 14, might be reduced by 3 by means of some amalgamation of charges and redistribution of districts. In view of the fact, however, that these charges are already very large and any further enlargement might have adverse effects on the efficiency of the subordinate staff, upon which the protection of revenue depends, we have accepted the view of the Commissioner of Customs, Salt and Excise, that no reduction of Superintendents' charges can be effected so long as some of them are engaged in Salt functions.

Turning to subordinate staff we find that in addition to the considerable economies already effected certain other proposals for retrenchment are already under consideration in the department. These include the reduction of 6 Inspectors and 2 Sub-Inspectors in Bombay, the replacement of 3 Warehouse Inspectors by Assistant Inspectors, the reduction of peons attached to Excise charges already abolished and of 46 peons of the Distillery Branch and the

abolition of 6 men of the Excise Boat Establishment. We also understand that when the development of the Government distillery at Nasik enables the distilleries at Godhra, Surat, Dhulia and Wadia to be closed, further reductions among the distillery establishment to the value of about Rs. 94,000 are considered possible. We have accordingly added these items to the list of possible retrenchments without further examination and in our following proposals we assume that they will be carried out.

Preventive Staff.

The cost of the subordinate executive staff forms the largest item of Excise expenditure, amounting to 32 per cent. of the whole, and, therefore, requires careful examination. Considerable reductions were made at the time of preparation of the budget but the strength of this staff still seems to be adjusted on two underlying assumptions, (1) that shop inspection must be carried out regularly and (2) that Excise crime is equally likely in all localities. We believe that shop inspection is no longer regarded as of paramount importance but this change of attitude has not yet, it appears, been carried to its logical conclusion in the reduction of staff where Excise crime was unlikely. We would here notice that the proposal to utilize the Revenue staff in order to relieve the Excise staff of this duty does not commend itself to us but we would emphasize that even apart from such relief there appears to be a strong case for adjusting the distribution of preventive staff much more nearly to the requirements of crime detection alone. We believe that the localities or districts in which Excise crime is likely to prove a source of danger to revenue can sufficiently be distinguished. From the figures before us it appears that 8 districts in Presidency Proper may be classed as criminal, 8 districts as almost entirely non-criminal and 3 districts as normal, *i.e.*, about the average in regard to crime. We believe that these characteristics are more or less permanent and that it can safely be predicted that where Excise crime has never been a serious feature it is not likely to become so. Accordingly we would lay down the principle that the more or less even distribution of Excise preventive staff over all districts is entirely unnecessary and that the duty of shop inspection does not necessitate the retention of any considerable force in areas where crime is not prevalent.

Before formulating our proposals for the reduction of staff we would point out that the distribution of appointments between the three grades of Inspectors, Assistant Inspectors and Sub-Inspectors seems to be more expensive than necessary. It is admitted by the Commissioner of Customs, Salt and Excise, that officers of all these three grades perform much the same duties. We observe, however, that 54 per cent. of the whole Excise preventive staff rank as Inspectors on the average pay of Rs. 231, whereas in the Police Department only 13 per cent. of the executive staff are Inspectors on the average pay of Rs. 234. We consider that if in the Police the Sub-Inspector is qualified to investigate even the most serious crime, an officer of a similar status might well become the investigating officer for all Excise offences, while the grade of Inspectors might be limited to a much smaller number of officers whose functions should be entirely differentiated from those of the Sub-Inspectors.

On the above assumption the scheme which we propose is to make the Sub-Inspector the ordinary investigating officer and to provide Sub-Inspectors sufficient only for detection work under the supervision of a much smaller number of Inspectors who will have the additional duty of attending to Excise matters generally in the non-criminal areas of the district.

Obviously any revision of the existing preventive force on these principles will be a matter of detailed local knowledge but we estimate that a redistribution under this scheme would enable an approximate reduction of 73 Inspectors, 12 Assistant or Sub-Inspectors, 315 peons and 17 Inspectors' clerks, thus resulting in a saving of approximately 4 lakhs. We would again emphasize that the possibility of this scheme is not dependent upon the use of Revenue staff for shop inspection.

We see no necessity for the retention of a separate rank of Assistant Inspector but we would propose that the pay of the Sub-Inspectors' grade which would be retained should in future rise to the same maximum as is now fixed for Assistant Inspectors, *viz.*, Rs. 145, and this increase has been taken into account in our calculation of the above saving of 4 lakhs. We consider, however, that the retention of the grades of Rs. 350-10-400 and Rs. 400-20-500 for Inspectors

is entirely unnecessary and that the 9 Excise posts now included in these grades should be reduced to the next grade below with a maximum of Rs. 300.

Distillery Branch.

To the proposals already under consideration we would add the recommendation that the Inspectors in charge of the warehouses at Ratnagiri, Ahmedabad, Satara and Sholapur and the Assistant Inspectors in charge of the warehouses at Jalgaon and Thana should be replaced by Sub-Inspectors. We do not, however, consider it possible to abolish the Assistant Inspectors at Mundhwa and Khanapur distilleries.

A few other matters for retrenchment remain to be noticed. A sum of Rs. 18,000 is annually provided in the budget for Excise clerks in Revenue offices, dating we believe from the time when the Excise work of the district was centred in the Collector. We do not believe that the Excise work to be done in these offices necessitates any addition to the revenue staff, and we accordingly recommend the excision of this item. We also recommend that the Patta establishment of Deputy Commissioners and Superintendents may be limited to a scale of 6 peons for the former and 4 peons for the latter. Since these officers do not as a general rule-tour with tents we believe that no real inconvenience will be caused by this saving.

The travelling allowances of Excise staff account for 18 per cent. of the total budget expenditure. We believe that a considerable saving would be effected by the application of the new Police rules of travelling allowance to Excise menials, particularly the rules that no daily allowance should be allowed for an absence of less than 24 hours from headquarters, that no mileage rates should be allowed for journeys within the peon's jurisdiction and that Amaldars should be entitled only to single fares by third class together with daily allowance. We also consider that there is a very strong case for the application of fixed travelling allowance to Excise Inspectors and Sub-Inspectors. We believe that the objection which has been urged, *viz.*, that this system would put a premium on not travelling, could be met adequately by insisting on a minimum number of days a month to be spent on tour.

We have not been able to deal specifically with Sind in the above proposals but we consider that the same principles which we have proposed for adoption in the Presidency Proper ought to be equally applicable to Sind and that a very small Excise staff should be sufficient in a tract where illicit distillation is almost non-existent and all districts would be classed as non-criminal in comparison with the Presidency figures. We trust that these principles will be observed in the reorganization of the Excise staff in Sind which we understand is under contemplation.

FACTORY, BOILER AND SMOKE NUISANCES DEPARTMENT.

The staff of this Department perform the duties of factory inspection, boiler inspection, inspection of smoke nuisances and conducting examinations for certificates under the Boiler Act. The gross expenditure during 1921-22 was Rs. 2,04,000 while the revenue from fees was only Rs. 83,700. The conduct of examinations was the only function of which the costs were covered by the resulting fees. For boiler inspection, which cost Rs. 1,08,400, the fees recovered amounted only to Rs. 74,500. We see no reason why any of the cost of boiler inspection should fall upon Government since it is entirely to the advantage of the owners that such inspection should take place, and we recommend that the necessary legislation should be undertaken to enable the whole cost to be recovered. We further do not see why the cost of smoke nuisances inspection, which amounted to Rs. 22,000 in 1921-22, should not fall on the Municipalities concerned as in England. The only Department in which we consider that the working expenses are a legitimate charge on Government is Factory Inspection, and here we would stipulate that the cost of fees to certifying surgeons, for which Rs. 10,060 are provided in the current budget, should be paid entirely by the factories which require such certification.

We consider that the pay of Factory Inspectors, which is now fixed at Rs. 400-30-900 in addition to various conveyance allowances, is altogether excessive. We think that such appointments should rank as ordinary Provincial Service posts on a pay of Rs. 250 rising to Rs. 500.

We are informed that the total travelling allowance, including conveyance allowance, drawn by the 4 Inspectors, N. D., C. D., S. D. and Sind, during the last year amounted to Rs. 27,239. The average amount paid in travelling allowance was, therefore, Rs. 567½ per month to each Inspector. Considering the smallness of the establishments which these Inspectors employ or take on tour, this rate of travelling allowance appears to us to be altogether excessive and we consider that administrative measures should be taken to reduce the amount to not more than Rs. 200 a month for each Inspector.

Finally we notice that the clerks attached to the two Inspectors stationed in Ahmedabad are paid at the same rate as clerks stationed in Bombay, viz., Rs. 60-4-100-3-160. We see no reason for the application of the Bombay rate of pay to clerks posted in the mofussil and we would recommend that these two posts should be reduced to the usual pay of Rs. 30-5/2-80.

FOREST DEPARTMENT.

In this Department considerable reductions of staff have recently been effected by departmental action. We are informed that the working strength of the Department is at present less than the strength sanctioned in the various stages of reorganization by 32 officers, 18 Rangers, 46 clerks and 1,444 menials and that the savings resulting from the reductions amount to Rs. 2,18,951 per annum. On the assumption that these reductions will be permanent, we consider it unnecessary to discuss the subordinate staff in any detail. We find, however, that the proportion of establishment charges to revenue is still as high as 30 per cent. and we consider that a further effort should be made to reduce this percentage.

In the first place it appears to us to be possible to dispense with the post of Chief Conservator which was created in 1917, largely we believe owing to the temporary impetus which the war gave to the activities of the Department. Formerly the duty of advising Government on Forest matters rested with the Senior Conservator and we see no reason why this system should not be reverted to,

more especially as we observe that the charge of the Conservator, Central Circle, is extremely light compared with the Northern and Southern Circles and we believe is not susceptible of much development from a forest point of view. We are not now discussing the question of whether the Chief Conservator now performs any useful function as such; the question which concerns us is whether it is possible to carry on the work without retention of this post. We consider that the only justification for its retention would have been if the Chief Conservator were competent to take over the duties of Secretary to Government and thus to enable a reduction of Secretariat staff. But we are advised that the Chief Conservator could not curtail his touring without ceasing to be of practical use and at the same time we observe that his time is largely occupied in utilization work which is not necessarily associated with the functions of Chief Conservator and which indeed cannot, we think, be performed with advantage by any member of a purely technical service. We, therefore, think that it would be possible for Government to obtain the necessary expert advice from the Conservators of Circles and to use the Senior Conservator as before for matters which require technical co-ordination.

The post of Conservator in Sind is another recent introduction, since until the last year the charge was held by a Senior Deputy Conservator. Considering the smallness of the Forest revenue in Sind we do not consider that it justifies the creation of a Conservator's post and we recommend a reversion to the former arrangement:

Several of the Forest divisions yield comparatively little surplus of revenue over expenditure. We are informed that the recent reductions of the staff have placed most divisions on a sound financial basis but we consider that the Larkana Division in Sind is not sufficiently important to require a separate Divisional Forest Officer and we recommend that the Larkana, Shikarpur and Sukkur Divisions should be redistributed so as to form two divisions. In the Presidency Proper the Satara and Dharwar-Bijapur Divisions at present yield a very small surplus and notwithstanding the expected improvement we consider that both these charges should be placed under a Junior Provincial Officer and not under an Imperial Officer as now.

Finally we find that duty allowances of Rs. 100 a month are paid to 7 Extra Assistant Conservators holding charge of

major divisions. From the list of divisions so favoured we are not able to gather on what principle charges are classed as major, but in any case these officers are recruited and paid for no other purpose than holding divisions and we consider that the grant of any additional allowance on this score is totally unjustified. We recommend, therefore, that this duty allowance should be entirely abolished.

DEPARTMENT OF INDUSTRIES.

This Department was created in 1917, largely we believe to meet needs created by the war. In the current budget its cost amounts to 3.34 lakhs, exclusive of the cost of the Central Stores and Workshop at Dapuri. We understand that the development of the Department and the expansion of its activities have not been what was hoped when it was first created. The stimulus to industrial enterprise created by war conditions gave place to industrial depression and one scheme after another, on which much time had been expended by the Department, had to be abandoned. Surveying the results achieved by the Department during its five years of existence we are unable to distinguish any very positive directions in which they have justified the expenditure incurred, and where retrenchment is in view we consider that the present demand for industrial guidance does not justify the continuance of a separate Department of Industries in this Presidency. We, therefore, recommend that the Department as such may be abolished and that such of its activities as it is necessary to retain should be transferred to other agencies as indicated below. The whole cost of direction and superintendence would thus be saved and the greater part of the charges for industrial education and industrial development. We understand that the Fisheries Branch has already been abolished and that the Dapuri Workshop has been transferred to the Public Works Department.

Cottage industries should in our opinion be transferred to the Co-operative Department but should be restricted to the improvement of hand loom weaving at a cost of Rs. 15,000 annually as suggested by the Director of Industries. The Department of Factory Inspector, Boiler

Inspection and Smoke Nuisances should be retransferred to the Collector of Bombay. The control of technical education will be left with the Director of Public Instruction, to whom the superintendence of pottery should also be transferred. Research and experimental work and work in connection with industrial concessions should be dealt with by the Departments most nearly concerned and all other work at present carried on by the Department, including the superintendence of the Casein Factory, should be brought to an end. We would not, however, abolish industrial scholarships, especially State Technical Scholarships for study abroad. These should, however, be in the hands of the Director of Public Instruction. We calculate that the total saving resulting from such a redistribution of work and the abolition of the remaining activities of the Department will amount to about 2½ lakhs annually.

JUDICIAL DEPARTMENT.

We have already forwarded to Government our recommendations on certain matters connected with the Judicial Department but it will be convenient to recapitulate them here. In the first place we have recommended that the appointments of Registrars of District Courts should be abolished. We understand that these appointments have already been discontinued as a temporary measure but we recommend that a permanent corresponding reduction of 10 posts in the Sub-Judges' cadre should now be made, since in our opinion any revival of these appointments is unnecessary.

We have further expressed our opinion that in view of the small amount of original work which District Courts are called upon to do and in view of the creation of a separate post of Deputy Nazir to attend to minors' estates, there is no need to retain two separate Nazirs and two separate account offices for the First Class Sub-Judge's Court and District Judge's Court respectively in places where the two courts are situated in close proximity to one another. Moreover in the case of linked courts there is no need for the existence of a Clerk of the Court and Nazir as separate officers

and we consider that their functions might suitably be combined. In District Courts where there are separate appointments of Civil and Criminal Shirastedars an amalgamation of the duties of these two officers should also be possible. Finally we have recommended that the Registrars empowered to try suits up to Rs. 20 in value, who are attached to the Small Causes Courts at Ahmedabad, Karachi and Poona, should be abolished.

We would here add our opinion that on the principles which we have discussed elsewhere the pay now fixed for Subordinate Judges of the Provincial Civil Service is excessive. We consider that a pay beginning at Rs. 200 and Rs. 250 for probationers and subsequently rising from Rs. 300 to Rs. 850 with no selection grade would be adequate to secure properly qualified recruits and we recommend that this pay may be adopted in future.

We do not regard these recommendations as exhaustive but we feel that further recommendations in the case of the Judicial Department would require more detailed examination than as a Committee we are able to give to it. We observe that some such detailed examination is already in progress in the Department and that in the course of revision of the pay of subordinate Judicial clerical establishments 251 clerical posts have been reduced in the Presidency Proper and 20 in Sind, while we are informed that proposals are under consideration to reduce further the number of clerks in the Lower Division after an examination of the work done per clerk in the various courts. We do not think it is possible to add anything to the results obtained by such methods which in our opinion are best adapted to secure the necessary economies. At the same time we observe that the large and expensive clerical establishments of the High Court and the Court of the Judicial Commissioner in Sind have so far escaped any such systematic reduction and we are strongly of opinion that the only way in which such establishments could be reduced to the minimum necessary strength would be to submit the existing methods and machinery of these Courts to a searching examination by an independent legal officer thoroughly conversant with the requirements of the High Court work both in this country and elsewhere. We therefore recommend that such an officer should be appointed for this purpose with full powers to deal with the matter and to introduce improvements likely to lead to economy of establishment.

We are also of opinion that the possibility of reducing the number of District and Sub-Judges' Courts by amalgamation of judicial charges has not been sufficiently explored. We are confirmed in this opinion by the fact that it has been found possible to suspend the appointments of 15 City and Resident Magistrates and 12 Second Class Sub-Judges as a temporary measure during the present financial stringency. We believe that if full information were obtained showing exactly what civil and criminal work was performed in each District and Sub-Judge's Court it would be found possible to redistribute this work in such a way as to involve the maintenance of courts at fewer centres and thus to economise not only the gazetted staff but the subordinate establishment also.

LAND REVENUE DEPARTMENT.

Presidency Proper.

For reasons of convenience, Collectors, Prant Officers and Mamlatdars are included in the scope of our proposals under this head although their cost is not now charged to the Land Revenue head of the budget. We have already submitted to Government a detailed report regarding the Land Revenue Department and we need, therefore, only recapitulate the views there expressed and the more important recommendations made.

Taluka and Village Organization.

We note that the various proposals which have hitherto been put forward with the object of economising the cost of Circle Inspectors and talatis have all assumed the continuance of practically all kinds of existing work in the village. In our opinion the satisfactory solution of the matter depends on the elimination of all work except that which is distinctly necessary for the collection of land revenue. We, therefore, wish to begin by proposing the complete or partial abolition of the following items of village work:—

- * (1) *Crop Inspection.*—It is generally admitted that the results of Crop Inspection are not obtained by any appreciable amount of actual inspection of the survey

numbers and we consider that the crop estimate should in future be based on the village and not on the survey number as its unit. We consider it perfectly feasible to ascertain by consulting a few responsible villagers the approximate proportions of various kinds of crops grown in each village and the actual areas can then be estimated by applying these proportions to the known cultivable occupied area of the village.

(2) *Tenancy Record*.—The particulars of tenancies are of very little use to the public and are principally required when the Settlement is under revision, *i.e.*, at intervals of 30 years. It will be cheaper to obtain local evidence when the occasion arises. The tenancy record may, therefore, be discontinued altogether.

(3) *Inspection of Boundary Marks*.—We cannot see the use of maintaining boundary marks by Government Agency between occupied survey numbers and we consider that the occupants can be safely left to look after their own boundaries. The only inspection of importance is when occupied land adjoins Government waste and it is only here that boundary marks need to be kept in repair by Government Agency.

(4) *The Record of "Other Rights" in the Record of Rights Register*.—The rights so recorded include a number of miscellaneous particulars which are of little use to the public or to Government. It would be sufficient if the particulars now forwarded by Sub-Registrars to all village officers were merely filed by villages in the Sub-Registrar's office, whence any desired particulars could always be ascertained. Only such "other rights" as involve liability for the payment of land revenue should continue to be recorded.

With the reduction of the above classes of work we would propose the following scheme:—

(i) The talati should be retained on his present pay for the collection of land revenue and the maintenance of village records, but the number of talatis should be reduced by 33 per cent.

(ii) As a consequence the Ryot should ordinarily be obliged to pay his land revenue at the Headquarters of each saza.

(iii) In place of Circle Inspectors, Bhag Karkuns should be employed at a pay of Rs. 30- $\frac{1}{2}$ -80 to supervise groups of sazas numbering from 4 to 6 per taluka or less if circumstances permit. These groups should include about 25 villages each but no village should ordinarily be more than 6 miles from the central village of its group. The Bhag Karkuns should reside in their charges and should be responsible for the following kinds of work:—

- (1) The collection of land revenue.
- (2) The maintenance of village record.
- (3) Assistance in famine work.
- (4) Crop estimates.
- (5) Any other necessary field work or inquiries instituted by the Mamlatdar.

(iv) The Bhag Karkuns should be inter-changeable with the Mamlatdar's staff and their work should be in relief of the Mamlatdar's office. Hence the additional men required for these posts after utilizing the existing staff of Circle Inspectors should be drawn from the establishment of the taluka offices.

(v) Financially the substitution of Bhag Karkuns for Circle Inspectors would make no difference as it would merely involve a re-distribution of the existing staff. The reduction of 33 per cent. of talatis, however, will yield an annual saving of about 6 $\frac{1}{2}$ lakhs.

Mamlatdars.—Our view is that leaving out of account a number of duties which are not strictly connected with land revenue, more particularly magisterial work, a small taluka could adequately be administered from the land revenue point of view by an officer of the present rank of Mahalkari, while a more important taluka will not require an officer above the pay of a 2nd grade Mamlatdar. We, therefore, recommend that no Mamlatdar of the 1st grade should be kept in a taluka unless he is required for judicial work. The financial effect of this recommendation will not be seen until the scheme for the separation of the executive and judicial functions reaches a more advanced stage.

While we are proposing the delegation of certain powers from the Prant Officer to the Mamlatdar in matters with which the latter would in any case have to deal, we are also

suggesting the reduction of several important items in the work of the Collector, which will reduce the work of the Mamlatdar to a much greater extent. Moreover, the reduction of the crop and the Tenancy Record and of Boundary marks inspections will afford him considerable relief while he will receive greater local assistance from his Bhag Karkuns than he now receives from a smaller number of Circle Inspectors.

District Organization.

Collector.—While we would uphold the position of the Collector as head of the district administration, we consider that he should be divested of any duties which are not essential to that position in order that his time and that of his staff may be economised to the utmost.

The following kinds of work do not appear to us essential:—

(1) *Municipal and other work connected with Local Self Government.* This is usually one of the heaviest items of the Collector's work. We would strongly advocate that the Collector should be relieved of all Municipal duties except those provided in the "Control" Chapters of the District Municipal and District Local Boards Acts. With the creation of a proper Local Self Government Agency, matters affecting the District Local Board and Notified Areas should also be transferred from the Collector's file.

(2) *Income Tax.*—We are strongly of opinion that this work should either be entirely removed from the Revenue officers or in the alternative their time so occupied should be paid for from Imperial revenues.

(3) *Execution of Civil Courts Dakhasts.*—We consider that this duty is a heavy and quite unnecessary addition to the work of District Revenue establishments. We understand that the Mamlatdar's tour is to a very large extent dominated by the necessity of attending Dakhast sales and systematic touring is consequently almost impossible. We see no reason why the Mamlatdar should be required to perform the functions of a bailiff in regard to these sales and we recommend that in future this kind of work should be

carried on by the Civil Courts by means of their own agents.

(4) *Revision Applications under the Mamlatdars' Courts Act.*—We recommend that revisional powers should be removed from the Collector. The power of the High Court to revise the decisions in flagrant cases of injustice is in our opinion a sufficient safeguard. Several members of our Committee indeed consider that the Act should be discarded entirely on the ground that the remedy which it provides is often worse than the disease. Certainly it is responsible for a large number of *Aval Karkuns* who would otherwise be unnecessary.

(5) *Recovery of Court Fee Expenses in Pauper Suits.*—We recommend that the Government pleader should be authorized to correspond directly with the Mamlatdar on the subject instead of through the Collector.

(6) *Medical Work.*—We understand that the Collector receives a considerable number of returns and deals with a certain amount of correspondence on matters which could well be left to the Civil Surgeon or to the Health Officer, if appointed.

(7) *Abkari.*—We would recommend that if the present organization of the Excise Department is retained the Collector should be divested altogether of his *Abkari* work.

(8) *Cash Allowances.*—Heirship enquiries in cases of cash allowances occupy much of the time of Revenue officers. Many of the sums involved are trivial. We, therefore, consider it very desirable that power should be taken to commute all such cash allowances in which the amount payable to an individual is less than Rs. 20 in the aggregate.

Prant Officers.—We are not disposed to accept the view that the Prant Officer is merely a "post box" as is sometimes alleged. We have ascertained that he does a large amount of work in original and in Revenue matters; there seems to be a division rather than a duplication of work between the Prant Officer and the Collector. The Prant Officer could not, therefore, be dispensed with without

throwing a large amount of original work on the Collector and appellate work on the Commissioner or Government.

At the same time we consider that more powers might be delegated from the Prant to the Mamlatdar, in particular the following:—

- (1) Permission to remove earth, stone, muram, &c., in gairan survey numbers.
- (2) Encroachment cases under section 32, L. R. C.
- (3) Settlement of boundary disputes under section 119, L. R. C.
- (4) Orders on Watan heirship inquiries in plain cases.
- (5) Appointment of menials.
- (6) Record of Rights penalty orders.
- (7) Scrutiny of diaries of Circle Inspectors (if retained).

If, as we hope, a separation of Judicial and Executive functions takes place in the near future, and if the other branches of work to which we have referred are reduced we are of opinion that a considerable reduction in the number of Prant Officers will be possible and we suggest the formula that in districts where there are 3, the number could be reduced to 2 and where there are 2 Prant Officers the number could be reduced to 1 without loss of efficiency.

Huzur Deputy Collectors.—We are unanimous in our recommendation that wherever there is a branch of the Imperial Bank at the Headquarter town of the district, the Huzur Deputy Collector as such should be abolished except at Poona, Ahmedabad and Karachi. A second Deputy Accountant may be appointed where this reduction takes place if sufficient reasons exist. Our recommendations will involve a saving of 9 Huzur Deputy Collectors.

District Inspectors of Land Records.—We propose the abolition of these officers and a reversion to the system which was in existence some 18 years ago when the general duty clerk exercised supervision over the special measuring staff. The agricultural statistics might well be collected and compiled by the officers of the Agricultural Department in each district.

Touring.—We think that in the interests of economy travelling should as far as possible be restricted to the necessary camps at the taluka Headquarters and we would, therefore, recommend that in the case of both the Collector and the Prant Officer the touring should be limited to a period of 4 months and that travelling allowance and grants for the carriage of records should be reduced accordingly. We would further urge the desirability of inquiring into the question of locating Sub-Divisional officers in their own Sub-divisions as in the Madras Presidency.

Clerks and Menials.—We notice that the total budget provision on account of clerical establishments in the Land Revenue and Land Records Departments has risen from 23·9 lakhs in 1913-14 to 49·7 lakhs in 1922-23 and now represents over 8 per cent. of the land revenue receipts. We understand that this matter is already engaging the attention of Government and we realize that economy in this respect must depend rather on executive action than upon our recommendations, but we trust that full advantage will be taken of the reduction of any items of work referred to in our above recommendations to effect a further saving of clerical establishment.

Similarly we have not thought it necessary to touch on the subject of menial establishment since we are satisfied to observe that steps are already in progress to effect all possible reductions in this direction.

Sind.

The Commissioner in Sind at present has one Indian Civil Service Assistant and 3 Provincial Service Assistants and we believe proposals are on foot to give him one more Senior I. C. S. Assistant. After considering the general organization of work in the Commissioner's office, however, we see no reason why the number of his Assistants should not be reduced to two, *viz.*, one I. C. S. and one Provincial Service officer. Thus two Provincial Service Assistant Commissioners and one Office Superintendent may be abolished.

This saving may be effected by the avoidance of duplication of work. At present neither the three Head Clerks (of Mukhtiar's grade) in charge of the branches nor the three Uncovenanted Assistant Commissioners do any original work.

All are merely submitting officers. When this system is compared with that in force in any department of the Secretariat, *e.g.*, the Revenue Department which has twice as many clerks as the Commissioner in Sind's office, the redundancy is obvious and it is not surprising that every one complains of over-work and more establishment is asked for. On the analogy of the Secretariat procedure we suggest that there should be no duplication of noting. The clerks in charge of the branches should be empowered to submit direct the routine cases over which there is no need for the Head Clerk to waste his time. The Head Clerks (corresponding to Superintendents of branches in the Secretariat) should not be merely submitting agencies, but should themselves note in original on all the more important cases, thus relieving the branches. Since the Uncovenanted Assistant Commissioners as at present organized can neither dispose of the cases themselves nor submit them direct to the Commissioner in Sind except through the Covenanted Assistant, there is little point in their seeing them at all as it merely involves duplication of noting which is not permitted in the Secretariat. We, therefore, suggest that the three Uncovenanted Assistant Commissioners as mere transmitting agencies should cease to exist, and that instead of them there should be only one Uncovenanted Assistant Commissioner, an experienced and senior officer whose powers should be similar to those of the Covenanted Assistant Commissioner. The work of the whole office may be equally distributed between the two as the Commissioner thinks fit and each of them should receive work directly from the Head Clerks or branches under him. Each then should be given certain powers of disposal analogous to those of Deputy Secretaries and each should submit his own work directly to the Commissioner in Sind. We believe that our suggestion will conduce not only to economy but to efficiency and prompt disposal as well.

After consideration of District and Sub-divisional charges in Sind we have arrived at the opinion that the following charges might safely be abolished :—

U. S. F. district, Ratodero, Ubauro and Nawabshah sub-divisions and Deputy Collectorships attached to the Tando and Shikarpur sub-divisions.

But our recommendations have been anticipated by the issue of G. R., R. D., No. 6064, dated the 20th November 1922,

abolishing all these charges except the U. S. F. district and Ubauro sub-division. The elimination of U. S. F. district is quite possible by a readjustment of the boundaries of the adjoining district so that the province may contain six districts instead of seven as at present. As regards Ubauro sub-division we are still of opinion that it should be amalgamated with Rohri Division—an arrangement which worked admirably some years ago. The large bulk of the time of the Sub-divisional officers of Rohri and Ubauro is at present taken up in disposing of petitions for annual grants of land. If this work is systematized so as to avoid the repetition of petitions by the same individuals year after year or if the power of making these temporary grants is delegated to Mukhtiarkars, one Sub-divisional officer would undoubtedly be able to manage both the charges properly.

We are convinced that there is no necessity for officers of Deputy Collector's grade to be in charge of the treasuries at Hyderabad, Sukkur and Larkana as there are branches of the Imperial Bank of India at all these three places, and no magisterial work is performed by the Huzur Deputy Collectors as City Magistrates. We recommend that these three treasuries should be left in charge of the Head Accountants and wherever the volume of work justifies, an additional Deputy Accountant may be given.

We are strongly of opinion that the 4 posts of Daftardars in Sind should be converted into posts of Chitnises of Mukhtiarkar's grade. The Chitnises have hitherto proved equal to the performance of inspection duties and supervision over the Vernacular Section of the Collector's office in the Presidency Proper, and in Sind itself in the districts of Nawabshah and Thar Parkar notwithstanding the misgivings of the Commissioner in Sind when the change was introduced. There is no reason, therefore, why these lower paid officials should not replace the more costly agency, of Daftardars. We are aware of the possible objections to our proposal. But on a close examination, all these objections will be found to be more sentimental than real. The Daftardar does not exercise any independent power on behalf of the Collector. He performs the same functions as a Chitnis. There is no difference in the nature of work or degree of responsibility of the two classes of officers. Again it may be argued that as the proposals made by Deputy Collectors and Assistant Collectors are criticised in the Collector's office, an officer of Daftardar's status is required for the purpose. Such reasoning carried to its logical

conclusion would require every officer to have as his Assistant an officer of at least the same rank as his highest subordinate—a necessity which is nowhere recognized in practice.

Until recently the posts of City Magistrates, Hyderabad and Sukkur, were filled by officers of Mukhtiarkar's grade with marked ability. But in 1919, in order to provide prospects of promotion for Resident Magistrates who were otherwise incapable of rising to a Deputy Collectorship, Government raised these appointments to the rank of Deputy Collector. We strongly recommend a reversion to the original arrangement as we are convinced that there will be no loss of efficiency thereby. There are many Resident Magistrates possessing a law degree and good legal qualifications suitable for posting to Hyderabad and Sukkur.

In our opinion Pano Akil, Digri and Ubauro could be conveniently converted into Mahals and the posts of Head Record-keeper and the Head Master of Tapedars' Training School which are at present borne on the Mukhtiarkar's cadre could be reduced to Mahalkari's grade.

As regards Village establishment we consider that reorganization on the following lines would lead to economy:—

(1) Appointment of separate establishment for measurement work.

(2) Abolition of Divisional Tapedars.

(3) Abolition of Supervising Tapedars and in their place appointment of one extra Aval Karkun in each taluka.

(4) Re-arrangement of Tapas by fixing 2,800 working survey numbers as the standard size of each Tapa. This will lead to a reduction of about 10 to 15 per cent. in the number of Tapas.

(5) Abolition of Probationary Tapedars.

(6) Modification in the mode of training Tapedars and the consequent abolition of the Tapedars' Training School.

A detailed scheme for reduction of menial establishment has been worked out involving a reduction of the Commissioner's peons from 39 to 32 and of the peons in the other Revenue offices from 689 to 567.

MEDICAL DEPARTMENT.

While the budget provision for contributions has risen by 2 lakhs since 1913-14 the gross cost of the Medical Department has risen by 23½ lakhs during the same period and now stands at 48½ lakhs. We understand that a Committee has been appointed by Government to examine expenditure in connection with diets and equipment in Civil Medical Institutions and we are thus relieved of the necessity of considering the increase of 6½ lakhs which has occurred under contingencies. The major portion of the increase since 1913-14 is, however, absorbed by payments to officers and establishments among which we notice that the pay of officers has increased by 5.5 lakhs, that of superior executive establishment by 3.6 lakhs and that of clerks by .9 lakhs while allowances other than travelling allowance have increased by 2.7 lakhs. These figures clearly indicate that such retrenchment as is possible must proceed chiefly by means of employing less expensive agencies for the work that is to be done.

We have considered the possibility of maintaining fewer civil hospitals for groups of districts leaving other existing hospitals in charge of Assistant Surgeons, but in view of the grave objections to this course we prefer to recommend the scheme suggested to us by the Surgeon General, namely that commissioned medical officers should not be maintained at every civil hospital and that in as many districts as possible they should be replaced by B. M. S. officers. At present out of 29 district hospitals 12 are in charge of B. M. S. officers and Military Assistant Surgeons and we understand that a scheme is under contemplation by which 8 more hospitals will ultimately be placed in charge of B. M. S. officers or private practitioners by means of organizing a service of Non-J. M. S. officers. Eventually, therefore, there will be only 9 civil hospitals left in charge of I. M. S. officers and we recommend that this scheme should be brought into force as soon as circumstances permit.

Our attention has been drawn to the fact that the number of admissions into the Medical School at Hyderabad has recently been very small and we recommend that the staff of this College should accordingly be reduced to a strength sufficient to deal with the average attendance.

In² this as in other Departments which employ higher officers for the sake of their professional qualifications we

consider it desirable in the interest of economy that they should be relieved as far as possible of petty administrative work. The Surgeon General is now concerned with the postings and other service matters affecting a very large number of subordinate medical officers and we consider on general principles that the management and control of the local dispensaries and their staff should be transferred to the Local Boards without disturbing the present system of grants-in-aid. Under this system the Local Boards would be required to obtain qualified Sub-Assistant Surgeons from the Surgeon General, who would be in a position to select officers possessing the necessary qualifications for each post. We do not contemplate that the Local Boards should have the power to interfere in any technical matters but we consider that the reduction of transfers and the simplification of administrative work would all be in the interests of economy. We would further propose that the pay of Sub-Assistant Surgeons in charge of dispensaries should rise from Rs. 60 to a maximum of Rs. 150 only.

As we have mentioned in dealing with the Department of Public Health we consider it feasible that the post of Director of Public Health should be abolished and that the Senior Assistant Director of Public Health should be attached to the Surgeon General to deal more especially with Public Health matters. This proposal will obviate the necessity of retaining a commissioned medical officer as Personal Assistant to the Surgeon General and the present post of Office Superintendent may be converted into that of a non-Medical Personal Assistant. As a means to the same end we believe that the touring of the Surgeon General, which now involves an annual visit to each Principal Medical Institution in his charge, could easily be reduced and that the requirements could sufficiently be met if his routine inspections were limited to one visit to each institution during the tenure of his office. The saving of travelling allowance under this proposal would be considerable. We also think it possible to abolish the practice of dispensary inspections by Civil Surgeons. We are elsewhere recommending that District Health Officers should be appointed for one or more districts and we consider that such officers might make the necessary inspection of dispensaries during the course of their routine touring, sending a report on each institution to the Civil Surgeon who, under the scheme which we have outlined, would be under the same Departmental Head.

POLICE DEPARTMENT.

We have already submitted a detailed report on the possibilities of retrenchment in the Police Department. The following is a summary of our views and recommendations:—

Constables and Head Constables.

After a careful survey of the distribution of the strength of Head Constables and Constables, of the duties which they have to perform and of the crime with which they have to deal, our conclusion is that a substantial reduction is possible in the number of unarmed Head Constables and Constables at rural police stations and outposts in the districts. The principles on which such reduction can be effected are:—

(1) The abolition or conversion into outposts of rural police stations where the crime figures are light.

(2) The reduction at rural stations and outposts of all staff maintained for the specific purpose of beat patrolling.

(3) The abandonment of all outposts as such except where special reasons exist for their retention.

The first of these three methods will be dealt with further in considering the strength of Sub-Inspectors. As regards the second we need only say that the officers whom we have consulted agree with us that where retrenchment is imperative, the institution of beat patrolling cannot be defended and that the reduction of efficiency due to its abandonment will be negligible. The third method is largely a corollary of the second and the opinions of the officers whom we have consulted support us in the belief that the abandonment of outposts will have a very small effect, if any, on the security or protection of the general public.

The approximate result of the application of these principles will be a reduction in the unarmed force of 3,262 Head Constables and 7,578 Constables by 1,435 Head Constables and 1,743 Constables in the Presidency Proper. Similar principles would certainly apply to Sind but the strength of the Railway Police would naturally require separate consideration.

We are of opinion that there is room also for a reduction of the number of constabulary in urban police

stations, as our inquiries disclose that a very large proportion of the unarmed strengths concentrated in cities and Cantonments. We notice that the proportions of urban population to constabulary are in Ahmednagar 335, in Ahmedabad 546, in Dharwar 483, in Belgaum 420 and in Sholapur 867. We are of opinion that in urban areas in the mofussil a strength of 1 Constable to 600 population would be perfectly adequate. The adoption of this standard would enable an additional reduction of 400 unarmed men at urban stations in the Presidency Proper with a consequent saving of Rs. 1,62,720.

A reduction of the unarmed rural police force will naturally involve a greater recourse to the agency of the Village Police and this would be fully in accordance with the recommendations of the Police Commission. We are, however, of opinion that any attempt to reorganize the Village Police on a permanent basis would involve an expenditure disproportionate to the advantage gained and we, therefore, support the recommendation of the Inspector General that out of the savings in each district an adequate sum should be placed at the disposal of the District Superintendent of Police to enable the Village Police to be remunerated for the work actually done, such as service of summonses, calling witnesses for investigation, and the like.

We note that the Inspector General proposes that the reduction of the unarmed force should be accompanied by some increase in the armed police. We are of opinion that the reductions which we here propose are feasible whether the armed police are increased or not but assuming that an increase of armed police is necessary then the reductions which we propose become still more imperative in order to cover the additional cost. In any case we are of opinion that the armed police are a more economical force for the preservation of order than the existing unarmed police, both on general grounds and especially because the unarmed police as now distributed in rural areas are so largely responsible for the heavy travelling allowance and hutting charges in the police budget. In the whole Presidency Proper an increase to the extent of 25 per cent. in the armed police would involve an additional expenditure of only Rs. 4,95,000 as a set off against the saving of Rs. 1,57,000 already indicated.

We would note in conclusion that the savings in the cost and maintenance of outpost buildings and in the expense of clerical and administrative work generally, effected by a substantial numerical reduction of the kind proposed, would amount in the aggregate to a considerable figure although precise estimates cannot now be offered.

Sub-Inspectors.

We now turn to the ranks of Sub-Inspectors of the District Executive Force whom we will consider under three heads: (1) Executive, (2) Prosecuting and (3) Readers.

(1) The number of Executive Sub-Inspectors is determined by the number of police stations. The increase in the number of police stations, was based largely on the Report of the Police Commission. However, the figures before us show that in a good many police stations the number of cognizable offences registered during a year is very much below the average of 100 laid down by the Commission as within the capacity of one Sub-Inspector and in many cases it falls as low as 20 or 30. We are, therefore, of opinion that there is room for a considerable reduction in the number of rural police stations in all districts, the extent of which must be determined on a consideration of the local requirements. Assuming that an average reduction of not less than 15 per cent. could be effected on the principles indicated above among the 364 Sub-Inspectors now employed at rural police stations in the Presidency Proper and Agencies, the total saving would be 54 Sub-Inspectors *plus* a reduction of 8 in the reserve and the total resulting savings would be not less than Rs. 1,42,000 per annum including housing, clothing, travelling and conveyance allowances. Similar proposals would apply to Sind.

(2) The strength of Prosecuting Sub-Inspectors also appears to require reduction. We believe that a reduction of 14 out of 33 Prosecuting Sub-Inspectors in the districts of the Presidency Proper and 2 out of 4 on railways is possible. The consequential saving on 16 posts thus reduced would be Rs. 54,144 per annum. We attach some importance to this reduction since Prosecuting Sub-Inspectors are even more expensive in pay and travelling allowance than Executive Sub-Inspectors and our proposals which we would extend to Sind also, are

intended to leave an average of only one in each district or railway. At the same time we wish to suggest that wherever there is a Sub-Judge's Court the local Sub-Government Pleaders might usefully be employed for prosecution work on a system of payment of a lump sum for each case together with a monthly retainer. Such a scheme would undoubtedly reduce the occasions for adjournment which at present arise out of the limited number of prosecuting staff now available for criminal cases in different courts.

(3) Thirdly we have considered the system under which 37 Reader Sub-Inspectors are employed for the examination of diaries in the offices of the Superintendents, Assistant Superintendents and Range Deputy Inspectors General. We are of opinion that the principle of employing executive officers for this work is sound and in view of the importance of an adequate scrutiny of diaries we would not recommend any reduction in this staff. But at the same time we desire to point out that with the introduction of the sub-divisional scheme the District Superintendent of Police could dispense with his Reader who would thus be available for a sub-divisional officer. The two Readers now attached to the Range Deputy Inspectors General may also be employed in meeting the requirements of this scheme.

Inspectors.

Turning now to the staff of Inspectors we see the necessity of their retention at important railway stations and large cities and cantonments but we are strongly of opinion that the District Circle Inspectors are an unnecessary adjunct. We consider it possible to reduce about 60 Inspectors with a consequent saving of Rs. 2,78,340 in pay and allowances and of Rs. 48,816 in the cost of 120 writer and orderly constables. The total savings would thus be Rs. 3,27,156 which would be augmented by similar reductions in Sind.

Deputy Superintendents.

After the abolition of District Inspectors the duty of co-ordinating the work of police stations will fall on the Gazetted Officers and we consider that work of this character will be performed more efficiently by Deputy Superintendents than by Inspectors. Since however any additional

expenditure involved in the sub-divisional scheme will have to be set off against the savings resulting from our other proposals we would advocate its introduction in as economical a manner as possible. We are not prepared to support the full scheme involving the creation of 28 additional Deputy Superintendents, and a large additional number of Office Superintendents, Headquarter Inspectors, Readers and clerks. We consider that the employment of a Deputy Superintendent at the Headquarters of the district is a mere luxury. We would wish to see all Deputies formerly so employed liberated for sub-divisional work. Since under the former system the District Superintendent with one Assistant was able to deal with all the crime work of an average district we do not see why the Assistant and Deputy Superintendents should not now be able to divide the same district between them leaving the Superintendent of Police free for supervision of both. We would, therefore, lay down that normally two Sub-divisional Police Officers should be sufficient for any district hitherto managed by a District Superintendent and an Assistant Superintendent but that specially large and heavy districts might require an additional Deputy. Generally we are not in favour of the principle of giving separate independent offices to Sub-divisional Officers. We consider that they could more economically be attached to the District Superintendent's office and make use of his staff but if separate offices are in any case necessary we consider that the clerical staff now available should be divided between the District Superintendent and his Sub-divisional Officers. Secondly, we are of opinion that Office Superintendents need not be provided for District Superintendents to take the place of Deputies under the sub-divisional scheme, since under the revision of pay their Head Clerks now receive a most substantial salary and should be equal to any work required of them. Thirdly, we see no reason why the scheme should necessitate the appointment of Headquarter Inspectors in the District Superintendent's Office. We have already agreed to the retention of Inspectors at Headquarters wherever there is a large city or cantonment.

Deputy Inspectors General.

The Deputy Inspectors General, Northern and Southern Ranges, need not continue to exist. In their place we suggest the appointment of a senior Superintendent of Police may be attached

to the Inspector General's Office to help him in inspection work.

Our proposals do not apply to the Deputy Inspector General, Sind, whose position requires an independent office. Two of us, however, Messrs. Haji and Pahalajani, consider that the post of Deputy Inspector General, Sind, is unnecessary and that he should be replaced by a junior Superintendent of Police attached to the office of the Commissioner in Sind.

Similarly we recognize the necessity of retaining the post of the Deputy Inspector General, Criminal Investigation Department, although one of us, Mr. Pahalajani, considers that an officer of that rank is unnecessary and would substitute for him a senior officer of the rank of Superintendent of Police.

Railway Police.

We do not think that any increase in the Railway Police recommended by the Railway Police Committee should be undertaken without careful consideration of what may be done by a redistribution of the existing staff, more especially as we observe that the average number of Head Constables and Constables per Railway Sub-Inspector is already as high as 34. We are strongly disposed to question whether it is the duty of Government to provide police merely to stand on platforms and to keep order at railway stations and in the event of any increase being required for purposes other than the investigation of crime, we think that this charge would legitimately fall on the Railway Companies themselves.

Presidency Police.

We have no reductions to propose in the Executive Force of the Presidency Town, as the evidence, which we are inclined to accept, makes out a case for strengthening the force. We wish, however, to draw attention to the great increase in the cost of the clerical staff of the Presidency Police since 1914-15 and we would ask for a stringent reduction under this head. We would also question whether the arrangement by which the Criminal Investigation Department of the Presidency Town constitutes an entirely distinct staff from that of the rest of the Presidency is conducive to economy.

X: 99V, 54.231. N215

Clerical Establishment.

We understand that Government have already taken action to secure such reduction of clerical staff as may be rendered possible by the improved audit and account system suggested by Mr. Anderson.

Apart from changes in the system of accounts, clerical work has already been greatly reduced in the Police Department by the introduction of improved office methods and we understand that it has been found possible to effect a general reduction of 10 per cent. in the clerical strength. We consider that when all the improvements in prospect are fully introduced it should be perfectly feasible to work the reduction up to 30 per cent. of the present charges.

Travelling Allowance.

Since the recent concessions in respect of travelling allowance have already been cancelled, there is no need for us to dwell on their excessive liberality. Many of our proposals, such as reduction of the number of patrolling Constables and Head Constables, Sub-Inspectors and the separate clerical offices of the Range Deputy Inspectors General, will automatically involve large savings of travelling allowance and these have partly been taken into account in the savings calculated above.

In the case of all police officers from Sub-Inspectors upwards, we desire to press strongly for a system of fixed travelling allowance. We believe that reasonable rates could be evolved with an appreciable saving on the present total charges, but even if the direct savings were very small we are still of opinion that such a system would be generally economical.

We do not contemplate the application of fixed travelling allowance to Constables and Head Constables although their travelling allowance charges have hitherto amounted to between $\frac{1}{3}$ and $\frac{2}{3}$ of the total travelling allowance bill of the Department. We have seen the revised travelling allowance rules of this establishment and since we are in general agreement with them we need only recommend that so far as the principles involved are applicable to other Departments they should be adopted as a general measure.

PUBLIC HEALTH DEPARTMENT.

In considering the Public Health Department the question which concerns us is not so much whether expenditure devoted to the very important object of public health admits of reduction as whether the organization on its present lines yields the best results for the money spent or whether on the other hand some reduction of the present staff would not render funds available for some more advantageous organization.

We note that the staff of the Department are handicapped by the fact, admitted in evidence before us, that except in the sphere of vaccination the Department consists entirely of supervising and advisory staff with an almost total lack of executive staff to carry out its recommendations. Moreover the charges of the Assistant Directors of Public Health are obviously far too large to enable any continuous personal attention to particular localities while the wide extent of their responsibilities necessitates their payment at higher rates than would be strictly necessary for the same work if performed by local officers. At the same time the centralization of small administrative matters which might well be the concern of the existing local bodies means that a considerable part of the time of officers paid for their professional qualifications is taken up with purely administrative work, in so much that even the postings of Vaccinators have to be notified by the Director himself. Such centralization moreover necessitates a much larger clerical staff than would otherwise be necessary.

A further defect which we observe in the present organization lies in the duplication of statistics which it involves. This duplication is necessitated by the fact that the same figures are required for use by both the Director of Public Health and his Assistant Directors. The machinery for central compilation is obviously necessary in the Director's office yet the compilation as it stands involves so many minor reporting offices that some intermediate agency is necessary and under the present system this agency can only consist of the Assistant Directors, whose offices cannot possibly be located at the headquarters if they are to maintain any local connection at all. Hence a system has arisen under which practically all statistics are first compiled by the Assistant Directors for their own divisions and are

subsequently transmitted to the Director of Public Health who compiles them for the entire Presidency.

Even under the present organization we do not believe that the present average cost of nearly Rs. 79,000 for clerical establishment is wholly incapable of reduction. It has been admitted in evidence by an officer of the Department that the present system of compilation and the routine of the Department generally would admit of considerable simplification and consequent reduction of clerical labour if the procedure were systematically overhauled. We would suggest for serious consideration in this connection that unless and until the alternative organization which we are about to propose is brought into force, an effort should be made to centralize the compilation of all statistics in the Director's office and thus avoid a large amount of the duplication of clerical work which now occurs. We are aware of the objections which are urged against this course, the principal being that the Assistant Directors would not obtain their statistical information in time for action. But we see no reason why the Assistant Directors should not receive and even transmit the information regarding epidemics which they essentially require without themselves undertaking either the intermediate compilation or the final compilation for purposes of the Annual Health Statements. The pre-compilation of vital statistics is also in our opinion unnecessary in the offices of the Assistant Directors. It has been admitted before us that Assistant Directors have comparatively little time to study the statistics which they compile and it is also a fact that since they spend about 8 months of the year on tour, while the compilation work goes on in their offices at their headquarters, they can have comparatively few opportunities of doing so. We calculate that if compilation work were thus centralized some 18 clerks would be dispensed with at a saving of about Rs. 11,880. We observe, moreover, that statistical work does not appear to be confined to clerks of the lowest grade of pay as it should be, and that considering the qualifications of clerks in the offices of the Director of Public Health and his Assistant Directors and the work which they are required to do, these offices contain more upper division clerical posts than are strictly necessary. We consider that the number of clerks in these offices could be reduced from 64 to 58 and that this reduction combined with the revision of grades could easily yield a reduction of Rs. 12,720 in expenditure.

As already mentioned, however, we consider the present organization, employing Assistant Directors of Public Health, to be unsuitable and the scheme which we wish to propose is that Health Officers should be appointed for one or more districts under the agency of the District Local Boards. For purposes of pay we would divide these officers into 3 classes, according to the importance of their charges, as follows:—

	Rs.		Rs.
(1)	250	to	350
(2)	300	to	500
(3)	500	to	750

These officers would be appointed by the Local Boards under regulations similar to those now applying to Municipal Health Officers, *i.e.*, they would be required to possess the approved sanitary qualifications and their appointments would be subject to the sanction of Government who would pay two-thirds of their cost. They would be responsible for the compilation of all statistics relating to their charges, which they would transmit for central compilation in the head office of the Department. It is admitted by all the officers whom we have examined that such an organization would be free from the defects of the present system and we trust that it will be found possible to introduce it in preference to any other scheme of retrenchment. Under this scheme all the 5 Assistant Directors of Public Health, together with their offices, might be abolished and the control of all the local vaccination and inspecting staff might be transferred to the Local Boards.

Finally we see no need for the separation of the Department of Public Health from the Medical Department and we believe that such separation involves unnecessary expense among the higher staff. We are aware that this subject has been discussed before but we consider that as a measure of retrenchment there is no serious objection to the proposal to place the Department of Public Health as a separate branch under the Surgeon General as the Head of Department. The officer appointed as Surgeon General should in that case have the requisite sanitary qualifications. The Public Health Branch could then be placed under an Assistant or Deputy of the status of the present Assistant Directors of Public Health with a maximum pay of Rs. 1,250. Considerable incidental savings would result

from this proposal, since both the medical Personal Assistants now employed in the Surgeon General's and Director's offices could be dispensed with, and in their place the Surgeon General might be assisted by a non-medical Personal Assistant on a lower scale of pay while his Office Superintendent would no longer be necessary. There would thus be in all 3 officers instead of 5 at the head office of the Medical and Public Health Departments. It is assumed under this scheme that the touring of the Surgeon General would be limited as suggested in our discussion of the Medical Department.

PUBLIC WORKS DEPARTMENT.

Expenditure in the Public Works Department falls under two main classes (1) outlay on works and (2) establishment charges. The outlay on works depends primarily upon specific allotments regarding which we are not in a position to make recommendations, but it is our impression that these allotments are susceptible of considerable reduction by attention to certain principles of economy. In the first place it is admitted by several officers whom we have examined that the standards of work required by the Public Works Department specifications are of an order more elaborate and costly than those which would be required for similar works if erected by private enterprise. We recommend that strict adherence to these rigid and expensive specifications should in future be relaxed and much greater discretion be used in adapting the type of construction to the purpose which it is really required to serve.

We have been much impressed by the consensus of our opinion among our witnesses that much economy in the outlay of works would result from greater concentration upon individual works by means of larger annual allotments, which would minimize establishment charges and obviate losses due to increase of rates. The case of the Hindalgi Jail appears to us to exemplify all the evils of the piece-meal system of allotment and we would recommend that in the case of large works, costing several lakhs of rupees, the expenditure may be distributed over the shortest possible period consistent with the nature and magnitude of each work, while in the

case of works costing a lakh or less the annual allotment should never be less than about Rs. 50,000.

It has been suggested to us by several witnesses that this method of concentration would be considerably facilitated by the establishment of a Public Works Fund and by the delegation of greater powers of reappropriation. We recommend these suggestions to the notice of Government.

The system of provision for annual repairs of buildings appears to us to need modification. We understand that at present one per cent. of the cost of the building is allotted annually for current repairs and spent whether these are really required or not. For instance if a new bungalow is built at a cost of Rs. 20,000, Rs. 200 will be spent on current repairs in the next year after its construction although by that time scarcely any repairs can have become necessary. We consider that allotments in such cases should be strictly confined to what is actually required. It has been suggested by several witnesses that economy would result from entrusting petty repairs of buildings to the departments under whose charge they were placed. Certainly this proposal would relieve the engineering establishment of much petty detail which requires no professional skill, and we recommend that it should be adopted wherever circumstances permit.

We now turn to the question of Public Works Establishment and would observe at the outset that the percentage which these charges bear to the outlay on works appears to us to be altogether excessive. The Chief Engineer in his evidence has stated that the percentage for the whole Presidency is 17 but we understand that in the S. D., it is now as high as 35 and the figures before us indicate great inequalities in this respect in different districts. We are aware that the reorganization of establishment and the creation of a new Provincial Service on a higher pay at a time when the expenditure on works was considerably reduced has had some effect on this percentage but we consider that the introduction of this Provincial Service, which naturally tends to raise establishment charges, can only be justified if the officers whose status is thus improved are fit to be entrusted with greater responsibilities, thus enabling a reduction in the number of subdivisions and executive districts. So far we observe no sign of this desirable development. It is true that some reduction has been effected

in the number of subdivisions but the evidence before us leads us to believe that at any rate during the present restriction on expenditure on works, the present number of subdivisions both in the Presidency Proper and in Sind is greatly in excess of the real requirements. We would accordingly recommend that an over-all reduction of 30 per cent. should be made in the number of subdivisions in the Presidency Proper and of 25 per cent. in Sind.

Practically all the witnesses whom we have examined have agreed that the time of Executive Engineers cannot be devoted to their professional duties to the full extent that would be desirable owing to the excessive amount of routine and account matters with which they are required to deal. It is our opinion that the elaboration of accounts and returns in the Public Works Departments is unduly expensive of the time both of officers and clerical establishment and we would press upon Government the suggestion which we have received from the Chief Engineer that a strong committee should be appointed in order to revise thoroughly the present methods of procedure and to eliminate unnecessary work. We believe that such a measure should result in a very considerable reduction in clerical establishment in all offices.

Before proceeding to our detailed recommendations we would observe that the scheme of transferring roads and buildings generally to Local Boards, which was recommended in the report of the Public Works Department Reorganization Committee, 1917, commends itself strongly to us as a measure of most desirable decentralization and economy. At the present moment the staffs employed by Local Boards and by the Public Works Department for similar classes of work are duplicated over the same area. The amount of petty and detailed work requiring attention interferes with any possible enlargement of Executive Engineers' charges, while if only roads and buildings of major importance were retained in charge of the Government agency, the Local Boards would be in a position to employ a considerably cheaper agency for the bulk of the work which is now entrusted to officers of the highest professional qualifications. We are aware that such a change would require some years to introduce generally, but it would lead to a considerable reduction of both the All-India and the Provincial Services and we would urge that with such a reduction

possible and even probable in the near future, immediate steps should be taken to regulate recruitment in the Indian and Provincial Engineering Services.

Subject to the above remarks we have several economies to propose which are capable of present introduction.

Chief Engineers.

While recognizing the necessity of retaining 2 Chief Engineers in the Secretariat we can see no necessity for the duty allowances of Rs. 250 attached to these posts, since such duties are normally associated with the position they hold in the departmental cadre. We also see no necessity whatever for a Chief Engineer in Sind. We cannot discover from the evidence that his duties are in any way different in kind from those of a Superintending Engineer and he seems to be merely an agency for transmitting cases to the Secretariat having none of the powers exercised by the Chief Engineers at headquarters. The duties of Secretary to the Indus River Commission which are now, we understand, one of the reasons for the retention of the Chief Engineer in Sind, do not require an officer of that status and should be transferred to one of the Superintending Engineers.

Superintending Engineers.

As soon as reasonable progress is made in the scheme of handing over roads and buildings to Local Bodies, we consider that the consequent reduction of Executive Districts will enable the three Superintending Engineers, N. D., C. D., and S. D., to be reduced to two.

We are unable to discover any valid reason for the present existence of the post of Superintending Engineer, Sukkur Barrage. We understand that nothing but survey work is at present proceeding in this charge and the establishment could be adequately managed by the Executive Engineer already assigned to it.

Executive Engineers.

Presidency Proper.

Apart from such further reductions as will undoubtedly result from the transfer of roads and buildings to Local

Bodies, we see several possibilities of reducing the existing districts by amalgamation with neighbouring charges. In each of the cases recommended below the possibility of such amalgamation has been admitted before us by one or more officers having experience of the charges in question :—

(1) Gujarat Irrigation District should be abolished and the charge divided between the Ahmedabad District and the Kaira and Panch Mahals District.

(2) Similarly the Kolaba District may be abolished and divided between the Thana and Ratnagiri Districts.

(3) The Sholapur District should be abolished and combined with the Bijapur District.

(4) The Dharwar Irrigation District should be abolished as a separate charge and the work should be handed over to the Executive Engineer, Dharwar Roads and Buildings. There is some difference of opinion among witnesses on this point but it appears clear to us that the irrigation work of the Dharwar District consists mostly in the repair of a large number of comparatively unimportant tanks for which no high qualifications are needed. Such work should be well within the capacities of the new Provincial Service under a minimum of supervision.

(5) The Poona Waterworks District should be abolished as a separate charge and should be handed back to the Poona Irrigation District to which it formerly belonged.

Sind.

It is agreed generally by the officers whom we have examined that a reduction among the following charges would be possible by means of a similar process of amalgamation. The districts which we recommend for amalgamation are the following :—

(1) South Jamaro and North Jamaro Canals.

(2) Hyderabad, Fuleli and Nasrat. (These should be rearranged to form two districts.)

(3) Karachi Buildings and Karachi Irrigation.

(4) Ghar and Western Nara.

(5) The Executive Engineer, Gauging District, should be replaced by a Subdivisional Officer under the Executive Engineer, Shikarpur.

Special Officers.

Three specialist officers are now maintained, *viz.*, the Consulting Architect, the Electrical Engineer and the Sanitary Engineer. In each of these cases we admit the necessity of retaining an officer of special qualifications for the preparation of projects requiring special knowledge and to provide the advice necessary for the local officers, but it is agreed by a majority of the officers whom we have examined that the execution of such projects could be left to the ordinary executive staff with a considerable economy of establishment and we would, therefore, recommend that any executive staff attached to these officers for the purpose of carrying out the projects designed by them should forthwith be abolished. When the Architectural District is thus reduced such staff as is necessary to supervise the work carried out by contractors may be attached to the Consulting Architect himself.

A fourth specialist post, *viz.*, that of Mechanical Engineer to Government, was formerly in existence and has not been formally abolished. In case the revival of this post is contemplated we would here record our opinion that it is unnecessary. We are aware of very little work performed by such an officer during the last 10 years while he existed and the abolition of this post was recommended by the Public Works Department Reorganization Committee.

Subdivisions and Subdivisional Allowance.

We have above recommended a general reduction in the number of subdivisions and we are not in a position to make more specific recommendations in that respect. We are, however, quite unable to understand the justification for the subdivisional allowance of Rs. 75 a month now paid to 141 out of about 200 subdivisional officers. We understand that the Government of Bombay are not responsible for the present rate of the allowance and one of our witnesses has suggested that it should be reduced to a sliding scale beginning with Rs. 30, but we would prefer to recommend its total abolition. The argument used in support of this allowance

is that extra remuneration is required for upper subordinates holding subdivisional charges. It would appear that this allowance is given mainly to compensate these officers for their non-promotion to the Provincial Service where the allowance is not granted, but since the pay of these upper subordinates has been quite recently revised and since moreover a great majority of them are maintained for the purpose of subdivisional work and nothing else, we cannot see that any allowance is needed to compensate them for performing the duties which they were originally intended to perform. On its present scale the allowance involves an expenditure of 1½ lakhs annually and is a clear case for total retrenchment.

Clerical Establishment.

In the case of the clerical establishment of the Public Works Department, we find ourselves confronted by a system which we believe is unique in Government service. Numerically at least, by far the greater part of this large establishment is entertained on what is called a temporary basis although we believe that in many cases the incumbents are retained on this basis throughout their whole ordinary period of service. In the Northern, Central and Southern Divisions and the Deccan Irrigation Division, the number of permanent clerks is at present 225 while the temporary clerks in the same offices number no less than 389, not counting the establishment of the 5 temporary irrigation districts which of course is wholly temporary. We can understand this system in the case of districts temporarily created for dealing with single large works but as applied to ordinary permanent offices, in which the bulk of work does not fluctuate in a marked degree from year to year, this system seems to us to be open to the serious objection that establishment may be entertained and extended without the scrutiny which the increase of establishment would involve in the ordinary course and results in clerical offices far larger than is strictly required. We recommend that this system may as soon as possible be exchanged for one in which all clerical establishment, except the minimum necessary to deal with unusual fluctuations of work, should be regularized after proper scrutiny, and we believe that a large economy would result. In the case of any ordinary Executive Engineer's office, our examination of the matter

suggests that at least 2 clerks now engaged in office routine in the correspondence branch could be dispensed with by means of improvements of method, while since a large amount of the clerical work depends on the number of individual works undertaken in the district considerably less staff would appear to be required for it during the present restriction of outlay on public works.

In the cases in which we have recommended the amalgamation of several districts at least 75 per cent. of the clerical staff of the districts reduced may be abolished outright, since *ex hypothesi* the work that is to be done does not exceed what is suitable for a single district and to a large extent such establishment depends only on the existence of separate offices.

Wherever two districts have been combined in this manner, one Head Accountant can in our opinion supervise the account work of the whole enlarged charge. The number of auditors retained need not exceed the number of subdivisions as reduced under our recommendations while of the remaining accounts staff 75 per cent. may be abolished for the reasons given in the case of ordinary staff.

We would further propose that in order to economise the number of highly paid Accountants, wherever two Executive Engineers' offices are still located at the same headquarters one combined Account Office should be constituted to do the work of both. The presence of an Accountant is largely conditioned by the existence of a separate office in which certain classes of account work require expert supervision, and the combination of offices would enable such supervision to be distributed over the whole staff by a single Head Accountant without loss of efficiency. Our proposals in this connection would result in a total reduction of 13 or 14 in the number of Head Accountants.

We understand that certain proposals for the reduction of the ministerial staff of the Public Works Secretariat are under the consideration of Government. We have examined these proposals and are of opinion that a strong *prima facie* case exists for the reduction of 1 Assistant Secretary, 4 permanent and 2 temporary Assistant Superintendents and 5 clerks in this Secretariat with a total saving of over Rs. 29,000 annually, which we accordingly recommend for retrenchment.

FINANCIAL RESULTS.

In the case of Departments not mentioned individually above we have examined the expenditure generally but have no specific recommendations to make.

In the Appendix to this Report we have exhibited the approximate savings resulting from our detailed proposals so far as they are capable of calculation. In the case of many other recommendations no calculations could be made owing either to the nature of the subject or to the absence of definite data. While therefore the retrenchments which we have calculated amount to a grand total of 87½ lakhs it will be understood that this amount does not represent the final total of the retrenchment which would result from our various proposals.

BOMBAY:
28th February 1923, }

C. M. GANDHI,*
Chairman.

NAHARSINGHJI.*

G. K. CHITALE.

P. R. CHIKODI.*

D. A. VICHARE.

JAGDEORAO A.
POWAR.

IBRAHIM S. HAJI.*

BHOJSING G.
PAHALAJANI.*

MINUTE OF DISSENT BY MR. C. M. GANDHI.

I do not approve of the transfer of the entire Secretariat from Bombay to Poona, for in my opinion, other considerations far outweigh than those of mere economy which are urged in favour of the suggested transfer.

25th February 1923.

(Sd.) C. M. GANDHI.

MINUTE OF DISSENT BY SARDAR NAHARSINGHJI
ISHWARSINGHJI, THAKOR OF AMOD.

The Public Services.

I agree more or less on the general principle arrived at by the Committee, but so far the scale of pay is concerned, I am afraid, I cannot hold the same view as proposed by the Committee. It may perhaps be possible to get men within the pay proposed from the Divisions which are poor; but it will be a question whether in a fertile province like Gujarat a really good and reliable man could be had. In my opinion they should be given living wages and the scale of pay should be such that the officer could safely be expected to keep away himself from all undue temptations, eventually leading to corruption.

General Administration.

This is a very important subject, and a subject on which the tranquility, peace and efficiency of the administration rest, and I do not think I am quite competent to express any useful opinion, however, I would make a few observations.

In the first place I am strongly of opinion that the Secretariat forming the governing body and, the Divisional and the District officers, forming the executive body, should, as far as possible, be maintained absolutely separate. I have not the least objection if the expert heads of professional Departments such as Medical, Excise, Co-operative are made Secretaries; but I strongly oppose the adoption of a wholesale policy of making the heads of every Department a Secretary.

India is an agricultural country and the main source of revenue is from land. Besides the love which the people have got for their land, is well known, and the Department particularly relating to land-revenue must be within the reach of the poor where they can ask for redress. Questions pertaining to lands of several kinds are cropping up, and in such cases there must be somebody quite independent of the Collectors and exercising authority within the Divisions to whom the poor can easily go by the way of appeal. In the proposed arrangements, if accepted by Government, there would be a direct appeal to Government from the orders of

the Collectors and in that case, I am afraid, people shall have to undergo more expenses and hardship than at present. In almost all important cases, the work is mostly done by pleaders and their charges will be considerably increased if appeals lie to Government direct. Whatever may be the subject or nature of the work, the remuneration for the lawyers is generally based on the office to be approached and thus the proposed change will cause great hardship to the people.

Besides in the interest of Government and in the interest of Rayot as well, it is but just that the work of the Collectors and subordinate officers should be supervised and the Collectors should realize that there is some higher authority over him within the Divisions.

Even today Commissioners' touring, I find, is very infrequent and generally restricted to District towns which is again not a sound policy. Once in a year at least he must visit a Taluka town and should come in direct touch with the people.

Bombay Presidency is a museum of caste and creed and there are a number of interests comprised in the four Divisions quite distinct from one another. Nearly one-fifth of the province of Gujarat belongs to tribute-paying Talukdars and even among them, their holdings are on different tenures and questions affecting their rights and status often crop up and it would be quite unfair if the higher authority which is within the division is abolished. I would like to point that a separate Department was being maintained by Government till very recently for Talukdars, which was known as Talukdari Department. The work of that Department is now entrusted to Collectors of the Districts and the Talukdars did not seriously object because the office of the Commissioner is in existence. If the posts of the Commissioners are abolished, I am afraid, it will tell upon efficiency and good administration. For these reasons I do not agree to the proposal to abolish the posts of the Commissioners.

With regard to another Department proposed to be similarly dealt with, *viz.*, Police, there too, I think it is a great risk if the head of the Department is removed and made a Secretary.

24th February 1923.

(Sd.) NAHARSINGHJI,
Thakor of Amod.

MINUTE OF DISSENT BY MR. P. B. CHIKODI.

[*Not received.*]

MINUTE OF DISSENT BY MR. I. S. HAJI.

I disagree with the rate of pay proposed for the Deputy Superintendent, Civil Veterinary Department, Sind, *viz.*, Rs. 250—500 per month as it will not be possible to attract the proper type of officer at this rate of pay. In my opinion the pay for this officer should be at least Rs. 380-800 per month the same as that of Deputy Collectors, as an officer in sole charge of the province for Civil Veterinary work should have proper remuneration and status.

22nd February 1923.

I. S. HAJI.

MINUTE OF DISSENT BY Mr. B. G. PAHALAJANI.

The Public Services.

If this report is interpreted to mean that this Committee is of opinion that the salaries of the Imperial Services are not too high or do not require reduction, I cannot agree with it. Willing as the Committee was to consider the question, a recent Government Order received from the Government of India prevented it from a detailed consideration of it. I am of opinion that a considerable saving could be effected by giving effect to the Government of India's last communique of August 1921 as regards giving listed appointments to officers of the Provincial Service. Rules and orders of 1879, reserved $\frac{1}{4}$ th of superior appointments to be so given. In 1921, a resolution was carried in the Legislative Assembly that the proportion should reach $\frac{1}{4}$ th. The Provincial Governments were asked to bring up the proportion to $\frac{1}{4}$ th. We had in evidence, I believe, from the Chief Secretary that even $\frac{1}{4}$ th had not been reached: if this resolution and the desire of the Government of India were seriously acted upon by this Government, a considerable saving is possible in the salaries and allowances and leave allowances of the incumbents. But apart from this, I am entirely at one with the Committee in thinking that time is now come, when Indians should not wish to have equal pay with Europeans, and that the fastest way is to cheapen it by making them alive to the necessity of economy and by accepting less pay.

General Administration.

I cannot see my way to agree with the opinion of the Committee (which, however, was formed during my absence from the meeting on account of unavoidable circumstances) that the case of the Commissioner in Sind requires a consideration and continuance different from the rest. The grievance of Sind, so often asserted and pressed at all Sind Provincial Conferences has been the delegation of Local Government executive powers both under Special Act and the Local-self Government Acts—a concentration of powers that confers on a single individual, a power that elsewhere is controlled by the Executive Council, the Ministers and the Legislative Councils. This delegation has a tendency to be irresponsible

and has been irresponsible and from time to time the theme has been thrashed out at the Provincial Conferences. Either as the Inspector General of Police or the Local Government for the Municipal and Local Board purposes, or even of the Judicial Department, appointing Sub-Judges and transferring or locating Additional and Assistant Judges, his power has been always protested against and rightly too. The objection as to duplication applies to him with equal force. I am sure that if these facts had been before the Committee, it would have agreed with me in the view I have taken.

If this scheme of elimination of the Commissioners' posts is not acceptable, in my opinion the superior staff in the Secretariat which has been recently double (it is double of that in 1914) consisting of Secretaries, Deputy Secretaries is excessive. The list of subjects on paper, which is said to be dealt with is no index of the quantity of work, just in the same way as it is not for 7 members of the "Cabinet" where there were only 3 before. One of the Secretaries told us that interpellations had increased the work of the Secretariat—a proposition that may support the theory of increase in the establishment that collated the information. But the "mode of answering" the interpellation was to be done, as we were told by the Secretaries and their Deputies—and this was one of the reasons given for the increase. The recent elimination of the "Under Secretary" and transformation of the "Under" into a "Deputy" is another step towards increase, not retrenchment, of expenditure.

25th February 1923.

(Sd.) B. G. PAHALAJANI.

APPENDIX.

ESTIMATED SAVINGS.

GENERAL ADMINISTRATION.

	Rs.
I. Reduction in the pay of Indian Executive Councilors and Ministers from Rs. 5,333-5-4 to Rs. 3,000 per mensem.	1,40,000
II. Abolition of the posts of Secretaries, Revenue and General Departments.	70,500
III. Abolition of the posts of Deputy Secretaries, Revenue, General and Home Departments.	76,500
IV. Abolition of the posts of five Assistant Secretaries, viz., 2 of Revenue Department, 2 of General Department and 1 of Home Department.	46,800
V. Abolition of two-thirds of the whole cost of clerical establishment in Revenue Department.	1,00,080
VI. Abolition of two-thirds of the clerical establishment in General Department excluding 1 branch dealing in Ecclesiastical and Marine work.	95,260
VII. Abolition of two-thirds of three-fifths of the whole cost of clerical establishment in Home Department.	51,768
VIII. Discontinuance of "B" Proceedings	... 40,000
Total saving	... <u>6,20,908</u>

AGRICULTURAL DEPARTMENT.

	Rs.
I. Abolition of 3 Divisional Inspectors on Rs. 250-20-750 per mensem.	18,000
II. Substitution of 7 Provincial Service Officers on Rs. 250-500 per mensem for 7 Imperial Service Officers on Rs. 500-1,750 per mensem as Deputy Directors.	63,000
III. Abolition of 3 Experts—	... 27,900
2 on Rs. 350-50-1,500	Rs. 22,200
1 on Rs. 250-20-750	" 5,700
	<u>27,900</u>

	Rs.
IV. Abolition of establishment under the above officers.	19,221
V. Conversion of 2 Experts on Rs. 350-50-1,500 and 3 Professors of Agricultural College on Rs. 500-50-1,750 in the Imperial Service into 5 Provincial appointments on Rs. 550-750.	23,700
VI. Abolition of 7 Cotton Superintendents and Cotton Breeders on Rs. 250-20-750 per mensem.	42,000
VII. Abolition of 8 experimental and demonstrational farms, as well as those at Larkana and Sukkur.	1,06,720
VIII. Hydraulic Boring operations (cost to be borne by the persons benefited).	53,700
IX. Abolition of 2 Price Inspectors on Rs. 150-5-200.	4,140
X. 20 per cent. reduction in the clerical establishment of the Director's office.	6,558
Total saving ...	8,64,939

CIVIL VETERINARY DEPARTMENT.

Presidency Proper.

	Rs. a.p.
I. Difference of pay of the Superintendent between the present scale of Rs. 500-50-1,750 and the proposed scale of Rs. 550-25-750.	5,400 0 0
II. Difference of pay of the Deputy Superintendent between the present scale of Rs. 250-25-550-25-750 and the proposed scale of Rs. 250-20-450/E. B.-25/2-500.	1,500 0 0
III. Abolition of 1 clerk on Rs. 140-5-200 and 1 clerk on Rs. 30-5/2-95.	2,730 5 0
Total ...	9,630 5 0

Sind.

I. Substitution of Deputy Superintendent on the scale of Rs. 250-20-450-25/2-500 for the Superintendent on Rs. 500-50-1,750.	8,580 0 0
II. Substitution of 1 Inspector on Rs. 150-5-200 for 1 Deputy Superintendent on Rs. 250-25-550-25-750.	3,900 0 0

	Rs. a. p.
III. Conversion of 1 clerical appointment on Rs. 150-5-200 into that on Rs. 30-5/2-80.	1,425 0 0
IV. Abolition of dispensary allowances	... 1,880 0 0
	<u>Total ... 15,315 0 0</u>
	<u>Grand Total ... 24,945 5 0</u>

CO-OPERATIVE DEPARTMENT.

	Rs.
I. Saving resulting in travelling allowance on account of abolition of Divisional Honorary Organizers.	4,000
II. Saving resulting in travelling allowance on account of reduction by 1/3rd of the District and Taluka Honorary Organizers.	8,000
III. Adherence to the limit of Travelling Allowance rule already prescribed, <i>viz.</i> , Rs. 60 per mensem to District and Rs. 30 for Taluka Honorary Organizers.	5,000
IV. Reduction in the pay of 12 Auditors from Rs. 200-10-300 and of 19 Auditors from Rs. 150-5-200 to Rs. 100-5-200 per mensem.	43,698
V. Reduction in the pay of 6 Assistant Registrars and 2 Special Auditors from Rs. 300-750 to Rs. 250-500 per mensem.	14,400
VI. Discontinuance of Duty Allowance of Rs. 100 per mensem paid to the Personal Assistant to Registrar and 2 Assistant Registrars.	3,600
VII. Discontinuance of Duty Allowance of Rs. 150 per mensem paid to Registrar.	1,800
VIII. Reduction of 1 peon in each of the Offices of Assistant Registrars, C. D., S. D., Bombay Division and Sind Division.	768
	<u>Total saving ... 81,266</u>

EDUCATIONAL DEPARTMENT.

	Rs.
I. Abolition of overseas pay granted to officers promoted from Provincial Educational Service to Imperial Educational Service.	9,000
II. Abolition of the posts of Inspector of Drawing and Inspector of Science Teaching.	24,600
III. Reduction in the staff at the Sydenham College of Commerce.	10,800
IV. Reduction of 15 teachers in High Schools ...	24,300
V. Abolition of Pensioner's School at Poona ...	1,651
VI. Abolition of the cost of the Manora School now met from the Provincial revenues.	1,176
VII. Abolition of cadet grants ...	3,500
VIII. Abolition of the post of Sub-Assistant Surgeon attached to the Convent School, Poona.	1,560
IX. Reduction of the grant for Sloyd allowance from Rs. 4,450 to Rs. 1,600.	2,850
X. Abolition of the post of Sub-Assistant Surgeon attached to the Deccan College and abolition of the allowance on this account to the Civil Surgeon.	2,760
XI. Reduction in the allowances granted to the Sub-Assistant Surgeons employed at the Training Colleges at Poona and Dhulia from Rs. 50 to Rs. 25	600
XII. Reduction of remuneration paid to Doctors attending on the Training Schools at Nadiad and Hubli from Rs. 30 to Rs. 10.	480
XIII. Abolition of 20 clerks from Educational Institutions.	13,200
Total saving ...	96,477

EXCISE DEPARTMENT.

	Rs.
I. Separation of Salt and Excise subordinate establishments and their accounts.	2,00,000
II. Abolition of 1 post of Deputy Commissioner ...	19,700
III. Reduction of preventive staff, including menials and clerks to strength required for detection only and redistribution of their grades.	4,00,000

	Rs.
IV. Reduction of 5 Inspectors' posts in the grade of Rs. 400-20-500 and 4 in the grade of Rs. 350-10-400 to the grade of Rs. 220-10-300.	16,932
V. Replacement of Inspectors in charge of warehouses at Ratnagiri, Ahmedabad, Satara and Sholapur and the Assistant Inspectors in charge of the warehouses at Jalgaon and Thana by Sub-Inspectors.	7,910
VI. Abolition of Excise clerks in Revenue offices ...	18,000
VII. Reduction of Patta establishment in excess of the scale of 6 peons for a Deputy Commissioner and 4 for a Superintendent and abolition of 6 peons of the office of the Deputy Commissioner reduced.	4,730
VIII. Adoption of Police rules for travelling allowance of menials and adoption of permanent travelling allowance for Excise officers.	50,000
Total ...	<u>7,17,272</u>

Proposals initiated within the Department :—

I. Reduction of 6 Inspectors and 2 Sub-Inspectors in Bombay.	23,791.2
II. Reduction of 46 peons, Distillery Branch ...	11,481.6
III. Replacement of 3 Warehouse Inspectors by Assistant Inspectors.	3,632.4
IV. Reduction of peons attached to Excise charges already abolished (about).	17,388
V. Abolition of 6 men of Excise Boat establishment.	1,660.8
VI. Reduction of staff on the closure of distilleries at Godhra, Surat, Dhulia and Wadia, including Supervisors.	94,000
Total ...	<u>1,51,954</u>
Grand Total ...	<u>8,69,226</u>

**FACTORY, BOILER AND SMOKE NUISANCES
DEPARTMENT.**

	Rs.
I. Whole cost of Boiler inspection to be recovered from the owners.	33,900
Budget provision for this purpose.	Rs. 1,08,400
Fees now recovered	74,500
	Rs. 33,900
II. Cost of smoke nuisances inspection to be recovered from Municipalities.	22,000
III. Recovery of fees to be paid to certifying Surgeons from the factories which require certification.	10,060
IV. Reduction of pay of Factory Inspectors from Rs. 400-30-900 to Rs. 250-500.	29,700
V. Limitation of monthly travelling allowance to Rs. 200 for each of the 4 Divisional Inspectors.	17,640
VI. Reduction of pay of 2 clerks stationed at Ahmedabad from Rs. 60-4-100-3-160 to Rs. 30-5/2-80.	1,320
Total saving	1,14,620

FOREST DEPARTMENT.

	Rs.
I. Abolition of the post of the Chief Conservator ...	31,350
II. Abolition of the post of Personal Assistant (Extra Assistant Conservator) to the Chief Conservator.	4,800
III. Abolition of office establishment of the Chief Conservator.	11,791
IV. Conversion of the post of the Conservator in Sind into that of Deputy Conservator.	7,800
V. Reduction of 1 post of Divisional Forest Officer by redistribution of the Larkana, Shikarpur and Sukkur Divisions.	11,850
VI. Substitution of 2 Junior Provincial Forest Officers for 2 Imperial Officers for 2 Divisions, <i>viz.</i> , Satara and Dharwar-Bijapur.	14,100
VII. Abolition of duty allowance of Rs. 100 paid to 7 Extra Assistant Conservators.	8,400
Total saving	90,091

DEPARTMENT OF INDUSTRIES.

	Ra.
I. Direction	75,905
II. Superintendence	61,131
III. Industrial Education	22,590
IV. Industrial Development	66,960
V. Miscellaneous	29,900
Total saving	<u>2,56,486*</u>

JUDICIAL DEPARTMENT.

I. Abolition of the posts of Registrars of Districts Courts and consequent reduction of 10 posts in Sub-Judge's cadre.	63,720
II. Abolition of 1 post in each case out of two Nazirs for First Class Sub-Judge's Court and District Judge's Court wherever they are in close proximity.	20,919
III. Abolition of separate appointments of clerks of the Court and Nazir in linked Courts, <i>i.e.</i> , retention of 1 post instead of 2.	10,000
IV. Abolition of separate appointments of Civil and Criminal Shirastedars in District Courts, <i>i.e.</i> , retention of 1 appointment instead of 2.	20,919
V. Abolition of Registrars attached to the Small Causes Courts at Ahmedabad, Karachi and Poona.	6,210
Total saving	<u>1,21,768</u>

* Exclusive of Central Stores and Depot Workshop which are to be transferred to Public Works Department and of Fishery Section which is to be abolished.

REVENUE DEPARTMENT.

Presidency Proper.

	Rs.
I. Reduction of 33 per cent. of Talatis ...	6,25,000
II. Abolition of 19 District Deputy Collectors, <i>i.e.</i> , 1 from each District.	2,75,000
III. Abolition of 9 Huzur Deputy Collectors from Districts where branches of Imperial Bank are situated.	50,000
IV. Abolition of 19, <i>i.e.</i> , all District Inspectors of Land Records.	63,000
V. Abolition of Village Havildars ...	1,25,000
Total ...	<u>11,38,000</u>

Sind.

I. Abolition of the posts of 2 Provincial Service Assistant Commissioners including allowances attached to these posts.	19,704
II. Abolition of menial establishment under the above officers.	1,200
III. Abolition of the post of Office Superintendent in the office of the Commissioner in Sind includ- ing house rent allowance attached to the post.	4,500
IV. Abolition of U. S. F. District ...	25,000
V. Abolition of Ubauro Sub-division ...	6,660
VI. Abolition of the establishment, saving on account of T. A. and contingencies.	3,000
VII. Abolition of 3 Huzur Deputy Collectors ...	18,036
VIII. Conversion of 4 Daftardars into Chitnises ...	12,336
IX. Conversion of 2 City Magistrates into Resident Magistrates.	6,168
X. Conversion of 5 posts of Mukhtiarkars into those of Mahalkaris.	6,140
XI. Reorganization of Village establishment ...	3,00,000
XII. Reduction in the number of peons ...	23,000
Total ...	<u>4,25,744</u>
Grand Total ...	<u>15,63,744</u>

MEDICAL DEPARTMENT.

	Rs.
I. Replacement of 8 Indian Medical Service Officers by Bombay Medical Service Officers.	60,000
II. Reduction of $\frac{1}{4}$ present strength of Medical School, Hyderabad.	17,940
III. Reduction in the scale of the pay of Subordinate Medical Service Officers from Rs. 60-7-200 to 60-150. Total strength 506.	1,51,800
IV. Abolition of the Personal Assistant (Captain or Major) to Surgeon General.	13,800
V. Abolition of the present Office Superintendent. Pay Rs. 300-10-350.	3,870
Total ...	2,47,410
Add against this non-medical Personal Assistant to Surgeon General on Rs. 300-10-450 p. m.	4,500
Total saving ...	2,42,910

POLICE DEPARTMENT

Presidency Proper.

	Rs.
I. Abolition of 3,178 unarmed Constables and Head Constables at rural police stations and out-posts.	15,70,400
II. Abolition of 400 unarmed Constables and Head Constables at urban police stations.	1,28,612
III. Abolition of 62 Executive Sub-Inspectors ...	1,42,104
IV. Abolition of 16 Prosecuting Sub-Inspectors ...	54,144
V. Abolition of 60 District Inspectors of rural circles.	3,27,156
VI. Abolition of 2 Deputy Inspectors General, Northern Range and Southern Range.	50,688
Total ...	22,73,104

Sind.

	Rs.
I. Abolition of 498 unarmed Constables and Head Constables at rural police stations and out-posts.	2,21,246
II. Abolition of 215 unarmed Constables and Head Constables at urban police stations.	90,042
III. Abolition of 21 Executive Sub-Inspectors ...	48,132
IV. Abolition of 2 Prosecuting Sub-Inspectors ...	6,768
V. Abolition of 20 District Inspectors of rural circles.	1,09,536
Total ...	<u>4,75,724</u>
Grand Total ...	<u>27,48,828</u>

PUBLIC HEALTH DEPARTMENT.

	Rs.
I. Reduction of 18 clerks engaged on compilation work.	11,880
II. Reduction of clerical establishment in Director of Public Health and Assistant Director of Public Health's Offices from 64 to 58 and reduction of their pay.	12,720
III. Abolition of 5 Assistant Directors of Public Health.	70,398
IV. Abolition of their clerical establishments exclusive of I and II.	38,950
V. Abolition of the menial establishments of Assistant Directors of Public Health 25 peons at 16'1.	4,824
VI. Abolition of Inspectors' posts on Rs. 75 to 150...	43,200
VII. Abolition of Director of Public Health ...	27,600
VIII. Abolition of Personal Assistant to Director of Public Health.	4,466
Total ...	<u>2,14,038</u>

	Rs.
Against this add 2/3rds of the cost of:—	
21 District Health Officers—	74,200
7 on Rs. 250—350.	
7 on Rs. 300—500.	
7 on Rs. 500—750.	
1 Assistant Director of Public Health as Personal Assistant to Surgeon General.	10,500
Total ...	84,700
Total saving ...	1,29,338

PUBLIC WORKS DEPARTMENT.

	Rs.
I. Reduction of 30 per cent. sub-divisions in the Presidency.	2,44,906
II. Reduction of 25 per cent. sub-divisions in Sind.	90,000
III. Reduction of 2 clerks per sub-division abolished.	62,400
IV. Abolition of Chief Engineer in Sind	34,350
V. Abolition of duty allowance to 2 Chief Engineers at Rs. 250 per mensem.	6,000
VI. Abolition of Chief Engineer's Office, Sind	57,600
VII. Contingencies and travelling allowance of Chief Engineer's Office, Sind.	15,466
VIII. Reduction of 1 Superintending Engineer in the Presidency.	23,160
IX. Abolition of office of Superintending Engineer (including contingencies and travelling allowance).	59,404
X. Abolition of the Superintending Engineer, Sukkur Barrage Project.	23,160
XI. Reduction of 10 Executive Engineers:—	1,21,500
5—India recruited on Rs. 550—1,300 per mensem.	
5—Europe recruited on Rs. 775—1,625 per mensem.	
Add against this 1 Sub-Divisional Officer of Bombay Engineering Service for Indus Gauging District.	

	Rs.
XII. Reduction of 75 per cent. of the office establishments of the above.	1,02,086
XIII. Abolition of executive staffs under :—	2,89,519
(a) Sanitary Engineer.	
(b) Electrical Engineer.	
(c) Architectural District (half).	
XIV. Abolition of Mechanical Engineer ...	35,500
XV. Abolition of Sub-divisional allowances ...	1,24,820
XVI. Reduction of 2 clerks per district ...	48,699
XVII. Reduction in the Accounts staff:—	57,300
10 Accountants of the districts to be abolished.	
3 Clerks.	
52 Auditors.	
XVIII. Amalgamation of Accounts Offices where Executive Engineers' Offices are located at the same Headquarters.	27,300
13 Accountants.	
XIX. Reduction in the Secretariat staff ...	29,000
Total saving ...	<u>14,52,170</u>

RETRENCHMENT COMMITTEE.

MINUTE OF DISSENT BY MR. P. R. CHIKODI.

In my opinion real retrenchment is only possible when a change in the system of administration has been effected. The present system is as old as the advent of the British into India, i.e., the result of a steady growth according to the requirements of circumstances at various stages, and is based upon principles which made it responsible not to the people here in India, but to the Parliament in England. The ultimate and supreme authority vested in an institution, thousands of miles away from the sphere of its exercise, naturally necessitated a large series of intermediate officers for superintendence and co-ordination, and the result has been what is popularly known as "the top-heaviness". The recent Reforms introduced an entirely different principle into the system of administration, whereby the process of transferring this authority from the Parliament to the people, that is to say, the process of making the administration responsible to the people has been brought into operation. The top-heaviness of the system, which has been already existing, is being felt more keenly during this period of transition and hence the cry for retrenchment has naturally become louder and more insistent. The working of the Reforms therefore requires, on principle, the removal of this top-heaviness which must be steadily kept in view in any scheme of retrenchment. This means that, so far as our provincial administration is concerned, the Secretariat should part with some of its authority to the Divisional Officers, who in their turn should do the same to the District Officers. These three sets of officers should have powers of final disposal in matters falling within their respective spheres, so that unnecessary duplication of work will be avoided and its prompt disposal assured. No fear need be entertained that the powers of these officers will be uncontrolled and consequently there might be an abuse of them. Such a fear, if entertained, will ultimately prove a false one in view of the fact that every district has its representatives in the Legislative Council which is the supreme seat of authority and which provides sufficient means of getting the grievances redressed.

2. The second thing which deserves consideration is that there is a class of officers who combine in themselves the administrative functions with the duties which are proper to them as experts or specialists. The Director of Public Instruction, the Director of Agriculture and the Director of Public Health are some of the examples of this class. The combination of these two functions has led to impair their efficiency as specialist officers since all their time is spent in administrative matters; and it has also unnecessarily increased their subordinate and clerical staff. If the administrative duties are taken away from these officers, then there will be greater efficiency combined with considerable savings in consequence of the reduction in the subordinate staff. The proper functions of the specialist officers should be consultative and advisory on technical matters.

3. There are some departments which maintain a large number of highly paid officers for administrative purposes only. By a careful redistribution of functions some of the posts held by these officers may conveniently be abolished without any loss of efficiency.

4. The Ministers and the Members of the Council, who form the Cabinet, ought to really concern themselves with laying down lines of policy and deciding matters in which questions of principles are involved. When once the lines of policy and the principles are laid down, the application of these should be left entirely to the permanent Secretaries or officials in the Secretariat. This should not be understood to mean that the responsibility for the various departments under the Ministers and the Members of the Council should be taken away from them. They must necessarily be held responsible for the proper administration of the departments under them, but what is intended is that they should not, as I think they are now doing, concern themselves with a considerable amount of administrative details. Ministers are drawn from the public life and hence cannot be expected to be conversant with the technical details of each department. The procedure followed at present has, in my opinion, added considerably to the work of the Secretaries who are constantly required to attend the Ministers and the non-official Indian Members of the Council for explaining and discussing various matters that could very conveniently be left to the Secretaries themselves. I think this is one of the reasons why the work in the Secretariat has increased and

why the staff had to be increased as well. I must also mention here that I am not in favour of reducing the number of Ministers nor that of the Members of the Council as I am of opinion that as large a number of non-official Indians as possible should be associated with the internal working of the Government. But I agree with the recommendation of the Committee that the salaries of the Ministers and the non-official Indian Members of the Council should be reduced to Rs. 8,000 per mensem. As regards the Secretariat I do not think that there is any possibility of reduction in the staff beyond what has already been done. But I believe that some savings might be effected if migration to the Hills is stopped and I recommend that this should be done immediately. Except this, I hold that there is no room for further retrenchment in the Secretariat as the volume of work has considerably increased on account of the introduction of the new Reforms, and is likely to increase still more in view of the greater interest which the people are taking in the administration than they used to do before.

5. Before I proceed to make my definite recommendations, I would like to say a few words regarding the salaries of the European Officers. It has been said often that these salaries are too big and should be reduced. Apart from the fact that we are precluded by the statute from increasing or reducing them, there is one question which must be answered before we proceed to their consideration and it is whether there is any necessity for the employment of European services. If the answer to this question is in the affirmative, then it follows as a business proposition, that the salaries demanded must be paid, whether big or small, irrespective of any other considerations. I am one of those who think that we stand in need of European services for a considerable time to come and would give them their due salaries with a view to get a better and greater amount of work. When I say so, I should not be misunderstood to mean that I am against the larger employment of Indians in the public services. On the contrary I hold strongly that Indians should be employed in an increasing number by a gradual process and that their scale of pay should be less than that of the Europeans. This can only be effected slowly and there is no possibility of immediate retrenchment in this direction.

6. The Presidency of Bombay is divided into four divisions which differ from one another geographically, linguistically, economically and in several other ways. This is the feature which is specially characteristic of this Presidency, and should be borne in mind when we attempt a comparison with the other Presidencies. The second thing to be noted is (1) that there are matters which affect the people of a district or of some Talukas in a district only and which are generally called local matters, (2) that there are matters which affect the people of two or more districts, such as famines, &c., (3) and lastly those matters which affect the larger part of the Presidency or the Presidency as a whole. If the two circumstances that I have mentioned above are admitted, then the necessity of one supervising and co-ordinating officer for each territorial division between the Secretariat on the one hand and the district officer on the other is obvious. The present territorial Commissioners fulfill this part and the abolition of these Commissionerships or their transfer to the Secretariat will be a serious blunder. The Collector must be the executive authority for his district, the territorial Commissioner for his division, and the Secretariat for the Presidency. This is the most natural system which has worked well till now and which will become more efficient, turn out more work and help towards its quicker despatch, if the Secretariat were to transfer to the territorial Commissioners some of the powers and functions which it now possesses, and the reasons for possessing which have now ceased to exist. I am not going to discuss here the good or bad points of the system of Board of Commissioners as it has been dismissed by the Committee and justly so. In the place of the present territorial Commissioners, the Committee has proposed their transfer to the Secretariat as Commissioner-Secretaries. This will mean that there will be no officer to control and co-ordinate the work of the Collectors, whose decision and judgment will necessarily be coloured and tempered by the narrow view confined within the four corners of their districts and who cannot be expected to take that broader out-look of affairs which a territorial Commissioner is in a position to take. It must be remembered that the territorial Commissioner in this Presidency is responsible for the general administration of his division and hence a much bigger officer than the Commissioners in other Presidencies, where their duties are only confined to revenue matters, and where they are styled as

Revenue Commissioners. Here the territorial Commissioner has touch with matters falling within the purview of almost all other important departments within his division. In Forest Department he is the controlling authority except in purely technical matters. He has a recognised position in the administration of the Police Department in the Presidency, which is not to be met with elsewhere. I do not believe that any case has been made out to justify the abolition of these territorial Commissionerships except it be to secure retrenchment by sacrificing usefulness and efficiency of the whole administrative machinery. In my opinion considerable retrenchment is only possible without loss of efficiency if the territorial Commissioners are retained. I may here mention that the Royal Commission on Decentralization appointed 8 or 10 years ago has definitely recorded its opinion in favour of the retention of the territorial Commissioners, after having carefully and fully examined the Commissionerships in all other Presidencies and has given detailed reasons which it is not necessary to refer to here. I will not, therefore, support any proposal for the transfer of the Commissioners to the Secretariat and their division, not on a territorial basis but on a subjects-basis on the following grounds:—

(a) There will be no decentralization but there will be centralization of authority at the Secretariat. Such a system is clearly opposed to the principles underlying the Reforms under which, just as power is being transferred from the Parliament in England to the Legislative Councils, that is to say, to the people here in India, the executive authority must also be decentralised according to the nature of the circumstances in each province.

(b) People in the Bombay Presidency are not homogeneous. They are, as it were, divided into watertight compartments. Languages differ, manners and customs differ, traditions differ and even systems of land tenures differ,—not to mention the social, economical, educational, political and sectarian differences peculiar to the natural divisions in which the Presidency has been divided. This is a circumstance which exists here in a more marked manner than in other provinces. Each division has its own administrative problems to solve. Under the Commissioner-Secretary system,

the Commissioner, although he might tour, cannot be expected to have that touch and relation with the people which he will have as a territorial Commissioner. Take for example the case of the Director of Agriculture or the Director of Co-operative Societies. Each of these is a Presidency officer and tours constantly in all parts. When he visits any part and frames proposals in respect thereof he naturally takes a view from the standpoint of the subject matter of his own department and will not generally care to inquire how his proposals affect the interest or the working of another sister department. There is one latest instance of this defect which the Government have now been trying to remedy. The Director of Co-operative Societies adopted some methods of propaganda for his department, and the Director of Agriculture also had his own scheme for his department. Both these departments did not think that one common scheme and agency can be employed for the propaganda work of both. The consequence was that there was considerable overlapping and duplication. I have given this instance to illustrate the evil that is likely to arise often when there is a division of officials on a departmental or a subject-basis. I should not be taken to mean that no two departments should exist on a subject-basis nor that these two departments of Agriculture and Co-operative Societies have not got sufficient spheres of independent work. I only want to state how the consideration of any question from the departmental point of view only gives rise to the evil of overlapping in certain matters. The chances of this danger are considerable when the Commissioner-Secretaries divide their work on a subject-basis. The territorial Commissioner residing in his division will not, whenever a question arises, consider it from the view-point of any particular subject or department, but will view it from a broader outlook of the general circumstances of his division as a whole. This is one of the reasons, I think, why he has been given the position of a controlling officer in forest matters. Differences have arisen in the past and will arise in future, between the Collector of a district on the one hand and the Conservator or Divisional Forest Officer on the other; or between the Forest Officers and the people. It has been found, under such circumstances,

that the territorial Commissioner has played a very useful part in settling the differences; and I believe he has been able to do so largely because he has approached the problems from the view-point of an officer responsible for the general administration of his division. The opinion of the territorial Commissioner has behind it the force of personal knowledge, broader out-look, and freedom from any departmental bias, while that of a Commissioner-Secretary on a subject-basis will have all the faults of petty-minded departmentalism.

(c) Under the system of Commissioner-Secretary on a subject-basis, the evils of uniformity are, I fear, likely to creep in for want of sufficient local knowledge or for lack of due appreciation of local difficulties. I am unable to say just at this moment the nature of these evils, but I am aware the Government of Bombay knows them very well since they themselves have condemned the faults of introducing a uniform system in their note presented to the Royal Commission of Decentralization.

7. The Committee has given four or five grounds on which it considers the position of the Commissioners as anomalous. Some of these have been already disposed of in the above paragraphs. The only grounds that remain to be considered are that (1) the Collectors rank as Heads of Departments for purposes of Civil Service Regulations and that (2) they correspond with one or two Heads of Departments quite independently of the Commissioners. There is absolutely nothing in these arguments that go against my contention. On principles of decentralization I would fully allow these powers to the Collectors and would give even some more. This does not mean that the Commissioners have no sphere of work or that the reasons for their existence have vanished. I have already mentioned that so far as the district is concerned the Collector must have powers of final disposal in certain matters to avoid unnecessary correspondence. I, therefore, find myself unable to agree with the grounds which the Committee has given against the retention of the territorial Commissioners.

8. I am, therefore, of opinion that the Commissioners on territorial basis should be retained as at present and secondly their powers should be enlarged as under: --

(a) The Commissioner should generally be invested with powers similar to those exercised at present by the

Commissioner in Sind. I think this measure will considerably relieve the Secretariat of its present work and will result in proportionate economy.

(b) The Commissioner will have to take up some functions of the officers whose posts I am proposing to abolish, and some administrative duties of officers whom I would keep as technical advisors or as professional officers only.

With regard to this proposal I may say that the staff of each of the territorial Commissioners will have to be strengthened and this will mean additional expenditure. But it must be remembered that this additional expenditure will be slight in comparison with the large savings which will be effected and which will not be possible otherwise. I might also anticipate the criticism that I am proposing to create territorial *satraps*. I am thinking nothing of the sort. Such a criticism would have been true and appropriate before the introduction of the Reforms. The power over the purse, the right of interpellation and the privilege of moving resolutions, conferred by the Reforms, have already changed the former state of things considerably and have afforded sufficient means for checking the misuse of powers and for ventilating grievances. There has been also a good deal of awakening among the people who will not tolerate so easily the wrong use of authority.

There is, therefore, no room for apprehension that the Commissioners will be uncontrolled. The proposal for enlarging the powers and functions of these officers is made with the object of improving the old administrative machinery by replacing its worn-out and useless parts with new ones, so that its capacity may be increased for turning out the work of a better kind and in a more expeditious manner.

9. The posts which I would like to abolish are.

(a) The Settlement Commissioner and Director of Land Records.

I agree with the Committee that the post of this officer is now superfluous, but I would not replace him by a Deputy Secretary to Government attached to the Secretariat. For the supervision of the work of the subordinates in this department there is already one Superintendent for each division besides the Collectors and the Commissioner. The District Inspectors should be directly placed under the

Superintendents, who should work as subordinates to the Territorial Commissioner of the division. The savings will be Rs. 62,000.

(b) Salt and Excise.

The following is the list of officers in this department:—

118 Sub-Inspectors	...	Rs.	70 to 100
53 Assistant Inspectors	...	„	105 to 145
202 {	Inspectors	...	„ 150 to 400
	Chief Inspectors	...	„ 400 to 500
2 Supervisors	...	„	400 to 500
17 Superintendents	...	„	450 to 1,100
3 Deputy Commissioners	...	„	1,250 to 1,500
1 Commissioner	...	„	3,000

I do not know the exact number of reductions that might have been made departmentally since these figures were supplied to me some two months ago. Salt is an Imperial Department, but I have taken it here along with Excise, because both of these have been amalgamated, the establishment is the same for both, and the cost is distributed between the Government of India and the Bombay Government in the proportion of 5/9 : 4/9. I am informed that the charges in respect of the Commissioner are at present borne entirely by the Government of India. The departments should be deamalgamated and when this is done there will be no necessity for the posts of the Commissioner and the Deputy Commissioners for the purposes of the Excise Department only. This system of amalgamation is faulty and it is to the advantage of the Bombay Government to discontinue it immediately. It is no doubt in the interest of the Government of India to maintain the amalgamation, as otherwise they will have to maintain an independent establishment for Salt only and to bear its entire cost which is now shared by the Government of Bombay. I, therefore, propose that—

(1) The two departments should be separated.

(2) The posts of Deputy Commissioners and Commissioner should be abolished.

(3) Instead of 8 grades of officers, there should be only two grades, *viz.*, (a) Inspectors and (b) Superintendents, with respective scales of pay 70 to 150 and 200 to 550 (the same that is recommended by the Committee for the Provincial Service).

(4) Every Taluka should be in the charge of one Inspector. For heavier charges, even two Inspectors may be appointed.

(5) The ordinary charge of the Excise Superintendent should be the Revenue Administrative District.

(6) The Excise Superintendent should be subordinate to the District Superintendent of Police.

(7) The Revenue Collector should be responsible for the collection of the Excise revenue and be responsible for the Excise administration generally.

Such a reorganization of the Excise Department will, I think, ensure economy and efficiency. It will be a branch establishment under the Police and will, therefore, naturally derive considerable help in the matter of detection and prevention of crime. The work of supervision will be done by the District Superintendent of Police and the Collector far more effectively than is now possible for the Deputy Commissioners and the Commissioner. I have not calculated the savings that will result by this reorganization but I am sure they will be substantial.

(c) Forest.

The Chief Conservator should be retained for purposes of consultation and advice upon technical matters. His administrative duties should be transferred to the territorial Commissioners who are already controlling officers in the case of this department. The present posts of the Conservators should be abolished. There are at present 21 Deputy and Assistant Conservators (Indian Forest Service), 2 Extra Deputy Conservators, and 23 Extra Assistant Conservators, besides 1 Probationary Extra Assistant Conservator and 1 Temporary Officer, in all 48 high officers. Working plans which are prepared by the Conservators can very well be prepared by the Deputy or Assistant Conservators. It appears that the posts of the Conservators are only meant as avenues for promotions. At present deputation and special allowances, amounting to Rs. 1,22,890 are given.

In future these should be stopped. The probable savings under this head will be :—

	Rs.
3 Conservators	... 73,400
Their Establishment	... (Not separately shown.)
Deputation and special allowances...	1,22,890
Total	... <u>1,96,290</u>

(d) Registration.

The Collector as District Registrar is already there as Head of the subordinate staff of this department in his district. He has also one clerk under him called Registration Clerk to help him in inspection and other matters connected therewith. There is, therefore, no necessity for the posts of Inspectors of Registration who are now 6 in number. These posts may conveniently be done away with. The savings will be Rs. 36,000.

(e) Police.

The posts of Inspector General and Deputy Inspectors General are purely administrative in their nature and there is no justification for retaining them except as avenues for promotions. The departmental functions of these officers should be distributed between the Secretariat and the territorial Commissioners. One of the senior District Superintendents of Police should be appointed as Deputy Secretary to Government, Home Department, in the place of one who is now usually an I.C.S. officer. In matters relating to crime, peace, and order, the District Superintendent is at present subordinate to the District Magistrate and respecting departmental matters he is subordinate to Deputy Inspector General and Inspector General. This dual control should be put an end to and the District Superintendents of Police should be under the control of District Magistrates in all matters. Savings will probably be Rs. 3,01,000.

(f) Education.

At present the Director of Public Instruction is more of an administrator than a professional officer. I think that he should be kept purely a specialist or professional officer whose functions should be to advise Government on matters

relating education. If this is done, his present office staff, which is very large, will have to be reduced considerably. His administrative functions should be suitably distributed between the Secretariat and the Divisional Inspectors. On account of the new Local Boards Act and the Elementary Education Act passed in December last by the Legislative Council, the control of the primary education will go over into the hands of the local bodies and the work of the Divisional Inspectors will be considerably lessened. The Divisional Inspectors will not, therefore, complain of any addition to their work if some of the administrative functions, especially relating to the secondary education and now dealt with by the Director of Public Instruction, are handed over to them.

(g) Public Works Department.

If the policy which is now adopted and which consists in transferring the works to the District Local Boards, is steadily followed up to the full, then it follows as a matter of course that the functions of this department will be considerably reduced and substantial savings will be effected. At present Public Works Department officers are allowed ordinary travelling allowance. This should be stopped and permanent travelling allowance should be given fixing the number of days and mileage which an officer must tour in a month.

(h) Medical and Public Health.

Both these departments should be combined and the Surgeon-General should be its head. The posts of the Director of Public Health, and of the 5 Deputy Directors under him should be abolished. There is now one Civil Surgeon for each district and he should be entrusted with the work of sanitation in respect of his district. For this addition to his medical work, he should be given a duty allowance of Rs. 150 per month. So far as compilation of vital statistics is concerned, one additional clerk should be attached to the office establishment of the Civil Surgeon. The control of vaccination should be transferred to the District Local Boards. The present Assistant* to the Director of Public Health should be placed under the Surgeon-General to assist him in the preparation of statistics and other matters relating to sanitation. Probable savings will be Rs. 1,00,000.

(i) Agriculture and Veterinary.

These two departments should be amalgamated and placed under the control of the Director of Agriculture. The posts of the Veterinary Superintendents and Deputy Superintendents should be abolished. Veterinary Inspectors and Assistants should be placed under the Deputy Directors of Agriculture in each division. The Veterinary College in Bombay should cease to exist and a provision for a higher standard and an extended course of veterinary instruction should be made at the Agricultural College, Poona. The pay of the Deputy Directors of Agriculture should be on the provincial basis recommended by the Committee. There are yet 3 posts of Divisional Superintendents of Agriculture and these should also be discontinued. I am against the reduction in the number of Demonstration or Experimental Farms which I hold should rather be increased. On these lines there will be considerable savings which for want of time I have not been able to calculate.

I do not think I should take up the remaining departments. What I have stated above is only intended to illustrate the lines on which retrenchment should be effected. In Agriculture and Medical Departments, the peculiar nature of their functions is such that their administrative functions, I find, cannot be divorced from their professional functions. It is for this reason that I have not suggested that the Director of Agriculture and the Surgeon-General should remain only Professional officers. I think in the subordinate staff and the clerical establishments of all the departments reductions have been already considerable, and in some cases more than is necessary. As regards Revenue Department; I am not in favour of any reduction in the number of either Talatis, or Circle Inspectors or Mamlatdars or Deputy Collectors. This is a department which is responsible not only for the collection of the two big sources of revenue, viz., Land and Excise, but is also responsible for the general administration, being connected in numerous ways with the every-day life of the people. It is the central wheel of the whole of the administrative machinery and should be strengthened rather than its force lessened by distribution. Some of the amounts of savings that I have given here and there are calculated from the figures for 1923-24.

Town Hall, Bombay :
27th February 1923.

(Sd.) P. R. CHIKODI.

R E P O R T *of the*
R E T R E N C H M E N T
C O M M I T T E E

N A G P U R

PRINTED AT THE GOVERNMENT PRESS

1922

[PRICE—ONE RUPEE.]

CONTENTS.

	PAGES
REPORT - - - - -	1-89
NOTES OF DISSENT AND GENERAL NOTE BY THE CHAIRMAN - - - - -	91-107
APPENDICES - - - - -	109-183

CHAPTER I.

The Retrenchment Committee was appointed by the Local Government in March 1922, and the following members of the Legislative Council were selected for it :—

Rao Saheb R. V. MAHAJANI, M.L.C.

Rao Bahadur K. V. BRAHMA, M.L.C.

M. R. DIXIT, Esq., M.L.C.

R. R. JAYAVANT, Esq., M.L.C.

G. P. JAISWAL, Esq., M.L.C.

Thakur RATANSINGH, M.L.C.

Mr. SLOCOCK, I.C.S., Commissioner of the Jubbulpore Division, was selected as official member, and Mr. C. M. TRIVEDI, I.C.S., Under Secretary to Government, was appointed as Secretary.

2. Our terms of reference were as follows :—

“To examine the recurring expenditure, including under this term the normal allotments for the Roads and Buildings and Irrigation Branches of the Public Works Department, and to recommend to Government such economies and retrenchments as they consider to be desirable.”

It was stated that under these terms of reference the Committee would be able to consider the salaries paid to all classes of Government servants and to make recommendations on that subject.

3. We held preliminary meetings at Pachmarhi on the 3rd and 4th June at which Mr. Slocock was elected as the Chairman of our Committee and provisional proposals for retrenchment set out in Appendix A were drafted. We sent relevant extracts of these suggestions to Heads of Departments, requesting them to favour us with their views and to appear for oral evidence before us. We also requested them to depute one or more officers of their Department for oral examination. We were anxious to elicit non-official opinion on the question of retrenchment, and at our instance the Local Government kindly issued a press *communiqué* inviting suggestions from the public. In addition, we issued special invitations to twenty non-officials. We received 78 written memoranda. We sat from the 24th July till the 18th August, examining 72 witnesses, of whom 63

were officials and nine non-officials. We had also the advantage of a discussion with the Judicial Commissioner on the proposals affecting the Judicial Department.

4. We are greatly indebted to the Local Government for the information which it freely placed before us in official papers and other ways, for instructing its officials to place all information at their disposal before us and to appear for oral examination and for the assistance rendered to us in every way during our inquiries. We also desire to express our obligations to the witnesses who, at the expense of much time and labour, furnished us with written memoranda of their views and gave oral evidence before us. We also owe a debt of gratitude to the Government Press and to the Registrar and the ministerial staff of the Secretariat, and particularly that of the Typing and Issue Branch, for the prompt and willing manner in which they carried out the extra work entailed by our demands on them.

5. Finally, we wish to express our obligations to our Secretary, Mr. Trivedi, I.C.S., for the invaluable services he rendered us, more especially in compiling the statistical information which we required and in recording the summaries of the evidence given before us.

CHAPTER II.

PRELIMINARY.

6. Our terms of reference necessitate our confining our recommendations strictly to the possibility of economy in the expenditure of Government, with a view to adjusting the expenditure to the available income and do not authorize us to make any suggestion for the alternative possibility of adjusting the revenue to the expenditure; and we propose to confine our recommendations strictly within these terms of reference. At the same time it was necessary for us to survey the receipt side as well as the expenditure side of the Provincial accounts, in order to provide ourselves with a satisfactory basis for our recommendations. For instance, in the case of a revenue-producing department, the important consideration is its net return, and not its gross production which will vary with the expenditure laid out on it; and we should not be performing our duty to the Province or to the Government, if we adopted too narrow a view of our functions and recommended any reductions in the outlay of such a department which would involve a corresponding reduction in its net revenue.

7. **Financial position analysed.**—Our first task is to analyse the revenue and expenditure of the Province. The revised figures of the Budget estimate for the current year, supplied to us by the Finance Department, shew that the revenue is expected to be Rs. 5,26'96 lakhs, while the expenditure is expected to amount to Rs. 5,63'76 lakhs, leaving a deficit on the year of Rs. 36'80 lakhs. Both the revenue and expenditure of the current year include certain unusual items which are not likely to recur in future years. On the revenue side, the collection of arrears of land revenue, suspended on account of the failure of crops in 1920-21, is expected to bring in about forty lakhs of rupees, while the excise revenue is estimated to produce Rs. 1,40,00 lakhs, a figure which cannot be expected to be repeated as the prohibition policy of Government begins to make its effect felt. On the expenditure side, the unusual items are less important, representing certain expenditure entailed by measures to which the Government was already committed. It is obvious that it would be useless for us to base our proposals on figures which are vitiated by these abnormal factors, and we have accordingly obtained from the Finance Department the following revised abstract of the Provincial Budget which excludes all special and abnormal items and provides only for the normal revenue and expenditure which may be anticipated in the future.

Statement showing by Major Heads the normal Revenue and Expenditure of the Central Provinces and Berar.

[FIGURES ARE IN THOUSANDS OF RUPEES.]

Major Heads.	Normal on present basis after excluding abnormal items.	Major Heads.	Normal on present basis after excluding abnormal items.
REVENUE.		EXPENDITURE.	
II.—Taxes on Income ..	60	5.—Land Revenue ..	49.00
V.—Land Revenue ..	2,17.00	6.—Excise ..	7.40
VII.—Excise ..	1,20.00	7.—Stamps ..	1.80
VIII.—Stamps ..	52.00	8.—Forests ..	30.00
VIII.—Forests ..	50.00	9.—Registration ..	2.50
IX.—Registration ..	7.00	14.—Works for which capital accounts are kept—Interest on Debt.	3.00
XIII.—Irrigation—Works for which capital accounts are kept.	9.50	15.—Miscellaneous Irrigation Expenditure.	4.54
XIV.—Irrigation—Works for which no capital accounts are kept.		15.—(1) Miscellaneous financed from Famine Insurance Grant.	10.21
XVI.—Interest ..	3.00	16.—Construction of Irrigation works—	
XVII.—Administration of Justice.	3.00	(a) Financed from Famine Insurance Grant.	21.62
XVIII.—Jails and Convict Settlements	2.20	(b) Financed from ordinary Revenue.	
XIX.—Police ..	20	19.—Interest on Debt ..	15.42
XXI.—Education ..	2.80	22.—General Administration ..	52.00
XXII.—Medical ..	15	23.—Administration of Justice ..	33.00
XXIII.—Public Health ..	50	25.—Jails and Convict Settlements	10.00
XXIV.—Agriculture ..	2.50	26.—Police ..	59.50
XXV.—Industries ..	40	30.—Scientific Departments ..	10
XXVI.—Miscellaneous Departments	40	31.—Education Departments ..	58.00
XXX.—Civil Works ..	3.50	32.—Medical ..	15.50
XXXII.—Transfers from Famine Insurance Fund.		33.—Public Health ..	5.00
XXXIII.—Receipts in aid of Superannuation.	4.20	34.—Agriculture ..	15.50
XXXIV.—Stationary and Printing.	2.20	35.—Industries ..	3.10
XXXV.—Miscellaneous ..	1.24	37.—Miscellaneous Departments.	1.00
		40.—Exchange ..	4.50
		41.—Civil Works ..	75.00
		43.—Famine Relief—	
		(a) Famine Relief ..	
		(b) Transfers to Famine Insurance Fund.	25.64
		45.—Superannuation Allowances and Pensions.	21.00
		46.—Stationary and Printing ..	7.50
		47.—Miscellaneous ..	2.00
		51.—Contributions and Assignments.	22.00
Total ..	4,83.59	Total Expenditure ..	5,57.83
		Revenue ..	4,83.59
		Deficit ..	74.24

8. The above statement shows that in a normal year, after making due allowance for normal growth both of revenue and expenditure, the Province is faced with a deficit of about Rs. 75 lakhs of rupees. The problem before us is to show how far it is possible, by immediate retrenchments, to meet the deficit of Rs. 37 lakhs which is expected in the current year, and how far it will be possible to contract the activities of Government and to simplify and cheapen the machinery of administration with a view to reducing, if not completely wiping out, the even larger deficit which is anticipated in future years:

9. Before we proceed to formulate our recommendations on these questions, it seems advisable that we should clear the ground for our proposals by discussing certain preliminary questions which, though they may not fall strictly within our terms of reference, are certainly relevant to our enquiry. We propose first to discuss certain questions affecting the revenue side of the accounts, and we will then discuss certain adjustments which seem feasible on the expenditure side.

10. **Sources of Provincial Revenue discussed.**—The chief sources of the Provincial Revenue are—Land Revenue; Excise; Forests; Stamps and Court-fees. We propose to discuss certain considerations which have been set before us in the course of our enquiries on these as well as certain other minor sources of income under the heads of Education, Co-operative Credit, Local Audit, and General Administration, though we recognize that we cannot within the terms of reference make any definite recommendations on them.

11. **Land Revenue.**—The gross land revenue of the Province is roughly two crores of rupees of which about Rs. 1,10 lakhs is paid by the Central Provinces and Rs. 90 lakhs by Berar. The cost of assessment and collection of land revenue, including under this head half the cost of district and general administration, is Rs. 75 lakhs, made up as follows:—

Assessment	..	...	4.50 Lakhs.
Commissions and allowances to village officers.		...	23.00 "
Land Records	...	...	21.00 "
Half the cost of District Revenue administration.		...	26.50 "

Thus the net produce of the land revenue is roughly about Rs. 125 lakhs only. We have had official evidence before us

that the system of assessment of land revenue and rents is lenient. At the same time, we have evidence that, in years of failure of crop, some of the poorer cultivators find difficulty in paying even the lenient sums demanded. Official witnesses have stated before us that heavier assessments, combined with greater elasticity in collection and free remissions in bad years, would probably be better both for the cultivator and for the Provincial Finance. Another point brought out in the evidence of official witnesses is the effect on the Provincial Finances of the malguzari system of the Central Province. It was stated before us that when that system was introduced the annual value of the proprietary assets of the malguzars, including prospective assets, was assessed, in the 30 years settlements, at about one crore of rupees; out of this sum Government took Rs. 67 lakhs as its share, leaving Rs. 33 lakhs to the malguzars. In the settlements now current, the assessed assets, which do not include prospective increases during the period of currency of the settlements, amount to about two crores, of which Government takes a little over one crore as revenue and leaves about a crore to the malguzars. In other words, while the malguzars' share has increased by about Rs. 67 lakhs or 200 per cent, the revenue share has increased by only Rs. 33 lakhs or about 50 per cent. We were also informed that within recent years the cesses, levied from the malguzars, over or above the revenue, have been reduced from about 10 per cent on the revenue or 5 per cent on the assets to $5\frac{1}{2}$ per cent on the revenue or less than 3 per cent on the assets. Official witnesses have compared the malguzari system of the Central Provinces in its financial, economic and political results unfavourably with the ryotwari system which prevails in Berar. We feel bound to bring to the notice of Government this brief exposition of those results, as it seems to us that the general tax-payer is foregoing a very large potential revenue.

12. **Excise.**—The revenue from this head had in 1919-20, the last year of prosperity, increased nearly to one and a half crores, and it was expected that, with a return of good seasons and of increased prosperity among the people, the revenue would by now have amounted to considerably more. The Excise Commissioner now estimates that the revenue will not in future exceed Rs. 1,20 lakhs, as a result of the prohibition policy which has been adopted by the Government. It is not our business to criticise this policy, and we readily admit that any policy which is accepted as being in the interests of the people of the Province is worth paying the price, but we consider it our duty to point out that the price must involve in the long run a loss of revenue and an increase of expenditure.

13. **Forests.**—We have it in evidence from several witnesses that there is considerable room for expansion of the net revenue of this department. Hitherto the chief object of the forest administration has been conservation, in order to repair the damage done to the forests before the Forest Law was enacted. After fifty years of conservation, the exploitation of the forest estate is now becoming a possibility, and it is with this end in view that we have called attention to the feasibility of raising loan capital for expenditure on Forest exploitation schemes. Apart from this, the evidence before us also shows that the revenue from grazing and minor produce has not been developed as much as it might have been and that the rates charged for this form of forest produce are below their present market value.

14. **Court-fee Stamps.**—We received a considerable amount of evidence to show that this source of revenue has not been developed as much as it might have been, and, although we are aware that the question is under the consideration of the Government, we think it desirable to call attention to one aspect of the problem which was brought to our notice. Every witness before us agreed that the machinery of the Civil Courts ought to be self-supporting and should not be a burden on the general tax-payer. We have had some figures collected (*vide* Appendix B), from which it will be seen that while the Civil-Judicial machinery costs the Treasury some Rs. 32 lakhs of rupees, the receipts from court-fees and other sources in the Civil Courts amount only to Rs. 27 lakhs, leaving the general tax-payer to shoulder a burden of Rs. 5 lakhs which should properly be borne by the litigants. It is also doubtful whether the Court-fee receipts from Revenue and Criminal Courts cover that part of the cost of the executive machinery which is employed on work of a semi-civil character, but this question is less easy to examine. There may be some difference of opinion whether the receipts from Court-fees should be expected to produce a net revenue or only to cover the cost of litigation: there can be no doubt that at present they do not do the latter.

15. (a) **Education: School-fees.**—Evidence given before us brought out the fact that while prices have risen, while the pay of establishments and the value of individual scholarships have been raised by half, there has been no corresponding rise in the school and college fees. The only increase in such fees within the past ten years was a trifling increase of college-fees effected in 1916, as the second stage in a revision which was actually introduced in 1911. We think that there is some

scope for the increase of income under this head, though some of us are averse to any general increase in fees, in view of the state of education in this Province.

(b) **Co-operative Credit Societies.**—We are informed that no audit fee is levied for the audit of the accounts of societies and banks. We do not see why Government should bear any part of the cost of such audit.

(c) **Rent on Government Bungalows.**—We observe that the rent now charged on Government residences, other than free quarters, is insufficient to return the full cost of maintenance and interest at the present rates of interest. We invite attention to our recommendation that expenditure on such buildings should be met from loans, and, as a corollary thereto, we recommend that the rent charged on such buildings should cover the interest *plus* maintenance charges including depreciation. In this connection, we desire to bring to notice the inequality which results from the present practice of calculating the rent of each house separately on its actual cost. This seems to us an unfair and unbusinesslike method, and we recommend that the rents of all Government residences should be pooled and that a flat rate for the whole Province, based on plinth area, should be levied.

16. **Certain Account Adjustments on the Expenditure side: Famine Insurance Reserve.**—We observe that the expenditure side includes, in the current year's Budget, Rs. 29 lakhs, and in the normal Budget Rs. 26 lakhs, on account of Famine Insurance Reserve. We are given to understand that the total annual provision on account of Famine Insurance is Rs. 47 lakhs, which is to be devoted partly to the construction of Protective Irrigation Works, and partly to the building up of a fund to provide for losses of revenue and extra expenditure which may be entailed by famine. Of this sum about Rs. 21 lakhs is required for Protective Works and the balance is put to the reserve. From figures kindly furnished us by the Finance Department, we understand that the maximum amount of liability likely to fall on the Province on account of any single famine is expected not to exceed one crore twenty lakhs, and that it will suffice if a sum of Rs. 20 lakhs only is set aside to the Famine Reserve until the reserve reaches this maximum figure. In these circumstances it seems to us unnecessary to set aside so much as Rs. 29 lakhs or Rs. 26 lakhs a year to the reserve. We recommend that the provision on this account be reduced to Rs. 20 lakhs. Whether any of the amount thus saved is required for or should be devoted to Protective Irrigation Works is beyond our province to consider, but we invite attention to our suggestions below regarding

the financing of such works. For the purpose of our report, we think that the contribution to the Famine Reserve can safely be reduced by Rs. 9 lakhs in the current year and by Rs. 6 lakhs in the normal budget.

17. Financing of Development Projects by Loans instead of from Current Revenue.—The next point to which we wish to invite attention is the possibility of substituting capital expenditure from loans for expenditure from current revenues on such objects as protective irrigation works, extension of communications and the exploitation of the Forest estate. Hitherto loan money has been used only for expenditure on irrigation works classed as productive, that is, works which are expected to yield a net return equal to or exceeding the current rate of interest. We have it in evidence that while the protective works are expected to yield a net return less than the current rate of interest, they may be expected to yield some return falling not very far short of that expected from productive works. We have also received information that certain Forest exploitation schemes now under consideration are expected to yield a very handsome return. No direct return to the Provincial Revenues can be expected in the case of road construction. But there is no doubt that all projects, whether for protective irrigation works or for forest exploitation or for road construction, must, if they are properly framed, result in a very large increase in the general prosperity of the Province and of the people, for whose benefit they are undertaken and from whose taxation their cost will be partly met. We have had evidence before us showing that the completion of useful works has been delayed by the lack of sufficient funds, and that the spreading of construction of such works over a number of years with inadequate annual allotments is wasteful and uneconomical and defers the time when the works will begin to produce a return. If capital funds are raised by a loan and devoted to the speedy completion of works, they will commence producing some return, before the full liability for sinking fund and interest has fallen on the Provincial Revenues, and this method of financing works will in the end be more economical than that at present adopted, while it ensures some portion of their cost falling on the tax-payer of the future who will reap the benefit of their construction. This principle seems to us to apply without reserve to all works of the following descriptions:—

- (i) Forest exploitation.
- (ii) Protective as well as productive irrigation works.
- (iii) Building of residences for officials on rent.
- (iv) Construction of bridges on which tolls can be levied.

It applies in a modified degree also to the construction of new roads which lead to the general development of the tract opened up by them; and we have had information given us to show that the sinking fund for a loan raised for this purpose could be partially met by the imposition of additional road cesses in the area benefited, for which, as has been shown in para. 11 of this chapter there is considerable scope. We therefore suggest, for the consideration of the Government the policy of raising development loans, as required from time to time, for the purposes specified above, and thereby saving the greater part of the annual expenditure from revenue which is at present devoted to them. It is obvious that it is too late to make any adjustments on this account in the current year, but we think that it should be possible to introduce this system in time for next year's budget. Assuming that a loan of a crore of rupees is raised and spent within the next two years the saving to current revenues would be at least Rs. 30 lakhs a year for the next three years. The sinking fund charges on a loan of one crore would not exceed Rs. 8 lakhs a year, and by the time the full liability falls on the province, there should be some increase of revenue available to meet some portion of it. The annual saving secured in this way to the Provincial Revenue account should therefore amount to over Rs. 20 lakhs.

18. Unjustifiable Charge raised by Central Government for Interest on Protective Works Expenditure.— We observe that the expenditure under interest includes a sum of about Rs. 7 lakhs recovered by the Central Government as interest on expenditure incurred from Imperial Revenues before 1921 on protective irrigation works. We cannot understand on what principle this recovery is justified. The papers laid before us show that excellent reasons were advanced by the Provincial Government against the levy of this charge, and that no satisfactory answer to its arguments was forthcoming. As the expenditure on all protective works undertaken before 1921 was met from current revenues which though credited to the Imperial head of account were really raised in the province, and as the Central Government itself pays no interest on that expenditure, there is no reason why the Provincial Government should pay any interest on it to the Central Government, and we recommend that the charge be now foregone.

19. Financial effect of the above adjustments.—The preliminary adjustments suggested above would operate to reduce the normal deficit from Rs. 75 lakhs to about Rs. 42 lakhs, and if this is found feasible, our task is rendered distinctly easier than it at first appeared to be.

CHAPTER III.

SECTION I.

GENERAL SURVEY OF PROVINCIAL EXPENDITURE AND OF POSSIBILITIES OF RETRENCHMENT THEREIN.

20. The general survey of the financial position set out in the preceding chapter enables us now to formulate our recommendations on the problem committed to us by the terms of reference. We think it advisable to preface our proposals for retrenchment by a discussion of the difficulties which have faced us and of the methods which we have adopted in dealing with them. At the outset we wish to say that we were very early convinced that it is not nearly so easy to frame proposals for retrenchment in the expenditure of an Indian province as many outside critics seem to think. Several witnesses showed themselves ready to suggest what seemed to them simple and effective remedies, but many of their suggestions failed to stand the test of cross-examination. These remarks apply with special force to proposals for reducing, simplifying and cheapening the administrative machinery of the province, but they also have considerable application to proposals for the contraction of activities. For example, it is not difficult to suggest the curtailment of expenditure on activities such as irrigation works, the construction of roads and buildings, the provision of state medical aid, and on veterinary hospitals and cattle breeding. But an examination of such proposals soon shows that they are bound up with other considerations affecting the interests of the people of the province, and they cannot be entirely dissociated from the general scheme of provincial administration.

21. The expenditure of the province falls under two main heads :—

- (i) Administrative machinery.
- (ii) Development.

The administrative machinery contains all the establishments which are employed

- (a) on the administration of the indispensable essentials of the public safety, and the administration of the law, which are the primary functions of Government, and on the collection of the revenue;
- (b) on the utilization of the funds allotted for the public health, welfare and convenience.

The proper object of the provincial organisation should be to keep the administrative machinery under (a) to the smallest and cheapest dimensions compatible with securing the essential objects, so as to provide as large a balance as possible for the developments which are administered by the establishments falling under (b).

22. Obviously the first charge on the finances of the province is the public safety and the administration of the laws, and adequate provision must first be made for securing these objects, on the scale and up to the standards accepted by the Government which is ultimately responsible for the administration of India. While absolute uniformity between all provinces is neither necessary nor desirable, it would be impossible for any Provincial Government to arrogate to itself the right to organise this branch of its administrative machinery on lines which would reduce it below the general level of the rest of British India. All proposals for simplifying or cheapening this branch of the machinery must be subject to this general condition, and in framing our proposals we have endeavoured to bear this important principle in mind.

23. After making due provision for the performance of the essential functions of Government, the next consideration is what activities and developments the province is capable of undertaking, with due regard to its finances and to the economic, political and social conditions of its people. Here again uniformity between all provinces is even less necessary and desirable. Because one province is able and willing to launch out on certain activities, it does not necessarily follow that others should copy it. The proverb about cutting one's coat according to one's cloth is specially applicable to this branch of administrative activity, and we have been led by the information presented to us to the opinion that this admirable principle has occasionally been lost sight of. There has been a tendency to ignore or starve activities which are so necessary as almost to fall within the description of indispensable, in order to fall in line with other provinces and undertake activities which are not so necessary and are beyond the limits of the provincial purse, simply in order to avoid a charge of backwardness. This tendency is by no means confined to the authorities which have hitherto controlled the provincial administration, but is equally common among those who are loud in the cry for economy and retrenchment. As an outstanding example of this form of inconsistency may be quoted the demand for raising the Judicial Commissioner's Court to a High Court. It hardly needs to be said that Government should not embark on new activities unless it is certain of having the funds to carry them out properly, and that it is no use creating new departments for carrying on development unless the funds which these departments will administer are likely to be sufficient. Effective concentration on a smaller number of activities is probably better than dispersion of energies and money on a number of objects which cannot for want of funds be properly fulfilled.

24. In these circumstances we conceive it to be our duty first to consider how far it is possible to simplify and cheapen the machinery required to administer the essential functions of Government including the collection of the land revenue. We shall then consider the reduction of the machinery in other branches of the administration, and we shall then be in a position to say whether the state of the provincial finances will necessitate the contraction of the activities in respect of the public convenience. Before we frame our suggestions on these lines, it is necessary for us to consider how any proposals for retrenchment of establishments can be carried out. This is not such a simple matter as many of the advocates of retrenchment seem to think. It speedily became evident in the course of our enquiries that the cadres of Government services cannot be reduced by merely giving notice to superfluous officers that their services are no longer required. This may be possible with temporarily employed officers or with those employed on special terminable contracts. It was represented to us by witnesses that when an officer enters an organised service, he enters under a contract with Government that he shall be entitled, if his services are satisfactory, to certain rates of pay, to expect certain promotions, to serve for a certain number of years and to receive a certain pension at the end of the service; that he himself cannot terminate his service except by forfeiting these rights, nor can his services be terminated by Government or he be deprived of these rights except by removal for misconduct. It was further represented to us that when any of the higher posts in a cadre are abolished or reduced in number, such a change affects not only the officers who actually hold those posts, but also every officer in the cadre who was recruited for such higher posts, as his prospects are proportionately diminished. This position was supported by some non-official witnesses who appeared before us. Stress was laid on the point that neither the abolition of appointments open to members of services nor the reduction of higher services to lower can be carried out at once; that either the process must be a gradual one, by providing the officers of the service affected with posts in other departments of equal status and prospects, or by absorption of the claims of the existing officers of a cadre by efflux of time: or that if this process is considered too gradual, it can be hastened by a scheme of purchase of rights. Some witnesses have suggested that, in the event of any proposal for reduction of cadres being accepted, in principle, the question of giving effect to it should be examined by a special independent commission. We are not in a position to say how far the claim set forth above is tenable, but as the proposals which we make below will produce considerable economies in the provincial administrative machinery,

the effect of which will otherwise be delayed, we recommend that the suggestion should be considered.

25. It is on these considerations that we have not felt ourselves debarred from formulating suggestions for the revision of administrative cadres, even though we recognize that such suggestions cannot be given immediate effect. We have attempted to frame rough schemes of organisation for the various departmental establishments, towards which we think Government should work, and we have attempted to calculate approximately their cost, so that, by a comparison of their cost with that of the present establishments, the Government may be in a position to judge, on administrative and political as well as financial considerations, how they can best be given effect to. It is not within our province, as we conceive it, to suggest what is the correct process in every case.

SECTION II. ADMINISTRATIVE MACHINERY AND PRINCIPLES OF RETRENCHMENT THEREIN.

26. During our investigation into the machinery of administration, we have been much impressed by the tendency on the part of all Government departments towards unnecessary elaboration of their administrative machinery. The object for which the various departments are created is to get certain work done. We admit that officers of Government are animated by the single-minded desire to do their work to the best of their ability and for the good of the people, and we bear our testimony to the success which they have achieved. But in the organisation of the departmental machinery we have observed, both in the written and the oral evidence, an unconscious tendency on the part of administrative officers to lay more stress on the elaboration of their departmental machinery than on the efficiency of the results which that machinery is intended to achieve. The tendency is, as we say, unconscious, and is quite natural in any officer who takes an interest in his work. A mascot may be a very pretty adornment to a motor car; a new coat of paint and highly polished fittings may improve its appearance; and a cleaner may be a very useful assistant to the chauffeur; but these things are expensive luxuries and none of them really make the car more efficient for its real work, the transport of its owner. We cannot help thinking that some of the elaborations of the departmental machinery have been somewhat of this kind.

27. The administrative organisation has grown up from small beginnings in conditions very different from those now obtaining.

It has grown by accretion rather than by organic growth, like an old house which has been extended by different owners from time to time and is in many ways not altogether suited to the modern requirements of its present owners. Yet we observed among the official witnesses some unwillingness to accept any suggestion that it is capable of improvement or of alteration to suit modern requirements. In fact there were distinct signs of that tendency towards excessive conservatism which is alleged against government departments the world over. That there is anything radically wrong with the general design we do not suggest, but we think that it is capable of re-adjustment to present-day conditions, and it would be surprising if this were not so considering the manner in which it has grown up. We were not very strongly impressed with some of the arguments put forward against some of our provisional suggestions. For example, some of the witnesses were inconsistent in their evidence on the question of making Heads of Departments work as Secretaries to Government in their departments. It is largely on the admissions of official witnesses, as well as on the documentary and statistical information which we have collected, that we base our recommendations in the ensuing paragraphs.

28. Statistical authority for the theory of undue expansion and elaboration of the administrative machine will be found in the tables (Appendices C and D) which are appended to this report, showing the growth in the superior departmental establishments since 1891 and the comparative expansion of general administrative work during the same period. After allowing for the new developments which have been taken up in recent years, and for the greater elaboration of procedure and less speedy disposal consequent on the increase in the bar and other causes, it still seems to us that the growth of establishments has been out of all proportion both to the increase of work and to the growth of provincial revenue and expenditure. Moreover, it must be remembered that if work has become more complex and difficult, the standard of education and the morale of the provincial and subordinate services has improved out of all proportion. This latter consideration has been one of the strongest in leading us to recommend not only a reduction of over-swollen establishments but also an advance in the direction of the provincialisation of the All-India Services.

29. **General principle of re-organizations suggested.**— The general principle governing all our recommendations for the simplification of procedure and the reduction of administrative establishments is that the administrative authorities should correspond to the political and administrative units of area. The province

is divided into units of districts, and the districts are sub-divided into units of sub-divisions, or tahsils as they are usually called. The administrative authorities should therefore be the provincial authority for the whole province, the district authority for the district, the tahsil authority to the tahsil. The intermediate authorities for the agglomerations of districts known as divisions or circles, and for agglomerations of tahsils known as sub-divisions, seem to us to involve considerable duplication or even reduplication of work and can well be eliminated, the powers of such intermediate authorities being either decentralized to the authority next below or centred in the authority next above, as circumstances may dictate. The adoption of this principle will result in the reduction of the grades of administrative authorities from five to three in many departments, and should secure both a cheaper machinery and greater simplicity and speed in the disposal of work. This scheme of organisation assumes a very considerable decentralization of powers both from the provincial to the district authority and from the district to the tahsil or sub-divisional authority. The principle embodied in it may be described as the centralisation of those functions which are really central, the decentralisation of the rest and the elimination of intermediate grades of authorities unassociated with definite territorial or political units of area.

30. The Administrative Services—Their organization.—Practically every branch of Administration is organized in three classes of superior services—(i) an All-India Service, (ii) a Central Provinces Service or the upper division of a Provincial Service, (iii) a Subordinate Service, also organized on a provincial basis and constituting really a lower division of the Provincial Service.

The All-India Services are recruited by the Secretary of State partly from Europeans in England, and partly from Indians both in England and in India. The other services are recruited by the Provincial Government solely from Indians and mostly from residents of the province.

31. Their pay.—The pay of the All-India Service has been fixed on considerations based on recruitment in England, that is, on a scale of pay likely to attract English candidates, a small difference between the pay of English and Indian officers being marked by an overseas allowance. The pay of the other services has been fixed on a scale referable solely to Indian conditions. It is unnecessary to discuss here the reasons which led to the organization or the pay-scale of the All-India Services: all that we need say is that obviously the employment of an agency paid at English rates is more expensive than one paid at Indian

rates, and can only be justified on other than merely financial grounds, though we cannot help observing that it seems inconsistent that, after the general principle of Indianization had been accepted by Government, the strength of the All-India Services and the number of European officers in them has gone on steadily increasing during the past thirty years in spite of the fact that during that time the standard and morale of the Provincial Public Services has improved out of all recognition. We also wish to point out that the All-India Services entail considerably greater expense on the province than would be necessary if all the Indian cadres of the administrative services were organized on the pay scale applicable to the Provincial Services. Incidentally, we observe that one further result of the present system has been that the pay scale of the Provincial Services also has been put rather unnecessarily high, in order to avoid too great a difference between the pay of Indian officers of an All-India Service and that of officers of a Provincial Service. The demand for the Indianization of the Public Services is based partly on the ground that an indigenous agency must be cheaper than a foreign one. This claim is certainly ignored in an organization which gives Indian officers the same pay as to Europeans, including in some cases even the overseas allowance. For this reason we shall propose, in addition to the substitution of provincialization for Indianization, some slight revision of the Provincial Services pay scales. Regarding the pay of European officers of the All-India Services, we do not make any recommendations, as we are not in a position to express an opinion as to what is necessary.

32. Indianization or Provincialization of the All-India Services.—We recognize that in the present political and administrative conditions of India it is necessary, and will for some time to come continue to be necessary, that in some branches at any rate of the provincial administration British officers should still be employed, and we must not be supposed, in the remarks that follow, to ignore this primary condition. On the other hand, we know that even in these branches the principle of larger Indianization has been accepted, and a gradual advance towards their ultimate Indianization has been accepted by Government. In so far as these branches are concerned, we will only express our opinion that the gradual process contemplated by the Imperial Government seems to us unduly and unnecessarily prolonged, that recent recruitment to these services during the past few years has been on a scale which seems likely to retard rather than hasten the process; that in so far as Indianization is carried out, it is, in most cases, unnecessary to organize the cadres of Indians in these services

on an All-India basis and on English scales of pay, and that, in the interests both of the provincial finances and of the people of the province, Indian recruitment for these services should so far as possible be confined to the people of the province and their pay should be fixed on scales adequate to attract suitable candidates of the province and no more. In other words, we recommend that the All-India Services should as a general rule be confined to the recruitment of Europeans in England, and that so far as possible Indians should be recruited on a Provincial Service basis. Our recommendations regarding the pay of superior appointments must be understood as having reference only to such appointments when held by members of the re-organized Provincial Services which we contemplate. There are moreover some services in which, provided suitable Indian candidates are available, there is no political reason why it should be necessary to have any British officers at all. In the case of such services we are of opinion that there would be no harm if the principle of provincializing the whole cadre were definitely adopted. Under this arrangement the province would organize the cadres and fix the scales of pay on conditions applicable to the province. There would be nothing to prevent the province recruiting candidates from other parts of India for such Provincial Services, if this were found necessary or desirable. And of course there would be no objection to the province obtaining Europeans, for any work for which they might be required, on such special terms as might be found suitable. We recommend that this principle be adopted in the case of the services which fall in this category. In order to facilitate the introduction of the organization outlined above, we recommend that recruitment for the All-India Services be curtailed or completely stopped, as the case may be.

33. The new Provincial Services.—The effect of the above recommendations will be to cancel the distinction which now exists between the Indian cadres of the All-India Services and the cadres of the Provincial Services, as no Indians will henceforth be recruited for the All-India Services, and all Indian recruitment will be in the Provincial Services only. This will involve the abolition of the existing system of "listed posts," as the so-called "listed posts," increased in number by the transfer to the provincial cadre of that proportion of the superior posts in the All-India Services for which Indians are to be recruited, will be definitely allotted to the new Provincial Service cadres. As a set off to this improvement of their prospects, we recommend the abolition of the select grades which at present exist in some of the Provincial Services. This change will mean a very considerable improvement in the prospects open to the Provincial Services and, in spite of some slight reduction in the Provincial

Services pay scales which we have recommended, should operate to secure for these Provincial Services on the whole as good candidates as can be obtained at present for the All-India Services. In most services we have been informed that on the whole the Provincial Services do already attract as good candidates as the province can produce, and the improved prospects should make certain of attracting those few who at present seek something better than an appointment in the existing Provincial Services.

34. We observe that at present there is a clearly defined distinction between the Provincial and the Subordinate Services in most of the various departments. Hitherto this distinction has been abandoned only in the case of the Judicial Service which now recruits all its officers for the Provincial Service in the subordinate rank of Munsiff. In the case of the Executive Civil Service, and in certain other services to a less degree, the system of recruitment to the Provincial Service is a mixed one, partly by direct recruitment and partly by promotion from the subordinate service. In view of the improvement in the Provincial Services which will result from the proposals in the preceding paragraph, we are of opinion that as a general rule the new Provincial Service cadres should be filled by direct recruitment only, promotions into them from the lower services only being made in very exceptional cases. The small loss of prospects of the Subordinate Services entailed thereby can be compensated for by raising the status of the Subordinate Services to what they really are, a second or lower division of the Provincial Service. The application of this principle will depend on the conditions of each service and the comparison of the qualifications demanded of candidates for the Provincial and Subordinate Services respectively. We mention this matter here as it will help to explain the various proposals which we make later on for each department, and for an example we need only refer here to our proposals for the re-organization of the cadre of Tahsildars who undoubtedly constitute the most important and responsible of the subordinate services.

35. **Duty and other Allowances.**—This question seems to us to call for general treatment. We have examined the definition set out in the fundamental rules of the grounds on which such duty allowances are given, and we find no reason to object to it. But when we came to examine the long lists of duty allowances which have actually been sanctioned in all departments of the administration, we found a number which do not seem to fall within the scope of the definition, and we think that the rules have been interpreted too liberally. Our specific proposals are set forth under the various departments, but the lists

of such allowances are so long and their history is contained in such voluminous correspondence, that we found ourselves unable to make that detailed examination of every case that would have been necessary, without unduly delaying the preparation of our report. We recommend that the Government should make a detailed enquiry into all the cases, and should withdraw all those allowances which do not fall within the strict interpretation of the rules. As outstanding examples of what we regard as unjustifiable allowances we may mention the following :—

- (i) The Judicial allowance given to officers of the Judicial Civil Service.
- (ii) The technical allowance of Rs. 75 given to Public Works Department officers recruited in England, which seems to us to amount to an enhancement of the overseas pay.
- (iii) The allowance to a Forest Working Plans officer for doing work which falls within the scope of the duties of every Forest officer who has had English training, and which so far as we could ascertain involves no more hardship than any Divisional Forest Officer's duties.
- (iv) The grant of an allowance to the Senior Deputy Inspector of Schools of each district, for work which involves nothing outside the ordinary scope of his duties. This allowance is really given in order to raise the pay of Deputy Inspectors to a level with that of school masters of Anglo-Vernacular Schools, as was admitted by the Director of Public Instruction; if an increase of pay is necessary it should be given as such, and not in the form of an unjustified duty allowance.

36. We observe that the expenditure figures, both for the current year and in the normal Budget, include sums aggregating Rs. 18 lakhs on account of special high price allowances to subordinate clerks, to the rank and file of the police and to menials. These allowances fall into two parts—

- (a) permanent allowances to the police rank and file and to the menial staff in certain districts, known as Dear District Allowances, costing Rs. 5 lakhs ;
- (b) temporary allowances to the same classes of officials and to clerks drawing a pay of Rs. 65 a month or less, on account of the present high cost of living, costing Rs. 13 lakhs.

As regards the first class of allowances, we observe that they have been in existence for many years in Berar and in certain

adjoining districts of the Central Provinces, in which the cost of living and the rates of wages of labour were distinctly higher than elsewhere. During the past few years, however, we find that the differences in the cost of living between these districts and the rest of the province have been very much reduced, if not altogether absorbed, by the general rise in the cost of living throughout the province. We doubt whether the Dear District Allowance, except perhaps in some limited areas such as the larger industrial towns, can any longer be justified on this score.

As regards the second class of allowances, though recognised as temporary, they have now been in existence for over four years on account of the sharp rise in prices which occurred towards the close of the war. Since they were first given, prices have not fallen to a level which would permit Government to withdraw them, as was hoped would occur. At the same time we observe that, since they were given, increases of pay more or less considerable have been given to all the classes of officials who receive these special allowances, and it is in evidence before us that these increases, though not based on the very high price rates which have been in force during the past four years, were based on an expectation that prices would never again fall to the pre-war level. It appears to us that the time has now come to consider whether these allowances should continue, or should be partly abolished and partly merged in the substantive pay of those who receive them. It seems to us that, with the exception of clerks in the early stages of the time-scale below Rs. 40, and of some of the other lower and menial services whose pay may not have been raised sufficiently, these allowances might now be withdrawn. We were not in a position to examine this question in detail as it would have involved enquiries of a most elaborate kind, for which we are not equipped; but we recommend that the question be now examined by Government with a view to economy. We wish in this connection to express our opinion that, in the case of low paid subordinate and menial establishments, the principle of having smaller establishments on better pay is a sound one which the evidence before us shows has not been adopted so freely as it might have been. We believe that it should be possible in this way to save about half the expenditure now incurred on the two kinds of allowances referred to in this paragraph. We doubt if anything can be done in the current year, but we think that for future years a saving of some eight to ten lakhs should be possible.

37. Travelling Allowances and Tour Expenses.—We received ample official evidence that orders had been issued to reduce unnecessary touring and to cut down the expenditure on

this account. In fact there was evidence to show that even necessary touring has been too much restricted with unfavourable results.

As regards travelling allowance, the evidence before us is conflicting. Some witnesses think that travelling allowance leaves a profit, while others assert that it involves a loss on the officer. The fact seems to be that in some cases there is room for a profit, in others there is a loss. In order to avoid both these undesirable results, we recommend that a trial be made of allowing actual expenses only, subject to certain definite principles and to certain prescribed limits. For example, for ordinary railway journeys a single fare of the class allowed with a third class fare for a servant and a small daily allowance to meet incidental expenses should suffice. For touring with tents all transport should be paid for by Government, subject to a certain maximum scale, with a small daily allowance for incidental expenses. This system might be tried for a selected department, or for all departments in a selected area, and the result reported on. We recommend applying the same principle of actual expenses to the travelling allowance of the members of the Legislative Council. The charge for actual expenses under this system should be drawn on abstract contingent bills along with other contingent charges and should be countersigned by the Controlling Officer concerned, who would be expected, not only to control the amount and necessity of the touring as he does at present, but also to check the correctness of the details of the bill of expenses. This system should obviate the audit of travelling allowance bills which is at present done in the Accountant-General's office.

SECTION III.

(i) LEGISLATIVE COUNCIL.

38. The President of the Legislative Council receives Rs. 3,000 per month, or Rs. 36,000 a year, though we were told that the present incumbent has foregone his salary or a part of it. It appears to us that this salary is out of all proportion to the work which the incumbent of the office has to do. We have it in evidence that hitherto the sessions of the Legislative Council have occupied little more than a month in the whole year, while the President's time is not occupied for more than a month outside the actual sittings. Even when business expands, the Council work is, it seems, not likely to occupy more than three or four months of the President's time. The incumbent of the Presidency really does not have to devote to his duties more time than any public-spirited member of the Council who sits on

select committees and devotes himself to his constituents' interests. We believe the post is one which would be sought after not so much on account of the salary attached to it as on account of the dignity it confers, and we do not think that suitable non-official gentlemen would be unwilling to come forward to work as President even if the post were purely honorary. If retrenchment is necessary in the public interests, we conceive that publicists will admit that it should begin with expenditure of this kind. In view of these considerations, we recommend that the post should be made an honorary one. As, however, it is possible that an official, who would be unable to take the post except on his salary, might be selected for the post, or the Council might wish hereafter to elect as their President a gentleman who could not afford to take it without some remuneration, we consider that an honorarium not exceeding Rs. 10,000 per annum should be set apart for the holder of the office. In our opinion this sum will be sufficient to cover both the necessary remuneration and all the actual expenses incurred by the President, even if he does not happen to be a resident of Nagpur.

39. The post of Deputy President should be honorary. We do not think it necessary to attach any honorarium or allowance for expenses to the post.

40. At present, the members of the Legislative Council coming from the mufassil draw travelling allowance for railway journeys at double first class rates and during their stay at Nagpur halting allowance at the rate of Rs. 10 per diem. We think that a single first class with one third class fare for a servant, and halting allowance at the rate of Rs. 7-8-0 per diem are sufficient, and we recommend that these rates should be applied in future.

(ii) GENERAL ADMINISTRATION.

41. **Head-quarters Government.**—The Provincial Government consists, besides His Excellency the Governor, of two members of the Executive Council and two Ministers. The Government is assisted in its administration by a Secretariat consisting of four Civil Secretaries, including the Legal Secretary, six Assistant and Under Secretaries, including the Assistant Legal Secretary and the Publicity Officer, and a Registrar, as well as a number of Heads of Departments. Of these Heads of Departments, three, *viz.*, the Chief Engineer, Buildings and Roads, the Chief Engineer, Irrigation, and, since the 1st of August, the Director of Public Instruction, are working as Secretaries to Government in their respective departments. The remainder have

separate offices and address the Government by letter through the Civil Secretary concerned.

42. The strength of the Government seems to have been fixed, as was admitted by the Chief Secretary, on *a priori* considerations rather than with reference to the amount of work to be done or the financial strength of the province, but while we think that it is hardly justified by the work it has to deal with, the majority of us are opposed to recommending any modification in it. The majority of the Committee is in favour of reducing the pay of the Executive Councillors from Rs. 4,000 to Rs. 3,500. A minority dissents on this subject and is recording a minute of dissent. As regards the pay of the Ministers, we unanimously refrain from making any recommendation, as this is a question which has recently been debated by the Legislative Council and is subject to reconsideration by that Council at any time.

43. As regards the administrative staff of the Government, we are of opinion that, since the Government has been converted from a system of one-man rule by a Chief Commissioner into a Cabinet consisting of a number of Ministers and Members of Council, the arrangement by which Heads of Departments and their offices are separate from the Secretariat and submit their proposals by letter to the Government where they are dealt with by the various Secretaries concerned, is no longer necessary. So long as all cases of importance had to be dealt with by a single man, he had not the time to examine them in detail and required Secretaries to examine and criticize the proposals of Heads of Departments for him. But under the new system of Government this arrangement should no longer be necessary. In the first place, the present system pre-supposes considerable decentralization of the details of administration from the Government to administrative officers. Of the strictly Government work which must come up to the Government, the members of the Government should be able to dispose of the greater part in direct communication with their Heads of Departments and to dispense with the intervention of a separate Secretary, as each member will only have a fraction of the work which used formerly to be dealt with by the Chief Commissioner. There is, therefore, no reason why members of Government should not work in direct relation with the Heads of Departments under them. This arrangement is already in force, as we have mentioned, in the case of the Public Works and Education Departments; and we have received evidence to show that in the case of the two first-named departments it works satisfactorily. That it is a sound arrangement in principle is, we

must believe, admitted, because it has recently been introduced in the case of the Education Department. We have recorded a certain amount of evidence as to the desirability of extending this system to all those departments of the administration in which there is a head of department who can act as Secretary. Opinions were divided on this point, but we were not very strongly impressed by the arguments put forward against the suggestion by certain officers including the Chief Secretary. The latter's objections were certainly discounted by the fact that he expressed approval of the change which has recently been effected in the case of the Education Department; it seems to us that if this system of organisation is suitable in the case of the Education Department, there is no reason why it should not be equally suitable in the case of other departments, the work of which is at least as much of an administrative nature as that of the Education Department, if not more so. For example, the work of the Inspector-General of Police, the Inspector-General of Jails, the Commissioner of Excise, and the Inspector-General of Civil Hospitals seems to be even more of an administrative character than that of the Director of Public Instruction. On these considerations, we recommend that the principle of making the head of a department work as Secretary in his department to the member of Government in charge is a sound one and should be given effect to as soon as possible in all departments. The result of this proposal will be to eliminate the Secretariat establishment of Secretaries, Under Secretaries and clerks who are now employed in dealing with the work of those departments for which controlling officers exist and to save the expense and superfluous routine and correspondence work entailed thereby. In this connection, we invite attention also to our proposal for the creation of a Development Commissioner to take over the control of the Forest, Agriculture and certain other departments. It will still be necessary to retain Civil Secretaries to deal with those branches in which there are no heads of departments who can work as Secretaries. Such are the Finance Department, the Revenue Department, the Judicial Department, the Local Self-Government Department, and the Political and Military and Appointments Departments. As regards the Revenue Department, we are making certain suggestions in another paragraph which will, if accepted, result in creating a provincial controlling Revenue authority who can perform the functions of Secretary to Government, and it is unnecessary for us to say more at present regarding that department. As regards the others mentioned, as there is no possibility of substituting a head of department for the Secretary, it will be necessary to retain Secretariat officials to deal with this work.

44. Of these departments, the most important is undoubtedly the Finance Department which deals with work on both sides of the Government and involves heavy work of a highly technical character. For this work a senior officer, who has both administrative and financial experience, will have to be retained as Secretary to Government. We have it in evidence that about three-quarters of the time of the Financial Secretary is taken up with finance work. He also does work in the Local Self-Government, Medical and Excise Departments. The transfer of the Excise and Medical work to the heads of departments concerned will lighten his work but little. On the other hand, the Local Self-Government work, we are informed, imposes a heavy burden on him, and it is doubtful whether the Finance Secretary will always be able to manage it in addition to his finance work, especially when the new system of Local Self-Government is brought in force and the burden is increased by work which has hitherto been intercepted by the Deputy Commissioners and Commissioners coming up to the Ministry. The secretarial work in the Judicial Department is comparatively unimportant and can be taken over by the Legal Secretary who is, by the terms of his appointment, a member of the Judicial branch of the Civil Service. There remain the departments of General Administration, Appointments and Political and Military. These branches are all looked after by the Chief Secretary and they involve, we are told, a very considerable amount of work and responsibility on that officer. The first and the third will, we understand, have to continue with him, but it has been suggested that the appointments work in each department dealing with the postings, promotion and discipline of the various Imperial and Provincial services can suitably be dealt with by the Secretaries in the departments concerned, as is already done in the case of the Public Works Department. We recommend that this arrangement may be made. At the same time, the Chief Secretary will have to continue to deal with a number of appointment cases which cannot be disposed of by the various departmental secretaries. For example, if appeals in disciplinary cases come up to Government from officers of the Subordinate, Provincial and Imperial services, they cannot properly be dealt with as Secretary by the head of the department concerned, inasmuch as they will in some cases involve an appeal against an order which has been passed by that officer in his capacity as head of the department. All such cases will therefore have to continue to be submitted to the Government through the Chief Secretary.

From the above survey of the work which will be left over to be dealt with by Civil Secretaries, it seems clear that there will not be enough work to occupy the time of more than two Civil

Secretaries, besides the Legal Secretary who is also Legal Re-
membrancer and Secretary to the Legislative Council. We
recommend therefore that the establishment of Civil Secretaries
be reduced from four to three. We observe that provision exists
in the sanctioned staff under the Reform Scheme for a Private
Secretary to His Excellency the Governor, but hitherto this
appointment has not been filled. We imagine that, if the time
comes when a gentleman without previous administrative ex-
perience of the Province is appointed to the office of Governor
of the Province, he will find it necessary to appoint a Private
Secretary. In that event, we are of opinion that the distinction
which at present exists between the Chief Secretary and other
Secretaries might disappear, and all Civil Secretaries should be
put on the same level.

45. The staff of Under Secretaries and Assistant Secretaries
can also be reduced by one. We have recorded certain evidence
as to the necessity of having Under Secretaries at all. The
evidence went to show that, while an Under Secretary, a com-
paratively junior officer, is not as a rule of very great assistance
in the disposal of the more important work which comes up to
the Secretaries, he is extremely useful in drafting and issuing
letters and in the disposal of the less important routine cases,
and that, without the assistance of such an Under Secretary, the
Secretary would be unduly over-burdened with a mass of com-
paratively unimportant routine. If Under Secretaries were
abolished, it would probably be necessary to increase the Secre-
tariat staff by at least one officer of the rank of Secretary. As
this would be a waste of power, we think that it would be better to
continue the system of Under Secretaries. The Finance Secretary
will also need the services of the existing Financial Assistant
Secretary. No Under Secretaries should be needed for the
heads of departments, the functions performed by the Under
Secretary in the Secretariat being performed in these offices as
at present by the chief ministerial officer.

46. We examined the Registrar as to the work performed
by him and the Secretariat establishment, and we were satisfied
that the organisation of the Central Provinces Secretariat is as
economical as can be expected and compares favourably with
that of similar offices elsewhere. At the same time, it is obvious
that the organisation which we have proposed above will mean
considerable reduction in the work of the Registrar, unless he is
also entrusted with the supervision of the staff and of the work in
the departmental offices now to be attached to the Government.
We understand that it will be necessary to continue to maintain

a joint record room for all branches of the Secretariat, and we consider that the Registrar, while continuing his control of this and of the remainder of the present Secretariat, should be able also to take over the supervision of all the departmental offices as well. Unless he is able to do so, we do not think that the retention of such a highly paid officer for the comparatively small Civil Secretariat establishment which will remain would be justified.

47. We did not examine witnesses as to the necessity of the annual exodus to Pachmarhi, nor are we prepared in view of the full discussion of the matter in the Legislative Council to make any recommendations about it. But we received certain evidence to show that the recent orders of Government requiring heads of departments to pay the travelling expenses and hill allowances of their clerical and menial establishments are not very successful in securing economy. In two cases, heads of departments who did not go up to Pachmarhi had to be summoned up there on duty for a short visit and were entitled to draw in travelling allowances more than would have been spent on the travelling expenses and hill allowances of their establishment for the whole season.

48. The expenditure on stationery and printing in 1916-17 was Rs. 3,38,000, whereas in the current year it is estimated at Rs. 7,51,000. The increase has been ascribed to the rise in the prices of all articles of stationery, the revision of the pay of the Press Establishments and, lastly, the introduction of the Reforms which has resulted in considerable increase in printing and the consumption of stationery. We understand that the price of country paper has recently fallen by 33 per cent. This alone should render possible a saving of Rs. 60,000 in the current year's budget. In our opinion, the question of the further abolition and curtailment of departmental forms and returns is worthy of a detailed and systematic examination, preferably by an officer on special duty. We estimate that a judicious cutting down of unnecessary forms and returns should produce a saving of Rs. 20,000 to Rs. 30,000 per annum, and we commend our suggestion for the consideration of Government. Finally, as a measure of retrenchment, we would suggest that the free publication of the proceedings of the Council in the vernacular, which, we understand, are in their present form but little appreciated, should be discontinued, thereby effecting a saving of about Rs. 10,000. With a view to obtaining a sale, the question of amending their form might be considered. The combined effect of these two proposals, together with the fall in the price of paper, would be to

39

reduce the expenditure on stationery and printing by about one lakh of rupees:

49. We now turn to the question of the arrangements to be made for the control of Revenue and district administration, under which term we include the Settlement, Land Records and Registration departments which are now under the control of the Settlement Commissioner. Up to 1921, there was a Financial Commissioner, who acted as Head of the Revenue Department, co-ordinated the work of Divisional Commissioners and District officers, and acted as Chief Court of Appeal in revenue cases. In 1921, this post was abolished, and its functions, both as Chief Controlling Revenue Authority and as Chief Court of Revenue Appeal, were transferred to the Finance Member of Council. The Member is assisted by a Secretary and one Under Secretary who deal with all revenue cases and also with cases of Settlement, Land Records and Registration which are submitted by the Settlement Commissioner. We have it in evidence that the Settlement Commissioner, if he continues to exist, can conveniently work as Secretary to the Revenue Member, and, so far as his work is concerned, therefore, the Revenue Secretary can disappear. This, however, will still leave the general revenue work which comes up from Commissioners to be provided for. It seems to have been expected, when the functions of the Financial Commissioner were transferred to the Finance Member, that that officer would be able to cope with this work without any serious difficulty. We have it in evidence, however, that the Finance Member is very heavily worked and needs relief. His work being mostly of a kind which requires executive and administrative experience and knowledge of Revenue Law and Procedure, it cannot, in the ordinary course of things, be transferred to any of his colleagues, and some other method of relieving him will be necessary. In the documentary and oral evidence before us, we see that there has been a strong movement in favour of the abolition of the Divisional Commissioners, and that demand has received strong expression in the Legislative Council. It is admitted by those who favour this measure that, if the Divisional Commissioners are abolished, it will be necessary to create in their place some Provincial Revenue Authority to control the district revenue administration and to act as adviser to the Government in the Revenue Department. The abolition of Divisional Commissioners has been strongly urged before us as a measure of retrenchment, and in these circumstances, we consider that it falls within our province, while considering the possibility of the abolition of Commissioners as a measure of retrenchment, to put forward suggestions as to the Controlling Revenue Authority which should be created in their place. Evidence was laid before us that the five Divisional

Commissioners have a considerable amount of administrative work, both in their capacity as advisers to the Government and as officers co-ordinating and controlling the work of the districts of their divisions in all branches of administration. They are Courts of revenue appeal, and they have a considerable amount of inspection work to do. But, even admitting that Commissioners are fully worked officials and exercise useful functions in the administration, we see nothing in the evidence to show that they are indispensable and that their work cannot be performed by another and cheaper agency. The existence of the Divisional Commissioner certainly justifies to some extent the charge that the scheme of organisation is too elaborate, in that they are intermediate between the Provincial and the District authority and they constitute an additional grade in the official hierarchy. It seems to us incontestable that, if possible, the administrative authorities should correspond to the administrative units, and as these units are the province, the district and the tahsil, the existence of administrative authorities of an intermediate character seems to us to require special justification. This justification we have been unable to find in the evidence before us, the advocates of the Commissioner's retention confining themselves to showing that the Commissioner exercises exceedingly useful functions; it seems to us that, unless this were so, there would be nothing further to be said for his continued existence. On the other hand, it seems to us that there is nothing in the Commissioner's work which could not equally well be done by a provincial revenue authority. There might be some loss of that personal touch which is possible between the Commissioner and other officers of the few districts in his division. But there would on the other hand be a gain of closer touch between the Government and the Controlling Revenue Authority; and the very fact that the Government finds it necessary to summon Commissioners up to Pachmarhi for a month every year for a conference, at which important questions which have been specially reserved for the occasion are discussed, seems to us to prove that the Government feels the want of a provincial authority to act as its adviser on matters of revenue and general administration; and in this respect, the system of Divisional Commissioners seems to us distinctly inferior to a system of a provincial revenue authority. We were told that, even if Commissioners were retained, it would be necessary to restore the post of provincial revenue authority which was abolished in 1921 in order to relieve the Finance Member of his excessive work, and if this were so, we could not contemplate the retention of the Divisional Commissioners as well. In these circumstances, we think it our duty to recommend the abolition of Commissioners and the creation in their place of a provincial revenue authority. •

50. As there are five Commissioners, it is necessary to consider what should be the strength of the authority which takes their place. The evidence before us shows that several of the powers now exercised by Commissioners can, without risk, be delegated to district officers, and that this delegation of functions would relieve them of nearly half their work. There will remain then work sufficient to occupy the time of about three Commissioners. A majority of us are of opinion that some of this work can safely be foregone without undue risk of a breakdown in the district administration, and that it should be possible for two officers of the status of the former Financial Commissioner to perform for the whole province the functions of supervising, controlling and co-ordinating the revenue and general administration of the province which is now done by the five Commissioners. These two officers would act as head of the Revenue and District Administration, as Chief Court of Revenue Appeal and as adviser and Secretary to the Government, submitting their cases to the Government by note and not by letter. We have considered at some length whether it would not be better for this Controlling Revenue Authority to take over also the work of the Settlement Commissioner. While some of us are of opinion that it would be better to have three Financial Commissioners and to abolish the Settlement Commissioner, the majority of us are of opinion that there should be only two Financial Commissioners and that the Settlement Commissioner should remain a separate officer. A minority is recording a note of dissent in favour of one Financial Commissioner only besides the Settlement Commissioner. The two Financial Commissioners whom we propose would probably require the assistance of an officer of the rank of Under Secretary to deal with the routine and correspondence work of their office.

51. The effect of all the adjustments proposed in the preceding paragraphs is set out in Appendix E, attached to this report.

(iii) DISTRICT ADMINISTRATION.

52. At present the district organisation consists of a district officer in general control of all branches of administration in the district, with one or more assistants for general executive and magisterial work, one or more sub-divisional officers holding executive and magisterial charge of sub-divisions consisting of one or more tahsils, and a Tahsildar and Naib-Tahsildar exercising executive and magisterial functions for each tahsil. There has been a steady and large growth in the district staff as shown in the statement given in Appendix C, and we are not satisfied that the growth of work justifies this expansion of staff.

53. It is unnecessary for us here to consider the question, regarding which certain evidence has been given to us, as to the desirability of separating judicial and executive functions. Assuming that the existing combined system remains in force, we are of opinion that it should be possible, without detriment to the efficiency of work, to eliminate the sub-divisional officer from the scheme of district administration and to delegate to the Tahsildar many of the powers at present exercised by the sub-divisional officer. We received much conflicting evidence on this point, some witnesses holding that the disappearance of the sub-divisional officer would be a mistake and that it would be impossible to delegate to the Tahsildar the powers which he exercises; others holding that the Tahsildar is perfectly capable of exercising the powers now exercised by sub-divisional officers; that he already exercises many of the powers which were formerly reserved to sub-divisional officers or Assistant Commissioners; that inasmuch as the Tahsildar has to enquire into and report on many of the cases on which the sub-divisional officer passes orders, he should be considered quite fit to pass orders on them himself; that the present system is unnecessarily expensive and elaborate and results in inconvenience to the people. On a careful consideration of all the evidence placed before us, we are of opinion that in the interests of economy the sub-divisional officer should be dispensed with and that most, if not all, of his powers should be delegated to the Tahsildars. This change would result in the disappearance of some 30 officers of the Provincial Civil Service and should secure a considerable saving in the cost of administration amounting probably to at least 1½ lakhs.

54. As regards the subordinate service, we are of opinion that the savings effected by the abolition of sub-divisional officers and by reduction of the pay of the Provincial Civil Service should be devoted to improving the pay of this service which is at present, in our opinion, inadequate and will, we believe, have to be improved within a year or two. We confess we cannot justify a system which expects an officer to exercise the powers of a second class magistrate and of a revenue officer on the pay of a Naib-Tahsildar. We have it in evidence that the officers now recruited for the Subordinate Civil Service are much of the same class as those recruited for the Provincial Service, that most of them enter the Subordinate Service solely in the hope of thereby obtaining sooner or later promotion to the Provincial Service, and that it is that prospect alone which enables Government to obtain satisfactory officers for its Subordinate Service. The result of this system is that the Subordinate Service is said to be full of officers who, having failed to obtain promotion to the Provincial Service, are either inefficient or discontented. The Subordinate Civil Service

really is and should be recognised as a second division of the Provincial Service, and in view of the importance of the work entrusted to it, it should be paid more on the scale of a junior Provincial Service rather than on that of a Subordinate Service. We are of opinion, therefore, that the saving effected by the abolition of Sub-divisional Officers and the reduction in the staff of assistants to the District Officer should be utilized on improving the pay of the subordinate service. It seems to us that, if the Subordinate Service were definitely raised to the status of a Provincial Service, second division, on better pay, it should attract officers who might safely be invested with all the powers now exercised by Sub-divisional Officers including first class magisterial powers. This would facilitate a still further reduction in the staff of district assistants.

55. While we do not think it within our province to enter into the question of the separation of the judicial, and executive functions, we cannot ignore the fact that the question is now a very pertinent one, and we understand that it is under the consideration of Government. We recognize that such separation must necessarily entail some additional expenditure, and we believe that the public demand for some scheme of separation may be so keen as to justify some extra expenditure being undertaken. We have accordingly attempted to work out what would be the cost of the district administrative establishments if that separation were carried out under an organisation such as that which we contemplate for the Provincial and Subordinate Services. The table given in Appendix F of this report which has been prepared on the assumption that the separation will first be introduced in the ranks below the district officers will show that under our suggested organisation it should be possible to carry out the separation of judicial and executive functions and to raise the pay of the Tahsildars to a reasonable level at a total increased cost of a little more than one lakh of rupees a year. We recommend, therefore, that if Government decide to carry out any scheme for the separation of judicial and executive functions only in the ranks below the district officers, it should do so on the lines indicated by us. This recommendation in no way commits us to an opinion that restriction of the separation to the ranks below the district officer will be satisfactory.

56. We recognize that it will be necessary for some time to come, at any rate, to retain the Indian Civil Service recruited in England for the district administrative service. But we consider that, as in the case of other services, the all-India recruitment should be confined to British officers. We have evidence to show that the officers now recruited for the Provincial Civil Service are

on the whole about as good as are likely to be obtained for the Indian branch of the Indian Civil Service, and we consider therefore that there would be no harm if Indian recruitment for the Civil Service were entirely provincialised. As to the extent of that provincialisation, we observe that the cadre of the executive branch of the Civil Service already contains a considerable number of Indian officers. The limit contemplated by the Secretary of State for the Indianisation of the Civil Service was put at 50 per cent. We are of opinion that this limit of 50 per cent should be attained as soon as can conveniently be arranged with due regard to the rights of existing officers. And we recommend that, after allowing for the Indian officers already in the Indian Civil Service, the balance of the 50 per cent of the whole service should be provincialised and merged in the existing Provincial Civil Service.

57. We consider that the present pay of Indian officers in the Indian Civil Service and of the Provincial Service is unduly liberal. We consider that the following scale of pay should suffice :—

	Rs.
For District Officers ...	1,100—1,600
For Assistants—on probation ...	250
after 3 three years ...	275—25—400—25—600—40—800
with efficiency bars at	400 and 600

In view of the increased prospects open to the provincial executive service, we are of opinion that the existing selection grade should be abolished. A Provincial Service officer appointed as Commissioner should receive a pay of Rs. 2,000—100—2,500. For the second division of the Provincial Service, a scale of pay of Rs. 150 on probation, Rs. 175 on confirmation rising thereafter to Rs. 200—2¹/₂—300—20—500 with an efficiency bar at Rs. 300. Incidentally, we commend to the consideration of Government the question of instituting competitive examinations for recruitment to the Provincial Executive Service. Thakur Ratansingh records his dissent from this recommendation.

58. We have had put before us various proposals for a reduction in the number of districts. The statistical information which we have collected shows that the districts of the province may roughly be classified as follows :—

<i>Heavy districts</i> —(Nagpur, Jubbulpore, Raipur, Amraoti and Akola) ...	5
<i>Medium districts</i> —(Bilaspur, Saugor, Buldana and Yeotmal) ...	4
<i>Light districts</i> —(The remainder) ...	13

We recognize that it is neither possible nor desirable that all districts should be of equal importance or heaviness. It is necessary to retain a certain number of light districts to be held by less experienced officers. At the same time, we do not think it necessary that so many as 13 out of the 22 districts should be of a distinctly light description. Many of the lighter districts are also small in area and can, without serious difficulty, be combined with adjoining districts. We are aware that any proposal for the abolition of districts will entail very considerable opposition from some, at any rate, of the local interests concerned, especially those who live at or near the head-quarters of the abolished districts. At the same time we are of opinion that this opposition must be faced, and that local interests must give way to the wider interests of provincial economy. It is not within our province to suggest exactly which districts should be abolished or how they should be redistributed. That is a problem which can most conveniently be tackled by a special commission or by an officer on special duty who can visit the places affected and examine the conditions of each tract thoroughly. But on an examination of the map and of the statistics of work in all the districts as set forth in Appendix D to this report, we are of opinion that there is room for reduction in the number of districts in the Central Provinces: we do not advise any further reduction in the number of Berar districts. The Central Provinces districts capable of reduction or amalgamation are the following:—Damoh, Seoni, Chhindwara, Narsinghpur, Betul, Hoshangabad, Nimar, Wardha, Balaghat, Bhandara and Drug. We think that there are several possible combinations by which these districts could be amalgamated with others adjoining them so as to bring the total number of districts in the Central Provinces down to 12 or 13. We also recommend that the small tahsils of Banda, Patan, Seoni-Malwa and Saoner should be abolished.

59. We have had figures worked out showing the average saving which will be secured by the abolition of a small district, and we find that on a general average the amount saved for each district would be about Rs. 1,25,000 a year. If five districts are reduced, this would mean a saving of a little over Rs. 6 lakhs, and for six districts it would be 7½ lakhs. For the purpose of our calculation in Appendix G we have assessed a saving on six districts.

(iv) SETTLEMENT AND LAND RECORDS.

60. The Settlement Commissioner was in favour of working as Secretary to Government, and the Revenue Secretary stated that he saw no objection to the proposal. We, accordingly, recommend that the Settlement Commissioner, who is also Director

of Land Records and Inspector-General of Registration, should work as Secretary to Government in the Settlement, Land Records and Registration Departments. This will save the cost of the establishment employed in the Secretariat on the work of these departments.

61. It was suggested that if Financial Commissioners are created in place of the five Divisional Commissioners, one of them should be able to combine with other duties the work of Settlement Commissioner and Director of Land Records. Mr. Trench was opposed to this, as he stated that the Settlement Commissioner is fully occupied with his own work, and that a whole-time official is necessary for it. He admitted, however, that the work was so important as to justify the employment of an officer of the standing of a Financial Commissioner. From the evidence which he gave, we were not convinced that the work should require a whole-time officer, especially if it is decentralized as it should be. It appeared to us that, both in the Settlement and Land Records Departments, work and powers are very highly centralized: if the suggestion we make below for appointing officers of somewhat greater seniority and experience as Settlement Officer is adopted, it should be possible for the Settlement Commissioner to delegate some of his functions to them. The majority of us are not prepared to recommend that the Settlement Commissioner should be a member of the Controlling Revenue Authority. The minority are of opinion that the post of Settlement Commissioner is of such importance as to justify his being of the status of a Financial Commissioner, and think that, if he were a member of the Controlling Revenue Authority, he would be able to take over some of the other revenue work and thus obviate the necessity of appointing a third Financial Commissioner, as may otherwise be necessary.

62. We have recorded some evidence on the question of the simplification and cheapening of settlement procedure. We have been informed that considerable progress has been made in this direction during the last five or six years and it is reported to have produced satisfactory results: official witnesses are however unanimous in thinking that there is still room for further simplification and consequent reduction in the time taken for the settlement of a district, though they differ as to the extent of such simplification. There is now a mass of accumulated settlement experience embodied in settlement instructions, previous settlement reports and other Government publications. We realise that economic conditions change during the currency of a settlement, but we think that the existence of all this information ought appreciably to lighten the work of future Settlement Officers. The application of

settlement rules to local conditions is better understood than before, and the subordinate staff engaged on settlement work has greatly improved. At present, some part of the time of each settlement is spent by the Settlement Officer in gaining experience. If officers of rather more seniority and revenue experience were put in as Settlement Officers, some of this time would be saved, while the Settlement Officer could also be safely entrusted with more powers and discretion. Under the present procedure, the Settlement Officer is expected to inspect every single village; if he contents himself with inspecting only a considerable percentage which the expert witnesses think would be quite safe, he should be able to raise his outturn of work in the year by at least 50 per cent and should be able to reduce the time taken over his settlement by one-third. This would mean a saving of about one and a half lakhs on the cost of each settlement and an average annual saving in the Provincial Budget of Rs. 1½ lakhs.

63. The Director of Land Records stated that, in the event of the separation of judicial and executive functions, Tahsildars when relieved of criminal work should be able to take over the duty of checking land records which is at present done by Superintendents and Assistant Superintendents of Land Records. We accordingly recommend that, if the separation is effected, all posts of Superintendents and Assistant Superintendents of Land Records should be abolished. As it would be necessary to have more specialized supervision of the land record work of Tahsildars than the District staff could give to it, and as accuracy of the land records is essential if the cost of settlements is to be reduced, we recommend that, in order to provide the necessary control over and inspection of the land record work of Tahsildars, eight posts of Deputy Director of Land Records should be created.

64. We understand that the question of reducing the staff of patwaris is under the consideration of Government. The staff has been actually reduced in the Chhindwara district as an experimental measure, and the results are being watched. If this proves successful, it ought to be possible to effect a similar reduction in other districts. The reduction of numbers will probably have to be accompanied by an increase in the scale of pay, but even so we regard this as a measure of retrenchment, as we have been told that the pay of the patwaris will in any case have to be raised, even if the staff is not reduced.

(v) REGISTRATION.

65. The work of the Registration Department is largely connected with land records and is controlled by the Director of

Land Records. We received evidence that in many places the Sub-Registrars are under-worked and we recommend that Sub-Registrars at tahsil headquarters should, wherever possible, take over the revenue record work done in Tahsil offices by Kanungoes. The result would be the saving of the pay of Kanungoes.

(vi) FOREST DEPARTMENT.

66. The post of Chief Conservator of Forests was created in 1906. We have studied the correspondence leading to the appointment of this officer, and we quote below an extract from an official letter describing his duties:—

- (i) He acts as the principal local adviser of Government in technical matters and in disposal of general forest business. Although he does not occupy the position of a Secretary, it has been his duty to assist the Secretariat by noting in the Secretariat files on all the more important cases of forest business transacted in the Secretariat.
- (ii) He prepares a consolidated budget estimate for the whole province from the separate estimates of each Forest Circle and arranges details of reappropriation of budget grants between the three Circles.
- (iii) He makes extensive tours of forest inspection and brings to the notice of Government in his inspection notes the results of his observation and submits recommendations regarding matters requiring attention by the several Conservators or orders by Government.
- (iv) He supervises the framing of forest working-plans and the preparation of preliminary working-plan reports.
- (v) He scrutinises and checks the working-plan control forms.
- (vi) He deals on his own authority with professional matters, such as the practical application of working-plans, sylvicultural operations, the system of fire-conservancy methods of forest treatment, deviations from working-plan prescriptions, etc.
- (vii) He disposes of business in which powers have been especially delegated to him under the Forest Code and other regulations, such as appeals from

subordinates, the appointment, promotion, reduction, dismissal of Forest Rangers in the Provincial list, and financial powers regarding sanction of capital expenditure on forest works, etc.

- (viii) He prepares, when necessary, schemes of reorganisation of the Imperial and Provincial Forest Service and the Subordinate Forest Service of the whole province.
- (ix) He considers the need of the Department as a whole in regard to the postings and transfers of Forest officers in the several Circles, and submits recommendations thereon.
- (x) He presides at the conferences of Conservators on forest matters when conflicting opinions and the separate interest of the several Forest Circles indicated need for co-ordination and comprehensive consideration as a whole.

It will be observed that great emphasis is laid on the functions of Chief Conservator as Head of the Provincial Forest administration or adviser of the Government in forest matters and as a co-ordinating and inspecting officer. We believe that under the proposals made by us below, these functions can well be discharged by a less expensive agency, and that the separate appointment of Chief Conservator can be abolished.

67. In the first place, the Chief Conservator having his head-quarters at Pachmarhi and not being regularly present with the Government at Nagpur, is not in the best position to act as Forest Adviser to the Government except when the Government is at Pachmarhi. We also have it in evidence that practically all important forest cases are put aside for the annual conference of Conservators which takes place at Pachmarhi in June each year. That this should be found necessary is hardly surprising when, as so often occurs, the Chief Conservator is an officer who has had little or no experience of the Central Provinces forests. From these circumstances, we infer that the Chief Conservator alone is not in a position to fulfil to the best effect the more important of his functions, and that it is in any case desirable to reorganize the control of the department by putting him at the head-quarters of Government, and associating his Conservators with him as his deputies. We are informed that this suggestion was actually considered and approved by the conference of Conservators in June last. We ourselves see much advantage in this arrangement. As however by this

arrangement the technical control of the department would become vested in all the Conservators sitting with the Chief Conservator as a Board of Forest Advisers, and as the evidence before us indicated that the necessary control, supervision and inspection of forest work could be adequately performed by three officers, the staff of one Chief Conservator and three Conservators can, we think, safely be reduced to three Conservators, of whom one would be styled Senior Conservator.

68. All the three Conservators should have their headquarters at Nagpur and should work under the Development Commissioner hereafter proposed who would take over the general administrative control, at present done by the Chief Conservator, and would work as Adviser and Secretary to the member in charge. Mutual discussions amongst the Conservators would supply that co-ordination in technical forest matters which, we have been informed, is so necessary in this department. In important technical questions, the advice of the Inspector-General of Forests would also be available. Co-ordination in administrative policies in the department would be secured by a free interchange of views between the Board of Conservators, the Development Commissioner and the member of Government in charge, while the Development Commissioner would be able to secure that co-ordination between the Forest department and other branches of administration which has in the past been not infrequently found wanting, according to evidence given before us. This arrangement, besides effecting some saving both in superior staff and in office establishment and reducing the circumlocation involved by the existence of separate circle offices, should enable the Conservators to devote more time to inspection than they are able to do at present. We think that our proposals would not, in any way, impair the efficiency of the department while they may facilitate the development of the forest resources of the province.

69. We think that, for some time to come, it will be necessary to maintain an all-India Forest Service largely, if not wholly, recruited in England. Hitherto, the efforts made to secure suitable Indians for the superior service have not proved very successful. Candidates for the Provincial Forest are also few and far between and have not hitherto been up to the standard required for higher forest work. Moreover, the forest estate of the province is essentially an asset of the whole of India and not only of the province, and its conservation and proper exploitation should be a matter of national and not merely provincial importance. Evidence has been given before us that one reason of

the difficulty in getting suitable Indian recruits for the Imperial Forest Service has been the rule which requires that an Indian, desirous of entering that service, should possess a first class degree of an Indian University. While however, we recognize the necessity for the present of retaining an all-Indian Forest Service, we have in view the ultimate provincialization of the department, and with this object in view we recommend that selected junior officers of the Provincial Service of not more than five years' standing should be sent to for a course of training similar to that prescribed for the Indian Forest Service, and that, on their return, they should be admitted to the Indian Forest Service.

70. In our opinion, the rates of pay at present offered to Indians in the Indian Forest Service are excessive. In view of the reluctance of Indians to join the Forest Service, we are not in favour of reducing them considerably, but we think that a rate of pay rising from Rs. 300 to Rs. 1,200 should be sufficient. For an Indian appointed as Conservator, a scale rising from Rs. 1,500 to Rs. 1,800 would be adequate. We recommend that these rates be applied to all future entrants to the Imperial Forest Service.

71. The scale of pay of the Provincial Forest Service is Rs. 250—20—750. This rate compares unfavourably with the existing rates in almost all the Provincial Services. We do not think that there is any case for increasing the initial rate, but we consider that the annual increment should be Rs. 25 instead of Rs. 20 as at present. We also recommend that an officer of the Provincial Forest Service should, when holding charge of a division, draw a minimum salary of Rs. 500 per month.

72. Some papers regarding the pay of the Subordinate Forest Service were placed before us. We have not had time to examine them in detail, but we consider that the existing scale of pay is inadequate and some improvement is necessary.

73. Conservators draw, at present, a fixed travelling allowance of Rs. 150 per mensem. We are not in favour of this system, and we recommend that it should be abolished. The duty allowance given to Working Plan Officers has no justification, as the work involved is not outside the scope of what any Forest Officer who has gone through the course of training for the Indian Forest Service can legitimately be called upon to perform, while the work involved is, we understand from evidence before

us, in no way more arduous than that of a Divisional Forest Officer. The duty allowances given to the Lac Research Officer and his Assistant do not seem to us necessary, unless they are doing this work in addition to their ordinary duties.

74. Finally, we wish to invite attention to our suggestion in paragraphs 13 and 17 regarding the enhancement of Forest revenue under certain heads, and the financing of forest exploitation projects by loans. Whatever decision may be arrived at on these suggestions, we wish to emphasize the point that the Forests should be a revenue-producing department, and that there should be no retrenchment of expenditure which is calculated to produce a net return. Our own modest suggestions for retrenchment do not seem to us calculated to interfere in any way with the productiveness of the department.

(vii) EXCISE DEPARTMENT.

75. The Excise Commissioner opposed the proposal that he should work as Secretary to Government, but we were not impressed with the arguments advanced by him. As the Excise Commissioner is invariably an officer of wide experience of district administration, the interposition of a Secretary between him and the Minister appears to us unnecessary. We do not share the view expressed by the Excise Commissioner that our proposal would weaken his position as Head of the Department and we need only refer to the case of the Public Works Department in which the combination of the functions of Secretary and Chief Engineer in one officer has admittedly resulted in strengthening the position of Chief Engineer. The Excise Commissioner himself admitted that the present system under which he has to address official letters to Government is cumbersome. In the light of these considerations, we recommend that the Excise Commissioner should work as Secretary to Government and that the Secretariat section dealing with Excise should be abolished. This change will save one whole-time clerk and part of the time of a Secretary, Under Secretary and of the Typing and Issue Branches of the Secretariat.

76. We are satisfied that the Excise Commissioner has done much to reduce the expenditure of his Department and that there is little room for further economy. The Commissioner has two gazetted assistants in his office, *viz.*, Distillery Expert and the Superintendent of Excise Crime. Evidence given before us shows the Distillery Expert is indispensable, though his duties as Expert do not occupy his whole time and he is able to do a certain amount of Secretarial work in the office, but we think that

early steps should be taken to train a Provincial Excise Officer for this work. It appears that the present incumbent learnt his work by practical experience as a Distillery Officer in Madras and presumably officers of the Central Provinces Excise Service can do the same. In this way it would be possible to save the difference between the present pay of the Distillery Expert and that of District Excise Officer when the present incumbent retires.

77. As regards the staff of Executive Excise Officers, we are of opinion that the economies already effected by the Excise Commissioner represent all that was possible, and we are not prepared to recommend any further reduction.

(viii) JUDICIAL DEPARTMENT.

78. Several witnesses suggested that the number of Judges in the Judicial Commissioner's Court should be reduced to three. These suggestions, however, appeared to us to have been put forward rather as *obiter dicta* than as thoroughly considered opinions based on fact, inasmuch as they ignored the extra time involved by the hearing of Bench cases and by the expansion in the volume of work. The best-informed evidence given before us was certainly opposed to any reduction in the strength of the Court and some witnesses even justified an increase. This suggestion it is not in our province to consider, and we confine ourselves to the opinion that no reduction in the strength of the Court is feasible at present. At the same time we received evidence from several quarters to show that it might be possible by a modification of the present organization in certain respects to effect a reduction of work, and perhaps secure a saving in the staff. For example, at present all first appeals in cases of Rs. 10,000 or over are heard by a Bench of two Judges, this being necessitated by the fact that the decisions in such cases are, under Section 110 of the Civil Procedure Code, appealable to the Privy Council. We have it in evidence that the hearing of these appeals by a Bench takes up much time, while in only an infinitesimal proportion of cases is an appeal preferred to the Privy Council. This practice thus entails considerable waste of power, and we think that it should be possible to arrange that only selected cases of Rs. 10,000 or over are heard by a Bench, the remainder being heard by a single Judge. Again we observe that first appeals in cases of Rs. 5,000 to Rs. 9,999 in value are under the present law heard by the Chief Court. We can see no reason for adding another arbitrary pecuniary distinction in addition to the Rs. 10,000 limit imposed by Section 110 of the Civil Procedure

Code, and we suggest that first appeals in cases of less than Rs. 10,000 in value might well be heard by District Judges, some of whom, we have it in evidence, are comparatively lightly worked, thereby relieving the overworked Judges of the Chief Court of the first appeals in such cases. This proposal may not commend itself to the Bar at Nagpur, but we believe the litigants in the mufassil would welcome it. Incidentally we may refer to a suggestion, which however would need central legislation, that in view of the decreased purchasing and exchange value of the rupee, the money limit for appeals to the Privy Council might well be raised to Rs. 15,000. Then again we have received evidence to show that excessive centralization in the Judicial Department entails on the Judicial Commissioner much more administrative work than should be necessary. The administrative powers of District and Sessions Judges, Sub-Judges, and Munsiffs are very limited, and we have been told that the presiding officer of an outlying Court other than a District Court can pass no disciplinary order on his staff beyond inflicting a petty fine on his menials. The result is that the time both of the Judicial Commissioner and of the Registrar is taken up with the disposal of first appeals in minor cases and other petty work, such as the examination of monthly and other periodical returns of business, inspection notes and the like. It appears to us that, if this work were properly decentralized, the Judicial Commissioner would be less burdened with administrative details and would be in a position to devote more time to case-work. The combined effect of all our proposals, if accepted, would be to afford relief to the Judicial Commissioner's Court and might render it possible to reduce the number of Judges from 4 to 3. We recognise, however, that our suggestion to enlarge the appellate powers of District Judges cannot be adopted unless, after due enquiry, the necessary legislation is effected.

79. There are a Registrar and a Deputy Registrar in the Chief Court. The post of Deputy Registrar is held by an officer of the rank of Subordinate Judge, his duties being defined as under:—

- (a) " Subject to the general control of the Registrar, he supervises the Judicial Branch of this office which includes the Copying, Translation, Privy Council, Record-room and General Sections.
- (b) He receives and examines all appeals and applications from parties and reports irregularities in the records of lower courts, and as regards the purely judicial work of the court, works directly under the Judicial Commissioner.

- (c) He assists the Judicial Commissioner in the inspection of lower courts and notes on the inspection notes made by District and Sessions Judges.
- (d) He submits notes to the Registrar on all questions which involve a knowledge of law, and on all such matters concerned with the administration of the Judicial services as are dealt with by the Judicial Branch of his office. These include draft alterations to civil and criminal circulars, amendments of the law, reference from District Judges as to procedure of methods of filing, and a great many cases of a miscellaneous nature."

It appears to us that much of the work of Deputy Registrar might be suitably entrusted to a ministerial official. We had it in evidence that, provided the Registrar was an officer of Judicial experience, it was not necessary to have a Judicial officer as Deputy Registrar and that a ministerial officer of the rank of Clerk of Court could do the work. Decentralization of administrative work will give much relief to the Registrar, who should then be able to take over the more important work at present done by the Deputy Registrar. In the light of these considerations, we recommend that the post of Deputy Registrar should be abolished and his place should be taken by a Clerk of Court drawn from the ministerial ranks on a rate of salary much lower than that of the Deputy Registrar. The Registrar should be an officer of the rank of Subordinate Judge with a fixed duty allowance of Rs. 150.

80. We have had information placed before us to show that the number of Civil Courts of original jurisdiction has increased during the past twenty-five years out of all proportion to the amount of work to be done. A reference to the information given in appendices C and D of this report will show that this description of the position is not exaggerated. We have been told that no comparison can be made with the circumstances of twenty-five years ago, as work has become more complicated, and cases take longer owing to the increase in the Bar, and that the work is more thoroughly done. After making all allowance for these considerations, we still are of opinion that Judicial establishments have been unduly swollen. If work is more difficult, more complicated and more thoroughly done, the Judges are better qualified and better educated and should be capable of disposing of the more difficult work not only more efficiently but also more speedily than their less capable predecessors of the last generation. Evidence has been put before us that some

muffasil courts are lightly worked and closed as a rule by the middle of the day, and in the face of the statistics we find no difficulty in believing this evidence. The fact also remains that at present Civil-Judicial establishments cost about five lakhs a year more than they bring in in court-fees. In these circumstances some retrenchment seems essential. In order to facilitate the reduction of establishments, we make two suggestions :—

- (i) the extension of Small Cause Court powers ;
- (ii) the abolition of the present arbitrary distinction between Munsiffs and Sub-Judges.

On the whole, official evidence favoured the abolition of this distinction on the ground that it would facilitate postings and the grant of powers according to individual fitness. We agree in this view, and suggest that the whole cadre should be organised in one homogeneous cadre of Sub-Judges, the members of which would be invested with 1st, 2nd and 3rd class powers as they were found by experience to be fit for them. The efficiency bars would remain as at present, but the bar between Sub-Judge and Munsiff which is now a vacancy bar would be converted into an efficiency bar. In the present congested state of the cadre, we recognise that our proposal would probably result at first in some additional expenditure, but with the cadre reaching a normal state, we think that, even if the existing time-scale of pay was retained, the expenditure would not be more than at present. In view of the obvious advantages of a single cadre, we recommend that legislation to carry out our suggestion should be undertaken as soon as possible. Incidentally, we observe that, at present, there is a large number of officiating Munsiffs, and we recommend that the cadre should become a partially closed one, so as to ensure that no temporary Judge should remain unconfirmed for more than two years. This suggestion combined with the more liberal use of Small Cause Court powers would render it possible to effect some redistribution of the areas of jurisdiction and some consequent reduction in the cadre. The amount of that reduction we are not qualified to advise upon, but the Judicial Commissioner informed us that he thought it might be possible to abolish seven courts. From the evidence given before us, we are inclined to think that this estimate errs on the side of caution.

81. We have been given to understand that, in certain Small Cause Courts at district head-quarters, separate Nazarats, record-rooms and offices are maintained. The fact that the District Court and the Small Cause Court are located in separate build-

ings does not, in our opinion, justify the maintenance of such separate staffs, and we recommend that where they exist they should be combined.

82. We have elsewhere recommended that Indian recruitment for what are now known as the all Indian Services should be provincialized. In our opinion, the time has not come for the entire provincialization of the Judicial Service, and we consider it necessary to have a British element in this Department, though, in our opinion, that element can safely be reduced below its present proportion. At present three of the Judgeships in the Judicial Commissioner's Court and eight District and Sessions Judgeships are reserved for the I. C. S. In future, we think that it will suffice if two posts in the Judicial Commissioner's Court and four posts of District and Sessions Judge out of twelve are so reserved, the rest of the service being provincialized. We observe that one post of High Court Judge is held by a member of the Bar, and that it is proposed to fill up one post of District and Sessions Judge from the Bar. It is not within our province to make any recommendation on the subject of recruitment from the Bar, beyond noting that the pay of Judges recruited from the Bar should be on the same scale as is proposed for the Provincial Service. After taking recruitment from the Bar into account, the number of superior posts open to the provincial service will still exceed the present number of listed posts, and we, therefore, recommend that the existing select grade on Rs. 900—100—1,200 should be abolished. This proposal would not seriously affect the provincial service, as generally at least two of the officers in the select grade are already officiating as District and Sessions Judges.

83. The majority of us are in favour of reducing the pay of the Judicial Commissioner from Rs. 3,500 to Rs. 3,000 and of the Additional Judicial Commissioners from Rs. 3,000 to Rs. 2,500 rising to Rs. 2,750. The Chairman, Mr. Jayawant and Thakur Ratansingh disagree from this recommendation and have appended a minute of dissent.

84. We are not satisfied that there is any justification for the judicial allowance now given to the District and Sessions Judges. We are not impressed by the argument that it is necessary to give higher pay in order to attract officers to the Judicial Branch. In the first place, this argument cannot apply to Indian District and Sessions Judges promoted from the provincial judicial service, since they have all along been in the Judicial Department. As regards officers of the Indian Civil

Service they are recruited for the general administration of the country, which includes both executive and judicial work, and they are expected to do the work for which their superior officers detail them. The argument implies that an I. C. S. officer is not bound to work in the Judicial Branch if required to do so. It seems to us that there is no more reason for giving such an allowance to the officers of the Judicial service than there would be for giving it to an officer in the executive branch who happens to be posted to an unpopular district. We also understand that, prior to 1917, the officers of the I. C. S. in the Judicial Branch did not draw more pay than those in the executive. We, therefore, recommend that in the case of future entrants the judicial pay should be abolished and that the Local Government should exercise its right to post officers to any branch of the administration for which it thinks them fit.

85. We received much evidence to show that the scale of pay at present given to Indian District and Sessions Judges promoted from the provincial judicial service to listed posts is unnecessarily liberal. We cannot fail to take into account that the demand for the Indianization or provincialization of the higher services is urged, specially at the present time, on the ground that an indigenous agency is cheaper than a foreign one. So long as Indian officers in the All-India Services are paid on the same scale as Europeans, and officers promoted from the provincial services have pay based on that of the All-India Services, this argument carries little weight. Having regard to the emoluments open to the Bar in this province and to the fact that the posts of District and Sessions Judges offer attractions to the Bar sufficient to induce practitioners to surrender their practice, it seems certain that the scale of pay is unnecessarily high. The majority of us think that a scale of pay rising from Rs. 1,000 to Rs. 1,500 by an annual increment of Rs. 100 is sufficient for an Indian District and Sessions Judge, whether he is recruited from the provincial service or from the Bar, and we recommend that this scale should be applied in future. It will be observed that the scale proposed is less by Rs. 100 than that proposed for District Officers. We have made this distinction, because we are of opinion that the expenses of the position of a District Officer are greater than those of a District Judge.

86. The present pay of the provincial judicial service is Rs. 300—25—350—30—500—30—650—40—850 with an efficiency bar at Rs. 500 and a vacancy bar at Rs. 650. We have received much evidence to show that, having regard to the emoluments which men with similar qualifications can expect

either at the Bar or in other walks of life, the general scale of the pay of this service errs on the side of unnecessary liberality. Confirmation of this conclusion is afforded by the fact that there is a rush of applicants for the posts of Munsiffs and that the waiting list is a long one. We have it on record that the young practitioner, in the first two or three years of practice at the Bar, is not likely to make more than Rs. 150 per month. It, therefore, seems to us unnecessary to start a young Munsiff on as high as Rs. 300 per month. At the same time, in view of the age at which a Munsiff enters the Judicial service and the high educational qualifications demanded of him, we recognise that it is necessary to offer him a higher initial salary than is required in most of the other provincial services. Bearing in mind the principle laid down in the report of the Public Services Commission that "Government should pay so much and so much only to their employees as is necessary to obtain recruits of the right stamp and to maintain them in a degree of comfort and dignity as well as shield them from temptation and keep them efficient for the term of their service," we recommend that, in future, the following scale should be laid down for the provincial judicial service:—

Rs. 200 while officiating, and on confirmation Rs. 250—25
—400—25—500—40—800, with efficiency bars at
Rs. 400 and Rs. 600.

The members of this service will, under our proposals, have increased opportunities of promotion to District and Sessions Judge, and we feel that the scale recommended by us will continue to attract, as at present, the pick of the young Law graduates.

87. The question of the remuneration of the Government Advocate may conveniently be dealt with at this stage. From information supplied to us, it appears that, apart from his retaining fee of Rs. 1,000 per month and the allowance of Rs. 1,500 per annum to meet the cost of a clerk and office contingencies, he receives in fees rather more than Rs. 2,000 per month. The work of the Government Advocate is certainly less arduous and less responsible than that of an Additional Judicial Commissioner, and we are of opinion that his total remuneration, amounting as it does to a little over Rs. 3,000 a month, is excessive, considering the nature of work he is called upon to perform. We recommend that the retainer and the scale of fees should be so adjusted as not to exceed a sum of Rs. 25,000 per year inclusive of the office and contingencies allowances. We have it on record that the remuneration proposed by us will be quite sufficient to attract the best men of the local Bar.

(ix) JAIL DEPARTMENT.

88. The Inspector-General of Jails had no objection to the suggestion that he should work as Secretary to Government provided his proposals, especially those relating to expenditure, could still be scrutinized by some outside authority. We understand that the necessary independent criticism would be forthcoming in all important cases, and we see no danger in the disappearance of the Civil Secretariat in this case. We recommend that the Inspector-General should work as Secretary to Government; the Secretariat Section dealing with Jails will disappear, but the actual saving will be trifling.

89. The pay of the post of Inspector-General is Rs. 2,300—50—2,500. Considering the amount of work to be done and the comparative smallness of the department, this appears to us to be excessive. We think that the officer holding the post of Inspector-General should draw the ordinary pay of his rank, supplemented by a duty allowance. We also suggest that in this small province where the jails are so few, the appointment might well be confined to an officer of the rank of Major or junior Colonel.

90. In view of the present state of provincial finances, we consider that no action should be taken by Government on any proposals of the Jails Committee which will involve additional expenditure.

(x) POLICE.

91. The Inspector-General of Police agreed, subject to certain conditions, that he could work as Secretary to the Member in charge of Police without detriment to his duties as Inspector-General. This view was opposed by the Secretary who at present deals with Police work, but we are not much impressed by his arguments, especially in view of the fact that he defended the combination of functions in the case of the Director of Public Instruction, whose duties are distinctly more technical and less administrative than those of the Inspector-General of Police. We therefore recommend that the two offices be merged and that the Secretariat office establishment connected with Police be absorbed.

92. We have studied the correspondence leading to the creation of the posts of three Deputy Inspectors-General. Two posts of Deputy Inspector-General were created in 1906, when the

reorganization of the Department under the Police Commission Scheme was being worked out. In 1910, when the reorganization had been sanctioned and was brought into effect, the province was divided into two ranges, each in charge of a Deputy Inspector-General. The Inspector-General himself with the help of his two Assistants was to deal with the remainder of the work, which consisted of the general control of administrative work, and the direct control of the Railway Police and the Criminal Investigation Department. In 1918, the post of third Deputy Inspector-General was created with a view to relieve the Inspector-General who was a member of the I. C. S. of the immediate supervision of the Railway Police and the Criminal Investigation Department. We note that in 1909-10 the Inspector-General of Police was busy with the organization of the Railway Police and the Criminal Investigation Department and with the district reallocation schemes, and that down to 1919 he was a civilian officer. Now that the reorganization is complete and that the Inspector-General is a Police officer, we think that he should be able to manage the control of police administration with the help of one Deputy for ordinary police work and one for the C. I. D. and Railway Police, and that one post of Range Deputy Inspector-General can be abolished. Mr. Latham thought that one Deputy Inspector-General could not manage more than 13 districts. We have elsewhere recommended the reduction in the number of districts, and we are of opinion that the Inspector-General of Police should be in a position to control the police administration of the smaller number of districts with the help of one Range Deputy Inspector-General. In view of the reasons assigned for the creation of the posts of Deputy Inspectors-General, we are unable to accept the view put forward by some witnesses that the control of the Range Deputy Inspector-General is essentially different from that of the Inspector-General himself.

93. The Inspector-General has given it in evidence that one of the posts of Assistant in the C. I. D. can be spared, and we, accordingly, recommend that the second post should be abolished.

94. The sanctioned cadre of Assistant Superintendents of Police, including the leave and training reserve, is 24, and of Deputy Superintendents 18. This cadre is expected to provide for filling 28 posts of Assistants. We have not been much impressed with the arguments for the retention of the sub-divisional system, and we do not think that it is necessary to have gazetted Assistants at Ellichpur, Basim and Khamgaon. We think that the staff of Assistants, including Assistant Superin-

tendents of Police and Deputy Superintendents of Police, required for duty can be fixed at 22, as follows :—

Nagpur	... 2	Jubbulpore	... 2	C. I. D.	1
Chanda	... 1	Saugor	... 2	Head Master, Police	
Amraoti	... 2	Raipur	... 2	Officers' Training	
Akola	... 2	Bilaspur	... 1	School	1
Yeotmal	... 1	Government Rail-		Nagpur City	1
Buldana	... 1	way Police.	... 2	Jubbulpore City	1
				Total	22

Some economy is, therefore, possible in the staff of Assistant and Deputy Superintendents.

95. The evidence before us shows that Circle Inspectors perform a most useful function in guiding and supervising the Sub-Inspectors, and several witnesses regarded them as one of the most important parts of the Police Commission's scheme of re-organization which has effected much improvement in the standards of police work during the past 15 years. We accept this view and we confine ourselves to suggesting a slight diminution in numbers. At present, each Circle Inspector is in charge of about $5\frac{1}{2}$ station-houses. We think it should be possible to increase the area of jurisdiction so as to give more station-houses to each Circle, and, in this manner, the number of Circle Inspectors can be reduced by about 25.

96. The Inspector-General told us that he would be prepared to see some advance made in the Indianization of the Indian Police Service. He considered it necessary to retain 50 per cent of the cadre for recruitment in England, but he was prepared to see a more rapid advance towards Indianization of the remainder, subject to adequate provision being made to safeguard existing rights. He was of opinion that the province benefits by recruiting Indian candidates from other parts of India, but had no strong objection to the Indian half of the cadre being provincialized. We have it in evidence that satisfactory officers are obtained for the existing Provincial Service, and we see no strong objection to the Indian branch of the superior police service being organized on a provincial basis, though we think it may still be necessary occasionally to recruit candidates from outside the province. In these circumstances we recommend that recruitment for half the superior posts in the police be provincialized as soon as the state of the cadre permits.

97. We consider that the existing rates of pay for Indians admitted to the Imperial branch are not excessive, and we do not recommend any reduction except in the initial pay. For the

Provincial Service we think a scale of Rs. 200 during probation and thereafter Rs. 250 rising to Rs. 800 for the inferior and Rs. 500 rising to Rs. 1,350 for the superior scale would be adequate. The pay of the Inspector-General of Police and the Deputy Inspector-General of Police is Rs. 2,250—125—2,750 and Rs. 1,750—100—2,150. It appears to us that in the case of Indians these rates are unnecessarily liberal, and we would recommend that they should be reduced to Rs. 2,000—100—2,400 and Rs. 1,500—100—1,800, respectively.

98. **Allowances.**—We think that the allowance of Rs. 100 given to the Principal, Saugor Training School, is not justified. In our opinion the attractions of a pleasant station and a rent-free residence should be sufficient. We also think that the allowance to the Assistant to the Deputy Inspector-General, Criminal Investigation Department, should be reduced from Rs. 200 to Rs. 150. No strong grounds have been urged for the retention of the allowances to the Superintendent and Assistant Superintendent, Government Railway Police, and, in our opinion, they may be abolished. Under the proposal made in paragraph 94, the allowances to the Sub-Divisional Officers, Khangaon, Ellichpur and Basim, will automatically disappear. At present, Sub-Inspectors get a conveyance allowance. We think that the controlling officer should have the discretion to reduce or withhold the allowance when the conveyance kept is only a bicycle, as is the case with officers attached to town and city station-houses.

(xi) EDUCATION DEPARTMENT.

99. We have no definite proposals to make for immediate retrenchment in the expenditure of the Education Department as at present organized, but we are of opinion that this department affords scope for certain simplification and cheapening of its machinery and we put forward the suggestions which follow to that end.

100. The Education Department is organized in two branches—the administrative and the collegiate or professorial. Each branch is administered by three services—the Indian, the Provincial and the Subordinate Service. The Indian Educational Service comprises the Director, the Deputy Director, the Circle Inspectors, the Principal and some of the Instructors of the Training College and certain Head Masters of High Schools on the administrative side, and the Principals and some of the Professors of Colleges on the collegiate side. The Provincial Service contains Assistant Inspectors, the remaining Instructors of the Training College and some of the High School Head Masters and Superintendents of Normal Schools on the administrative side,

and the remaining College Professors on the collegiate side. The Subordinate Service comprises the rest of the Government Educational establishment including Deputy Inspectors who inspect the vernacular schools maintained by local bodies. The evidence given before us by the Director and other Educational officers was that, subject of course to the observance of existing rights, it would be unnecessary to continue to retain an Indian Educational Service and that the whole of the posts at present included in the Indian Educational Service might be provincialized. This suggestion does not imply that there would be no British officers working in the Provincial Educational Department. On the contrary, we have had evidence to show that in the professorial and teaching branches the services of British officers are much appreciated, and that so far from wishing to reduce the number of English college professors or head masters of high schools it is desired that they should continue to be employed in equal or even increasing numbers. But they should be recruited not as members of an all-India service, but by special contracts on special terms for definite terms of years. In the proposals that we make below for the reorganization of the department, we assume that, subject to the maintenance of existing rights, the Educational Service will be completely provincialized.

101. Administrative Branch.—Excluding teaching appointments, with which we will deal later, the inspecting and controlling service consists of the Director, the Deputy Director, four Circle Inspectors, seven Assistant Inspectors and a large number of Deputy Inspectors whose work consists in inspecting the vernacular schools maintained by local bodies. We received evidence in favour of the transfer of the inspection of elementary vernacular schools to the local bodies which control them, and we think that if this transfer is effected it will eventually conduce to economy in the provincial finances as well as to making the local bodies take a greater interest in their schools. In the event of the transfer, the local bodies would maintain their own inspecting agency, and the service of Government Deputy Inspectors would disappear. The proposal would probably not result in any immediate retrenchment, for Government would have to give to the local bodies grants equal to the cost of the inspecting staff; but any future increase on this account would be met by the local bodies from their own resources. If this suggestion is adopted, it will be necessary for the Government to maintain a small inspecting agency of its own to over-inspect a percentage of the board schools and to see that the local bodies spend their educational grants properly and maintain the educational standards laid down by Government. We think that eight or ten such Inspectors at

the rate of one to every two ordinary or three small districts would suffice for this purpose. These Inspectors would be officers of the proposed Provincial Service and might be called District or Circle Inspectors. We contemplate that, besides over-inspecting a certain proportion of the work of the inspecting staff of the local bodies, they would do the inspection of Anglo-Vernacular schools, which is at present done by the existing Circle Inspectors, with the exception of the inspections of the High Schools and Normal Schools; they would have to keep in touch with local bodies as the Circle Inspectors are now expected to do, and being more numerous they would be in a position to do this better than the present Circle Inspectors can now do. Considering that the whole of the educational service will *ex hypothesi* be provincialized; the interposition of the officers now known as Circle Inspectors, in charge of circles which are so extensive as almost to amount to sub-provinces, between the Director and the proposed Inspectors appears to us unnecessary. Both the Director's scheme of four Inspectors and seven Assistant Inspectors and Mr. Kilroe's scheme of three Inspectors and 11 Assistant Inspectors, which were put before us, seem to overlook the preliminary point, which is admitted by them to be inevitable, that such Inspectors and Assistant Inspectors will, when the Indian Educational Service is provincialized, all be officers of the same cadre and more or less of the same calibre and standing. This being so, it seems unnecessary to continue the distinction which now exists between Circle Inspectors who belong to the Indian Educational Service and Assistant Inspectors who belong to the Provincial Educational Service. In our opinion, it would be sufficient if a small number of senior officers of the department, say three, were appointed as Deputies to the Director for the purpose of inspecting High Schools and Normal Schools and for assisting the Director in exercising administrative control over the work of Inspectors. In their status of Deputies to the Director, these officers would be in a position to inspect on his behalf any institution of which the administrative control vests in the Director. The work at present done by the single Deputy Director and that portion of the work of the Circle Inspector which is not delegated to the new District Inspectors could be conveniently distributed among these officers. We propose that the Deputies should have their head-quarters at Nagpur and be attached to the office of the Director, thereby saving the cost of separate offices which would have to be maintained for them if they reside within their territorial jurisdiction. The arguments against the concentration of Inspectors at Nagpur would not apply to our proposals, as the proposed District Inspectors would have their head-quarters within their circles and would provide the local and personal touch, which, we

are informed, is so necessary in educational administration, between the officers of the department and the local bodies.

102. We have been told that, in the southern parts of the province, there is no popular objection to the inspection of girls' schools by male Inspectors, that many of the girls' schools are at present, owing to distance or other reasons, actually inspected by the male Inspectors, and that the separate staff of Lady Inspectresses for the inspection of these schools might be reduced. As we have not recorded any evidence on this point, we merely bring this matter to the notice of Government and refrain from making any specific recommendation.

103. The evidence given to us shows that the Training College, Jubbulpore, performs a most useful function and that it has considerably improved the quality of teachers and the methods of teaching, and we are not prepared to recommend the suggestion which was made to us by one witness that education should be made an optional subject in the syllabus of the Arts Degree, that training in pedagogy should be imparted at the Arts Colleges, and that the Training College should be abolished. We doubt if this proposal is educationally possible. At the same time, we think that it should be possible to reduce the cost of the college, and we recommend that the suggestions made by Mr. Macnee, for the reduction of the staff and of both the number and value of graduate and undergraduate stipends, should be adopted. These would give a saving of Rs. 60,000 a year.

104. There are 11 practising schools attached to the Normal Schools in the province, involving an expenditure of Rs. 57,000 a year. Several witnesses have pointed out to us the difficulties of providing practical teaching in board schools to the students of Normal Schools, and we think that many of these difficulties are real. We suggest, however, that the upper two classes of these practising schools could be abolished and the necessary practical teaching arranged in the lower two classes of the nearest Government Anglo-Vernacular school, in view of the fact that teaching in Anglo-Vernacular schools is in future to be imparted through the medium of the vernacular.

105. Separate Muhammedan schools cost the province Rs. 46,000 a year. After considering the representation addressed to us by the Honorary Secretary, Berar Muhammedan Educational Conference, we are of opinion that there is no justification for separate Urdu classes in a combined school in which the number of Muhammedan boys is less than 10 in each class, or

for a separate Muhammedan school in which the total number of boys is less than 60. We have no specific recommendation to make about the Muhammedan high school at Amraoti beyond observing that the popularity of the school as shewn by its attendance hardly justifies the expenditure on it, and that, in future, instead of starting such a high school at any other place, Government would be well advised to leave the matter to the private efforts of the community subsidized by a grant-in-aid, as in the case of the Anjuman High Schools, Nagpur and Jubbulpore.

106. The expenditure of the District Councils of the Central Provinces on education in 1920-21 amounted to Rs. 15,90,000, out of which Rs. 11,78,000 was provided from Provincial Revenues. The expenditure by the District Boards of Berar on education amounted, in the same year, to Rs. 11,92,000, out of which Government contributed Rs. 3,68,000. In view of the fact that, the new Self-Government Act empowers the Central Provinces District Councils to impose an additional cess for schools as well as a special school rate, we think that Government should as soon as possible make the local bodies raise larger revenues for expenditure on schools, and should reduce its own contributions to not more than half of their total expenditure on education.

107. Collegiate.—The Director has taken up the question of the reduction in the strength of the collegiate staff by the concentration of subjects in certain colleges. It is estimated that this will result in saving some posts both in the Indian and in the Provincial Service. We recommend that the necessary steps to give effect to some such arrangement should be undertaken as soon as possible. Some of us would strongly oppose any suggestion for the closure of the B. Sc. classes in the Jubbulpore College, but we are as a whole not in a position to make any definite recommendation on this point.

108. We understand that new buildings to house the Victoria College of Science at Nagpur are badly needed, and that a project for their construction is under contemplation. In view of the state of the provincial finances, we put forward the following suggestion. It has been represented to us that as soon as the Amraoti College is open, the number of students in the two Arts Colleges at Nagpur will be considerably reduced. If this anticipation proves correct, we recommend that the question of converting the Morris College into a Science College should be examined. This proposal if found feasible would provide ready

made accommodation for the Science College and would obviate the necessity of building any new buildings except the laboratories.

109. We have already suggested that the whole of the superior Educational Service should be provincialized. We recommend that this Provincial Service should be organized in three divisions—a select division, an upper division and a lower division. Recruitment will ordinarily be made to the lower division, and the upper and select divisions will be filled by promotion from below. On the administrative side, the select division would contain the Deputy Directors; the upper division would include a certain number of Inspectors, certain Professors of the Training College and select Head Masters of High Schools; the lower division would include the remaining Inspectors, Professors of the Training College, Superintendents of Normal Schools, and Head Masters of High Schools and selected Assistant Masters of important High Schools. The pay of the three divisions would be—

Lower division	Rs.	200—20—500
Upper	„ „	500—30—800
Select	„ „	900—100—1,200

The pay of an Indian Director of Public Instruction should be Rs. 1,500—100—2,000.

110. The officers in the collegiate branch should be on a scale rising from Rs. 250 to Rs. 1,000 with a select grade on Rs. 1,100—100—1,500, as we think that the collegiate branch should receive a somewhat higher scale of pay than that proposed for the administrative branch. Principals of Colleges, including the Principal, Training College, would be in the select grade of the collegiate branch. They would not receive any Principal's allowance.

We understand that the qualification expected at present for admission to the Provincial Educational Service is the possession of a M. A. or M. Sc. degree and we recommend that this should be adhered to.

111. Mr Kilroe put before us certain suggestions regarding the preparation of a simple grant-in-aid code, the decentralization of control and the simplification of correspondence forms. We think that some of his suggestions are worthy of consideration as likely to save labour and money.

(xii) MEDICAL DEPARTMENT.

112. We have recommended elsewhere that the Medical and Public Health Departments should be placed under a single officer with a Deputy for Health work. The general principle laid down by us, *vis.*, that Heads of Departments should work as Secretaries to Government, may need some modification in the case of the Head of these combined departments. The Inspector-General of Civil Hospitals is an officer selected on account rather of his professional efficiency than of his administrative qualifications, and we were told by Mr. Mathias that he had sometimes found it necessary to criticise the proposals of the Medical Department in the light of his experience as a District Officer. The work of the Medical and Public Health Departments is very closely connected with Local Self-Government, the Minister of which will in any case require as Secretary an officer of district administrative experience, and it seems to us that it might be better if the Head of the combined Medical and Health Departments, instead of working as a separate Secretary, should work as Joint Secretary to Government along with the Secretary in the Local Self-Government Department, who would then be able, as at present, to scrutinize his proposals from a general administrative point of view. The Secretariat section dealing with Medical Administration and Public Health would in any case be abolished.

113. The question of the extent to which the State should provide medical aid is a difficult one. The State hospitals and dispensaries of the province are largely charitable, and the ticket system, which was devised to make the well-to-do pay for the cost of medicines, has proved a failure. The amount obtained in this way is trifling and hardly worth the trouble of collecting; moreover, even if it could be easily collected, the much more important problem of securing from the well-to-do payment for medical advice, which is much the most important and costly part of medical treatment, would not be touched. Local bodies and the public do not extend as much financial assistance to medical institutions as they might. While the expenditure from Provincial Revenues in the current year's Medical Budget stands at Rs. 16½ lakhs, we find that in 1921 local bodies contributed only a little over Rs. 2½ lakhs towards medical relief, and private contributions to hospitals amounted to only Rs. 87,000. The witnesses who appeared before us were unanimously against further expansion of State medical relief, and we agree in this view. The position with regard to existing commitments is a little doubtful. Some witnesses were in favour of closing all institutions which do not receive adequate local support. Others,

regarding such a measure, as likely to be unpopular, would prefer closing institutions in towns where private practice might fill their place, and would keep the outlying rural institutions going under the control of local bodies. The difficulty with all these proposals is that Government is committed to supplying free medical aid to its own servants and to the people who cannot afford to pay. It is recognized that the difficulty of combining free aid to Government servants and to the poor with a system of charging the well-to-do is almost insuperable. There are but few places where private practitioners exist, and even where they exist, they are hardly numerous enough to provide for the whole of the well-to-do community, if the State were to retire from the field. Moreover, if any Government institution were closed, it would be necessary for the Government to make special arrangements with the private practitioners for the treatment of Government servants and of paupers, and in the case of the latter the difficulty of guarding the interests of the non-paying patients would be very great. At the same time it is clear that, in the interests of the provincial finances, something must be done to restrict further expansion in, if not to curtail the expenditure on, medical relief. The proposals we put forward below are based on a balancing of all these considerations.

114. In the first place, we think that the State should maintain the hospitals at Nagpur, Jubbulpore and Amraoti entirely from provincial revenues as model State institutions. The hospitals at other district head-quarters should continue to be run on the present lines as separate institutions managed by a committee and subsidized by the State and by local bodies.

115. We recommend that the control of outlying dispensaries should be transferred to local bodies, which should be responsible for financing and managing them like any other local institutions, receiving aid from the State in the form of the provision of a State medical officer and of a small contribution towards the local fund. The medical officer would be seconded for service under the local bodies, and the local body might be allowed to arrange the postings of the medical officers so seconded, though in disciplinary matters the control would still rest with the Civil Surgeon and the Inspector-General of Civil Hospitals. Under this arrangement, the Civil Surgeon would be relieved of some routine administrative work and be able to devote more time to his other work than at present. Our suggestion would not, in all probability, lead to any immediate retrenchment, as Government would have to give much the same amounts in grants to the local bodies as it gives to the dispensary funds at present, but we think that it would be economical in the

end, as local bodies would have to meet from their own resources any future increase in the cost of maintaining the dispensaries, and the entire cost of any expansion.

116. We find that separate police hospitals costing about Rs. 44,000 per annum are maintained at the head-quarters of the districts of the Central Provinces. We think that, where possible, these separate hospitals should be combined with the civil hospitals, provided distances and the number of policemen to be treated permit of this being done. The arrangement of separate police hospitals is not in force in Berar, and we see no reason why it should be necessary in the Central Provinces.

117. Stipends are given to the students at the Robertson Medical School. We have it in evidence that there is great competition for admission to the School, and this being so, such stipends should not be necessary except in special cases, and we recommend that they should be abolished.

118. We make no recommendations regarding the cadre of the Indian Medical Service, as the question is bound up with that of the war reserve and is beyond the power of the Local Government to settle. We recognize that each Province must do its share in maintaining a certain number of medical officers for the all-India medical war reserve. We, however, think that a larger number of Civil Assistant Surgeons might be appointed Civil Surgeons within the limits permissible under the existing regulations, and it might perhaps be possible to recruit the provincial medical service under a condition of liability for war service.

119. We desire to dispel an impression prevailing in some quarters that the expenditure on medical establishments is extravagant, and disproportionate to the medical work done and to the cost of medicines prescribed. Our enquiries show that the total number of persons attending the State hospitals is two millions; if allowance is made for those who attend more than once, the number rises to four millions. The total cost of the medical staff is only Rs. 7½ lakhs, while the wholesale cost of the medicines, etc., used is between Rs. 1½ and Rs. 2 lakhs. Thus, the average cost of medical advice per individual treated does not exceed 4 annas, and medical advice costs only about four times as much as the medicines dispensed. These figures compare favourably with the cost of medical advice among private practitioners in India and elsewhere, though at the same time we should like to note that, in the opinion of some of the witnesses, the existing institutions are not utilized so fully as they might be.

120. We have been furnished with a long list of allowances given in this Department. We have not had time to make a detailed examination of each of them, but some appear to us to be unjustifiable, e. g., the duty allowance to the Civil Assistant Surgeon for treating police constables at the main dispensaries at Akola and Amraoti, and the house-rent allowance to medical sub-ordinates in cases where they do not reside near the hospitals. We recommend that Government should revise the list of these allowances.

(xiii) PUBLIC HEALTH DEPARTMENT.

121. The sanctioned strength of this Department includes a Director, a Deputy entitled Chief Plague Officer, and seven officers of the Provincial Medical Service or Indian Medical Department. Owing to financial stringency, there has been considerable curtailment in the activities of this Department. In the current year's budget, the grants to local bodies for sanitary improvements have been reduced from Rs. 3,52,000 in the preceding year to Rs. 1,42,900, while the total estimated expenditure under the head "Public Health" stands at Rs. 5,06,000 against the estimate of Rs. 6,57,000 in 1921-22. We also understand that, largely owing to financial reasons, local bodies have also reduced their expenditure on sanitation. In these circumstances we doubt if it is necessary to maintain a whole-time Director of Public Health. Apart altogether from present exceptional conditions, we observe that during the war the posts of Inspector-General of Civil Hospitals and Director of Public Health were held by one officer for a period of nearly five years, and although during that time the expenditure on sanitation was much in excess of what it is at present, the arrangement worked well, no serious inconvenience was felt, and, so far as we can gather from the evidence, no loss of efficiency was apparent. We are, accordingly, of opinion that the Inspector-General of Civil Hospitals should be able to perform the work of Director of Public Health, being assisted in Public Health work by a qualified Deputy. The Inspector-General of Civil Hospitals told us that this proposed arrangement is a feasible one, and he added that in his opinion the Public Health work involved greater technical knowledge than the control of the Medical Department, and that it would be simpler therefore if the control of the Medical Department were placed under the Director of Public Health. It seems to us doubtful whether conditions in this province will for some time to come justify the re-establishment of separate departments, and we would suggest that, with a view to facilitate the joint control by one officer of both departments, some qualification

in public health might be required as a condition of appointment to the post of Inspector-General of Civil Hospitals.

(xiv) AGRICULTURAL DEPARTMENT

122. The sanctioned staff of this department consists of 1 Director, 1 Principal of the Agricultural College, 7 Deputy or Assistant Directors and 4 Experts, of the Indian Agricultural Service, 13 Extra-Assistant Directors of the Provincial Service and a number of Agricultural Assistants. The post of Agricultural Engineer is a special one outside the cadre of the Indian Agricultural Service.

123. The Director of Agriculture, who is the administrative head of the department, is a technical expert. The subject of agriculture is a part of the wider problem of the general development of the province. We have it in evidence that co-operation of the Agricultural with the Co-operative, Industries and Forest Departments, which is so obviously desirable, has in the past been wanting. There is also apparent in the evidence which we received a tendency on the part of the authority controlling the department to expand its activities rather beyond the financial limitations of the Provincial Government. It appears to us that what is wanted is more co-ordination with other branches of provincial administration, and this we think will be served better by an officer of wider outlook who would be responsible for the general economic and industrial development of the province, and would be in charge of agriculture, co-operative credit, industrial development and forests. A technical expert is not always best qualified to be the administrative head of a department; his proper function is research or experiment. The control of a department in its non-technical aspects ought to be vested in an officer of wide general experience. The Maclagan Committee on Co-operation advocated the appointment of a Development Commissioner, and the Registrar of Co-operative Credit, who is also Director of Industries, while giving evidence before us, approved of it. We accordingly recommend the creation of the post of Development Commissioner who would control and supervise the Agricultural, Co-operative, Industries and Forest Departments. He would work as Secretary to Government in all these departments, and the experts attached to each department would be under his orders. The officer who holds such an appointment should, in our opinion, have wide experience, business instinct and common sense, and the appointment should therefore be open to any suitable person and not be reserved for the Indian Civil Service or any other service. The effect of our proposal so far as the Agricultural Department is

concerned would be to abolish the post of Director of Agriculture. We have worked out the financial effect of this proposal under the head of Head-quarters Government in Appendix E.

124. There are, at present, seven experimental farms. We recognise the principle that there should be one such farm for each homogeneous tract, but we doubt if the present number is necessary. In our opinion, six farms should be sufficient so far as detailed below :—

- One for the Nerbudda Valley.
- One for the Satpura Plateau.
- One for the Wainganga Valley.
- One for Chhattisgarh.
- One for Nagpur.
- One for Berar.

It is possible that local circumstances may necessitate the maintenance of two farms in one homogeneous area, but in this case the two farms should count as one and be in charge of a single officer. The Nagpur farm would continue to be looked after by the Principal, Agricultural College, as at present. For the remaining five farms, five Deputy or Assistant Directors would be necessary.

125. Some of the demonstration farms now maintained are not a commercial success. The Director of Agriculture informed us that they were not intended to be so, but we cannot accept this view. We take it that the object of these farms is to demonstrate profitable methods which have already been tested and proved on the experimental farms, and if they do not show a larger profit than the ordinary cultivator can make by his own methods, one could hardly expect the cultivators to copy the methods demonstrated on them. The fact that some demonstration farms are combined with seed farms should not operate to make them commercial failures. In our opinion, any demonstration farm which does not bring a satisfactory net return fails to achieve the end in view. We, therefore, think that all demonstration farms and plots should be self-supporting and should show better pecuniary results than the cultivation of ordinary farmers, and that those which, within a reasonable period, do not show a clear profit in normal years should be closed. Incidentally, we observe that the profit and loss account of these farms is not properly set out in the annual reports. In some cases, supervision charges are not shown under the head of expenditure. We think that, in future, in order to enable the Government and the public to judge of the results, the account should contain all the necessary information in full.

126. We have had evidence to show that the demonstration and propaganda work done by peripatetic Extra-Assistant Directors and Agricultural Assistants has not produced satisfactory results. We realise that the teaching of these officers falls more or less on deaf ears, but we have been told that their methods are defective and that they have not learnt the art of appealing to the cultivating classes. In our opinion, unless the touring demonstration and propaganda work can be properly organised, it would be better to abandon this form of activity and concentrate only on demonstration farms and plots, leaving it to the people to appreciate improved methods and implements by what they can see on these farms and plots.

127. There are nine Government cattle-breeding farms and the evidence given before us shows that they have not been successful. The Telinkheri farm, started about 18 years ago, has not yet produced a profit. The Director of Animal Husbandry informed us that till lately many farms were overstocked with old animals. It appears to us that this branch of work has suffered from want of organisation largely arising from the fact that it has hitherto been managed along with other kinds of work by officers who are not experts in cattle-breeding. The majority of our Committee think that time has not yet come to abandon attempts to improve the local breeds of cattle. They are, however, in favour of concentration of effort. In their opinion, there should be only one experimental and one demonstration cattle-breeding farm for the whole province. These farms should be placed in charge of an officer well equipped for this work. If, after a period of ten years, they are not a success, Government should discontinue this branch of activity and dispense with the services of the expert engaged for it. Mr. Jaiswal and Thakur Ratansingh dissent from this view and think that Government should altogether withdraw from cattle-breeding.

128. There are no particular reasons necessitating this department having European officers, except the scarcity of qualified Indians, and it should be completely provincialised as soon as suitable Indians are forthcoming to man it. The present posts of Deputy and Assistant Directors and Agricultural Experts would form a select grade of the Provincial Service with a pay scale of Rs. 900—100—1,200. It would probably be necessary to recruit the Principal of the Agricultural College from outside India, in which case the appointment would be a special one with a special rate of pay. Any other European experts required should be obtained in the same way. We understand that Extra-Assistant Directors are not at present associated with

research and experimental work to any considerable extent. If qualified men are available for this work in the provincial cadre, they should be given opportunities of showing their capacity. In this connection, it is suggested that early steps should be taken to develop the Agricultural College up to University standards, as this would quicken the ultimate provincialization of the service. In that event, the head-quarters research work might be combined with the college, and the experts engaged on research might also give lectures to the students.

129. The effect of our proposals on the organisation and cost of the department is to reduce the superior cadre of the Indian Agricultural Department to—

- 1 Principal, Agricultural College ;
- 4 Experts ;
- 5 Deputy and Assistant Directors ; and
- 1 Director of Animal Husbandry ;

or 11 posts as compared with 13 in the present cadre, a saving of approximately Rs. 20,000 a year. There will also be some saving in the inferior cadre by the closure of unsuccessful cattle-breeding farms, of some of the experimental farms and of non-paying demonstration farms. The savings, such as they are, should all be utilised, in our opinion, in the development of the demonstrably beneficial activities of the department.

(xv) VETERINARY DEPARTMENT.

130. Up to recently the Superintendent, Civil Veterinary Department, worked under the Director of Agriculture, but he works directly under the Government now. The work of the department is closely connected with that of the Agriculture Department, and as we have elsewhere recommended the creation of the post of Development Commissioner who will control the Agriculture as well as other Departments, we recommend that the Superintendent should work under the Development Commissioner. This arrangement would relieve him of administrative work for which a technical expert is not always best qualified.

131. The cadre of department at present contains two Superintendents of the all-India Civil Veterinary Department, three Deputy Superintendents of the Provincial Service and 16 Inspectors of the Subordinate Service. We are not satisfied that two Superintendents are necessary for a small province like the Central Provinces with only 83 veterinary dispensaries. In our opinion, one Superintendent, free from administrative duties, ought

to be able, with the help of his three deputies, to exercise the necessary control and supervision over the work of the department, and we accordingly recommend that the post of second Superintendent should be abolished. There is nothing in the Veterinary Department's work which necessitates the recruitment of Europeans, if suitable Indians are available. We therefore think that the appointment of Superintendent should be placed on the cadre of the Provincial Service on a salary of Rs. 900—100—1,200.

132. There are, at present, 16 Veterinary Inspectors. We understand that these officers are promoted from amongst Veterinary Assistants and that their professional qualifications are on the whole no better than those of the Veterinary Assistants whom they inspect. The sanctioned strength of the cadre of Veterinary Assistants is 121 and we doubt if as many as 16 Inspectors are necessary to supervise and inspect the work of 121 Assistants. We have elsewhere recommended the reduction in the number of revenue districts to 16, and we think that eight Veterinary Inspectors, *i. e.*, an average of one Inspector for every two districts, ought to suffice.

(xvi) CO-OPERATIVE CREDIT.

133. The present actual strength of the Department is one Registrar, one Deputy Registrar belonging to the Indian Civil Service, three Circle officers of the Provincial Civil Service, and one Chief Auditor and 35 Auditors of the Subordinate Service. We have elsewhere suggested the creation of the post of Development Commissioner, and when he is created we recommend that the Registrar and his staff should work under him. This arrangement will relieve the Registrar of a certain amount of administrative work and enable him to take direct charge of part of the Province. If the post of Development Commissioner is not created, our alternative suggestion is that the Registrar should work as Secretary to Government. In either case, the Secretariat section dealing with Co-operative Credit should disappear. The Registrar was in favour of this proposal and informed us that, at present, he is practically working as Joint Secretary to Government.

134. The full sanctioned staff of this Department consists of one Registrar, one Deputy Registrar of the rank of Deputy Commissioner, two Deputy Registrars of the rank of Assistant and Extra-Assistant Commissioner respectively and three Circle Officers. The majority of our Committee are of opinion that this staff is excessive and recommend that it should be cut down to

one Registrar, one Deputy Registrar of the Provincial Service and two Circle Officers. The grounds on which this recommendation is based are that, as Government accepts no financial responsibility for the movement, the time has now arrived when audit should be transferred to a non-official agency and Government inspection should be confined to super-audit; that the major part of a Circle Officer's work is of the nature of endorsing and forwarding the audit notes of auditors; and that the reduction of the number of Circle Officers by one will not result in loss of efficiency, as the Deputy Registrar can take over a portion of the work. The Chairman, Mr. Jayavant and Thakur Ratansingh dissent from this view and have appended a minute of dissent.

135. There are no particular reasons necessitating this department having any European officers, provided suitable Indian officers are available, while there are, in our opinion, many reasons why Indians should be preferred for it. We therefore recommend that the posts of Registrar and Deputy Registrars should be provincialised as soon as suitable Indians are available. The Registrar and the Deputy Registrar would draw the pay of their rank as Deputy Commissioners in the Provincial Civil Service.

(xvii) DEPARTMENT OF INDUSTRIES.

136. There is at present no separate Director of Industries and the work is done by the Registrar, Co-operative Credit Societies, in addition to his own duties. The Department, as at present organized, deals not only with industrial schools and industrial development proper, but also includes the control of officers employed under certain special laws to perform inspections of electric installations, factories and steam boilers. We think that the control of the Industries Department should be given to the Development Commissioner, the creation of which post, as suggested by some of the witnesses before us, we have elsewhere recommended. This proposal has much to recommend it and we have been told that the Government of Burma has recently abolished the separate appointment of Director of Industries and transferred the supervision of the Industries Department to the Development Commissioner.

137. The appointment of the Leather Expert was created in 1918 with a view to instructing the chamars, *mochis* and other leather workers of the province in improved methods of flaying and curing hides, and of half-tanning with local tan-stuffs, and to take charge of a model tannery for the production of finished leather. The scheme for the establishment of a model tannery

has not materialized, and we have been informed by the Director of Industries that at present the Leather Expert has not a full day's work and will not have till the model tannery is started. In this connection we desire to point out that the rules recently issued by the Local Government under the Slaughter of Animals Act are likely to stop the commercial-slaughter of cattle and to prevent the development in this Province of any first class tanning industry which would compete with the Cawnpore tanneries. In these circumstances, we doubt whether it is worth while opening a model tannery, and we think that the post of Leather Expert might be abolished.

138. In our opinion, the Department of Industries should be completely provincialized as soon as suitable Indians are available to man it. The rates of pay at present sanctioned for the Inspectors of Steam Boilers and Factories, the Inspector of Industrial Schools, the Textile Expert and the Electrical Adviser would be excessive for Indian officers, and we recommend that, when an Indian is appointed to any of these posts, he should either be engaged on special terms appropriate to Indian conditions or be placed in a Provincial Industrial Service on a pay scale of Rs. 200—250—25—550—25—750. We desire to add that for service in the Industries Department, for which the possession of technical knowledge is an essential qualification, the system of engaging experts, whether Europeans or Indians, on special terms should be freely applied.

(xviii) PUBLIC WORKS DEPARTMENT.

(1) *Roads and Buildings Branch.*

139. The sanctioned staff of the Department consists of the Chief Engineer, 4 Superintending Engineers, 14 Executive Engineers, and 11 Assistant Engineers of the Indian Service of Engineers, 39 Assistant Engineers of the Central Provinces Engineering Service, and a number of Upper and Lower Subordinates. This cadre however includes one Superintending Engineer, one Executive Engineer and five Sub-Divisional Officers required for service in the Central India Agency. The actual strength is at present short of the sanctioned strength by two officers of the Indian Service of Engineers and 15 officers of the Central Provinces Engineering Service.

140. We understand that Government is considering the question of the transfer of public works to local bodies. We are in favour of this transfer and shall deal with it later on. We,

however, realise that its completion will take sometime, though we recommend that no time should be lost in bringing it into effect. Pending this transfer, we think that there is room for some modification in the existing organization of the Department.

141. There is excessive centralization in the Department which involves a large amount of repetition and duplication of work. The technical and administrative powers of Executive Engineers are greatly circumscribed. They can sanction original estimates up to Rs. 2,500 and accept tenders up to Rs. 16,000. They cannot even appoint punkha coolies in Sub-Divisions or authorize the payment of small monthly wages for supplying drinking water and for dusting offices. They are not controlling officers for the travelling allowance bills of the Sub-Divisional Officers under them. The Sub-Divisional Officer has no power to accord technical sanction to any estimate. We agree in the opinion expressed by the Public Works Department Reorganization Committee that officers of the Department have not hitherto been allowed to exercise powers commensurate with their professional skill and experience, and that this has prejudicially affected the efficiency, not only of the Department, but also of its officers. The Chief Engineer opposed any considerable delegation of powers to the Executive Engineers on the ground that some of them had neither the professional ability nor the experience to exercise them wisely. We are not impressed by his arguments. In the first place, his objection seems to reflect badly on the capacity and reliability of his Executive Engineers, who, if they are fit for their posts at all, should certainly be fit to be entrusted with wider powers. It seems to us that the organization of the Department is based on the distrust of the capabilities of an average officer. In our opinion, the grant of powers in any Department should be regulated on the basis of the average efficient, and not on that of the least efficient officer. We had it in evidence that a large proportion of the work executed by the Department required not so much high professional skill as integrity, hard work and capacity for organization. It was also admitted before us by the Chief Engineer, Irrigation, that an Executive Engineer, who would ordinarily be an officer of more than eight years' service, could be safely assumed to have honesty, common sense, and a modicum of professional knowledge. We think that decentralization would inspire responsibility and tend to increased efficiency. We, therefore, recommend that the question of the delegation of professional and administrative control both to Executive Engineers and Sub-Divisional Officers should be seriously taken up more or less on the lines laid down in Appendix B, Part II of the Report of the Public Works Reorganization Committee.

142. In the matter of the preparation, checking and sanctioning of estimates, the evidence before us disclosed much duplication of work. Estimates are prepared and checked by no less than four grades of officers, *vis.*, the Sub-Divisional Officer, the Executive Engineer, the Superintending Engineer and the Chief Engineer, and drafting establishments are maintained in the offices of the three latter officers. This seems unnecessary and expensive. It seems to us that the preparation of estimates should be undertaken in only two offices, that of simple estimates in the office of the Sub-Divisional Officer or the Executive Engineer, that of more elaborate estimates in the Chief Engineer's office. The Chief Engineer agreed with us that this work could well be concentrated in the offices of Superintending Engineers, but he was against centralizing it in his own office, the argument advanced by him being that he would not have time to give attention to this work, whereas a Superintending Engineer could go to the spot and examine local conditions. We are of opinion that the argument is met by our proposal to attach Deputy Chief Engineers to the office of the Chief Engineer. The Deputies would help the Chief Engineer in this work and could, if necessary, examine local conditions on the spot. We recommend that our suggestion should be adopted. Incidentally, we observe that the class of work and its engineering difficulties, rather than its cost, should be the test for the submission of estimates for technical sanction. It appears to us that the present arrangement under which the submission of an estimate to higher authorities is determined by the cost of the work is an arbitrary one and is no real index to the professional skill involved in its preparation. We are of opinion that Government should consider if it is not possible to discard the present monetary basis.

143. We think that the supervising and inspecting establishment is unnecessarily elaborate and expensive. The current year's Public Works Department budget excluding contributions and tools and plant stands at Rs. 63,95,100 out of which Rs. 16,66,700 is appropriated by establishment charges. The cost of Superintending Engineers and their offices is Rs. 2,17,019 or 13 per cent of the total establishment charges. We have it in evidence that the Executive Engineer in charge of an ordinary division is really an inspecting, supervising and controlling officer rather than an Executive Officer. Although the division is usually considered the executive unit of the department and the Executive Engineer is theoretically responsible for the execution and management of all works in his division, in practice the Sub-Divisional Officer actually arranges the details of the works, takes measurements, prepares running and final bills and disburses

payments. We have also been told that he prepares a large number of estimates. The Executive Engineer is rarely in direct charge of a work and it was admitted before us that, in the actual carrying out of works, he is largely a superintending officer. The proposals that we have made in the preceding paragraph regarding the devolution of powers to Executive Engineers would reduce the work of the Superintending Engineer. The supervision of an officer of the rank of Superintending Engineer should only be necessary in the case of complicated projects involving much technical difficulty. In the light of all these considerations, we think that some of the supervision exercised by the Superintending Engineer could be relaxed without any loss of efficiency, and that the necessary supervision and control could be managed by one or at the most two officers of the rank of Superintending Engineer. In this connection we invite attention to our suggestion that the control of the Roads and Buildings and of the Irrigation branches should be combined under one Chief Engineer. We propose that the Superintending Engineers, whom we would call Deputy Chief Engineers should have their head-quarters at Nagpur and be attached to the office of the Chief Engineer, there by saving the cost of the separate offices which the present arrangement of separate Circles entail. They would assist the Chief Engineer in inspecting and controlling the work of Executive Engineers. The Chief Engineer objected to our proposal on the ground that Deputy Chief Engineers stationed at Nagpur would not be able to have local touch with the public or with the officers of other Departments. He, however, admitted that, even under the present arrangement, it was not possible for a Superintending Engineer to have intimate local knowledge of his Circle unless he had been in the Circle previously or remained there for three to four years. We consider that it is the Executive Engineer rather than the Superintending Engineer or the Deputy Chief Engineer who should be in close touch with the officers of other Departments and have local knowledge of the conditions of his charge. The duty of the Superintending Engineer or of the Deputy Chief Engineer is to supervise, control and inspect the work of the Executive Engineers in his charge. We have ascertained that the arrangement of Deputy Chief Engineers with their head-quarters at the same place as the Chief Engineer is in force in the Bengal-Nagpur and the Great Indian Peninsula Railways whose engineering departments are in no way less important than that of the Central Provinces, and we have no reason to believe that this arrangement is any way less efficient than the existing organization of the provincial public works department, while it would certainly be less expensive. We, therefore, recommend that our proposals should be given effect to.

144. The expenditure on works in the current year is estimated at Rs. 47,28,400 and that on establishment at Rs. 16,66,700. The percentage of establishment charges to outlay on works is 35 per cent. During the three years 1911-12 to 1913-14 the average expenditure on works was Rs. 58,78,718 and the establishment charges stood at Rs. 10,05,844, the percentage of expenditure on all establishments to total outlay being 17 per cent. It will be noticed that, while the expenditure on works has decreased by Rs. 11½ lakhs, that on establishment has increased by about Rs. 6 lakhs. A partial explanation of the increase is that since 1913-14 the department has been reorganized and the pay scales revised. On the other hand, it has to be noted that the wages of labour and the prices of materials have risen by at least 30 per cent during the last seven or eight years, so that the value of work represented by an expenditure of Rs. 47 lakhs in the current year is equivalent to that represented by an expenditure of Rs. 36 lakhs in the year 1913-14. Viewed in this light, the establishment charges have increased in even greater proportion than the figures quoted at the beginning of the paragraph would indicate. It has been admitted that the present executive staff is capable of doing more construction work than the department has on hand at present. We, therefore, conclude that the staff is much in excess of present requirements. Comparing the expenditure on executive staff with that on works, we very much doubt if the present large and expensive establishment would be necessary even if the construction programme were extended. We were told by Mr. Dube, Superintending Engineer, that the executive establishment should not cost more than 14 per cent of the outlay on works. It may be that this figure is an under estimate, but in the interests of the provincial finances we cannot contemplate with equanimity the fact that the expenditure on establishment is estimated in the current year at as much as 35 per cent of the outlay on works. In the light of these several considerations, we make the following proposals.

145. The number of divisions has recently been reduced from 12 to 10, but we think that there is room for further reduction. In our opinion, there should be one Executive Engineer in charge of two large or three small districts. It is admitted that the work done by the Department is normally of an ordinary description, not involving much technical difficulty, and that important works requiring professional skill of a high order are comparatively few. It should therefore be possible to trust most of the work to the professional skill of the officers of the Provincial Service. This being so, the cadre of Executive Engineers could we think be safely reduced to 9, and we

recommend that this question should be examined. Judging from the expenditure on establishment, it appears to us that the staff of Sub-Divisional Officers and probably of overseers and sub-overseers is also greater than what is necessary. We think that, if the transfer of Public Works to local bodies is deferred, steps should be taken at once to reduce the establishment where possible. As there is a considerable number of temporary officers of various grades, any reduction of staff that may be possible can conveniently be effected by terminating these temporary appointments.

146. We understand that the Public Works Department Workshop at Nagpur is working at a loss. We examined Mr. Greenhalgh, Superintendent of the Government School of Engineering, regarding the advisability of placing the workshop under the Engineering School. He considered that the suggestion was a feasible one and that he could take over the control of the workshop. We accordingly recommend that the workshop should be placed under the Engineering School. This would result in some saving in supervising staff. The Department should make full use of the facilities afforded by the workshop.

147. We find that the Public Works Budget for the current year includes a sum of nearly 13 lakhs for expenditure on new buildings of all kinds. We examined the Chief Secretary regarding some of these buildings and we are satisfied that many of them are not of an urgent nature and might be deferred until the financial position is easier. Moreover, the recommendations we have made for the reduction of establishments in the various departments will, if accepted, considerably reduce the strain on the existing accommodation in many Government buildings, and in these circumstances it would be unwise to embark on the extension of existing buildings or the construction of new ones, until it is seen how far the existing building accommodation is adequate. In these circumstances we are of opinion that the programme of construction of buildings can, without detriment to administrative convenience and with due regard to the necessity of completing all works in progress, be reduced from 13 lakhs to 8 lakhs by the elimination of all new works which are not absolutely essential. In future no new buildings should be taken up except those which are absolutely indispensable.

148. In our opinion, there is nothing rendering it necessary to employ European officers for this Department provided suitable Indian officers are available, and the whole of the Indian Service of Engineers can be provincialized. European officers when required can be obtained on special terms and not on a cadre

basis. It may be necessary to recruit officers for this Department from other provinces, but we see no objection to this. The existing scale of pay appears to us to be excessive in the case of Indian recruits. We recommend that the pay of the proposed Provincial service should be Rs. 250—20—750 with a selection grade on Rs. 900—100—1,200 for officers selected as Executive Engineers. The pay of an Indian Chief Engineer and Deputy Chief Engineer should be Rs. 1,600—100—2,000 and Rs. 1,200—100—1,500.

149. We observe that a technical allowance of Rs. 75 per month is given to officers of the Indian Service of Engineers who have received their training in England and have been appointed in England. So far as we can see, this amounts to increasing the overseas pay by Rs. 75, and we have not been furnished with any information on which it is justified. We consider that it should be abolished in the case of all future recruitment.

150. In view of the fact that the pay of Chief Engineer is special pay attached to his appointment as Chief Engineer, we are unable to see any justification for the grant of a duty allowance to him on account of his working as Secretary to Government, and we consider that the allowance should be withdrawn.

151. As stated above, we are in favour of the transfer of all roads to local bodies. Under this scheme, each District Council would employ a District Engineer. Viewed from the importance of their public works, most of the districts in the province will, under the classification suggested in paragraph 17 of the report of the Public Works Department Reorganization Committee, probably be either second or third class districts. This being so, subject to the maintenance of the rights of those officers of Government whose services are to be transferred to local bodies, we see no reason why District Engineers should not be officers of the same class and draw more or less the same scale of pay as those of the existing Central Provinces Service of Engineers. In the event of the transfer, Government would have to maintain an inspecting agency to supervise the work of the public works staff of the local bodies and to safeguard the interests of Government. These officers will be termed Inspectors of Works, under the Public Works Department Committee scheme. We understand that it is proposed to appoint five such officers of the rank of Superintending Engineer. We are not in a position to make any definite recommendation regarding the number of Inspectors of Works, but we are not satisfied that it is necessary to employ officers of the rank of Superintending Engineer on this duty. The Public

Works Department Re-organization Committee contemplated the employment of senior Executive Engineers as Inspectors of Works, and we consider that officers of the status and pay of Executive Engineers should be capable of carrying out the necessary supervision.

152. When the transfer of roads to the Local Bodies is effected, there will still remain possibly a few roads which it may be decided to reserve, as well as the Government buildings, for which it will be necessary for the State Engineering Department to provide. We think that it will certainly be necessary to retain a separate sub-division to look after the buildings at the headquarters of the province. As regards other districts, the Chief Engineer, Irrigation, admitted that in the districts where there is an Irrigation staff, the Irrigation staff could be placed in charge of Government works not transferred to the local bodies. In districts where there is no Irrigation staff, Government would either have to employ a separate staff of executive subordinates to make some arrangement with the local bodies for maintenance and execution of such works. We contemplate that any separate staff that might be engaged would be supervised by the proposed Inspectors of Works. When the transfer is complete, there will clearly be no necessity of having two Chief Engineers, one for Irrigation, and one for Roads and Buildings, and the Chief Engineer, Irrigation, should be able to combine charge of both departments, though he might possibly require a Personal Assistant or Deputy to help him in the work of the Roads and Buildings Branch and in controlling the inspection of works. Some of us are of opinion that even if the transfer is deferred, the expenditure on roads and buildings and irrigation does not justify the existence of two Chief Engineers and that the possibility of combining the control of Roads and Buildings and Irrigation in one officer should be at once examined in the light of the work to be done and the comparative heaviness of the work in other Provinces.

153. in connection with the proposed transfer of public works to local bodies, we were given to understand that there is considerable reluctance amongst Government officers to accept service under local bodies. We recognise that an officer who entered Government service cannot be compelled to accept service under local bodies. At the same time, we observe that no less than six Assistant Executive Engineers have been recruited into the Indian Service of Engineers since the time when the report of the Public Works Department Re-organization Committee was published and the possibility of the transfer of public works to

local bodies became known. We presume that these officers must have been made aware before they were recruited of the probable change in the organization of the Department, and we think that they should be expected to accept service under local bodies. Other officers in the Department who are unwilling to serve local bodies might be provided for in the Irrigation Branch where there is, we are bold, a large number of temporary engineers.

(2) *Irrigation.*

154. We propose to deal with the Irrigation Department very briefly, as the general arguments for the conclusions at which we have arrived will be found in the Section on the Roads and Buildings Branch of the Public Works Department.

155. In our opinion, there should be considerable devolution of powers to the Executive Engineers. This would relieve Superintending Engineers of some of the work they do at present. The Chief Engineer admitted that the Executive Engineer in charge of a Maintenance Division is really a supervising and controlling officer rather than an executive officer. This, of course, does not apply to Executive Engineers placed in immediate charge of large works under construction. On the figures supplied to us by the Chief Engineer, we cannot see that the work involved by the irrigation works at present in existence or now under construction could justify more than two Superintending Engineers. We therefore recommend that the number of circles should be reduced from three to two. This recommendation has no reference to the special construction circles. We also recommend, for the reasons given in the Section dealing with Roads and Buildings, that circles with separate headquarters should be abolished and that in place of Superintending Engineers, Deputy Chief Engineers, with their headquarters at Nagpur, should be attached to the office of the Chief Engineer. These Deputies would assist the Chief Engineer in inspecting and controlling the work of Executive Engineers. The Chief Engineer was of opinion that our proposed arrangement would be less efficient than the present arrangement and that Deputy Chief Engineers would not feel the same responsibility for their work as Superintending Engineers do. We do not subscribe to this view. In our opinion, the position of the Deputy Chief Engineer is not in any way less responsible than that of the Superintending Engineer, and there is no reason why an officer should not work as wholeheartedly as Deputy Chief Engineer as he would do as Superintending Engineer. We recommend that our proposals should be adopted. We also consider that, for reasons given elsewhere, the designing and

estimating of all important works should be concentrated in the central office at Nagpur.

156. The Chief Engineer told us that the future position in regard to the maintenance of irrigation works was not clear enough to enable him to say whether the existing organization of divisions and sub-divisions was adequate, inadequate or excessive. We feel that, in the present indeterminate state of irrigation in the province, it is impossible for us to make any suggestions for the future strength of cadres which are at present partly employed on construction and partly on maintenance.

157. We have elsewhere considered in detail what the organization of the Public Works Department, both Irrigation and Buildings and Roads, should be when the transfer to local bodies is effected, and it is unnecessary for us to deal with it again.

158. The whole of the Indian Service of Engineers can be provincialised. The engagement of Europeans will probably be necessary for some time to come while construction is going on, but we think that new European recruits when required should be engaged on special contracts with special rates of pay rather than recruited for an organized service. The scales of pay for the several grades of Indian officers recruited into the proposed Provincial Service should be the same as that suggested by us in the case of the officers of the Roads and Buildings Branch.

159. For reasons given by us elsewhere, the technical allowance of officers of the Indian Service of Engineers should be abolished in the case of all future recruitment. The duty allowance given to the Chief Engineer, Irrigation, for working as Secretary to Government should also be abolished.

160. Finally, we wish to invite attention to the remarks made in paragraph 17, regarding the financing of all irrigation works by loans.

CHAPTER IV.

SUMMARY OF CONCLUSIONS.

161. Our recommendations in the preceding Chapters are summarised as below:—

General.—(1) The contribution to the Famine Fund to be reduced by Rs. 9 lakhs in the current year and by Rs. 6 lakhs in the normal budget. (Paragraph 16.)

(2) Development projects to be financed by loans instead of from current revenue. (Paragraph 17.)

(3) Waiving of the recovery by the Central Government of a sum of about Rs. 7 lakhs as interest on expenditure incurred from Imperial Revenues before 1921 on protective irrigation works. (Paragraph 18.)

(4) The All-India Services to be confined to the recruitment of Europeans in England, Indians, so far as possible, being recruited on a provincial basis. In services which are to be completely provincialised, European officers, when required, to be obtained on special contracts. (Paragraph 32.)

(5) Revision of the lists of duty and other allowances in all departments. (Paragraph 35.)

(6) Abolition of the dear district allowance except in certain limited localities and merging of the special high prices allowances into substantive pay in certain cases and their withdrawal in other cases. (Paragraph 36.)

(7) Payment of actual expenses chargeable to contingencies instead of travelling allowance for all kinds of touring. (Paragraph 37.)

Legislature.—(8) The post of the President of the Legislative Council to be honorary, subject to the provision of an honorarium not exceeding Rs. 10,000 per annum in case of necessity arising. (Paragraph 38.)

(9) The post of Deputy President to be honorary. (Paragraph 39.)

(10) The travelling allowance of the members of the Council to be restricted to a single first class and one third class fare for journeys by rail and halting allowance of Rs. 7-8-0 per diem. (Paragraph 40.)

Provincial Government.—(11) Reduction of the pay of the members of the Executive Council. (Paragraph 42.)

General Administration—Secretariat.—(12) Heads of Departments to become Secretaries to Government, thereby saving the cost of separate office establishment in the Secretariat. (Paragraph 43.)

(13) Creation of the post of Development Commissioner with administrative control of the Forest, Agriculture, Veterinary, Industries and Co-operative Credit Departments and to work as Secretary in those Departments. (Paragraph 43.)

(14) Abolition of the posts of Revenue Secretary and Under Secretary in the Revenue Department. (Paragraphs 44 and 45.)

(15) The Registrar to be retained only if he can supervise the departmental offices as well as the Secretariat proper. (Paragraph 46.)

(16) Reduction in the expenditure on stationery and printing (Paragraph 48.)

Controlling and Administrative Officers.—(17) The abolition of the five Divisional Commissioners and the appointment of two Financial Commissioners who should work as the head of the Revenue and District Administrative Department and as Secretaries to Government in that Department. (Paragraph 50.)

District Administration—(18) Elimination of the Sub-Divisional Officer and the delegation to the Tahsildar of most of the powers at present exercised by the Sub-Divisional Officer. (Paragraph 53.)

(19) The Subordinate Executive Service to be raised to the status of a Provincial Service of the second division and the improvement of its pay. (Paragraph 54.)

(20) The half of the cadre of the executive branch of the Indian Civil Service, which is under the present arrangements to be ultimately recruited from Indians, to be provincialised and merged in the existing Provincial Service as soon as possible with due regard to the rights of existing officers' service. (Paragraph 56.)

(21) Abolition of the select grade in the Provincial Executive Service. (Paragraph 57.)

(22) Reduction in the pay scale of the Provincial Executive Service. (Paragraph 57.)

(23) Reduction in the number of districts by six, and the abolition of four tahsils. (Paragraph 58.)

Settlements and Land Records.—(24) The Settlement Commissioner to work as Secretary to Government. (Paragraph 60.)

(25) Various suggestions for simplifying the revenue settlement procedure and reducing the time and cost of revenue settlements by delegation of greater powers from Government to the Settlement Commissioner and from the Settlement Commissioner to the Settlement Officer and by relaxing the present rule which requires the Settlement Officer to inspect every village in detail. (Paragraph 62.)

(26) If executive and judicial functions are separated, posts of Superintendents and Assistant Superintendents of Land Records to be abolished and their work done by Tahsildars, eight Deputy Directors being appointed to inspect the land records work of the Tahsildars. (Paragraph 63.)

(27) The question of reducing the number of patwaris to be examined. (Paragraph 64.)

(28) Sub-Registrars to take over the revenue record work done by kanungoes, wherever this is possible. (Paragraph 65.)

Forests.—(29) The administrative control of the Forest Department to vest in the Development Commissioner and the post of Chief Conservator of Forests to be abolished. (Paragraph 67.)

(30) The three Conservators to have their head-quarters at Nagpur and to act as a Board of Forest Advisers to the Development Commissioner and to the Government. (Paragraph 68.)

(31) Ultimate provincialisation of the All-India Forest Service, but till this can be effected, Indian recruitment to the Forest Service to be effected on a provincial basis, selected junior officers of the Provincial Service being sent for a course of training similar to that prescribed for the All-India Service, and afterwards being admitted to the Indian Forest Service. (Paragraph 69.)

(32) The pay of Indians in the Imperial Forest Service to be Rs. 300 rising to Rs. 900, and that of an Indian Conservator to be Rs. 1,500 rising to Rs. 1,800. (Paragraph 70.)

(33) The existing pay of the Provincial Forest Service being inadequate should be raised to a scale of Rs. 250—25—750; a Provincial Service officer holding charge of a Division to get a minimum of Rs. 500 per month. (Paragraph 71.)

(34) Improvement of the pay of the Subordinate Forest Service. (Paragraph 72.)

(35) The fixed travelling allowance given to Conservators to be abolished. (Paragraph 73.)

(36) Abolition of certain allowances in the Forest Department. (Paragraph 73.)

Excise.—(37) The Excise Commissioner to work as Secretary to Government. (Paragraph 75.)

(38) Steps to be taken to train an officer of the rank of District Excise Officer for the post of Distillery Expert. (Paragraph 76.)

Judicial.—(39) Decentralisation of administrative powers in the Judicial Department in order to relieve the Judicial Commissioner. Certain readjustments of the appellate jurisdiction in certain cases, calculated to reduce the work of the Judicial Commissioner's Court. (Paragraph 78.)

(40) The post of Deputy Registrar to be abolished and his place to be taken by a Clerk of Court drawn from the ministerial rank. (Paragraph 79.)

(41) The duty allowance of the Registrar to be fixed at Rs. 150 per month. (Paragraph 79.)

(42) The distinction between Munsiffs and Subordinate Judges to be abolished and powers to be conferred on members of the joint cadre according to their experience. (Paragraph 80.)

(43) Small-Cause Court powers to be freely conferred on officers with five years' experience and certain territorial readjustments of the jurisdiction of courts to be made with a view to reduce the cadre of Judges. (Paragraph 80.)

(44) Combination of record rooms and offices of Small Cause Courts at district head-quarters with those of the offices of District Judges' Courts. (Paragraph 81.)

(45) The provincial cadre of the Indian Civil Service, Judicial Branch, to be reduced, two posts of High Court Judges and four posts of District and Sessions Judges being reserved for the Indian Civil Service, the remaining posts to be provincialised. (Paragraph 82.)

(46) Reduction of the pay of the Judicial Commissioner to Rs. 3,000 and the Additional Judicial Commissioners' pay to Rs. 2,500 rising to Rs. 2,750. (Paragraph 83.)

(47) Abolition of the judicial allowance now given to District and Sessions Judges. (Paragraph 84.)

(48) The pay of an Indian District and Sessions Judge of the proposed provincial service to be Rs. 1,000—100—1,500. The existing selection grade in the Provincial Judicial Service to be abolished. The pay of the Provincial Judicial Service to be Rs. 200 (officiating), Rs. 250 (on confirmation) 25—400—25—600—40—800. (Paragraphs 85 and 86.)

Law officers.—(49) The total remuneration of the Government Advocate, including his retainer, case fees and allowance for contingencies, to be fixed at a sum not exceeding Rs. 25,000 per annum. (Paragraph 87.)

Jails.—(50) The Inspector-General of Prisons to work as Secretary to Government. (Paragraph 88.)

(51) The Inspector-General of Prisons to get ordinary grade pay supplemented by a duty allowance, and the appointment to be confined to an officer of the rank of Major or Junior Colonel. (Paragraph 89.)

(52) None of the recommendations of the Jails Committee which involve additional expenditure to be given effect to at present. (Paragraph 90.)

Police.—(53) The Inspector-General of Police to work as Secretary to Government. (Paragraph 91.)

(54) One Range Deputy Inspector-General to be abolished. (Paragraph 92.)

(55) The second Assistant to the Deputy Inspector-General in the Criminal Investigation Department to be abolished. (Paragraph 93.)

(56) The number of Assistants (including Assistant Superintendents of Police and Deputy Superintendents) required for duty to be fixed at 22. The sub-divisional system, under which there are gazetted police officers at Khamgaon, Ellichpur and Basim, to be abolished. (Paragraph 94.)

(57) The reduction of the number of Circle Inspectors by about 25. (Paragraph 95.)

(58) Fifty per cent of superior posts to be provincialised as soon as possible with due regard to the rights of existing officers, the scale of pay for Indians so recruited being Rs. 200 while on probation and thereafter Rs. 250 rising to Rs. 800 for the inferior posts of Assistant Superintendents and Rs. 500 rising to Rs. 1,350 for the superior scale of Superintendents. The pay of an Indian

Deputy Inspector-General and Inspector-General to be Rs. 1,500-100—1,800 and Rs. 2,000—100—2,400 respectively. (Paragraphs 96 and 97.)

(59) Abolition of certain allowances in the Police Department. (Paragraph 98.)

Education.—(60) The transfer of the inspection of elementary vernacular schools to local bodies and the disappearance of the service of Government Deputy Inspectors. The State to employ one Provincial Service Government Inspector for every two or three districts. There should be three Deputy Directors of the Provincial Service attached to the office of the Director of Public Instruction with their head-quarters at Nagpur. (Paragraph 101.)

(61) The reduction of the staff and the number and value of graduate and undergraduate stipends in the Training College, Jubbulpore. (Paragraph 103.)

(62) The cost of practising schools to be reduced by abolishing the upper two classes. (Paragraph 104.)

(63) No separate Urdu Class to continue in an Anglo-Vernacular School unless the number of Mahomedan boys is 10 or more, and no separate Mahomedan Anglo-Urdu School to continue unless the number of boys is 60 or over. Government should not start in future institutions like the Mahomedan High School at Amraoti, but should give only a grant-in-aid of private institutions. (Paragraph 105.)

(64) Government to reduce its educational grants to local bodies to a sum not exceeding one half of their total expenditure on education. (Paragraph 106.)

(65) Some reduction in the strength of the Collegiate staff by the concentration of subjects in certain Colleges. (Paragraph 107.)

(66) As soon as the Amraoti College is opened, the question of converting the Morris College into a Science College to be examined. (Paragraph 108.)

(67) The Indian Educational Service to be completely provincialised. In the administrative and inspecting branch there should be three divisions of the Provincial Service, the pay scale to be Rs. 500—30—800 for the upper and Rs. 200—20—500 for the lower division. The posts of Deputy Directors to form a select division on a pay of Rs. 900—100—1,200. The cadre for the Collegiate branch to be organised in two divisions, an ordinary division on a pay scale of Rs. 250 rising to Rs. 1,000,

Principals of Colleges forming a select grade on Rs. 1,100—1,200—1,500. Principals not to receive any allowance. The pay of an Indian Director of Public Instruction to be Rs. 1,500—1,800—2,000. (Paragraphs 109 and 110.)

(68) Certain suggestions regarding the simplification of work to be examined. (Paragraph 111.)

Medical and Public Health.—(69) The Inspector-General of Civil Hospitals to work as Joint Secretary to Government in the Medical and Public Health Departments. (Paragraph 112.)

(70) Government to undertake entire financial responsibility for the hospitals at Nagpur, Jubbulpore and Amraoti; the hospitals at other district head-quarters to be run on the existing lines; outlying dispensaries to be handed over to the local bodies. (Paragraphs 114 and 115.)

(71) Combination of police hospitals with civil hospitals, wherever this is possible. (Paragraph 116.)

(72) Abolition of stipends at the Robertson Medical School except for special cases. (Paragraph 117.)

(73) More Civil Assistant Surgeons to be appointed as Civil Surgeons within the limits permissible under the existing regulations. (Paragraph 118.)

(74) Abolition of certain allowances in the Medical Department. (Paragraph 120.)

(75) The post of Director of Public Health to be combined with that of Inspector-General of Civil Hospitals, the latter being given a Deputy for health work. Some qualification in Public Health to be laid down as a condition for appointment to the post of Inspector-General of Civil Hospitals. (Paragraph 121.)

Agriculture.—(76) The abolition of the post of Director of Agriculture, the Development Commissioner taking over administrative charge of the department and working as Secretary to Government in the Agricultural and other departments under him. (Paragraph 123.)

(77) Reduction of the experimental farms to six; the Nagpur farm to be looked after by the Principal, Agricultural College, and the remaining five farms to be under five Deputy or Assistant Directors of Agriculture. (Paragraph 124.)

(78) The abolition of non-paying demonstration farms and plots. (Paragraph 125.)

(79) Peripatetic demonstration has not been successful in the past. If it cannot be organised properly, it should be given up. (Paragraph 126.)

(80) Reduction in the number of cattle-breeding farms to one experimental and one demonstration farm in charge of an expert in cattle-breeding. This branch to be regarded as experimental for a period of ten years. (Paragraph 127.)

(81) The Indian Agricultural Service to be completely provincialised with due regard to rights of existing officers, as soon as suitable Indians are available. The higher posts for research and experimental work to form a select division of the Provincial Service. (Paragraph 128.)

(82) The pay of the Provincial Service to remain as it is, but the pay of the select division to be Rs. 900—100—1,200. (Paragraph 128.)

(83) The Nagpur Agricultural College to be developed up to University standards. (Paragraph 127.)

Veterinary.—(84) The administrative control of the Veterinary Department to vest in the Development Commissioner. (Paragraph 130.)

(85) Abolition of the post of Second Superintendent. (Paragraph 131.)

(86) Provincialisation of the post of Superintendent, Veterinary Department, as soon as a suitable Indian is available, on a pay scale of Rs. 900—100—1,200. The pay of the Provincial Service to remain as at present. (Paragraph 131.)

(87) Reduction in the number of Veterinary Inspectors (Paragraph 132.)

Co-operative Credit.—(88) The administrative control of the Co-operative Department to vest in the Development Commissioner. (Paragraph 133.)

(89) Reduction of the staff of the Department to one Registrar, one Deputy Registrar of the Provincial Service and two Circle Officers. (Paragraph 134.)

(90) The Co-operative Credit Department to be completely provincialised. (Paragraph 135.)

Industries.—(91) The administrative control of the Department of Industries to vest in the Development Commissioner. (Paragraph 136.)

(92) Abolition of the post of Leather Expert (Paragraph 137.)

(93) The Department of Industries to be completely provincialised as soon as suitable Indians are available. (Paragraph 138.)

Public Works Department—(i) Buildings and Roads Branch.—(94) Early transfer of the greater part of this branch of administration to local bodies. (Paragraph 140.)

(95) Considerable delegation of technical and administrative powers to Executive Engineers. (Paragraph 141.)

(96) The preparation of estimates to be undertaken in only two offices, that of simple estimates in the office of the Sub-Divisional Officer or the Executive Engineer, that of more detailed estimates in the Chief Engineer's office. (Paragraph 142.)

(97) Reduction in the number of Superintending Engineers from three to one or two. The two Superintending Engineers, who should be called Deputy Chief Engineers, to be attached to the office of the Chief Engineer at Nagpur. (Paragraph 143.)

(98) Reduction in the number of divisions by one. (Paragraph 145.)

(99) The Public Works Department Workshop at Nagpur to be taken over by the Superintendent of the Workshop attached to the Government School of Engineering. (Paragraph 146.)

(100) Reduction of the building programme for the current and future years. (Paragraph 147.)

(101) The provincial cadre of the Indian Service of Engineers to be provincialised. Indian officers selected as Executive Engineers to be in a selection grade of the provincial service on a pay scale of Rs. 900—100—1,200. Indian Deputy Chief Engineers and Indian Chief Engineers to get Rs. 1,200—100—1,500 and Rs. 1,600—100—2,000, respectively. (Paragraph 148.)

(102) Abolition of the technical allowance in the case of all future recruitment. (Paragraph 149.)

(103) Abolition of the duty allowance of the Chief Engineer for working as Secretary to Government. (Paragraph 150.)

(104) In the event of transfer of roads to the local bodies, the Government officers employed as Inspector of Works to be officers of the rank and pay of Executive Engineers, working under the Chief Engineer. (Paragraph 151.)

(105) The roads and buildings which it is decided not to transfer to local bodies to be looked after by the Irrigation staff, where it exists, but where there is no such staff, a small staff of executive subordinates to be engaged. (Paragraph 152.)

(106) When the transfer takes place, one Chief Engineer only to be retained, with charge of both Roads and Buildings and Irrigation, with a Personal Assistant or Deputy to help him in the work of the Roads and Buildings Branch. (Paragraph 153.)

(107) Those officers of the Roads and Buildings Branch who are unwilling to serve under local bodies to be provided for in the Irrigation Branch. (Paragraph 153.)

(ii) Irrigation.—(108) Considerable decentralisation of powers to the Executive Engineers in the Irrigation Branch. (Paragraph 155.)

(109) Reduction in the number of Superintending Engineers from three to two. These two Superintending Engineers should be called Deputy Chief Engineers and be attached to the office of the Chief Engineer at Nagpur. (Paragraph 155.)

(110) The designing and estimating of all important works to be concentrated in the central office at Nagpur. (Paragraph 155.)

(111) The whole of the Imperial Irrigation Service to be provincialised with due regard to the rights of existing officers: Europeans to be engaged, if necessary, on special contracts. (Paragraph 158.)

(112) Abolition of the technical allowance in the case of all future recruitment. (Paragraph 159.)

(113) Abolition of the duty allowance to the Chief Engineer for working as Secretary to Government. (Paragraph 159.)

(114) The carrying out of above proposals will be facilitated by the existence of a considerable number of temporary officers in both branches, whose services can, when necessary, be dispensed with after due notice. (Paragraphs 145 and 153.)

162. The financial effect of our proposals is set out in Appendix G. It will be observed that the total savings have been distributed in the abstract statement between immediate and ultimate, and further distinguished according to the method in which they can be secured, that is, by account adjustments or by actual reduction of expenditure on activities or by retrenchment in the administrative machinery. The greater part of the latter class of retrenchment comes in the category of ultimate, but a not inconsiderable portion of the ultimate savings should be capable of early realisation, within a year or so, by reduction in the recruitment of all establishments and by transfer of the surplus officials in those establishments which are to come under retrenchment to others which are to continue in existence.

K. V. BRAHMA.*

R. V. MAHAJANI.*

G. P. JAISWAL.*

M. R. DIXIT.*

R. R. JAYAVANT.*

T. RATAN SINGH.*

F. S. A. SLOCOCK.†

JUBBULPORE: }

The 4th October 1922. }

* Subject to minutes of dissent.

† Subject to minutes of dissent and a general note.

NOTES OF DISSENT.

NOTE OF DISSENT BY THE CHAIRMAN AND Mr. DIXIT ON PARAGRAPH 42.

We regret that we cannot follow our colleagues in their decision not to recommend any diminution in the strength of the Provincial Government. In our provisional suggestions we included the reduction of the Government by one member through the abolition of the second Member of Council. Evidence was given before us to show that the work which falls to the second Member of Council and to one of the ministers is extremely light and that the work of these two members of the Government if combined would not be more than enough to occupy the time of one. Evidence was also given to show that while the work which falls to the share of the Finance Member who is an official is very heavy, yet as much of it is administrative work which used formerly to be done by the Financial Commissioner, requires considerable administrative experience and can only be done by an official, it is difficult if not impossible for the non-official member of Council to relieve him of any of it; and it is on this consideration among others that we have proposed the creation of a Provincial Controlling Revenue authority in place of the present five Divisional Commissioners. Evidence was also laid before us to show that, as a matter of practice, when the Government has to consider the more important cases, whether they fall in the reserved or in the transferred side, the Government sits as a united cabinet of Members of Council and Ministers. This practice is in accordance with the expectations of the Joint Committee and is therefore in no way opposed to the principles of the Reform Scheme, and it has the effect of ensuring that the view of non-official Indians and of the Legislative Council are fully represented in reserved as well as in transferred subjects before the Government arrives at a decision. It is true that the Ministers do not possess a vote in the decision on a reserved subject, but it is hardly possible that a decision could be arrived at by the Governor in Council on a reserved case against the strong opposition of the Ministers, except for very special reasons such as would justify the Governor in overruling his Council. In these circumstances the facts placed before us hardly seem to justify the retention of two Members of Council as well as two Ministers in the Government. There are we admit political reasons rendering it undesirable to reduce the number of Ministers, and therefore it appears that if any reduction is to be made in the strength of the Government it should take the form of abolishing the second Member of Council. When the finances of the Province are so straitened as to necessitate retrenchment at all costs it seems to us that we are mistaken in not recommending this one which

would save the province over half a lakh of rupees. On the other hand, it may be felt that it would be undesirable to leave the Executive Council without a voting representative of the Indian non-official view, and to get over this objection, we would suggest that one of the Ministers might well be appointed as Member of the Executive Council in addition to his own duties as Minister. It might be objected that a Minister who is responsible to the Legislative Council cannot properly be appointed a Member of the Council which is responsible to the Secretary of State. This does not seem to us a very strong objection. Many of the Secretaries and Heads of Departments are working both in reserved and transferred branches, and if the mixture of functions and responsibilities is found possible in the case of such officials, we cannot see why it should not also be possible in the case of a Member of the Executive Council. Moreover the combination would, it seems to us, provide a very salutary link between the executive Government on the reserved side and the legislature, which is under the present arrangement lacking. In these circumstances we dissent from our colleagues on this point and advocate the reduction of the strength of the Government by the second Member of Council as was suggested in the provisional proposals drafted by the Committee.

**NOTE OF DISSENT BY Rao Bahadur
BRAHMA AND Rao Saheb MAHAJANI.**

With the advent of Reforms, the Government of this province is entrusted to four officers besides the Governor instead of one in pre-Reform days. We have now the Governor, two Executive Councillors and two Ministers, and with the salary of Ministers at Rs. 3,000 each, the cost of Executive Government of the province is Rs. 20,000 a month. The Chief Commissioner and the Financial Commissioner in pre-Reform days used to cost about Rs. 9,000 a month. We are not prepared to accept as some of our colleagues seem to do that the work of administration cannot be effectively done by these five administrators. There is evidence that the Finance Member is heavily worked and that the Home Member is not. In our opinion, with a redistribution of portfolios it is possible for the two Executive Councillors to dispose of the work of reserved subjects and for the two Ministers to deal with the work of the transferred and something more. It is supposed that the work of the Revenue Member is of a kind which requires executive and administrative experience. But this is true of every administrator, and we do not imagine how any member of Government can get on without such experience. But such experience can be gathered not necessarily through service. We have the

example of nearly all the advanced countries where Ministers are chosen from among the people outside the permanent service, and we are certain no Governor in the Central Provinces will choose men to act as Councillors and Ministers who are not fitted to carry on their duties. The province welcomed the Reforms and did so with the conviction that men of the requisite knowledge and experience can be found to carry on government in an efficient manner. The Ministers and one of the Executive Councillors who are drawn from the non-official world would certainly be men of vast experience gathered from an actual every-day contact with the people and possess a fresh outlook of life which is an additional advantage. We do not therefore agree that the work of the Revenue and Finance Member cannot be entrusted to any of his colleagues and that it is necessary to appoint another officer to relieve him. To subscribe to this view is to regard that the two Ministers and the other Executive Councillors are mere political ornaments put on for satisfying a political sentiment. With the necessary devolution of powers to the Deputy Commissioners and a proper distribution of portfolios, one officer of the rank of the Commissioner should suffice to do the Revenue Judicial work which is done by the five Commissioners. The rest of the work done by the Commissioners should be shared by the four Members of the Government and this additional officer. We do not see the necessity of two Financial Commissioners and an Under Secretary for them. In our opinion the Settlement Commissioner should remain a separate officer and of the rank of the Deputy Commissioner as at present.

2. Our colleagues think that the pay of an Indian District Officer should range from Rs. 1,100 to Rs. 1,600 while that of a District Judge should be from Rs. 1,000 to Rs. 1,500. We were not impressed with the arguments to fix the pay of a District Officer higher than that of the District Judge and in our opinion the pay of both these officers should be the same, *vis.*, Rs. 1,100—1,600.

3. In the Judicial Department Indians have proved their merit, and if there is any sphere in which Indianization of services should be completed, we maintain it is in the department of administration of justice. This is recognised by Government in a large measure, and in our opinion time is now ripe when this should be accomplished without delay. As a practical step for immediate future, we should suggest only one post in the Judicial Commissioner's Court and two posts in the District and Sessions Judges' cadre should be reserved for the I.C.S. and the rest of the Judicial service should be provincialized. Two posts in the Court of the Judicial Commissioner and at least four in the cadre of the District and Sessions Judges should be filled by direct recruitment from amongst legal practitioners of proved merit and ability.

4. In matters educational we find that there is no justification for maintaining the Training College at Jubbulpore as a separate institution by itself. The Training College may be attached either to the Jubbulpore Arts College or any other Government Institution and may continue as a separate branch on the scale put forward by Mr. Macnee. This will save the Administration the pay of the Principal and cost of a separate office.

NOTE BY Mr. DIXIT.

I agree with Rao Bahadur Bramha's conclusion only in case the note by my colleague Mr. Slocock and myself on the subject of only one Executive Councillor and not two is not accepted. In case it is accepted, then I do not agree with this. So my support to this dissent note of Rao Bahadur Bramha is not for the reasons stated in Rao Bahadur Bramha's note of dissent but on the condition mentioned above and on that condition alone.

NOTE OF DISSENT BY Mr. JAYAVANT, THAKUR RATAN SINGH AND THE CHAIRMAN. ON PARAGRAPHS 42 AND 83.

We disagree with the view of the majority about the question of the pay of the Additional Judicial Commissioners, the Judicial Commissioners and the Executive Councillors. We treat this as one question for obvious reasons. No reasons have been assigned for the change. Our reasons for the retention of the present salaries are chiefly these:—

1. The Additional Judicial Commissioner may be a member of the Indian Civil Service, and some of District and Sessions Judges at present get over Rs. 2,500. Therefore a consolidated pay of Rs. 2,500 to Rs. 2,750 does not mean promotion to one of them. The Additional Judicial Commissioner has further to reside at Nagpur and the work is much more strenuous. Moreover, to the Indian Civil Service in the Judicial line, these posts correspond to the posts of Commissioners in the Executive. There is no proposal to reduce the pay of these posts, and there is no reason why the Indian Civil Service who choose the Judicial line should not expect the same salary as their colleagues on the Executive side.

2. The Additional Judicial Commissioner may be a member of the Bar, Indian or European. It is conceded by the advocates of the reduced salary that even the present scale of pay means a sacrifice to the busy professional at the top, but the dignity of the post, they hope, would be a sufficient attraction for even the best. This is somewhat doubtful and in any case there should be no undue strain put upon a really good man, the pecuniary sacrifice demanded of him should be as small as possible. On

account of the special dignity attached to these posts, no differentiation is proposed in the pay of the incumbent by reason of the method of recruitment. We would therefore not reduce the pay of an Additional Judicial Commissioner.

3. If the Additional Judicial Commissioner's pay is retained at Rs. 3,000 it follows that the Judicial Commissioner's pay cannot be reduced to Rs. 3,000, the difference of Rs. 500 being common to both the scales; and to the Executive Councillor, an officer superior to the Judicial Commissioner an increase of Rs. 500 is not extravagant.

We may add that this result is due to the salaries paid to the Indian Civil Service. If the scale of pay paid to the whole cadre is reduced, it would be possible to reduce the salaries attached to these posts but not otherwise.

R. R. JAYAVANT.

T. RATAN SINGH.

I concur in the note of dissent recorded by Mr. Jayavant and Thakur Ratan Singh, and I go further than they do. In my opinion the salaries allotted to the Judges of the Judicial Commissioner's Court are inadequate, both for the work they are expected to do and for the maintenance of their position, and I consider they should be raised above their present figure as follows:—

	Rs.
Judicial Commissioner ...	4,000
Additional Judicial Commissioners ...	3,500

I also take this opportunity of expressing my opinion that the salaries fixed by the Government of India Act for the Governor and the other members of the Central Provinces Government are inadequate. In my opinion the salary of the Governor should be sufficient to attract suitable gentlemen from English political circles, and it should therefore be raised to an equality with that of the Governors of the other provinces. Similarly, I think that the salaries attached to Members of Council and Ministers are altogether disproportionate to their position. If a province is worth retaining as a Governor's province with all the paraphernalia of a Provincial Government, the salaries attached to the members of its government should be adequate to attract the best candidates and to enable them to maintain their position suitably. If a province cannot afford this, then the question of abolishing it and merging it in other provinces should be considered.

F. S. A. SLOCOCK,

NOTE OF DISSENT ON PARAGRAPH 134, RELATING TO THE CO-OPERATIVE CREDIT-DEPARTMENT.

The sanctioned higher staff of this department is, as shown in paragraph 134, seven full-time officers. The department has, however, been worked by only four full-time and one part-time officers, *vis.* :—

1 Deputy Registrar	... }	Full time.
3 Circle Officers	... }	
1 Registrar	... }	Part time.

In our opinion the stagnation of the Co-operative movement is partly, if not wholly, due to this under-staffing of the department. It has not so far been possible to undertake, on any systematic lines, co-operation in other branches, because the Registrar, who is, it is well known, the only officer in the department with an intimate knowledge of the theory and principles of co-operation, has not been able to devote enough of time to the movement, since the other duties mentioned in the portion of our report relating to industries were entrusted to him.

The proposal which was first put forward by some members who form the majority was the abolition of all the circle officers. This would have meant the practical abolition of the department itself. The modified proposal would involve the creation in the first place of a separate officer for the Industries Department, and therefore, instead of retrenchment, would spell additional expenditure. The reason for the view of the majority does not seem to us to be a good reason for the reduction in the number of circle officers, but rather for the reduction of the number of auditors. Circle officers will, even after the transfer of audit, have to go through audit notes to acquaint themselves with the financial position of societies and submit notes for the Registrar's information. Further, we are of opinion that for the work of a circle officer, an officer of the rank of a Registrar is not necessary and the employment of such an officer on such a duty would be uneconomical if not positively wasteful. A circle officer again has a full day's work, and the proposal would result in the prevention of the Registrar from the performance of his legitimate duties as such Registrar. Already the number of applications for awards and enquiries and liquidations has risen considerably; the movement has to be remodelled and reshaped; and the present incumbent is soon to give place to a new one. In these circumstances, the proposal of the majority is to our minds inopportune, inadvisable and not conducive to the growth or well-being of the movement or of the department.

In our opinion the department requires an increase rather than a decrease in its strength.

R. R. JAYAVANT,
F. S. A. SLOCOCK,
T. RATAN SINGH.

NOTE OF DISSENT BY Mr. JAISWAL.

I am sorry I cannot agree with my learned colleagues on the following points :—

GENERAL ADMINISTRATION:

I am sorry I cannot lend my support to the recommendation that the number of Financial Commissioners be three. I think of having only two, who will also take up the work of the Settlement Commissioner. Besides Settlement Commissioner's work, the main work of these two will be to hear appeals and make inspections.

From the table, on pages 731-32, of the Legislative Council Proceedings, dated 10th August 1921, I find that the average number of appeals disposed of by the Commissioners in the last three years ending in 1919-20 is at the rate of 543. And the average inspection of Courts for these very years is at the rate of 17 for the district courts and 50 for the tahsil courts. The average number of appeals disposed of by the Financial Commissioner for those years is 58 and revisions 59. I think the two Financial Commissioners, on the abolition of Divisional Commissioners, will take up all the appeals which are disposed of by the latter. The appellate work of the Financial Commissioner (now the Revenue Member) will mostly merge in the above appeals. For the purpose of our calculation, I think it will be fair estimate to take 600 per year as the number of appeals before the intended two Financial Commissioners. Much work can be curtailed if the right of appeals in petty cases like lambardari, mukaddami, the appointment of kotwars, mutation, etc., be taken away or the procedure of sanction in *str* transfer cases be simplified by the amendment of revenue law.

It is to be seen how many Judges are necessary for disposal of this appellate work. From the annual reports I find that in 1919 the number of all sorts of appeals disposed of by the Court of the Judicial Commissioners is 1,122 civil and 493 criminal, total 1,615. The number of Judges in the Court then being 3, the average output of appellate work per Judge comes to 505 a year. It cannot be denied that appeals in Judicial Commissioner's Court take more time than they are likely to take before the Financial Commissioner. Taking this fact into consideration it can safely be said that one Financial Commissioner will be able to dispose of the whole amount of appellate work estimated to come to him on the abolition of Divisional Commissioners. It is admitted that the Home-Member is light-worked. It is also expected that he will ever be one well versed in law, since the departments under

his charge will always require a thorough knowledge of law. The present Home Member has already taken up some of the revisional work of the Revenue Member. Such help to the Financial Commissioner can be rendered in future by some such redistribution of work amongst the Home and the Revenue Member. Thus it is feasible that the other Financial Commissioner will get ample time to look to the administrative and settlement work and the inspection of courts in the province. The latter work, as done by the Commissioners at present, is not even once every court every year. In considering this point on the basis of the work in Judicial Commissioner's Court, the fact that a volume of administrative work is done by the Judicial Commissioner has not to be lost sight of.

THE DISTRICT ADMINISTRATION.

The scale of pay suggested in paragraph 57 for the District Officers, in my opinion, should not be more than that for the District and Sessions Judge in paragraph 85, *i.e.*, 1,000—1,500. The pay of the Indian Commissioner be not more than 1,800—2,200. The District Officer and District Judge are officers of equal status and responsibility.

SETTLEMENT.

In paragraph 62 of the report I would like to suggest that some economy can be possible if the period of settlement in Central Provinces be increased to 35 or at least to 30 years. As to the necessity of having at least 30 years' settlement, I beg to draw the attention of the Government to the interesting debate of the old Council at the time when the present Land Revenue Act was receiving its present shape at the hands of the then learned Honourable Members. In my humble opinion, Government be now pleased to fulfil the expectations of the people, inasmuch as the communications are much advanced now than before. The argument against this, that there will be a loss of land revenue, can be met by suggesting that the enhancement of revenue at the fresh settlement can be so regulated as to make up the loss expected to result from such a long-period settlement. There is evidence to the effect that the settlement costs nearly Rs. 1,20,000 a year for as many years as it continues. Thus a district in Central Provinces requires this expenditure at the end of every 20 years for its settlement. But in case the period of settlement is increased, the same amount will be sufficient for this lengthened period. Thus economically the long-period settlement, in my opinion, is a necessity without causing any loss of revenue to the State.

AGRICULTURE.

In paragraph 126 of the report I will go further to suggest that the touring demonstration and propaganda work be now abandoned. We had enough of its experiment. There seems no likelihood of its improvement. At any rate the improvement will not be worth the amount that may be devoted over it. The purpose of such a work can as well be achieved by inviting the cultivators, through proclamations or otherwise, to the places of demonstration farms. Those who have an interest or a liking for the subject will surely appear at the demonstration farms. While those who are indifferent will continue to be so in spite of the lectures taking place at their own villages.

EXCISE.

I cannot concur with the opinion expressed in paragraph 77 that there is little room for economy in this department. We have it in evidence that the Distillery Expert with the Superintendent of Crimes does some administrative work. In my opinion, both of them are still capable of taking a little more. With the proposal of creating a post of the Development Commissioner, I am emboldened to suggest that this important administrative work at present done by the Excise Commissioner can be taken up by the said officer. This subject is more or less of the same nature as it is intended to be entrusted to him. The Excise policy is already laid down and efforts now shall be made towards the goal of total prohibition. Thus in future years the department will gradually work more towards detection of illicit distillation or excise smugglings than in its improvement of income. For this we will need more of a touring staff than a heavily-paid independent officer at the top. The direct control of the district officers as at present will continue over this subordinate detecting and touring agency; the control in the nature of a superficial one as it were vested in the Excise Commissioner can safely be handed over to the Development Commissioner.

FOREST.

The opinion expressed by my learned colleagues in paragraph 71 does not commend itself to me. I do feel a respect for the opinion of the Legislative Council expressed on this point during its budget session of 1922. I cannot therefore endorse the opinion that the scale of pay is inadequate.

MEDICAL.

In paragraph 118 I will humbly suggest that since the Civil Surgeons will be relieved to some extent by the proposed change, it will be quite feasible to have one Civil Surgeon for two revenue districts. Some evidence to this effect is recorded by the Committee.

EDUCATION.

In paragraph 110 my learned colleagues recommend an increase in the salary of the Professors, from 250—800 to 250—1,000 by creating a select grade above Rs. 800. I am sorry I cannot endorse the suggestion. I think it will not be strictly within the province of the Committee. The scale of pay has been recently revised. The quality of candidates that we get is satisfactory, indicating that the present scale of pay is sufficiently attractive. There is no complaint about not getting proper candidates. No case has been made out in the oral and the written evidence before us. I am afraid this is likely to create heart-burning in other departments.

DUTY ALLOWANCES.

I cannot agree to the retention of certain duty allowances which my friends seemed to have allowed, *e.g.*—

In Police Department, the allowance of Rs. 100 to the District Superintendent of Police at Nagpur and Rs. 150 to the Superintendent, Railway, are not necessary. If the duty of the District Superintendent of Police at Nagpur extends to a considerable area, the fact has to be taken into account that he is assisted in his work by some extra subordinate staff, including the Deputy Superintendent and the Inspector.

In Judicial, the allowance of Rs. 150 for the Registrar is another item. The responsibility and the quantity of work does not tax him with more time than a Subordinate Judge. The Assistant Legal Remembrancer gets only Rs. 100 per month, and none will deny that he is more worked than the Registrar.

In Co-operative, I notice that the Registrar gets a total allowance of Rs. 300; *plus* the usual overseas allowance of Rs. 250. I have it from him in his oral examination that he could not devote as much time in co-operation as he would like, and still he felt justified in getting an allowance.

In Excise, the Superintendent of Crimes, if not abolished, cannot deserve the allowance which he at present gets. He himself could not justify it when examined by the Committee.

The allowance to the Excise Commissioner on the ground of increased responsibility carries no justification. He has the same sort of administrative work as a Deputy Commissioner.

In Medical, the Civil Surgeon at Nagpur has a string of allowances totalling to Rs. 460, besides the usual overseas allowance. It cannot be said that he looks to those duties outside the usual time of a Civil Surgeon's duty.

NOTE OF DISSENT BY THAKUR RATANSINGH.

CHAPTER II

PRELIMINARY.

Paragraph 14.—Court-fee Stamps.

1. While admitting the principle that the machinery of the civil courts should be self-supporting and should not be a burden on the general tax-payer, I do not at the present stage see the necessity of enhancing court-fees. We have had ample evidence to prove that the salaries of Judicial officers are unnecessarily liberal. It has also been conclusively proved that some of the courts and officers of the department are very lightly worked. Having regard to the testimony on the above subjects, this Committee has recommended measures which will involve considerable savings and will in all probability make the civil judiciary self-supporting. I am therefore of opinion that the Government should not take up the question of enhancing court-fees before it has worked up the scheme suggested by the Retrenchment Committee.

Further, I should in this connection like to point out that the last bill for the enhancement of court-fees was rejected by the Council simply on the ground that the Government had taken no measures to curtail unnecessary expenditure and was therefore not justified in imposing fresh taxation. The Government should therefore first curtail its expenditure, and if after this curtailment it is found that money is still wanting, it might ask the Council to sanction new taxation. The Retrenchment Committee is primarily concerned with the curtailment of expenditure and not with the enhancement of income. Any suggestion of the Committee for fresh taxation cannot therefore be called logical.

The above remarks apply with greater force to the question of the enhancement of land revenue.

GENERAL ADMINISTRATION.

Abolition of Divisional Commissioners.

2. My assent to this proposal is only conditional. If the Divisional Commissioners are abolished, the head-quarters of the Provincial Revenue Authority should be fixed at Jubbulpore and not at Nagpur. At present almost all the institutions of the province are established at Nagpur, and the heads of all departments have also their head-quarters at Nagpur. The result of such an arrangement is that a very secondary place is assigned to the districts of the Northern Division. Moreover, the remoteness

of the Northern districts from the seat of Government, precludes the people from enjoying those special advantages which usually accrue to the people who are near the central authority. Owing to long distances, the heads of departments have very little personal knowledge of the people of Northern districts and the people in their turn have very few chances of gaining access to them. The Northern districts therefore, in actual practice, do not possess the same importance as is assigned to the districts of the Southern part of the province. Even in such matters as the selection of candidates for Government service, a proper equilibrium cannot be maintained. The people, however, find some consolation in the Divisional Commissioners who form a connecting link between the district officers and the provincial heads of various departments and through whom they can represent all their grievances. If the Divisional Commissioners are abolished, not only will the position of the Northern districts become weaker but the Government, from its distant head-quarters, will not be able to exercise an effective control on the work of district officers. While, therefore, considering the question of the abolition of Commissioners, the Government ought to take into consideration the position of the Northern districts. From the point of view of economy, it is absolutely essential that the Commissioners be abolished, but at the same time it is also equally essential that at least the present equilibrium be maintained between the Northern and the Southern districts. I would therefore suggest that the Provincial Revenue Authority which is to take the place of the Divisional Commissioners should have its head-quarters at Jubbulpore. If the Government can agree to this suggestion, I heartily support the abolition of the Divisional Commissioners. If, on the other hand, the Government does not think it advisable to establish the Revenue Authority at Jubbulpore, I can not but strike a discordant note and urge the necessity of the retention of the office of the Divisional Commissioners to safeguard the interest at least of the Northern districts of the province. In conclusion, I would like to point out that there is nothing absurd or impracticable in the suggestion that the head-quarters of the Provincial Revenue Authority be fixed at Jubbulpore.

NOTE OF DISSENT BY Mr. JAIWANT.

I should not have been prepared on the evidence before the Committee to recommend the abolition of the Sub-Divisional Officer. It is possible to urge that the evidence against the

retention of the present system is in a large measure, if not wholly, not independent. Even as it is, the evidence is conflicting and I should have, in consequence, voted for "no change."

The best of the Tahsildars may be capable of exercising the powers usually exercised by the Sub-Divisional Officer, but it will be conceded that if the Tahsildar as a class is to be invested with larger powers, a more careful selection of the future recruit will be necessary; merely raising the pay of the present Tahsildars will not raise his calibre; it may not be difficult to show that if some of the functions formerly performed by the Sub-Divisional Officer are now performed by the Tahsildar, the former performs in part those of a higher officer, and to me it is doubtful whether the work that has so far been done by 3 grades of officers, a highly paid Sub-Divisional Officer, a Tahsildar, and a Naib with lower pay can be more economically and satisfactorily performed by one class of officers with improved pay and prospects, and I am afraid of a gradual restoration of the present system with more highly paid Tahsildars and Sub-Divisional Officers, resulting in increased cost all round. The enlargement of the district and consequently of the responsibility of the Deputy Commissioner will also create a necessity for the provision of adequate supervision of the Tahsildars' work, and a Tahsildar has pointed out the danger of inadequate or no supervision. Even now mention in the reports of the Deputy Commissioner's inability to inspect all the tahsils in their district, owing to pressure of work of greater importance, is not infrequent. Further, the alleged failure of the Sub-Divisional system may be due to the fact that this system has hitherto been "worked half-heartedly and with too many modifications and variations." The Revenue Administration Report, Central Provinces, 1920-21, points out that "the essence of the scheme is that the Sub-Divisional Officer shall deal with all the revenue and executive work of his Sub-Division and shall as far as possible be relieved of original criminal cases, except security cases and a few others which must appropriately be tried by him. There is still room for considerable devolution of powers to District and Sub-Divisional Officers and it is time that steps are taken to effect this, etc." (pages 45 and 46 of Revenue Administration Report, Central Provinces, 1920-21).

I intended to propose that a careful experiment should be made either in one Division or in one district in each Division; but it was pointed to me that such an experiment if attempted in one Division will result in denuding the rest of the province of the capable Tahsildars. It was further pointed out that in any case this substitution can only be

gradual and will take at least 8 years, and the Government can revert to the present position, if undesirable results are visible. The proposal has, however, received the approval of an officer with very wide experience of administration and there is some evidence in support of it. I do not therefore record a note of dissent but append this note explaining my position.

Further, in the Chapter on Judicial Department I would like to emphasize the interdependence of the suggestions made in paragraph 1 and in view of the desirability of close touch of the Judicial Commissioners with the work of Sub-Judges for the purpose of determining suitability for the higher posts of District and Sessions Judges, the advisability of some provision for direct appeals from their decisions to the Judicial Commissioner's Court.

I also join Rao Sahib Mahajani and Rao Bahadur Brahma in desiring equality of pay and status of the district officer and District and Sessions Judge, a principle admitted by Mr. Jaiswal.

General Note by the Chairman.

As the only official member of the Committee, I think it is not out of place for me to state my general views on the subject dealt with in our report. I have signed the report subject only to three notes of dissent on certain specific recommendations on which I have felt quite unable to agree with the majority of the Committee. But my acceptance of the rest of the report connotes, not necessarily my full concurrence in all those recommendations to which I have not recorded my dissent as being desirable in themselves, but only my opinion that they are, if necessary on the ground of economy, administratively possible. On the whole, administration in this province is cheap: at any rate it is far from being extravagant as the demand of the Legislature for retrenchment would imply. In many of the recommendations in the report I fully concur, more especially in the general recommendations and expressions of opinion set out in the first two sections of Chapter III. I am in favour of the recommendations which aim at a simplification of the machinery of administration and the substitution of provincialization for indianization of the all-India services, both on their own merits and for the economy they should secure. I strongly support the recommendation for the substitution of capital expenditure from loans for expenditure out of current revenues on works for the development of the province and its revenues and the other adjustments indicated in Chapter II. But I believe that it is possible to carry retrenchment too far. It seems undesirable to embark on permanent retrenchments, the value of which is doubtful in order to meet a financial stringency which may, and which we all hope will, be only temporary, and which as the evidence given before us shows can without difficulty be met in other ways. I myself, if I had to decide the question, should prefer to content myself with simplifying the administrative machinery as far as possible, and with the absorption or amalgamation of three or four of the smaller districts.

For the rest, after securing as much economy of labour and money as is possible in this way, I should advocate a forward policy in the development of the provincial revenues, more especially of the land revenue, the forests, and of court fees. I should also advocate the modification of the present Excise policy of the Government which seems to me wholly uncalled for by the circumstances of the province or the condition of its people, and is also likely to react unfavourably on the provincial revenue and expenditure. I think that with a combined policy of moderate retrenchment and active development of revenue the future of the province in the matter of resources for educational and other industrial development should be perfectly satisfactory. The provision of such resources is, I take it, the real problem before the Government of the province.

F. S. A. SLOCOCK.

APPENDICES.

APPENDIX A.

Abstract of provisional suggestions and proposals framed by the Retrenchment Committee for the consideration of Government and Heads of Departments.

A.—GENERAL SUGGESTIONS.

Recruitment for the Imperial Services.—The Committee suggests that in view of the present block in some of the Imperial Services which will prevent effect being given to schemes for the Indianisation of those services for many years to come, and in view of the reduction in the cadres which will be entailed by some of their proposals for administrative retrenchment, it is desirable that all recruitment for all the Imperial Services in England should be at once stopped until the position has become clearer; that the cadres of the Imperial Services be reduced by transferring some of the appointments at present filled from those services to the Provincial Services; that steps should be taken for an early reduction of the cadres of the Imperial Services to their ultimate strength in such a manner as may be found feasible; that the scales of pay in force in the case of Indians recruited into the Imperial Services are unnecessarily liberal and should be reduced; that the Province shall have the right to decide for itself as a question of provincial administration how many officers of the Imperial Services or of similar status it requires; that hereafter recruitment for the appointments at present filled by the Imperial Services should be made by the Province for service in the Province, not on an Imperial basis, but on a Provincial basis, such recruitment being made either direct by the Provincial Government, or, as at present, through the Secretary of State.

2. The Committee thinks that the new time-scale of pay in some Provincial Services at any rate are unnecessarily liberal and it would like to receive some information as to the grounds on which those scales were fixed for each department.

3. *Duty and other special allowances*—The Committee is not satisfied that the duty and special allowances sanctioned are at present justified in all cases, and it would like each Head of Department to justify those duty allowances which are in force in his department.

4. *Touring*.—Reduction in the amount of touring with a view to effect some saving in the expenditure at present incurred

on travelling allowances. The Committee understands that this question is now under consideration by Government, but it thinks it its duty to express its opinion that there is still scope for further economy in this respect, and it would like Heads of Departments to justify the expenditure on touring charges incurred in their departments.

5. *Advances*.—The Committee suggests that the practice under which advances are made by Government free of interest to its servants for the purchase of motor cars and for the building of houses results in a loss to the Province and that the practice should either be abandoned or that, if such advances are given, they should be given at a reasonable rate of interest.

B.—SUGGESTIONS RELATING TO PARTICULAR DEPARTMENTS.

GENERAL ADMINISTRATION DEPARTMENT.

6. (i) *Executive Council*.—Abolition of appointment of second Member of the Executive Council.

(ii) *Legislative Council*.—(a) Salaried appointments of President and Deputy Chairman of Legislative Council to be abolished. The latter should be purely honorary. Remuneration of President to be provided not by monthly salary for the whole year round, but on a daily basis for the number of days during which the official duties are actually performed.

(b) Reduction of expenditure on account of travelling allowance of Members of the Legislative Council and other charges, including printing.

(iii) *Secretariat*.—(a) All Heads of Departments to become Secretaries to the Members in charge of their department, the separate offices of the Head of Department and the Secretariat being merged. Exceptions to this general rule are mentioned under other heads.

(b) Consequent reduction of the number of Civil Secretaries from three to two, *vis.*, one Secretary in charge of Finance, Appointments, Political and Military and Judicial Departments; Second Secretary in charge of Local Self-Government, Public Works Department and perhaps of Medical and Public Health Departments.

(c) Abolition of Under Secretaries and their substitution, if necessary, where the work is too heavy to be dealt with by one Secretary; by an officer of superior standing who would become Joint or Deputy Secretary.

(d) Creation of a Provincial controlling Revenue authority in the form of a Board of one or more Revenue Commissioners. This authority to take over the work hitherto performed by (i) the Financial Commissioner, (ii) Divisional Commissioners, (iii) Commissioner of Settlements, (iv) the administrative work of the Chief Conservator of Forests, (v) the administrative work of the Director of Agriculture, and (vi) the administrative and Secretariat work of Chief Engineer of Irrigation. It is for consideration whether this authority might not also take over administrative control of the Excise Department, Co-operative Credit, Industries and minor Departments such as Registration and Veterinary, with the assistance of such technical advisers as may be necessary. This authority to correspond with the Members of Government in charge of the various departments by office note and not by letter, the various Revenue sections in the Secretariat office being merged in the office of the Provincial Revenue authority.

(iv) *Commissioners*.—Abolition of Divisional Commissioners in connection with proposal in (iii) (d) above.

(v) *District Administration*.—(a) Reduction in the number of Revenue districts by the amalgamation of some of the smaller districts. Provisional suggestion is the reduction to 15 districts in all for the whole Province of the Central Provinces and Berar.

(b) Reduction in the cost and strength of the district staff through the decentralisation of larger powers to the Tahsildar, and the abolition of the Sub-divisional Officers who are at present intermediate between the district officer and the Tahsildar.

LAND REVENUE.

7. *Settlements and Land Records*.—(i) Abolition of the separate post of Commissioner of Settlements and Director of Land Records and transfer of all his functions to the Provincial controlling Revenue authority.

(ii) Simplification of settlement procedure and reduction of time taken for settlements, consequent on the improvement of land records.

(iii) That the Deputy Commissioner be put in charge of the settlement of his district as Chief Settlement Officer controlling and passing the work of the technical settlement staff which will be placed at his disposal.

(iv) Abolition of the appointment of Deputy Director of Land Records.

(v) Abolition of the appointments of Superintendents and Assistant Superintendents of Land Records, the duty of checking land records work being placed upon Tahsildars who are likely to be relieved of criminal work in the near future.

(vi) Combination of the duty of Sub-Registrar and Kanungo in one officer.

EXCISE.

8. *Alternative suggestions for control of Excise Department.*—(i) (a) That the Commissioner of Excise's work as Secretary to the Minister of Excise, his office and the Secretariat section concerned being merged in one.

(b) Abolition of the administrative post of Commissioner of Excise, the Minister having as his Secretary and Departmental adviser, an officer of the Excise Department with technical knowledge of the work.

(c) Transfer of the administrative work of the Commissioner of Excise to the controlling Revenue authority.

(ii) The necessity of the post of Distillery Expert who has taken the place of Personal Assistant to the Commissioner of Excise, and of the present existing number of District Excise Officers, Inspectors and Sub-Inspectors should be justified with a view to possible reduction.

9. *Forests.*—Abolition of the post of Chief Conservator of Forests, transfer of his administrative work to the Chief Controlling Revenue Authority, a certain number of officers of the rank of Conservator being attached to that authority as technical advisers and for inspection and control of the Departmental work of Forest administration.

ADMINISTRATION OF JUSTICE.

10. *Law officers.*—Information is required as to the actual annual cost of the Government Advocate, including his case fees which at present are not shown separately, with a view to considering the possibility of effecting a saving of cost by the employment of a whole-time officer.

Court of the Judicial Commissioner.—(i) Possible reduction of the number of Judges of this Court by one. Information may kindly be furnished as to the necessity of more than three Judges.

(ii) Abolition of the post of Deputy Registrar.

Civil and Sessions Courts.—(i) Assuming retention of the existing organisation of Civil and Sessions districts, it is suggested that it should be possible to reduce the total number of Civil and Sessions districts from 11 to 9 and also to reduce the establishment of Sub-Judges and Munsiffs by effecting a more even redistribution of the jurisdiction.

(ii) In the event of the reduction, which is proposed elsewhere, in the number of revenue districts being accepted it is suggested that there might be a separate District and Sessions Judge for each revenue district. This would involve a slight increase in the number of District and Sessions Judges which might be compensated for (a) by the appointment of a larger number of Provincial District and Sessions Judges in place of Indian Civil Service officers and (b) by a reduction in the cadre of Sub-Judges.

(iii) Abolition of the Judicial allowance at present given to officers in the Indian Civil Service, Judicial branch.

(iv) The reduction of the time-scale of pay in force in the Provincial Judicial Service to the same level as that in force in the Executive branch of the Civil Service.

JAILS.

11. (i) The possibility of combining the appointment of Inspector-General of Jails with that of Inspector-General of Civil Hospitals and Director of Public Health.

(ii) The Head of the Jail Department to work as Secretary to the Member of Government, his office and the Secretariat section concerned being merged in one.

(iii) The Committee suggests that for the present at any rate no action should be taken by Government on any proposals of the Jails Committee which involve additional expenditure.

POLICE.

12. (i) The Inspector-General to work as Secretary to the Member in charge, the Secretariat section and the Police office, Administrative branch, being merged in one. Reduction of the number of Range Deputy Inspectors-General by one, in view of the fact that the Inspector-General is now invariably a Police officer.

(ii) The reduction of the superior staff in the office of the Deputy Inspector-General, Criminal Investigation Department and Railways, by one post of Assistant to the Inspector-General.

(iii) The abolition or reduction in the numbers of either (a) Deputy Superintendents of Police or (b) Circle Inspectors of Police.

(iv) Transfer of the cost of Railway Police administration for railways situated in Native States to the Government of India.

(v) Reduction of number of Police officers in connection with amalgamation of districts.

EDUCATION.

13. (i) The Director of Public Instruction to become Secretary to the Member in charge, his office and the Education office of the Secretariat being merged in one.

(ii) The necessity of the post of Deputy Director to be justified with reference to the work performed by him.

(iii) Abolition of existing separate offices of the Circle Inspectors, Inspectors being attached to the Central Education office for purposes of inspection and control only, the administrative work disposed of in their offices being dealt with in the Central Education office.

(iv) Consequent on the preceding suggestions the reduction in the number of Inspectors, one of whom might be attached to the Central office to perform the duties of the Deputy Director if such appointment is necessary.

(v) *Training College, Jubbulpore.*—Abolition of this college as a separate institution which, so far as it is necessary, could be attached on a smaller scale to some other existing college.

(vi) *Normal Schools.*—Abolition of the separate practising schools, ordinary Board schools being used for practising purposes.

(vii) *College administration.*—Restriction of certain branches of study to certain colleges to avoid dissipation of forces and unnecessary expense involved by the present system of fully self-contained colleges teaching in all subjects.

(viii) Abolition of separate Muhammadan, Anglo-Vernacular and High Schools which contain insufficient pupils to justify their separate existence.

(ix) Reduction of expenditure on scholarships, grants-in-aid, etc.

MEDICAL.

14. (i) Combination of appointments of Inspector-General of Civil Hospitals and Director of Public Health and, if possible, of Inspector-General of Jails.

(ii) Office of Inspector-General of Civil Hospitals and Secretariat section be merged in one office and Inspector-General to work as Secretary to Member of Government in Medical, Public Health and Jail Departments.

(iii) Substitution of Military Assistant Surgeons by Civil Assistant Surgeons in the appointment of District Medical officer at present held by them.

(iv) Reduction in the number of District Medical officers in connection with proposals for reduction in the number of civil districts.

(v) Reduction of expenditure incurred on provision of medical aid and maintenance of hospitals and dispensaries.

15. *Public Health*.—The Director of Public Health and his office to be abolished and merged in that of Inspector-General of Civil Hospitals.

AGRICULTURE.

16. (i) The administrative work of the Director to be transferred to the central controlling Revenue authority, Director being attached thereto as a technical and expert adviser for the purpose of inspection and control.

(ii) Reduction in the staff of Deputy, Assistant and Extra-Assistant Directors.

VETERINARY DEPARTMENT.

17. Reduction of the controlling staff of Veterinary Superintendents and Deputy Superintendents.

DEPARTMENT OF INDUSTRIES.

18. (i) Whether there are sufficient industrial activities in this province to justify the existence of a department of industries.

(ii) (a) The necessity of employing a whole-time Electrical Adviser and Supervisor and (b) whole-time Boiler Inspectors.

CO-OPERATIVE CREDIT DEPARTMENT.

19. (i) The position of the Registrar of Co-operative Credit Societies with regard to the Minister, whether he should work as Secretary or be attached to the Provincial controlling Revenue authority.

(ii) The possibility of working through Honorary Registrars and Assistant Registrars and discontinuing or reducing the numbers of Deputy and Assistant Registrars and Circle Officers.

AUDIT DEPARTMENT.

20. Reduction in the numbers of Local Fund Auditors.

PUBLIC WORKS DEPARTMENT.

21. *Irrigation Department and Roads and Buildings.*—(i) Whether there is necessity for two separate Chief Engineers for Irrigation and for Roads and Buildings.

(ii) Amalgamation of Irrigation and Roads and Buildings Branches throughout all grades of officers.

IRRIGATION DEPARTMENT.

(iii) Abolition of Superintending Engineers and their offices.

(iv) To consider the expenditure incurred by Government on—

(a) productive, and

(b) protective and non-productive works and the connection of the department with famine protection and famine management.

Roads and Buildings.—(v) Abolition of Superintending Engineers and reduction in the number of Executive Engineers.

(vi) Transfer of Public Works Department and of maintenance of roads to Local Bodies.

(vii) Comparative cost of getting works done through the agency of big contractors and dispensing with departmental execution of works by Executive Engineers and Sub-Divisional Officers.

STATIONERY AND PRINTING.

22. The possibility of reduction in the charges on account of stationery and printing by reducing the number of and simplifying forms and registers and by avoiding unnecessary printing.

APPENDIX B.

ESTIMATE OF RECEIPTS FROM COURT-FEES, ETC.,
IN CIVIL COURTS AND EXPENDITURE ON THE
CIVIL JUDICIARY.

Receipts.		Expenditure.	
Items.	Amount in rupees.	Items.	Amount in rupees.
1. Sale of court-fee stamps and impressed copy-sheets.	25,51,000	1. Expenditure on the Judicial Commissioner's Court debitable to Civil Judiciary.	2,16,000
2. Fines, penalties and miscellaneous items.	4,000	2. Expenditure on District and Sessions Judges, Sub-Judges and Munsiffs.	10,97,000
3. Sale-proceeds of unclaimed and escheated property.	10,000	3. Cost of clerks employed in District and Sessions Judges' offices for Civil Work.	4,50,000
4. Income from process-servers' fees.	20,000	4. Cost of servants and temporary establishment.	64,245
5. Recoveries, on account of pauper suits and other items.	19,000	5. Travelling allowance of District Judges.	28,000
6. Fees of High Court and other Sub-ordinate Civil Courts.	5,000	6. Dear District allowance.	32,158
7. Fines imposed on witnesses.	6,000	7. Special allowance.	55,000
8. Other items	3,000		
Carried over ...	26,09,000	Carried over ...	19,42,403

Receipts.		Expenditure.	
Items.	Amount in rupees.	Items.	Amount in rupees.
Brought forward ...	26,09,000	Brought forward ...	19,424,03
9. Copy fees realised in cash.	1,200	8. Contract Contingencies of Civil Judiciary.	1,08,863
10. Other items ...	16,000	9. Process-serving establishment.	2,96,000
11. Receipts of Civil Judicial Officers.	2,000	10. Establishment in connection with the sale of agricultural lands and allowances of process-serving establishment.	97,290
12. Increase in process-fees.	1,00,000	11. Small Cause Courts	1,30,000
		12. Leave allowances paid in England.	84,000
		13. Cost of 6 Extra-Assistant Commissioners and 1 Assistant Commissioner for doing Collectors' cases.	57,120
		14. Cost of leave and training reserve for 6 Extra-Assistant Commissioners, <i>vis.</i> , 1 Extra-Assistant Commissioner.	7,440
Total ...	27,28,200	Carried over ...	27,23,116

Receipts.		Expenditure.	
Items.	Amount in rupees.	Items.	Amount in rupees.
		Brought forward ...	27,23,116
		15. Cost of 7 Readers to Sub-Divisional Officers.	4,788
		16. Expenditure on stationery and forms in connection with Collectors' cases.	3,000
		17. Cost of 7 Tahsildars employed in rent suits.	18,900
		18. Seven Readers to Tahsildars.	3,360
		19. Leave and Training Reserve at 1 Naib-Tahsildar.	1,590
		20. Expenditure on stationery and forms in connection with rent suits.	3,000
		21. Expenditure on stationery and forms for the Civil Judiciary in the Judicial Department.	40,000
		22. Interest and maintenance charges of buildings of Civil Courts.	1,65,000
		Carried over ...	29,62,754

Receipts.		Expenditure.	
Items.	Amount in rupees.	Items.	Amount in rupees.
		Brought forward ...	29,62,754
		23. Annual allotment for Judicial Buildings (extensions and new buildings).	1,00,000
		24. Pension charges ...	1,00,000
		25. Stores of the Stamp Department.	44,000
		26. Superintendence charges on Judicial Stamps.	13,000
		Total ...	32,19,754
			27,28,200
		Excess over receipts ...	4,91,554

Explanation.—(i) *Receipts.*—The income from the sale of court-fees is estimated to be Rs. 31,62,000 in 1922-23. In 1917, the income from court-fee stamps in Criminal and Revenue Courts was Rs. 6 lakhs. It would be quite safe to estimate the receipts of Criminal and Revenue Courts under this head at Rs. 6½ lakhs, having Rs. 25,12,000 as receipts of Civil Courts. The income from the sale-proceeds of impressed copy-sheets is estimated to be Rs. 1,00,000 in 1922-23. The receipts of Criminal and Revenue Courts under this head amounted to Rs. 38,596 in 1917; the income of Criminal and Revenue Courts from this source may be taken at Rs. 40,000, leaving Rs. 60,000 as the income of Civil Courts. In the budget, there is a provision of Rs. 26,000 for refunds. We may debit one-fifth of the refunds to Revenue Courts, leaving the rest, *vis.*, Rs. 21,000 to be debited to Civil Courts. The net income of the Civil Courts from the sale of court-fee stamps and impressed copy-sheets is, thus, Rs. 25,51,000. Fines and penalties and miscellaneous items account for an income of Rs. 3,000 and Rs. 1,000, respectively. Roughly speaking, we may regard these small items as income from Civil Courts. Income from the sale-proceeds of unclaimed and escheated property is estimated to be Rs. 30,000 in the current year. A major portion of this income is derived from Criminal and Revenue Courts, and we may estimate that these courts account for Rs. 20,000, leaving Rs. 10,000 to Civil Courts. Income from process-servers' fees, estimated at Rs. 30,000, is largely derived from Civil Courts. We may estimate that Revenue Courts account for Rs. 10,000 leaving Rs. 20,000 to Civil Courts. Besides, there are the following items of receipts in Civil Courts:—

	Rs.
Recoveries on account of pauper suits and other items	10,000
Fees of High Court and Subordinate Civil Courts	5,000
Fines imposed on witnesses	6,000
Other items	3,000
Copy fees realized in cash	1,200
Other items	16,000
Receipts of civil judicial officers	2,000

We also understand that the recent increase in process-fees will bring additional revenue to the extent of about Rs. 1 lakh. Total income from the civil judiciary may, therefore, be taken at Rs. 27,28,000.

(ii) *Expenditure.*—The expenditure on the Judicial Commissioner's Court is estimated at Rs. 2,88,000, three-fourths of the work of this Court is civil judicial, and on this basis the cost of

the court to be debited to the civil judiciary will be Rs. 2,16,000. The criminal work of District and Sessions Judges is a little over one-fourth and under half of the total volume of work, but if we neglect the small amount of criminal work done by Additional District and Sessions Judges and charge their cost entirely to the civil judiciary, we may debit half of the cost of District and Sessions Judges to civil work. This gives an expenditure of Rs. 1,46,000 for civil work done by District and Sessions Judges. The expenditure on Sub-Judges and Munsiffs is Rs. 10,29,300. This should be debited entirely to the civil judiciary. The budget shows probable savings of Rs. 98,300 partly under the salaries of non-voted District and Sessions Judges and partly under voted District and Sessions Judges and Sub-Judges and Munsiffs. Rs. 20,000 of their savings would, proportionately, go towards criminal, leaving Rs. 78,300 as savings in the expenditure on District and Sessions Judges, Sub-Judges and Munsiffs for purely civil work. This means a net expenditure of Rs. 10,97,000 on District and Sessions Judges, Additional District and Sessions Judges, Sub-Judges and Munsiffs. The cost of the clerks in Civil and Sessions Courts is Rs. 4,70,000. Roughly speaking, two upper division clerks are adequate for doing clerical work in connection with criminal cases in the courts of District and Sessions Judges. The cost of these clerks will roughly be Rs. 20,000 per annum, leaving an expenditure of Rs. 4,50,000 on clerks employed on purely civil work. The provision of Rs. 63,145 and Rs. 1,100 for servants and temporary establishment is for civil work only. There is a provision of Rs. 32,000 for travelling allowance. The only item pertaining criminal work is the travelling allowance of District and Sessions Judges when they go out to hold sessions. This may be put at Rs. 4,000 (an outside estimate), leaving Rs. 28,000 for travelling allowance to be debited to the civil judiciary. The two other items under allowances, *viz.*, Rs. 32,158 and Rs. 55,000 for dear district and special allowances, relate to civil judiciary. In contract contingencies, the only item to be debited to criminal work is the diet money and travelling allowance of witnesses costing Rs. 16,980. This leaves Rs. 1,08,863 on account of the contract contingencies of the civil judiciary. The process-serving establishment costing Rs. 2,96,000 is on account of civil work, as also the allowances of process-serving establishment, and the lump provision for additional establishment in connection with the sale of agricultural lands in Berar on the spot, costing Rs. 97,290. Small Cause Courts are responsible for an expenditure of Rs. 1,30,000. Leave allowances paid in England account for Rs. 1,12,000. Three-fourths of this, *i.e.*, Rs. 84,000 may be debited to the civil judiciary. In the Central Provinces, Sub-Divisional Officers do Collectors' cases, and orders in some cases

are passed by Deputy Commissioners and in others by Commissioners. For the sake of calculation, we may neglect the work done by Deputy Commissioners and Commissioners in connection with these cases and assume that for the Central Provinces 6 Extra-Assistant Commissioners and 1 Assistant Commissioner are required for this work. The expenditure is Rs. 57,120. We must also take into account the cost of leave and training reserve on account of 6 Extra-Assistant Commissioners. For 6 Extra-Assistant Commissioners, 1 Extra-Assistant Commissioner is required for leave and training reserves. The cost is Rs. 7,440. Account must also be taken of the work of Readers to Sub-Divisional Officers in connection with Collectors' cases. Roughly, 7 Readers are required for this work and the cost is Rs. 4,788. We may add another Rs. 3,000 on account of stationery and forms. The ramifications of work involved in connection with these cases are wide. Sometimes Tahsildars and Naib-Tahsildars are sent out to hold sales on the spot and this involves expenditure. We leave this out of account. Tahsildars also do civil work, e.g., rent suits. They generally set apart one day in the week for this work. We require in the Central Provinces about 7 Tahsildars for this work. Their cost is Rs. 18,900. We also require 7 Readers for this work. The cost is Rs. 3,360. We also require one Naib-Tahsildar on account of the leave and training reserve for 7 Tahsildars doing rent suits. This means an expenditure of Rs. 1,590. Rs. 3,000 may be added on account of stationery and forms on rent suits. Expenditure on stationery allotments and forms for the civil judiciary in the Judicial Department is Rs. 40,000. The capital cost of buildings of Civil Courts is Rs. 30 lakhs. Interest and maintenance charges calculated at 5½ per cent are Rs. 1,65,000. The normal annual allotment for judicial buildings (extensions and new buildings) is about Rs. 1,00,000. The annual pension charges on account of the civil judiciary may be taken at Rs. 1 lakh. The expenditure on the stores of the Stamp Department (Detailed Account No. 7-C) is estimated at Rs. 54,000. Four-fifths, i.e., Rs. 44,000, may be debited to civil judiciary. Four-fifths of the expenditure on superintendence on judicial stamps, i.e., Rs. 13,000, may also be debited to the civil judiciary. The total expenditure on the civil judiciary is, thus, Rs. 32,19,754, leaving a deficit of Rs. 4,91,554.

APPENDIX C.

(i)—Statement showing the strength of staff in the departments of Government in 1891, 1905 and 1922.

I.—GOVERNMENT AND SECRETARIAT.

Description of appointment.	1891 (January).			1906 (January).	1922 (January).	Remarks
	Central Provinces.	Berar, October 1900.	Total.			
<i>I.—Government.</i>						
Head of Province	1	...	1	1	1	
Private Secretary	...	...	...	...	*
Members of Executive Council	...	...	...	...	2	
Ministers	...	...	...	...	2	
Financial Commissioner.	...	...	...	...	†
Total	1	...	1	1	5	
<i>II.—Secretariat (Civil).</i>						
Civil Secretaries	(a) 1	1	2	3	(d) 3	Third Secretary sanctioned from 27th March 1905.
Legal Secretary	...	...	...	...	1	

Under Secretaries	...	1	...	1	2	3†	Second Under Secretary sanctioned from 27th March 1905.
Assistant Legal Secretary	...	...	...	...	...	1	Sanctioned from 23rd March 1919.
Financial Assistant Secretary	...	...	...	...	...	1	
Assistant Secretary Registrar	...	1	...	...	1	...	Post sanctioned from 1st December 1910. Post sanctioned in 1909.
Oriental Translator	...	(c)	(d)	...	(c)	(h) 1	
Total II	...	3	2	5	6	11	
<i>III.—Secretariat (P.W.D.).</i>							
Secretaries	...	(e)	(e)	...	(f)	(g)	
Under Secretaries	...	...	...	...	1	(j) 2	
Assistant Secretary	...	1	...	1	1	1	
Total III	...	1	...	1	2	3	
GRAND TOTAL	...	5	2	7	9	19	

* Private Secretary not appointed yet.

† Post sanctioned from August 1908 and abolished in 1921.

‡ The post of Assistant Secretary was converted into that of Under Secretary to be held by an officer of the Provincial Services from 6th December 1920.

(a) In addition, Commissioner of Settlements and Agriculture worked as Junior Secretary to Chief Commissioner.

(b) Excludes Legal Secretary who is shown separately as Legal Remembrancer.

(c) In 1894 and 1906 the Oriental Translator was a ministerial officer.

(d) In 1900 an Extra-Assistant, Commissioner was Government Translator, Hyderabad, as also Clerk of the Resident's Court.

(e) Superintending Engineer used to work as Public Works Department Secretary (Roads and Buildings).

(f) Chief Engineer used to work as Secretary to Government.

(g) Chief Engineers, Buildings and Roads and Irrigation Branches, work as Secretaries.

(h) The designation of Oriental Translator was changed into Publicity Officer in the year 1922.

(i) One post of Under Secretary is in abeyance.

VI.—HEADS OF DEPARTMENTS AND CONTROLLING STAFF.

Heads of Departments and Controlling Officers.	1891 (January).			1906 (January).	1922 (January).	Remarks.
	Central Provinces.	Berar, October 1900.	Total.			
Commissioner of Settlements and Director of Land Records.	*1	1	2	1	†1	
Chief Conservator of Forests	...	...	...	...	1	Post created from 4th November 1906.
Conservators	2	1	3	3	3	
Excise Commissioner	1	(c)	1	1	(p) 1	
Inspector-General of Registration and Stamps.	(h)	(c)	...	(h)	(m)	
Judicial Commissioner and Additional Judicial Commissioners.	1	1	2	3	4	
Inspector-General of Prisons	(a)	(c)	...	1	1	
Inspector-General of Police	1	(c) 1	2	1	1	
Deputy Inspector-General of Police	...	...	...	...	3	
Director of Public Instruction.	1	1	2	1	1	
Deputy Director of Public Instruction	...	...	...	...	(t) 1	Post created from October 1912.
Director of Agriculture	(e)	(e)	...	1	1	
Inspector-General of Civil Hospitals	(b) 1	1	2	1	1	
Director of Public Health	(d)	(j)	...	(f)	1	Post created since 1909.
Political Agent	1	...	1	1	1	

Registrar, Co-operative Societies	...	...	...	(j) 1	† 1
Superintendents, Civil Veterinary Department.	...	(g) 1	...	1	‡ 2
Chief Engineer (Buildings and Roads)	...	...	...	(k) 1	(r) 1
Superintending Engineer (Buildings and Roads).	1	1	2	2	3
Chief Engineer (Irrigation)	...	...	...	...	(r) 1
Superintending Engineer (Irrigation)	...	...	...	2	3
Director of Industries	...	...	...	...	(s) 1
Commissioners	4	1	5	5	5
Total II	14	8	22	25	37

* Also worked as Junior Secretary.

† Also as Inspector-General of Registration and Chief Registrar, Births, Deaths and Marriages in addition from 5th June 1922.

‡ Also as Chief Customs Authority and Controller, Joint Stock Companies, in addition from 23rd January 1922.

§ One Superintendent is Veterinary Advisor to Government.

(a) Post combined with that of Inspector-General of Police.

(b) The then designation of the post was Deputy Surgeon-General.

(c) There was a combined post of Inspector-General of Police, Jails, Registration and Stamps and Inspector-General of Excise.

(d) Post combined with that of Inspector-General of Civil Hospitals (then known as Deputy Surgeon-General).

(e) Post combined with that of Commissioner of Settlements and Agriculture.

(f) Post was combined with that of Inspector-General of Civil Hospitals (then known as Inspector-General of Dispensaries).

(g) Director of Land Records and Agriculture was in temporary charge of Veterinary Department.

(h) Post combined with that of Excise Commissioner.

(i) Director of Agriculture worked as Registrar in addition.

(j) Chief Engineer was also Secretary to Government.

(k) There was only one Chief Engineer.

(l) Post combined with that of Director of Land Records.

(m) Also as Superintendent of Stamps in addition from 1st February 1922.

(n) Also Secretary to Government.

(o) Post combined with that of Registrar, Co-operative Societies.

(p) Also as European Inspector of Schools and of Science in addition.

III.—LAND REVENUE AND GENERAL ADMINISTRATION.

INDIAN CIVIL SERVICE.

Sanctioned Cadre.

Description of the appointment.	1891 (January).			1906 (January).	1922 (January).	Remarks.
	Central Provinces.	Berar, October 1900.	Total.			
Cadre of Indian Civil Service ...	61	(a) 25	86	98	(d) 107	
Number of listed posts ...	...	...	...	3	7	
Total III ...	61	25	86	101	114	
Actual strength of the Commission including holders of the listed posts but excluding officers permanently transferred to other Provinces.	51	(a) 25	76	(b) 103	(c) 105	

(a) Sanctioned strength of the Berar Commission in 1891 including Indian Civil Service and other officers.

(b) The figure 103 has been arrived at as follows:—

81 officers, *vide* the Central Provinces Civil List for January 1906.
23 Military and other officers (a Central Provinces *plus* 20 Berar).
3 listed posts.

106 Total.

—3 *deduct* Sir Andrew Fraser (serial No. 1), Sir Arthur Fanshawe (serial No. 2) and Mr. A. M. Brigstocke (serial No. 29).

103 Total number of officers in the Commission.

(c) The figure 105 has been arrived at as follows:—

96 officers, *vide* page 28 of the Civil List.

4 other officers not belonging to Indian Civil Service (Messrs. Crawford, Prideaux, Crosthwaite and Barr).

2 Messrs. Jatar and Restomji Faridoonji.

1 Rao Bahadur D. B. Patwardhan—listed post holder (Executive).

4 listed post holders (Judicial).

107 Total.

—2 *deduct* Hon'ble Sir Reginald Craddock and Mr. H. C. Liddell transferred permanently to other Provinces.

105 Total strength of the Commission.

(d) The Cadre of Indian Civil Service is worked out as shown below:—
Indian Civil Service.—

The number of superior appointments is 56.

Present year, 1922.—

(1) Number of superior appointments in the Central Provinces	...	...	56
(2) <i>Deduct</i> for posts reserved for persons who are not members of the Indian Civil Service.	...	...	7
(3) <i>Add</i> for posts under the Government of India	...	...	4
(4) Balance number of superior posts	...	...	53
(5) <i>Add</i> 4 per cent for temporary posts and for deputation	...	...	2.2
(6) Total number of superior posts on which recruitment is based	...	...	55.2 i. e., 55
(7) <i>Add</i> for inferior posts at 39 per cent of line (6)	...	...	21.45
(8) <i>Add</i> for leave reserve at 40 per cent of line (6)	...	...	22
(9) <i>Add</i> for training reserve at 15.5 per cent of line (6)	...	...	8.52
(10) Strength of service at 194.5 of line (6)	...	...	106.97 or 107

CENTRAL PROVINCES CIVIL SERVICE (EXECUTIVE).

SANCTIONED CADRE.

Description of the appointment.	1891 (January).			1906 (January).	1922 (January).	Remarks.
	Central Provinces.	Berar, October 1900.	Total.			
Extra-Assistant Commissioners.	(a) 37	(a) 20	(a) 57	79	108	

(a) The Extra-Assistant Commissioner also disposed of Civil work now done by Sub-Judges. The Deputy Commissioner was District Judge. The cadre was then an open one and officiating appointments were made in leave vacancies.

(E).—SETTLEMENTS, SURVEY AND LAND RECORDS.

Description of the post.	1891 (January).			1906 (January).	1922 (January).	Remarks.
	Central Provinces.	Berar, October 1903.	Total.			
Assistant to Commissioner of Settlements (and Agriculture).	1	...	1	1	(a)	
Survey Officer	...	...	...	...	1	
Deputy Director of Land Records	...	...	...	...	(b) 2	
District Superintendents of Land Records.*	...	...	...	19	23	
Assistant Superintendents of Land Records.*	...	...	...	22	(d) 27	
Total	1	...	1	42	53	

* Non-gazetted officers.

(a) Post vacant and not intended to be filled up.

(b) Out of two posts, one post is abolished with effect from 1st April 1922.

(d) Includes one temporary post.

(e) Settlement staff varies with the number of districts under Settlement and hence not shown.

IV.—FOREST DEPARTMENT.

Description of the post.	1891 (January).			1906 (January).	1922 (January).	Remarks.
	Central Provinces.	Berar, October 1900.	Total.			
Deputy Conservators ...	9	1	10	11	*17	Extra-Deputy Conservators merged in the Imperial Forest Service list.
Assistant Conservators ...	9	1	10	9	5	
Extra-Deputy Conservators ...	...	...	...	2	...
Extra-Assistant Conservators ...	8	6	14	12	20	
Extra-Assistant Conservators (temporary)...	...	...	...	2	...
Total IV ...	26	8	34	36	42	

FOREST DEPARTMENT.

SANCTIONED CADRE IS AS BELOW.

Description of the appointment.	1891 (January).			1906 (January).	1922 (January).	Remarks.
	Central Prov- inces.	Berar, October 1900.	Total.			
Imperial Forest Service	(a) 20	(b) 3	(c) 23	(c) 22	(d) 32	
Central Provinces Forest Service	8	6	14	17	20	
Total	28	9	37	39	52	

- (a) Includes 2 Conservators.
 (b) Do. 1 Conservator.
 (c) Do. 3 Conservators.
 (d) Do. 1 Chief Conservator and 3 Conservators.

V.—EXCISE DEPARTMENT.

Description of the post.	1891 (January).			1906 (January).	1922 (January).	Remarks.
	Central Provinces.	Berar, October 1900.	Total.			
Personal Assistant to Excise Commissioner.	...	...	...	1	(c)	
Distillery Expert ...	...	...	...	...	1	
District Excise Officers...	...	...	...	(b) 4	30	
Excise Inspectors ...	(a) 18	6	24	22	23	
Total ...	18	6	24	27	54	

(a) Then designated as Excise Daroghas.

(b) Then designated as Excise Extra-Assistant Commissioners.

(c) The post of Personal Assistant to Excise Commissioner held by a member of the Commission which was created in 1914, was subsequently abolished and the post of Personal Assistant to an Excise Commissioner held by Provincial Civil Service Officer was converted into that of Distillery Expert.

VI.—JUDICIAL DEPARTMENT.

Description of the appointment.	1891 (January).			1906 (January).	1922 (January).	Remarks.
	Central Provinces.	Berar, October 1900.	Total.			
Registrar ...	1	...	1	1	1	
Deputy Registrar ...	(e)	...	(e)	(e)	1	
Divisional and Sessions Judges ...	...	(a) 1	(a) 1	4	...	
District and Sessions Judges ...	...	...	...	2	(b) 11	
Judicial Extra-Assistant Commissioners ..	...	...	...	63	...	
Subordinate Judges ...	(c)	(c)	(c)	...	(d) 52	
Munsiffs ...	21	...	21	62	72	
Total ...	22	1	23	132	137	

137

- (a) In 1891 the Divisional Commissioner was also District and Sessions Judge.
 (b) Excludes post of Legal Remembrancer.
 (c) Executive Extra-Assistant Commissioners used to do judicial work.
 (d) Excludes one Deputy Registrar, one Assistant Legal Remembrancer but includes Subordinate Judges of the Indian Civil Service with the exception of the Registrar who is shown separately.
 (e) The Deputy Registrar was a Ministerial officer.

JUDICIAL DEPARTMENT.

SANCTIONED CADRES ARE AS BELOW.

Description of the appointment.	1891 (January).			1906 (January).	1922 (January).	Remarks.
	Central Provinces.	Berar, October 1900.	Total.			
Imperial Judicial Service. ...	3	1	4	7	16	
Central Provinces Civil Service, Judicial Branch.	(a)	(a)	(a)	63 Judicial Extra- Assistant Commissioners.	121	49 Sub-Judges. 72 Munsiffs.
Subordinate Judicial Service Munsiffs ...	21	...	21	62	...	
Total ...	24	1	25	132	137	

(a) In 1891 there was no separate Provincial Judicial Service. Certain Extra-Assistant Commissioners used to do Judicial work.

138

VII.—JAIL DEPARTMENT.

Description of the appointment.	1891 (January).			1906 (January).	1922 (January).	Remarks.
	Central Provinces.	Berâr, October 1900.	Total.			
Superintendents, Central Jails.	2	...	2	(b) 5	3	
District Jails charges (a)	16	6	22	16	(c) 12.	
Deputy Superintendents of Factories.	...	...	....	...	2	
Total	18	6	24	21	17	

(a) District Jails are not in charge of whole-time Superintendents. Civil Surgeons are Superintendents and receive an allowance.

(b). Akola and Amraoti were classed as Central Jails in 1906, but they had no whole-time Superintendents.

(c) Several District Jails reduced to Sub-Jails.

VIII.—POLICE DEPARTMENT.

Description of the appointment.	1891.			1906.	1922.	Remarks.
	Central Provinces.	Berar.	Total.			
Personal Assistant to Inspector-General ..	(d) 1	(a) 1	2	(e) 1	...	
Assistant to Deputy Inspector-General ..	...	...	...	...	2	
Superintendents of Police ...	18	(a) 6	24	(f) 24	(g) 23	
Assistant Superintendents of Police ...	(c) 10	(b) 2	12	13	(h) 21	
Deputy Superintendents of Police ...	...	...	...	...	18	
Total ..	29	9	38	38	64	

- (a) Excludes one Superintendent of Police, Railway lands in His Highness Nizam's territory and one Superintendent for Secunderabad.
- (b) Excludes one shown as Personal Assistant to Inspector-General.
- (c) Excludes one shown as Personal Assistant to Inspector-General (Mr. McGuire on Special Duty in Inspector-General's Office).
- (d) An officer of the rank of Assistant District Superintendent of Police.
- (e) An officer of the rank of District Superintendent of Police.
- (f) Excludes one shown as Personal Assistant to Inspector-General of Police.
- (g) Includes two Superintendents, Railway Police, one Principal, Training School, Saugor, and excludes Superintendent of Police, Secunderabad, who is borne on the Central Provinces Cadre.
- (h) Excludes 2 vacant posts of District Superintendent of Police and 3 vacant posts of Assistant Superintendent of Police.

POLICE DEPARTMENT.

SANCTIONED CADRE.

Description of the appointment.	1891 (January).			1906 (January).	1922 (January).	Remarks.
	Central Provinces.	Berar, October 1900.	Total.			
Indian Police Service ...	30 (a)	11 (a)	41 (b)	39 (a)	56 (c)	
Provincial Police Service ...	...	...	...	4 (e)	18	
Total ...	30	11	41	43	74	

(a) Includes one Inspector-General of Police.

(b) Includes two Inspectors-General of Police (one for the Central Provinces and the other for Berar).

(c) Includes one Inspector-General of Police and three Deputy Inspectors-General of Police.

NOTE.—Two Deputy Inspectors-General of Police were sanctioned from 2nd September 1906 and the third Deputy Inspector-General of Police from January 1918.

(e) Four posts of Deputy Superintendents of Police were sanctioned from 1st January 1906, but they were actually filled up in October 1906.

IX.—EDUCATION DEPARTMENT.

Description of the appointment.	1891 (January).			1906 (January).	1922 (January).	Remarks.
	Central Provinces.	Berar, October 1900.	Total.			
Inspectors ...	3	1	4	5	6 (d)	
Inspectresses ...	...	...	...	1	2	
Assistant Inspectors ..	...	...	...	...	7	
Assistant Inspectresses ...	...	...	...	...	4	
Principals and Professors ...	5	...	5	7	47	
Superintendents, Male Normal Schools ...	2 (b)	...	2	1	10	
Superintendents, Female Normal Schools ...	1 (b)	...	1	2	2	
Head Mistress, Girls' High School ...	...	...	...	...	1	
Director, Manual Training ...	...	...	...	...	1	
Lady Lecturer in Kindergarten. ...	...	...	...	...	1	
Superintendent, Workshop ...	...	...	...	...	1	
Assistant in Civil and Mechanical Engineering.	...	...	...	...	2	
Total ...	11	1	12	16	84	

(b) Unclassified appointments and not included in the cadre.

(d) Includes an additional Inspector of Schools, Berar.

EDUCATION DEPARTMENT.

SANCTIONED CADRE.

Description of the appointment.	1891.			1906.	1922.	Remarks.
	Central Provinces.	Berar.	Total.			
Indian Educational Service (Men's branch).	(a) 5	...	(a) 5	(b) 7	(c) 33*	
Indian Educational Service (Women's branch).	...	...	...	1	3	
Central Provinces Educational Service (Men's branch).	4	(d) 3	7	7	50	
Central Provinces Educational Service (Women's branch).	...	...	...	2	6	
Total ..	9	3	12	17	92	

143

NOTE.—In 1922 there were three special appointments outside the sanctioned cadre, viz., Director of Manual Training, one Lady Lecturer, Kindergarten and one Superintendent, Workshop, Engineering School.

- (a) Includes one Inspector-General of Education.
- (b) Includes one Director of Public Instruction.
- (c) Includes one Director of Public Instruction and one Deputy Director of Public Instruction.
- (d) Includes one Director of Public Instruction for Berar.

* The figure 33 includes also one post of Inspector of European Schools and of Science which has been combined temporarily with that of Deputy Director of Public Instruction. Sanction of the Secretary of State for India for the abolition of the post of Inspector of European Schools and of Science has not yet been received.

X.—MEDICAL DEPARTMENT.

Description of the appointment.	1891 (January).			1906 (January).	1922 (January).	Remarks.
	Central Provinces.	Berar, October 1900.	Total.			
Commissioned Medical Officers, I.M.S. (Civil Surgeons).	15	(e) 2	17	19	16	
Uncovenanted Medical Officers. ...	...	1	1	2	...	
Military Assistant Surgeons ...	8	3	11	9	10	
Military Assistant Surgeons, temporary ...	...	(b) 2	(b) 2	...	(a) 2	
Civil Assistant Surgeons ...	10	...	10	14	(a) 43	
Civil Assistant Surgeons, temporary ...	...	3	3	...	...
Deputy Superintendent, Lunatic Asylum ...	...	...	...	...	1	
Total ...	33	11	44	44	72	

(a) Includes two Assistant Surgeons appointed as Civil Surgeons.

(b) These two appointments appear to be temporary, as one of the officers was a retired officer and the other was on plague duty.

(c) Excludes Residency Surgeon, Hyderabad.

(d) The figure 2 stands for temporary Non-Commissioned Medical Officers Dr. Winee and Dr. D'Silva the former is engaged for a term of five years from 1920 and for the latter there has been no agreement.

MEDICAL DEPARTMENT.

SANCTIONED CADRE.

Description of the appointment.	1891.			1906.	1922.	Remarks.
	Central Provinces.	Berar.	Total.			
Commissioned Medical Officers ...	(a) 14	(b) 3	17	(a) 15	(c) 15	
Reserve ...	...	...	...	...	3	
Supernumerary ...	...	...	...	1	1	
Total ...	14	3	17	16	19	

(a) Includes one Inspector-General of Civil Hospitals and Sanitary Commissioner.

(b) Includes one Sanitary Commissioner for Berar.

(c) Includes one Inspector-General of Civil Hospitals.

MEDICAL DEPARTMENT.

NON-COMMISSIONED MEDICAL OFFICERS.

Description of the appointment.	1891 (January).			1906 (January).	1922 (January).	Remarks.
	Central Prov- inces.	Berar, October 1900.	Total.			
Unconvenanted Medical Officer ...	...	1	1	2	...	
Military Assistant Surgeons ...	8	3	11	9	(c) 9	
Civil Assistant Surgeons ...	10	...	10	14	(b) 43	
Total ...	18	4	22	25	52	

146

(b) Includes two Civil Assistant Surgeons, appointed as Civil Surgeons.

(c) Excludes one Military Assistant Surgeon as Superintendent, Central Jail, shown under Jail Department. Prior to 1921, the sanctioned cadre of Military Assistant Surgeons was 14 as detailed below :-

6 Military Assistant Surgeons as Civil Surgeons.

	9	do.	as Assistants to the Civil Surgeon, Nagpur and Jubbulpore.
	1	do.	as Superintendent, Central Provinces Vaccine Institute.
† Abolished in February 1922.	† 1	do.	as Sub-Divisional Medical Officer, Ellichpur.
* Abolished in 1921.	* 3	do.	as on plague duty.
	1	do.	as Superintendent, Central Jail, Raipur.

14 Total.

XI—SANCTIONED CADRE OF PUBLIC WORKS DEPARTMENT.

BUILDINGS AND ROADS BRANCH.

Description of the appointment.	1891 (January).			1906 (January), Central Provinces and Berar	1922 (January), Central Provinces and Berar.	Remarks.
	Central Provinces.	Berar, October 1900.	Total.			
Executive Engineers	8	3	11	15	14	
Assistant Engineers (Imperial and Provincial) ...	8	3	11	14	50	* 11 Imperial. † Rest provincial.
Temporary Engineers ... ..	...	...	..	6	2	
Total ..	16	6	22	35	66	

*Assistant Executive Engineers of the All-India Service of Engineers which includes both Europe-recruited and India-recruited branches.

†Assistant Engineers of the Central Provinces Engineering Service.

SANCTIONED CADRE OF PUBLIC WORKS DEPARTMENT.

IRRIGATION BRANCH.

Description of the appointment.	1891 (January).			1906 (January), Central Provinces and Berar.	1922 (January), Central Provinces and Berar.	Remarks.
	Central Prov- inces.	Berar, October 1900.	Total.			
Executive Engineers	3	13	
Assistant Engineers (Imperial and Provincial)..	4	42(a)	
Covenanted Engineers	2	...	
Temporary Engineers	11	16	
Total	20	71	

(a) Include nine Assistant Executive Engineers of the All-India Service of Engineers made up of Europe-recruited and India-recruited branches, and 33 Assistant Engineers of the Central Provinces Engineering Service.

XII.—AGRICULTURE DEPARTMENT.

Description of the appointment.	1891.			1906.	1922.	Remarks.
	Central Prov - Inces.	Benar.	Total.			
Deputy Directors of Agriculture	1	(b) 3	
Assistant Directors of Agriculture	(d) 2	
Agricultural Experts (Botanist, Mycologist, Chemist, Principal, Agricultural College).	(c) 4	
Extra-Assistant Directors of Agriculture	(a) 1	13	
Agricultural Engineer	1	
Total	2	23	

(a) Raj Bahadur R. S. Joshi, Extra-Assistant Commissioner, was on deputation as Assistant to the Director of Agriculture and hence he has been shown as Extra-Assistant Director of Agriculture.

(b) Excludes one post of Deputy Director of Agriculture which is vacant.

(c) Excludes one post of Economic Botanist (known as Second Botanist) which is vacant.

(d) Excludes one post of Assistant Director which was vacant in January 1922.

NOTE.—The sanctioned cadre of the Indian and Central Provinces Agricultural Service, during 1891, 1906 and 1922, is as below:—

	1891.			1906.	1922.	Remarks.
	Central Provinces.	Berar.	Total.			
Indian Agricultural Service	(d) 2	(e) 14	
Central Provinces Agricultural Service	1	13	

(d) Includes Director of Agriculture.

(e) Includes one Director of Agriculture and one Agricultural Engineer, but the post of Agricultural Engineer is outside the cadre.

XIII.—VETERINARY DEPARTMENT.

Description of the appointment.	1891 (January).			1906 (January).	1922 (January).	Remarks.
	Central Prov- inces.	Berar, October 1900.	Total.			
<i>Veterinary Department.</i>						
Deputy Superintendents	3†	†Sanctioned strength is 6.
Veterinary Inspectors	16	
Total	19	

101

XIV.—INDUSTRIES DEPARTMENT.

Description of the appointment.	1891 (January).			1906 (January).	1923 (January).	Remarks.
	Central Prov- inces.	Berar, October 1900.	Total.			
Deputy Director of Industries	1	
Head and Assistant Masters of Schools of Handicrafts.	4	
Inspectors of Steam Boilers and Factories	1	1	1	3	
Superintendent, Reformatory School	1	
Textile Expert	1	
Leather Expert	1	
Curator, Provincial Museum	1	
Electrical Adviser	1	
Total	1	1	1	13	

XV.—CO-OPERATIVE CREDIT SOCIETIES DEPARTMENT.

Description of the appointment.	1891 (January).			1906 (January).	1922 (January).	Remarks.
	Central Provinces.	Berar, October 1900.	Total.			
<i>Co-operative Credit Societies.</i>						
Deputy Registrar	† 1	
Circle Officers	3	
Chief Auditor	1	
Auditors	35	
Total	40	

XVI.—REGISTRATION DEPARTMENT.

Inspectors of Registration	...	1	1	2	3	4
----------------------------	-----	---	---	---	---	---

†The sanctioned staff consists of 3 Deputy Registrars, 7 of the rank of Deputy Commissioner, 1 of the rank of Assistant Commissioner and 1 of the rank of Extra-Assistant Commissioner.

(ii) Tabular summary of the detailed statements showing the strength of Gazetted Staff in the Departments of Government in 1891, 1906 and 1922.

Department.	1891.			1906.	1922.	Remarks.
	Central Provinces (1891).	Berar (1900).	Total.			
1. Government	1.	...	1	1	5	
2. Secretariat (Civil)	3	2	5	6	11	
3. Secretariat (Public Works Department).	1	...	1	2	3	
4. Land Revenue and General Administration Departments. ¹	180	86	*266	321	426	*Includes also Tahsildars and Naib-Tahsildars. Officers in this Department used also to do civil judicial work in 1891.
5. Settlements, Survey and Land Records Departments.	2	1	3	2	4	
6. Forest Department	28	9	37	40	46	
7. Excise Department	1	...	1	6	32	
8. Judicial Department	23	2	†25	135	141	†Includes Munsiffs. Extra-Assistant Commissioners used to do judicial work. Their number was 57. They are included against side head 3. The Commissioners were Divisional and Sessions Judges and are also shown against side head 3.

9.	Jails Department ² ...	2	...	2	4	4
10.	Police Department ...	30	10	40	39	68
11.	Education Department...	12	2	14	17	86
12.	Medical Department ...	34	12	46	45	174
13.	Agriculture Department ...	...	...	...	3	24
14.	Veterinary Department ...	...	...	...	1	5
15.	Industries Department...	...	1	1	1	13
16.	Co-operative Credit Societies ...	...	...	...	...	5
17.	Registration Department ...	1	2	2	3	4
18.	Public Works Department (Buildings and Roads).	17	7	24	38	70
19.	Public Works Department (Irrigation)...	...	...	...	22	75
Grand Total ...		335	133	468	686	1,096

‡Includes Director of Public Health.

¹ The figures for 1891 do not include leave reserves except in the Indian Civil Service, as the cadres of the Provincial and Subordinate Services were then open. The figures for 1906 include leave reserves in all services except the Subordinate Service. The figure for 1922 includes a leave reserve for the Subordinate Service, but this reserve is less than the sanctioned percentage and appointments necessitated on account of the reserve being less than at the sanctioned percentage are excluded.

² Excludes Superintendents of District Jails who are not whole-time officers.

(iii) Abstract of the strength of Imperial Services cadres under each

Name of Department or Service.	1891			
	British		Indian.	
	Central Provinces.	Berar.	Central Provinces.	Berar.
Imperial Services.				
Central Provinces Commission (including Indian Civil Service, Military, Uncovenanted, Statutory Civil Servants, Listed Post-holders, etc.).	48	19	3	(a) 6
Imperial Forest Service	19	3	1	...
Indian Police Service	25	9	4	...
Indian Educational Service	5	...	...	...
Indian Medical Service	16	(c) 3	...	...
Indian Agricultural Service	...	...	...	...
Indian Civil Veterinary Service	...	...	...	...
Department of Industries	...	...	...	...
Co-operative Department	...	...	...	...
Public Works Department (Buildings and Roads).	17		6	
Public Works Department (Irrigation)	...	...	...	...
Total all Departments	...	...	...	...

* This excludes 2 Civil Assistant Surgeons appointed as Civil Surgeons as they are still ent. Central Jail, Nagpur, who joined

† Excludes one District Superintendent

(a) Excludes two attachés, Messrs. C. Shamrao and Mir Hasmat Ali.

(c) Excludes one Residency Surgeon, Hyderabad, and

(e) The figure 21 has

14

2

4

1

21

(g) Rao Bahadur Shrinivasulu

(h) Excludes 1 Superintendent

(j) Includes Miss Broughton,

(k) Includes 1

1

1

1

(l) Includes 1

(m) Excludes 1 Mr. R. M. Spence, Superintendent, Training

(n) Includes Mr.

(o) Includes Mr. E. L. Glass and Mr. D. F. G. MacArthur of the old

department in 1891 and 1922 with increase of 1922 over 1891.

(January).		1921 (January).			Increase of 1922 over 1891.			Remarks.	
Total Central Provinces and Berar.		Grand Total	British.	Indian.	Total	British.	Indian.		Total.
British.	Indian.								
67	9	76	(d) 84	(e) 21	105	17	12	29	
22	1	23	24	(g) 2	26	2	1	3	
34	4	38	(h) 45	5	50	11	1	11	
(m) 5	...	5	(j) 20	7	27	15	7	22	
19	...	19	(k) 19	* 1	20	...	1	1	
...	...	...	(l) 10	1	11	10	1	11
...	...	...	2	...	2	...	...	2
...	
...	
17	6	23	(y) 19	10	29	2	4	-6	
...	...	...	(v) 20	5	25	20	5	25
164	20	184	243	52	295	79	32	111	

borne on the cadre of the Civil Assistant Surgeons. Also excludes Captain Jatar, Superintendent of Police for Secunderabad.

These officers were excluded from the main printed statement, also one unconvicted Medical Officer Dr. O. W. Jones.

been arrived at thus—

Indian Civil Service Officers.

Messrs. Jatar and Rustomji.

Listed Post-holders, Judicial Department.

Rao Bahadur D. B. Patwardhan, Listed Post-holder (executive).

Nayadu and Mr. B. Inamati Shamrao, of Police, Secunderabad.

Miss Chamier and Miss Mahony.

Inspector-General of Civil Hospitals.

Inspector-General of Prisons, Central Provinces.

Director of Public Health.

Superintendent, Central Jail.

Agricultural Engineer.

School, which was treated as unclassified appointment.

W. A. Boermal.

Provincial Service now merged in the all-India Service of Engineers.

APPENDIX D.

(i) Statement showing the disposal of Revenue, Criminal and Civil cases in the Central Provinces and Berar during the year 1891, 1906 and 1919-20.

Serial No.	Details of case work.	1891.			1906.			1919-20.		
		Central Provinces.	Berar.	Total.	Central Provinces.	Berar.	Total.	Central Provinces.	Berar.	Total.
1	Revenue cases	45,761	54,424	100,185	65,744	73,814	139,558	85,203	34,780	119,983
2	Criminal cases, including cases rejected under Section 203, Criminal Procedure Code, and cases struck off as false.	31,684	18,154	49,838	...	...	45,578	...	...	46,931
3	Civil cases:—									
	(a) regular	105,910	26,810	132,720	...	...	109,273	...	...	146,664
	(b) execution of decrees	74,652	22,969	97,621	...	...	81,330	...	...	117,127
	(c) petitions for insolvency	113	17	130	...	...	132	...	...	1,547
	Total	258,100	122,374	380,474	65,744	73,814	375,571	85,203	34,780	432,258

NOTES.—(1) Statistics of 1891 for Central Provinces exclude figures for Sambalpur.

(2) Statistics of revenue cases for Central Provinces do not include appeals and revisions dealt with by Commissioners and Deputy Commissioners. Figures are not available.

(3) The large number of revenue cases in Berar in 1891 and 1906 is not due to any special or abnormal characteristics in the revenue system of Berar but to the method of classifying revenue business under which almost every act done is recorded as a case.

(4) Statistics of criminal cases include cases disposed of by Honorary Magistrates, details being as under:—

	1891.			1906.		1920.
	Central Provinces.	Berar.	Total.	Central Provinces and Berar.	Central Provinces and Berar.	
Number of Honorary Magistrates	197	22	219	230	410	
Number of criminal cases disposed of	7,642	780	8,422	7,925	7,528	

(11) Statement comparing strength of Court staff with volume of case work Revenue, Criminal and Civil in 1891, 1906 and 1920.

Volume of case work.	1891.			1906			1920.			Designation.	1891.			1906.	1920.
	Central Provinces.	Berar.	Total.	Central Provinces.	Berar.	Total.	Central Provinces.	Berar.	Total.		Central Provinces, (1900).	Total.	Central Provinces and Berar.	Central Provinces and Berar.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Revenue cases	45,701	54,424	1,00,125	65,744	73,814	1,39,558	85,203	34,780	1,19,983	Judicial Commissioner	1	1		1	1
										Additional Judicial Commissioners.	...	...	...	2	3
Criminal cases including cases rejected under Section 303, Criminal Procedure Code, and those struck off as false.	31,684	18,154	49,838	...	...	45,578	...	...	46,931	Financial Commissioner	...	...	...	...	1
										Commissioners	4	1	5	6	5
										Deputy Commissioners	17	6	23	22	22
										Assistant Commissioners	12	11	23	39	22
Civil cases including applications for executions of decrees and petitions for insolvency.	1,80,675	49,976	2,30,651	...	...	1,90,755	...	...	2,65,738	Civil and Sessions Judges	...	1	1	...	...
										Divisional and Sessions Judges	...	...	...	4	...
										District and Sessions Judges	...	...	...	2	11 (d)
										Extra-Assistant Commissioners	34	20	54-(b)	78	108 (c)
										Additional District and Sessions Judges.	...	...	...	63-(d)	52 (e)
										Sub-Judges	...	...	...	...	...
										Munsifs	...	...	...	52	72
										Tahsildars and Additional Tahsildars.	30	...	30	78	109
										Tahsildars.	48	2	70	78	109
										Naib-Tahsildars	...	...	...	...	...
										Attaches	48	22	68	77	105
										
Total	2,58,120	1,22,374	380,494	65,744	73,814	1,39,558	85,203	34,780	1,19,983	Total	182	86	268	483	501

* Excludes figures for Sambalpur District.

(a) Excludes Legal Remembrancer.

(b) Includes both executive and Judicial Extra-Assistant Commissioners. There was an open cadre.

(c) Includes 7 probationary Extra-Assistant Commissioners.

(d) Known as Judicial Extra-Assistant Commissioners.

(e) Excludes Assistant Legal Remembrancer, Registrar and Deputy Registrar, Judicial Commissioner's Court.

(iii) Comparative table showing area, population, land revenue for each district in the Central Pro-

Name of district.	Area.	Population.	Land revenue and cesses.	Number of tahsils.	Number of municipalities.
	Sq. M.				
Nagpur ...	3,840	809,901	14,87,240	5	8
Wardha ...	2,428	459,796	8,67,764	3	5
Chandrar ...	9,312	677,641	4,77,100	5	2
Bhandara ...	3,620	685,836	7,58,629	3	3
Balaghat ...	3,312	495,022	5,70,974	3	1
Jubbulpore ...	3,912	745,892	11,76,225	4	3
Mandla ...	5,057	405,214	2,88,230	3	1
Narsinghpur ...	1,976	325,677	6,72,335	2	3
Saugor ...	3,962	541,410	8,66,260	4	3
Damoh ...	2,816	333,047	4,99,617	2	1
Betul ...	3,872	390,386	3,64,955	3	2
Hoshangabad ...	3,682	457,395	9,71,297	4	4
Nimar ...	4,227	391,071	6,53,309	3	2
Chhindwara ...	4,611	516,948	5,07,390	3	3
Seoni ...	3,206	395,481	4,87,957	2	1
Raipur ...	9,776	1,324,856	8,30,634	4	2
Bilaspur ...	7,592	1,146,221	6,63,265	4	1
Drug ...	4,645	775,668	6,93,086	3	1
Average per District for Central Provinces.	4,548.1	604,300.3	7,13,121.2	3.3	2.5
Amraoti ...	4,733	875,904	32,85,615	6	4
Yeotmal ...	5,205	723,213	13,00,912	5	1
Akola ...	4,097	788,863	39,15,494	6	5
Buldana ...	3,731	669,182	22,01,302	5	4
Average per district for Berar ...	4,441.5	764,290.5	26,75,830.75	5.5	3.5
Combined average per district ...	4,528.7	633,389.8	10,69,977.5	3.77	2.72

(A).—This excludes 5,055 cases, being the miscellaneous (original) cases and original, including these the combined average per revenue

(B).—This excludes 1,275 cases disposed of by Judicial Commissioner. Including these, the

demand, and the number of revenue, criminal and civil cases, etc., in the provinces and Berar for the year 1919-20:

Revenue cases.	Criminal cases. (A).	Civil cases (B).			
		Name of Civil District.	Number of cases.	Number of applications for executions disposed of.	Number of insolvency petitions disposed of.
9,289	3,112	Nagpur	13,307	15,433	120
5,193	1,601	Wardha	12,757	11,091	176
4,820	1,117	Bhandara	10,781	10,264	300
4,790	1,323	Jubbulpore	13,050	9,318	53
2,151	1,067	Saugor	13,147	9,945	39
10,289	2,323	Hoshangabad (includes only a part of Hoshangabad).	7,040	5,564	38
2,415	971	Nimar (includes a part of Hoshangabad).	12,853	12,280	11
2,531	931	Chhindwara	8,217	6,299	46
5,154	1,307	Raipur	15,514	9,219	82
4,231	1,446				
3,410	1,279				
4,616	847				
5,942	2,517				
6,108	1,748				
4,840	1,282				
4,732.9	1,426.1	.....	11,851.7	9,934.7	105
			[Average by Civil Districts.]	5,995.8	52.5
			[Average by Revenue Districts.]		
10,439	3,078	East Berar	16,805	12,720	280
6,283	1,419	West Berar	21,918	14,694	322
8,224	2,639				
9,997	2,342				
8,733.25	2,369.5	.....	19,361.5	12,707	301
			[Average by Civil Districts.]	9,680.7	130.5
			[Average by Revenue Districts.]	6,853.5	
5,460.2	1,597.7	.....	13,217.18	10,620.63	140.6
			[Average by Civil Districts.]	6,608.5	70.3
			[Average by Revenue Districts.]	5,310.3	
					11,989.1

appeal and revision cases disposed of by Sessions and Judicial Commissioner's Courts, district of Central Provinces and Berar is 1,827.4.

combined average of civil cases per revenue district (Central Provinces and Berar) is 12,047.2.

(iv) Statement showing details of disposal by the Court of the Judicial Commissioner, Central Provinces and Berar.

		1891.			1906.	1920.	Remarks.
		Central Provinces.	Berar.	Central Provinces and Berar.	Central Provinces and Berar.	Central Provinces and Berar.	
1		2	3	4	5	6	7
Criminal.	References (Section 374, Criminal Procedure Code) ...	(a)	12	12	32	67	
	Appeals ...	212	105	317	271	314	
	Revisions ...	594	156	750	350	443	
	Total	806	273	1,079	653	824	
Civil.	1st Appeals ...	610	128	738	56	132	
	2nd Appeals ...	...	187	187	877	988	
	Miscellaneous Appeals ...	59	(b) 260	319	41	77	
	Revisions ...	169	...	169	225	542	
	Miscellaneous Judicial cases ...	...	47	47	...	(c) 167	
Total	838	622	1,460	1,199	1,906		

(a) Information is not available.

(b) Includes revisions and miscellaneous applications.

(c) Includes 89 miscellaneous applications.

APPENDIX E.

Proposition statement showing the revision of head-quarters establishment as proposed by the Retrenchment Committee.

Office to which the proposition refers.	Present scale affected by proposals of Retrenchment Committee.			Proposed scale.		
	No.	Designation.	Average cost per annum.	No.	Designation.	Average cost per annum.
ss-C (a) General Administration— Civil Secretariat.	HEAD-QUARTERS SECRETARIAT.			Rs.		
	(j)	<i>Superior.</i>	Rs.	(i)	<i>Superior.</i>	Rs.
	1	Chief Secretary ...	36,000	1	Chief Secretary ...	36,000
	1	Financial Secretary ...	27,264	1	Financial Secretary ...	27,264
	1	Revenue Secretary ...	27,264	1	Legal Remembrancer ...	26,064
	1	Legal Remembrancer ...	26,064	1		
	4	Total (j) ...	1,16,592	3	Total (i) ...	89,328
	(ii)	<i>Assistant and Under Secretaries.</i>		(ii)	<i>Assistant and Under Secretaries.</i>	
	2	Under Secretaries (I. C. S.) ...	35,184	1	Under Secretary (I. C. S.) ...	17,592
	1	Under Secretary (P. C. S.) ...	9,840	1	Under Secretary (P. C. S.) ...	9,840
	4	Financial Assistant Secretary ...	8,400	1	Financial Assistant Secretary ...	8,400
	4	Publicity Officer ...	8,640	1	Publicity Officer ...	8,640
	1	Assistant Legal Remembrancer ...	10,680	1	Assistant Legal Remembrancer ...	10,680
	6	Total (ii) ...	72,744	5	Total (ii) ...	65,152
	(iii)	1 Registrar ...	7,200	(iii)	1 Registrar ...	7,200
	Total Superior ...	79,944		Total Superior ...	62,352	

Proposition statement showing the revision of head-quarters establishment as proposed by the Retrenchment Committee.—(Contd.)

Office to which the proposition refers.	Present scale affected by proposals of Retrenchment Committee.			Proposed scale.		
	Nd.	Designation.	Average cost per annum.	No.	Designation.	Average cost per annum.
22C-9-(1),—General Administration— Civil Secretariat.	(iv)	<i>Clerical, etc.</i>	Rs.	(iv)	<i>Clerical, etc.</i>	Rs.
	8	Superintendents	31,200	4	Superintendents	15,600
	59	Upper Division Clerks	94,282	36	Upper Division Clerks	57,528
	71	Lower Division Clerks	79,136	38	Lower Division Clerks	41,743
	120	Servants	19,128	102	Servants	15,550
		Total (iv)	2,23,746		Total (iv)	1,30,421
	(v)	Travelling Allowance	18,000	(v)	Travelling Allowance	17,200
		Contingencies	61,950		Contingencies	41,950
		Total (v)	79,910		Total (v)	59,150
		Total (Secretariat)	5,00,233		Total (Secretariat)	3,41,251

32 D.—General Administration—Commissioners.

34-A.—Agriculture.

34-B.—Agriculture—Veterinary charges.

II

		Commissioners.	
5	Commissioners	...	1,80,000
68	Clerks	...	1,13,406
53	Servants	...	21,500
	Travelling Allowance	...	38,090
	Contingencies	...	
	Total	...	3,52,996
III HEADS OF DEPARTMENTS—			
(a) <i>Agricultural Department.</i>			
1	Director of Agriculture	...	25,500
	13 Clerks and 12 Servants	...	21,282
	Travelling Allowance	...	5,000
4	Contingencies	...	8,837
	Total (a)	...	60,619
(b) <i>Veterinary Department.</i>			
1	and Superintendent, Civil Veterinary Department.	...	10,200
<i>Office of the Veterinary Superintendent.</i>			
10	Clerks	...	4,900
19	Servants	...	4,150
	Travelling Allowance	...	7,722
	Contingencies	...	
	Total (b)	...	26,972

		Controlling Revenue Authority.	
2	Financial Commissioners	...	84,000
1	Under Secretary to Financial Commissioner (i.c.s.)	...	17,592
18	Clerks	...	29,450
16	Servants	...	10,000
	Travelling Allowance	...	28,500
	Contingencies	...	
	Total	...	1,69,542
<i>Development Department.</i>			
1	Development Commissioner	...	42,000
<i>Office.</i>			
1	Superintendent	...	3,900
6	Upper Division Clerks	...	9,588
4	Lower Division Clerks	...	3,400
4	Camp Clerks	...	7,200
12	Servants	...	2,600
	Travelling Allowance of Development Commissioner, Veterinary Superintendent, Senior Deputy Director of Agriculture, and Registrar, Co-operative Societies.	...	13,000
	Contingencies	...	16,000
	Total	...	97,688

159

Proposition statement showing the revision of head-quarters establishment as proposed by the Retrenchment Committee.—(Conclid.)

Office to which the proposition refers.	Present scale affected by proposals of Retrenchment Committee.			Proposed scale.						
	No.	Designation.	Average cost per annum.	No.	Designation.	Average cost per annum.				
34.-C.—Agriculture.	8.—Forest.	<i>(c) Forest Department.</i>					Rs.			
			Chief Conservator of Forests	...	31,500					
			4 clerks, 6 servants and elephant establishment.	...	9,020					
			Travelling Allowance	...	5,000					
			Contingencies	...	8,750					
			Total	...	54,270					
		35.—Industries.	1	<i>(d) Department of Industries.</i>						
					Allowance to Director of Industries	...	1,800			
					Clerks	...	16,091			
					Servants	...				
					Travelling Allowance of Director	...	2,000			
					Contingencies	...	4,784			
			Total (d)	...	24,675					
		34.-C.—Agriculture.	12	<i>(e) Co-operative credit.</i>						
					Office of the Registrar—					
	Clerks			...	19,324					
	Servants			...						
	Travelling Allowance of Registrar			...	2,500					
	Contingencies	...	1,600							
	Total (e)	...	23,424							
	Total (Heads of Departments)	...	1,87,460							
	Grand Total	...	10,40,688	Grand Total	...	6,08,481				
	Total Saving	...				4,32,207				

APPENDIX F.

7. In this Appendix we assume that (i) that the separation of judicial and executive functions will be effected below the District Officer, one of the District Officer's assistants being appointed as Additional District Magistrate to perform all his judicial functions for him, and (ii) that our suggestion for the disappearance of the Sub-Divisional Officer and the delegation of his powers to the Tahsildar is approved.

2. The sanctioned number of Assistant Commissioners and Extra-Assistant Commissioners on district duty is 8 and 73 respectively. Under our scheme the number of assistants required for district duty should be 27 for revenue work and 26 for criminal work as shown below:—

Name of District.	Revenue Assistants to the Deputy Commissioner.	Additional District Magistrate and Assistants for criminal work, including Treasury Officer.
1	2	3
Nagpur	2	2
Wardha	1	1
Chanda	1	1
Bhandara	1	1
Balaghat	1	1
Amraoti	2	2
Akola	2	2
Yeotmal	1	1
Buldana	1	1
Hoshangabad	1	1
Nimar	1	1
Betul	1	1
Chhindwara	1	1
Narsinghpur	1	1
Jubbulpore	2	2
Saugor	1	1
Damoh	1	1
Seoni	1	1
Mandla	1	1
Raipur	2	1
Bilaspur	1	1
Drug	1	1

Assuming that the number of Assistant Commissioners on district duty remains the same as at present, the number of Extra-Assistant Commissioners on district duty will be 45 against 73. There will also be a saving on account of the smaller leave and training reserve required. As the total number of assistants will be 53, there will be a saving of 28 posts of Moharrirs and 56 posts of peons to assistants.

Roughly speaking, there are at present 43 assistants who may be considered to be touring officers. Allowing for occasional touring by assistants doing purely criminal work, there will be about 30 touring assistants under our scheme, thereby effecting some saving in travelling allowance and tour charges. Other contingent charges of 28 assistants (81-53) will also be saved. On the other hand, there will be some additional expenditure on account of an allowance, say, of Rs. 150 for the Additional District Magistrate.

3. The present sanctioned staff of Tahsildars is 87 and of Naib-Tahsildars 86. There are also 13 probationary Naib-Tahsildars outside the duty cadre. The leave and training reserve for Tahsildars is allowed in the cadre of Naib-Tahsildars and is less than the sanctioned percentage of 13.82. For revenue work, we allow 97 Tahsil officers, of whom 65 will be for the Central Provinces, 22 for Berar, with an extra reserve of 10 for the heavy districts. For criminal work, we allow 86 Tahsil Magistrates, of whom 65 will be for Central Provinces and 21 for Berar. A separate Tahsil Magistrate for the Melghat taluq is not necessary, as the Ellichpur Tahsil Magistrate can do the criminal work of the Melghat taluq or the Tahsildar can do both executive and criminal work in this jungly tahsil. There will be no Naib-Tahsildars. The number of Tahsil officers and Tahsil Magistrates will therefore be 183 against 186 Tahsildars and Naib-Tahsildars at present. At present, all Tahsildars and Naib-Tahsildars are touring officers: when judicial and executive functions are separated, there will be about 100 touring officers. This will result in some saving on account of travelling allowances and tour charges. On the other hand there will be additional expenditure on account of the improved pay which we have proposed for Tahsil officers and Tahsil Magistrates.

4. When judicial and executive functions are separated, the tahsil officer can do the land record work at present done by Superintendents and Assistant Superintendents of Land Records. It will, then, be possible to abolish all posts of Superintendents of Land Records and Assistant Superintendent of Land Records, and their peons. There will also be a saving on account of their travelling allowances, tour charges and other contingencies. On the other hand, it will be necessary to create 8 posts of Deputy Director of Land Records.

5. The financial effect of the above proposals is set out below:—

	Savings per annum.	Additional expenditure per annum.
	2	3
	Rs.	Rs.
Reduction in the number of Extra-Assistant Commissioners by 28 ; average pay at the present scale (Rs. 650 per month).	2,08,320	..

	Savings per annum.	Additional expendi- ture per annum.
	2	3
	Rs.	Rs.
Reduction in the number of Extra-Assistant Commissioners for the leave and training reserve from 12 to 7.	37,300	..
Reduction in the number of Moharrirs by 28; average pay Rs. 57-8-0 per mensem.	19,320	..
Reduction in the number of orderly peons by 56; average pay Rs. 12 per month.	8,064	..
Travelling allowance and tour charges saved on account of the reduction in the number of touring assistants by 13. Rs. 650 per annum for travelling allowance and Rs. 300 per annum for tour charges for each assistant and his reader.	18,350	..
Other contingent charges on account of the reduction in the number of assistants by 28 at Rs. 200 per annum for each assistant.	5,600	..
Allowance at the rate of Rs. 150 per mensem to 22 Additional District Magistrates.	..	39,600
Improvement of the pay of 183 Tahsil officers and Tahsil Magistrates. Average pay Rs. 359 per month against the present average of Rs. 225 for a Tahsildar and Rs. 132-8-0 for a Naib-Tahsildar and Rs. 80 for a probationary Naib-Tahsildar.	..	4,04,244
Leave and training reserve for Tahsil officers and Tahsil Magistrates at 16 per cent.	..	79,000
Travelling allowances and tour charges saved on account of the reduction in the number of Tahsil touring officers by 86. Travelling allowance at Rs. 300 per annum and tour charges of Rs. 180 per annum for each officer, etc., his reader.	41,280	..
Abolition of 23 Superintendents of Land Records; average pay Rs. 225 per month.	62,100	..
Abolition of 34 Assistant Superintendents of Land Records; average pay Rs. 105 per month.	42,840	..
Abolition of peons for 57 Superintendents of Land Records and Assistant Superintendents of Land Records; average pay Rs. 12 per month.	8,308	..
Travelling allowance, tour charges and contingencies for Superintendents of Land Records and Assistant Superintendents of Land Records at the rate of Rs. 40 per month.	27,360	..
Appointment of 8 Deputy Directors of Land Records; average pay Rs. 548 per month.	..	52,608
Appointment of 16 peons for Deputy Directors of Land Records; average pay Rs. 12 per month.	..	2,304
Travelling allowance of 8 Deputy Directors of Land Records	..	4,000
	4,72,642	5,81,756

The additional expenditure on account of the above proposals will therefore, be Rs. 1,09,114.

APPENDIX G.

Abstract statement showing the savings effected in various departments on account of the proposals of the Retrenchment Committee.

[Figures are in nearest thousands.]

No.	Department.	Savings.							Remarks.
		Immediate.					Ultimate.	Total.	
		Adjustments.	Curtailement of activities.	Savings on account of establishment charges.	Other savings.	Total (Immediate).			
Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.		
1	General	26,00,000	...	10,00,000	7,00,00	43,20,000	..	43,00,000	
2	Legislative Council	...	...	...	44,000	44,000	...	44,000	
3	General Administration	...	...	...	1,00,000	1,00,000	2,57,000	3,57,000	
4	District Administration	...	...	...	...	...	7,86,000	7,86,000	
5	Settlements and Land Records	...	...	...	...	...	2,46,000	2,46,000	
6	Forest	...	...	...	...	...	1,38,000	1,38,000	
7	Excise	...	...	...	...	...	6,000	6,000	
8	Judicial	...	...	6,000	12,000	18,000	3,14,000	3,32,000	
9	Jail	...	...	...	...	...	4,000	4,000	
10	Police	...	...	...	...	...	2,38,000	2,38,000	
11	Education	...	...	...	...	...	4,10,000	4,10,000	
12	Medical	...	...	...	20,000	20,000	...	20,000	
13	Public Health	...	...	...	...	...	12,000	12,000	
14	Agriculture	...	...	...	...	...	1,54,000	1,54,000	
15	Veterinary	...	...	...	...	...	43,000	43,000	
16	Co-operative Credit	...	...	...	...	...	49,000	49,000	
17	Industries	...	...	...	...	...	50,000	50,000	
18	Public Works Department	...	5,00,000	50,000	...	5,60,000	6,73,000	12,33,000	
GRAND TOTAL		26,00,000	3,00,000	10,66,000	8,76,000	50,42,000	33,80,000	84,22,000	

Financial effect of the proposals made by the Retrenchment Committee.

Name of Department.	Savings in superior staff.				Savings in office establishment and contingencies.		Other savings.		Additional expenditure, if any.		Net savings.	
	Abolition of posts.		Substitution of Provincial Service posts for all-India Service posts.									
	Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.
<i>General.</i>	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Reduction in the contribution to the Famine Fund.	6,00,000	...	...	...	6,00,000	...
Financing development projects by loans.	20,00,000	...	...	...	20,00,000	...
Savings in the interest charged by the Government of India on protective works constructed out of Imperial revenue before 1921.	7,00,000	...	...	...	7,00,000	...
Partial abolition of dear district and special allowances.	10,00,000	...	...	...	10,00,000	...
Total	43,00,000	...	...	...	43,00,000	...

Financial effect of the proposals made by the Retrenchment Committee.—(Contd.)

Name of Department.	Savings in superior staff.				Savings in office establishment and contingencies.		Other savings.		Additional expenditure, if any.		Net savings.	
	Abolition of posts.		Substitution of Provincial Service posts for all-India Service posts.		Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.
	Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.								
<i>Legislative Council.</i>												
Reduction in the emoluments of the President, Legislative Council.	Rs. ...	Rs. ...	Rs. ...	Rs. ...	Rs. ...	Rs. ...	Rs. 26,000	Rs. ...	Rs. ...	Rs. ...	Rs. 26,000	Rs. ...
Abolition of salaried Deputy President, Legislative Council.	3,000	...	...	...	3,000	...
Reduction in the travelling allowance of Members of the Legislative Council.	15,000	...	...	...	15,000	...
Total	44,000	...	...	...	44,000	...
<i>General Administration.</i>												
Reduction in the pay of Executive Council-ers.	12,000	...	...	...	12,000

Headquarters, Secretariat.

Abolition of the post of Revenue Secretary to Government.	...	27,800	...	...	...	...	...	...	...	...	27,800
Abolition of one post of Under Secretary to Government.	...	17,600	...	...	...	...	...	...	...	...	17,600
Reduction in the cost of clerical establishments (Secretariat).	...	...	...	...	1,14,100	...	...	...	...	...	1,14,100
Reduction in stationery and printing charges.	...	...	...	...	...	1,00,000	...	...	...	1,00,000	...
<i>Commissioners, etc.</i>											
Abolition of Commissioners and their offices.	...	1,80,000	...	...	1,73,000	...	...	...	...	...	3,53,000
Creation of 2 posts of Financial Commissioners (when the Commissionerships are abolished).	...	...	...	...	...	...	...	...	84,000	...	...
Creation of one post of Under Secretary to the Financial Commissioners.	...	...	...	...	...	...	...	...	17,600	...	...
Establishment of the Financial Commissioners.	...	...	...	...	...	...	...	...	67,900	...	...
Creation of the post of Development Commissioner.	...	...	...	...	...	...	...	...	42,000	...	...
Travelling allowance of the Development Commissioner and Officers subordinate to him.	...	...	...	...	...	...	...	...	13,000	...	...
Establishment, etc., for the Development Commissioner.	...	...	...	...	...	...	...	...	42,000	...	...
Total	...	2,84,800	...	...	2,87,100	1,00,000	12,000	...	2,66,500	1,00,000	2,87,400

173

Financial effect of the proposals made by the Retrenchment Committee.—(Contd.)

Name of Department.	Savings in superior staff.				Savings in office establishment and contingencies.		Other savings.		Additional expenditure, if any.		Net savings.	
	Abolition of posts.		Substitution of Provincial Service posts for all-India Service posts.		Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.
	Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.								
<i>District Administration.</i>	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Reduction in the number of districts	*7,50,000	...	...	...	7,50,000
Abolition of 4 tahsils	*60,000	...	...	...	60,000
Reduction in the number of Sub-Divisional Officers and their establishments.	...	8,49,000	...	...	...	33,000	...	...	...	...	...	2,82,000
Abolition of the select grade for the Central Provinces Civil Service (Executive).	14,000	...	...	...	14,000
Reduction in the pay of the Central Provinces Civil Service (Executive).	38,000	...	...	...	38,000
Improvement of the pay of Tahsildars	4,83,000	...	...
Provincialisation of the Executive Cadre of the I. C. S. by 50 per cent.	1,25,000	...	...	...	...	...	...	...	1,25,000
Total	8,49,000	...	1,25,000	...	33,000	...	3,62,000	...	4,83,000	...	7,86,000

<i>Settlement and Land Records.</i>											
Savings on account of the reduction in the time taken for settlement.	...	...	...	...	...	...	1,50,000	...	...	...	1,50,000
Abolition of the posts of Superintendents and Assistant Superintendents of Land Records (contingent on the separation of judicial and executive functions).	...	1,04,900	...	...	...	8,200	...	27,300	...	...	1,40,400
Creation of eight posts of District Superintendents of Land Records (contingent on the separation of judicial and executive functions).	...	...	...	...	...	...	...	...	64,400	...	...
Savings on account of the reduction in the number of kanungos.	...	20,000	...	...	...	...	...	...	...	...	20,000
Total	...	1,24,900	...	...	...	8,200	...	1,77,300	...	64,400	2,46,000
<i>Forests.</i>											
Abolition of the post of Chief Conservator of Forests and his office.	...	31,000	...	...	...	23,000	...	...	...	...	53,000
Savings on account of concentration of Conservators at Head-quarters.	...	...	...	...	...	25,000	...	...	...	...	25,000
Improvement in the pay of the Provincial and Subordinate Forest Services.	...	...	...	...	...	...	...	38,000	...	...	...
Provincialisation of the Imperial Forest Service at 50 per cent.	...	...	...	98,000	...	...	...	...	...	...	98,000
Total	...	31,000	...	98,000	...	47,000	...	38,000	...	...	1,38,000
<i>Excise.</i>											
Saving on account of the post of Distillery Expert being held by an officer of the rank of District Excise Officer.	...	...	...	...	...	...	6,000	...	...	...	6,000
Total	...	...	...	...	...	...	6,000	...	...	...	6,000

175

* This includes savings under columns 3 and 7.
 † It is assumed that there will be no Naib-Tahsildars and that there will be 183 Tahsildars (97 Tahsil officers and 86 Tahsil Magistrates, vide para. 3 of Appendix F) and the necessary leave and training reserve at 16 per cent.

Financial effect of the proposals made by the Retrenchment Committee.—(Contd.)

Name of Department.	Savings in superior staff.				Savings in office establishment and contingencies.		Other savings.		Additional expenditure, if any.		Net savings.	
	Abolition of posts.		Substitution of Provincial Service posts for all-India Service posts.		Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.
	Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.								
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
<i>Judicial.</i>												
Reduction in the pay of the Judicial Commissioner.	..	...	...	...	...	...	...	6,000	...	...	...	6,000
Reduction in the pay of the Additional Judicial Commissioners.	...	...	...	...	...	...	...	9,000	...	...	...	9,000
Abolition of the post of Deputy Registrar, Judicial Commissioner's Court.	9,500	...	...	...	...	...	...	...	...	...	9,500	...
Creation of a post of Clerk of Court in the office of the Registrar, Judicial Commissioner's Court, in place of the Deputy Registrar.	...	...	...	...	...	...	...	...	3,900	...	...	...
Abolition of seven posts of Sub-judges and nine posts of Munsiffs.	...	1,19,800	...	...	...	...	...	...	...	...	...	1,19,800
Reduction in the pay of the Provincial Judicial Service.	..	...	...	...	...	...	...	73,600	...	...	...	73,600

Abolition of the selection grade in the Provincial Judicial Service.	...	...	...	...	...	...	23,500	..	...	...	23,500
Abolition of Judicial allowance	...	...	...	...	...	...	21,600	...	...	...	21,600
Abolition of separate offices and nazars.	...	...	...	...	...	...	20,000	...	...	...	20,000
Reduction in the remuneration of the Government Advocate.	...	...	...	...	...	12,500	...	...	...	12,500	...
Provincialisation of 4 posts of District and Sessions Judges.	...	...	...	40,400	...	...	...	...	...	...	40,400
Total	9,509	1,19,800	...	40,400	...	12,500	1,53,700	3,900	...	18,100	3,13,900
<i>Jails.</i>											
Savings on account of the Inspector-General of Prisons being an officer of the rank of a junior Lieutenant-Colonel.	...	...	...	...	...	...	3,600	...	...	...	3,600
Total (Jails)	...	...	...	...	...	...	3,600	...	...	...	3,600
<i>Police.</i>											
Abolition of the post of one Range Deputy Inspector-General.	...	23,000	...	...	...	...	...	...	...	...	23,000
Abolition of the post of one Assistant to the Deputy Inspector-General (C. I. D.)	...	15,000	...	...	...	...	...	...	...	...	15,000

Financial effect of the proposals made by the Retrenchment Committee.

Name of Department.	Savings in superior staff.				Savings in office establishment and contingencies.		Other savings.		Additional Expenditure, if any.		Net savings.	
	Abolition of posts.		Substitution of Provincial Service posts for All-India Service posts.									
	Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.	Immedi-ate.	Ulti-mate.
<i>Police.—(Concl'd.)</i>	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Abolition of 6 posts of Deputy Superintendents.	...	36,000	...	...	...	...	...	...	..	...	...	36,000
Abolition of 25 posts of Circle Inspectors.	...	68,400	...	...	...	...	...	...	..	...	...	68,400
Savings on account of the combination of Civil and Police Hospitals.	...	...	...	...	...	...	...	25,000	...	...	...	25,000
Savings on account of the abolition of certain allowances.	...	...	...	...	...	...	...	4,800	...	...	...	4,800
Provincialisation of 50 per cent of the Imperial Police Service.	...	...	...	65,900	...	...	...	...	...	...	...	65,900
Total Police ...	...	1,42,400	...	65,900	...	...	...	29,800	...	...	...	2,38,100
<i>Education.</i>												
Savings on account of the concentration of subjects in Colleges.	...	55,000	...	...	...	...	...	...	...	...	...	55,000

Reduction in the Staff of the Training College, Jubbulpore, and in the number and value of stipends.	26,000	...	...	...	...	...	33,000	...	...	...	59,000
Reduction in the cost of Practising Schools.	...	...	...	...	...	...	15,000	...	...	...	15,000
Savings on account of the abolition of some separate Urdu Classes, etc.	...	...	...	...	...	...	6,000	...	...	...	6,000
Reduction of grants to local bodies	...	...	...	...	...	...	1,50,000	...	...	...	1,50,000
Reorganization of the cadres of the Education Services.	...	...	1,25,000	...	...	...	...	...	...	...	1,25,000
Total Education	81,000	...	1,25,000	...	...	...	2,04,000	...	...	...	4,16,000
<i>Medical.</i>											
Abolition of stipends at the Robertson Medical School.	...	...	...	...	...	...	20,000	...	...	...	20,000
Total (Medical)	...	...	...	...	...	...	20,000	...	...	...	20,000
<i>Public Health.</i>											
Abolition of the post of Director of Public Health,	27,000	...	...	...	...	...	...	...	...	...	27,000
Creation of the post of the Deputy Director of Public Health.	...	...	...	...	...	...	...	15,000	...	...	...
Total (Public Health)	27,000	...	...	...	...	...	...	15,000	...	...	12,000

Financial effect of the proposals made by the Retrenchment Committee.

Name of Department.	Savings in superior staff.				Savings in office establishment and contingencies.		Other savings.		Additional Expenditure, if any.		Net savings.	
	Abolition of posts		Substitution of Provincial service posts for all-India Service posts.		Imme- diate.	Ulti- mate.	Imme- diate.	Ulti- mate.	Imme- diate.	Ulti- mate.	Imme- diate.	Ulti- mate.
	Imme- diate.	Ulti- mate.	Imme- diate.	Ulti- mate.								
<i>Agriculture.</i>	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Abolition of the post of Director of Agriculture and his office.	...	25,500	...	...	...	30,000	...	5,000	...	...	...	60,500
Abolition of one post of Deputy Director of Agriculture.	...	13,600	...	...	...	...	...	...	...	...	...	13,600
Savings on account of the reduction in the number of cattle-breeding farms.	40,000	...	...	...	40,000
Savings on account of the abolition of non-paying demonstration farms.	30,000	...	...	...	30,000
Provincialisation of the Imperial Agriculture Service.	9,800	...	...	...	...	...	...	...	9,800
Total	...	39,100	...	9,800	...	30,000	...	75,000	...	...	...	1,53,900
<i>Veterinary.</i>												
Abolition of the post of 2nd Superintendent, Civil Veterinary Department.	...	10,200	...	...	...	...	...	...	...	...	...	10,200
Abolition of the office of the Superintendent, Civil Veterinary Department.	16,000	...	...	...	...	...	16,000

Reduction in the number of Veterinary Inspectors.	...	15,800	...	...	...	...	...	...	...	15,800
Provincialisation of the post of Superintendent, Civil Veterinary Department.	...	...	...	1,400	...	...	...	...	...	1,400
Total (Veterinary)	...	26,000	...	...	...	...	...	...	...	43,400
<i>Co-operative Credit.</i>										
Reduction in the staff of the Department and merging of the Registrar's office in that of the Development Commissioner.	...	24,000	...	...	...	25,000	...	...	...	40,000
Total Co-operative Credit	...	24,000	...	...	...	25,000	...	...	...	49,000
<i>Industries.</i>										
Abolition of the office of Director of Industries.	...	...	...	...	...	22,800	...	...	...	22,800
Abolition of the post of Leather Expert ..	...	6,600	...	...	...	2,900	...	...	...	9,500
Provincialisation of special appointments, viz.—	...	...	...	...	...	...	...	...	...	...
1. The Chief Inspector of Steam Boilers.	}	...	...	...	...	...	...	18,000	...	...
2. The Inspector of Industrial Schools ..										
3. The Textile Expert										
4. The Electrical Adviser to Government.										
Total	...	6,600	...	...	...	25,700	...	18,000	...	50,300
<i>Public Works Department (Buildings and Roads).</i>										
Abolition of one post of Superintending Engineer and concentration of Deputy Chief Engineers at head-quarters.	...	23,400	...	...	...	98,000	...	3,000	...	1,24,000

* Includes travelling allowance of the 2nd Superintendent, Civil Veterinary Department.

Financial effect of the proposals made by the Retrenchment Committee.

Name of Department.	Savings in superior staff.				Savings in office establishment and contingencies.		Other savings.		Additional expenditure, if any.		Net savings.	
	Abolition of posts.		Substitution of provincial Service Posts for all-India Service posts.		Imme- diate.	Ulti- mate.	Imme- diate.	Ulti- mate.	Imme- diate.	Ulti- mate.	Imme- diate.	Ulti- mate.
	Imme- diate.	Ulti- mate.	Imme- diate.	Ulti- mate.								
<i>Public Works Department (Buildings and Roads).—(Concl'd.)</i>	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Abolition of one post of Executive Engineer.	...	13,000	...	...	...	30,000	...	3,000	...	...	...	46,900
Concentration of Estimating	13,000	...	...	...	...	...	13,000
Discharge of temporary Sub-Divisional Officers, Overseers and Sub-Overseers.	50,000	...	...	...	...	...	...	...	...	...	60,000	...
Abolition of the post of Superintendent, Workshops.	...	7,800	...	...	...	...	...	...	...	...	...	7,800
Abolition of technical pay	19,000	...	...	...	19,000
Abolition of the duty allowance of Chief Engineer.	3,000	...	...	...	3,000
Reduction of the building programme	5,00,000	...	...	...	...	...
Savings on account of the transfer of roads to local bodies, including the abolition of the separate post of Chief Engineer (Buildings and Roads) (when the transfer is effected) and other reorganisations.	1,84,500	...	...	...	1,84,500
Provincialisation of the Public Works Department (Buildings and Roads Branch).	67,900	...	...	...	...	...	...	...	67,900

<i>Public Works Department (Irrigation).</i>												
Abolition of one post of Superintending Engineer and concentration of Deputy Chief Engineers at head-quarters.	...	23,000	...	...	...	78,000	...	3,000	...	...	1,04,900
Abolition of the duty allowance to the Chief Engineer.	...	...	...	...	...	...	...	3,000	...	...	3,000
Abolition of technical pay	...	...	...	...	...	...	...	85,000	...	...	85,000
Centralisation of Estimating	...	...	...	...	...	15,000	...	...	...	...	15,000
Provincialisation of the Irrigation Branch	...	...	...	60,000	...	...	...	...	...	...	60,000
Total Public Works Department	...	60,000	68,100	1,27,900	8	1,34,000	5,00,000	2,43,500	5,60,000	6,73,500



REPORT
OF THE
BENGAL RETRENCHMENT
COMMITTEE.

CALCUTTA :
Bengal Secretariat Book Depot.
1923.

CONTENTS.

PART I.

CHAPTER.	PARA.	PAGE.
I.—Introduction	1—8	1
II.—Land Revenue—		
(a) Land Records	9—13	4
(b) Survey Department	14—16	6
III.—Excise and Salt	17—30	7
IV.—Stamps	31	12
V.—Forests	32—37	13
VI.—Registration	38—44	15
VII.—Irrigation	45—48	17
VIII.—General Administration—		
(a) Staff and Household of the Governor	49—51	19
(b) Members of Council and Ministers	52—55	19
(c) Legislative Council	56—61	20
(d) Secretariat	62—76	23
(e) Board of Revenue	77—78	27
(f) Divisional Commissioners	79—91	28
(g) District Administration	92—100	32
IX.—Administration of Justice—		
(a) Civil and Sessions Courts	101—122	36
(b) Presidency Magistrates	123—127	41
(c) Courts of Small Causes	128—130	43
(d) Legal Remembrancer	131—133	43
X.—Jails	134—137	44
XI.—Police—		
(a) Bengal Police	138—172	45
(b) Calcutta Police	173—195	58

CHAPTER.	PAGES.	PAGE.
XII.—Education—		
(a) Transferred	... .. 196—224	65
(b) Reserved	... .. 225—229	76
XIII.—Medical	... .. 230—242	78
XIV.—Public Health—		
(a) Public Health branch	... .. 243—251	83
(b) Engineering branch	... .. 252—261	85
XV.—Agriculture—		
(a) Civil Veterinary Department	... .. 262—273	89
(b) Agriculture	... .. 274—296	91
(c) Sericulture	... .. 297—302	98
(d) Co-operative Societies	... .. 303—313	99
XVI.—Industries—		
(a) Development of Industries	... .. 314—329	103
(b) Fisheries	... .. 330—331	108
XVII.—Miscellaneous Departments	... .. 332—337	109
XVIII.—Civil Works	... .. 338—348	110
XIX.—Stationery and Printing	... .. 349—371	113

PART II.

XX.—Devolution of financial powers to local authorities	... .. 372—386	119
XXI.—Indianization of the services	... .. 387—391	126
XXII.—Pay of the services	... .. 392—401	128
XXIII.—Holidays, leave, and the hill exodus	... .. 402—407	132
XXIV.—Travelling and other allowances	... .. 408—422	134
XXV.—Floating craft	... .. 423—434	139
XXVI.—Rented buildings and telephones—		
(a) Rented buildings	... .. 435—440	143
(b) Telephones	... .. 441—446	144
XXVII.—Contingencies	... .. 447—454	146
XXVIII.—General	... .. 455—461	151
APPENDIX	... ..	i

REPORT OF THE BENGAL RETRENCHMENT COMMITTEE.

PART I.

CHAPTER I.

Introduction.

1. The Bengal Retrenchment Committee was appointed by resolution No. 9113 F., dated the 13th June 1922. Our terms of reference, which are contained in paragraph 6 of the resolution, are as follows:—

“The Governor in Council desires the committee to make recommendations for effecting all possible reductions in the expenditure of the local Government. He wishes to leave the committee a free hand in their enquiries, but there are certain points on which he would welcome specific recommendations. These are—

- (1) Assuming that the budget for 1922-23 provides for functions which it is necessary, or desirable, that the local Government should undertake, could they be carried out at a smaller cost?
- (2) Having regard to the present financial position and outlook, is it desirable that any of these functions should be omitted or curtailed?
- (3) If, in order to meet popular demands for larger expenditure on education, sanitation, agriculture, and other similar purposes, it is decided to undertake a greater expansion of the activities of Government than has hitherto been possible, would it be desirable to relieve provincial revenues by devolving financial powers and responsibilities on local bodies?

It may be that the committee's enquiries will lead them to recommend changes of policy. The decision as to the action to be taken on such recommendations must rest with the local Government, but the Governor in Council does not wish to limit in any way the scope of the committee's investigation, and it will be open to them to indicate the

economies which might be effected if particular policies were adopted, modified, or abandoned."

2. We have received and considered 173 written memoranda, and have examined orally 108 witnesses. Non-official opinion, representing the views not only of individuals, but also of a majority of the members of the Legislative Council, and of the most prominent public bodies and associations, has been of the greatest help to us. We are also greatly indebted to Government officials and departments for their co-operation in our enquiries by the evidence they have given, and the promptness with which they have supplied information at their disposal. Our proceedings have been confidential, and for this reason the evidence we have received has not been recorded.

3. Our report is divided into two parts. The former, arranged according to the major budget heads, gives our recommendations in respect of individual departments, and the latter deals with matters of general application. We regret it has not been possible to comply with the wishes of the local Government that our report should be submitted before the 31st December 1922.

4. We have set out at the foot of each section and chapter the ultimate reduction of expenditure which our proposals entail. In an appendix the figures are consolidated and the total reduction shown. Against this reduction has to be set increased expenditure on pensionary charges, the amount of which we have not been able to calculate. We have not attempted a detailed estimate of the savings, and our figures should be regarded merely as rough approximations of the economies that the adoption of our recommendations would effect. In a few instances where we consider services are being rendered by Government for an inadequate return, we have exceeded our terms of reference by recommending increased charges.

5. Of the three specific points referred for our consideration we find some difficulty in differentiating between the first two. The only department whose complete abolition we have proposed is the Fisheries Department. In other instances we have recommended a curtailment of particular activities of an intermediate character, either as being superfluous, or because, in our opinion, it is possible to substitute less costly methods without detracting from the efficient discharge of the main functions of Government. Thus, while recommending the deprovincialization of Government secondary schools for boys, we contemplate, by means of grants-in-aid, a more effective discharge of the responsibilities of Government in secondary education. We regard this as a change of method, rather than a curtailment of the functions of Government. In this view we feel that a classification of our recommendations in the manner suggested by the first two of the three specific points referred to us would not only be extremely difficult, but might

be misleading. We have, therefore, not attempted it. The third specific point is dealt with in chapter XX.

6. We desire to acknowledge our obligation to the Bengal Chamber of Commerce for their courtesy in placing at our disposal a room for our meetings. It has helped to preserve the confidential nature of our proceedings, and has been a great convenience to the witnesses and ourselves.

7. We are indebted to the Secretariat Press for the willing and efficient manner in which the extra work entailed by our enquiries has been carried out.

8. We wish, also, to express our appreciation of the valuable services rendered by our Secretary, Mr. J. Peddie, i.c.s. Our work has been materially lightened by the care he has shown in supplying us with information, and in arranging and making ready for our use the written opinions we have received.

CHAPTER II.

5.—Land Revenue.

(a) Land Records.

Cost of
major
settlements.

9. We have received helpful evidence in regard to this department and our recommendations may be stated briefly. The cost of a major settlement includes the following items:—

- (a) the pay of the Settlement Officer and his staff, and all expenditure incurred by them, including the net cost of buildings,
- (b) the pay of the staff of the Survey Department employed, and all expenditure incurred by them in making the traverse, and in the production of maps, and
- (c) proportionately with other major settlements—
 - (i) three-eighths of the pay of the Director of Land Records and of the expenditure on his office, and
 - (ii) one-half of the pay of the Director of Surveys and of the expenditure on his office.

Of the cost so ascertained 75 per cent. is realized from the landlords and tenants of the permanently-settled area.

Recoveries
to include
interest.

10. We understand that recoveries are not usually made from the landlords and tenants of a block until the third year after operations have begun. The bulk of the money ultimately to be recovered therefore has been advanced by Government and spent three years before it is realized. We consider that, in estimating the amount to be recovered, a reasonable rate of interest should be charged each year, until realization, on the outstanding amount recoverable from the landlords and tenants. If Government forego this interest it means that they are bearing more than 25 per cent. of the effective cost of the settlement.

Government
share of
cost.

11. The one quarter share of the cost is borne by Government not by virtue of any law, but as a matter of grace. It is apparent that Government derive advantages from the preparation of a record-of-rights, but we consider they are not correctly represented by the proportion now charged to provincial revenues. Some income is derived by the sale in the Collector's office of copies of the record-of-rights, maps are made available to Government that are of value in several branches of the administration, and the collectorate land

registration registers are sometimes rewritten by the settlement staff. For these, and any other direct benefits that accrue, Government should pay, but in our opinion they are covered by a much smaller proportion of the cost than one quarter. We recommend that 5 per cent. only of the cost of major settlements should be borne by Government, and that 95 per cent. together with interest calculated as already indicated, should be recovered from the landlords and tenants. The additional cost to individual raiyats would be slight, the total coming to about nine annas per acre instead of seven annas, while a landlord would pay roughly six annas in the rupee on the annual income from his land. In view of the substantial benefits gained there is evidently no hardship in this where land revenue is no higher than it was in 1793. The decrease of the Government share of the cost of major settlements should be accompanied by an increased effort to keep that cost as low as possible.

12. We are informed that owing to the difficulty of making an exact estimate, and the desirability of uniformity in the rate recovered, the amount realized from the landlords and tenants is usually somewhat more than 75 per cent. of the cost. As no interest is now charged, it is clearly less than 75 per cent. of the effective cost. But if the recommendations we have made are accepted, it will be necessary to ensure that Government does not pay less than 5 per cent. We have considered how best this can be achieved, and of several possible methods we recommend the one that seems to us to be the most practicable. At the conclusion of a settlement if it appears that more than 95 per cent. of the cost, together with interest, has been recovered, the excess should be paid by Government to the credit of the District Board of the district concerned. If less than 95 per cent. has been recovered, the deficit should be borne by Government.

Adjustment
of
Government
share of
cost.

13. In the case of temporarily-settled estates, where a resettlement of land revenue is made, the provisions of section 114 of the Tenancy Act require that no part of the costs should be realized. We are not sure that this is sound. Government derive a benefit in the shape of increased revenue, but, as landlord, Government receive no more for the expenditure they incur than other landlords receive for a smaller expenditure. The apportionment of costs as between Government, the tenants, and the settlement-holder, where there is one, would be different from the apportionment in permanently-settled estates. But the tenants have their disputes settled, and their legal rights defined, and sometimes without an increase in their rents. We consider there is a good case for modifying the law in this respect, and for recovering from tenants and settlement-holders of temporarily-settled estates a proportion of the cost of the preparation, or revision, of the record-of-rights. What the proportion should be is a matter we would leave to the determination of Government.

Temporarily-
settled
estates.

(b) Survey Department.

Director of
surveys.

14. We have been informed that the separate post of Director of Surveys will be abolished from March next, that the maximum economy of staff will be effected, and the department placed under the control of the Director of Land Records. In these circumstances we have no recommendations to make.

Disposal of
new survey
building.

15. We note, however, that a building for this department is under construction in Calcutta at a cost of several lakhs of rupees, and we are informed that not more than one-third of the accommodation will be required for the purpose for which it is being erected. The work cannot now be stopped, but we hope the remainder of the accommodation will be utilized to relieve the revenues of some of the high rents now being paid in other parts of Calcutta.

16.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Major survey and settlement	4,00,000	...
Total	4,00,000	...

Net reduction ... Rs. 4,00,000

CHAPTER III.

6.—Excise and Salt.

17. The growth of expenditure in this department will be apparent from the following figures in thousands of rupees:— Growth of expenditure.

		1913-14.	1918-19.	1923-25.
Superintendence	... ..	102	154	224
Presidency establishment	... ..	95	207	309
District executive establishment	... ..	307	667	932
Distilleries	... ..	122	229	315
Total	... ..	626	1,257	1,780

Taking only allowances and contingencies the figures are—

		1913-14.	1918-19.	1923-25.
Allowances	... ..	121	196	232
Contingencies	... ..	101	246	339
Total	... ..	222	442	571

18. The staff of the department comprises a Commissioner, 3 deputy commissioners, 30 superintendents, 61 inspectors, 257 sub-inspectors, 123 petty officers, and 967 peons. Of these, 6 inspectors, 25 sub-inspectors, 12 petty officers, and 133 peons are employed in the saline areas on the sea-coast in the detection and prevention of illicit manufacture of salt. Salt being a central subject the Government of India make a contribution to provincial revenues on this account of Rs. 2 lakhs a year. Staff.

19. The Bengal Salt Department was added to the Excise Department in 1915. The work of the staff engaged on the sea-coast has been to patrol regularly the entire saline areas for about seven months during the year for the detection of illicit manufacture of salt. We are informed that the ordinary methods of detection and prevention would provide the necessary protection to the revenues of the Government of India, and that the manufacture of salt on a large scale for sale inland, rather than small manufacture for home consumption, is what has to be Abolition of special salt establishment.

guarded against. For nearly four years detective operations against manufacture for home consumption were suspended without loss of revenue. We consider this is straightforward preventive work that requires no technical experience and we would transfer it to the local police. Very little excise work is done by the staff employed to prevent and to detect offences in regard to salt, and what little has to be done could be carried out by the regular excise staff by a slight redistribution of work. The necessity for the special salt staff, therefore, disappears, and we would abolish the posts of 6 inspectors, 25 sub-inspectors, 123 petty officers and 133 peons. Nine big boats and five party boats could be dispensed with at once without any loss of efficiency.

Increase in
subordinate
staff.

20. Up to 1915 the excise work in districts was supervised by excise deputy collectors under the control of District Officers. Since 1915 whole-time superintendents have been employed, and the District Officer has, to a large extent, been eliminated. The new procedure has been accompanied by a large increase in the subordinate staff as the following figures show:—

			Before 1915.	1915.	At present.
Inspectors	...	...	35	55	62
Sub-inspectors	...	...	169	237	257
Petty officers	...	...	76	92	123
Peons	...	...	858	897	968

Since 1915 the number of excise shops has decreased from 6,085 to 5,747.

District
organization.

21. The grounds for the formation of a separate excise service were broadly to increase efficiency and to relieve District Officers of work. The District Officer is situated differently to-day as regards work, and we think the system in force prior to 1915 could be reverted to without loss of efficiency. There is abundant evidence in support of this view. In the smaller districts an excise deputy collector will probably not be fully employed by excise work, and we see no objection to his being assigned other duties provided excise administration is regarded as his primary duty, and has the first call on his time. In large districts a deputy collector engaged wholly on excise work will be necessary. In all cases the district staff should be responsible to the District Officer, and the rules of the department should be modified to secure this.

Inspectors.

22. We consider a substantial reduction can be made at once in the number of inspectors. The average number of sub-inspectors which an excise deputy collector will have to supervise is about 8 or 9. In some districts it is considerably more, but, speaking broadly, we think that where the number of sub-inspectors does not exceed 10 there is no need to place an inspector between them and the deputy collector.

Under our proposals subdivisional officers will be required to take a real part in excise administration which in itself will lessen the need for inspectors. In large districts, and especially in those with a considerable urban population, inspectors will probably be necessary. It is difficult for us to estimate the total number of inspectors that will be required in the districts and in Calcutta, but as an outside figure we would place it at 25. We shall have occasion to refer to the pay of inspectors in the chapter on the pay of the services.

23. There are three deputy commissioners, but the evidence received by us is strongly against the employment of more than one, whose duties would be largely concerned with distilleries. We recommend that two of these posts be abolished. **Deputy commissioners.**

24. The Excise Intelligence Bureau, as such, should be abolished. The Commissioner requires a small staff, which we should place at 2 inspectors, 4 sub-inspectors and a suitable number of subordinates to make special enquiries outside Calcutta, but nothing more seems to us to be required. There is a separate detective staff for Calcutta where serious offences against excise laws are more prevalent, which we would retain. The *Excise Intelligence Gazette* may be dispensed with. **Excise Intelligence Bureau.**

25. For Calcutta three special excise deputy collectors are required, one for distilleries and warehouses, one for detection, and one for licenses. The post of superintendent attached to the Intelligence Bureau should be abolished. A personal assistant of the rank of deputy collector may be allowed to the Commissioner. **Calcutta staff.**

26. In the matter of travelling allowance we shall give our proposals in another chapter, but we think it desirable to note here that the travelling allowance charges of this department have doubled in the last six years. The village patrol system which was stopped at the end of 1921 has contributed to the increase, but other factors are undoubtedly excessive touring, and an unjustifiably high daily allowance to certain grades of officers. **Travelling allowance.**

27. The increase under rewards has been very marked as the following figures show:— **Rewards.**

			Rewards.	Number of cases ending in conviction.
			Rs.	
1915-16	...	...	76,628	Not available
1916-17	...	...	1,23,269	4,611
1917-18	...	...	1,43,335	5,620
1918-19	...	...	1,36,902	5,838
1919-20	...	...	1,64,806	5,736
1920-21	...	...	1,75,358	5,651

We have obtained figures of the rewards granted in 1921-22 to excise officers in Calcutta and the following instances show that there is great extravagance in this respect:—

Bank.	Pay.		Rewards.
		Rs.	Rs.
Sub-inspector	...	110	1,367
Sub-inspector	...	80	1,007
Sub-inspector	...	100	799
Sub-inspector	...	100	779
Petty officer	...	20	1,078
Petty officer	...	25	795
Petty officer	...	30	707
Petty officer	...	25	683
Petty officer	...	20	490
Petty officer	...	30	427
Peon	...	16	254
Preventive officer	...	50	746
Peon	...	14	162
Peon	...	14	590
Petty officer	...	25	430

We think that in these instances the rewards granted are excessive, and that a change of system is indicated. We would like to see a record kept of good detective work, and a distribution of rewards made at the end of the year in recognition of such work. But in the case of no officer, we think, should the amount given in rewards exceed six months' pay, and in the great majority of cases it should be very much less. We think that Government will be doing the excise staff handsomely if they set aside annually for rewards a sum of not more than Rs. one lakh.

Contingencies.

28. We have been assured by those in a position to know that the contingency grants of this department are susceptible of appreciable reduction. The contingent expenditure in connection with the boats used by the salt preventive staff will disappear to the extent of the reduction proposed by us. The remainder will go to the Police Department. Expenditure on launches will be dealt with in another place, but taking everything into account we consider contract contingencies can be reduced by Rs. 20,000, and non-contract contingencies by Rs. 60,000.

Co-operation between Excise and Police staffs.

29. We advocate greater co-operation between the Excise and Police Departments. It would probably lead to a reduction of excise petty officers and peons.

30.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Boat establishment	80,700	...	...
Salt staff	91,400	...	...
Inspectors	1,63,000	...	...
Deputy commissioners	45,100	...	...
Excise Intelligence Bureau	18,000	...	...
Rewards	74,000	...	...
Contingencies	80,000	...	...
Total	5,02,200	...	...

Net reduction ... Rs. 5,02,200

CHAPTER IV.

7.—Stamps.

Discount on
sale of
stamps.

31. The only point under this head to which we wish to draw attention is the rate of discount allowed to stamp vendors. By amendments of the Stamp Act, and the Court-fees Act the stamp duty has been increased on the average by nearly 50 per cent. The effect of this is to increase similarly the charges on account of discount paid to vendors. The budget of the current year, we believe, makes no provision for this increase, but its effect will probably be felt in succeeding years. We doubt if there is a case for so substantial an addition to the profits of stamp vendors, and we suggest that it is a matter that requires consideration.

CHAPTER V.

8.—Forests.

32. This is a revenue earning department, quasi-scientific, and quasi-commercial, and we are opposed to the reduction of any expenditure that is likely to provide a good return. The forests of the province are a valuable asset that should amply repay conservation and development. Productive expenditure.

33. From the year 1909-10 up to the year 1918-19 the expenditure produced a net gain to provincial revenues of just over 100 per cent. For the three years from 1919-20 to 1921-22 the net gain was 71 per cent. only. The figures, in thousands of rupees, are:— Gain to provincial revenues.

Period.	Average revenue.	Average expenditure.	Average net gain.
	Rs.	Rs.	Rs.
1909-10 to 1913-14 ...	13,17	6,48	6,69
1914-15 to 1918-19 ...	14,22	6,90	7,32
1919-20 to 1921-22 ...	20,52	11,97	8,55

34. The last of these three periods was noticeable for a considerable increase in the pay of staff, but for which the net gain would have been greater. We have been told, however, that the output of forest produce is equal to the present demand, and an increased expenditure would not seem to be justified until new or increased demands are forthcoming. Output equal to demand.

35. In the year 1918-19, largely as a result of the conditions arising from the war, departmental operations were undertaken for the first time on an appreciable scale. When purchasers, or lessees, are working a forest and extracting the produce the expenditure is far smaller than when this is done by departmental agency. Departmental work, if properly done, yields a larger profit, but not a larger percentage of profit in proportion to expenditure. We note this because we feel that before there is any material extension of departmental operations the financial results likely to accrue will require careful examination. Departmental operations.

36. The only post the necessity for which we doubt is that of the Forest Engineer. It was created very recently, and we are Forest Engineers.

not convinced there is work for a whole-time officer of this kind in Bengal. If the need for expert advice in this direction was felt, the proper course, we think, would have been to engage a competent Forest Engineer temporarily to report to Government after a survey of provincial conditions. We recommend that the permanent post that has been created be abolished.

37.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Forest Engineer	8,700	...	...
Total	8,700	...	...

Net reduction ... Rs. 8,700.

CHAPTER VI.

9.—Registration.

38. The present Inspector-General of Registration, as the official representative of Bengal on the Council of State, spends nearly five months of each year in Delhi and Simla. In his absence, his personal assistant officiates as Inspector-General in addition to his own duties as personal assistant. We take this as proof that the work does not justify the employment of both an Inspector-General and a personal assistant. After considering the possible alternatives we have come to the conclusion that the proper course is to abolish the post of Inspector-General, and to place the department under the control of the Commissioner of Excise. We recommend that this be done.

Commissioner
of Excise
to replace
Inspector-
General.

39. The Commissioner of Excise should be assisted in the Registration Department by a personal assistant, who, if a suitable officer is available, should be drawn from the ranks of district sub-registrars. This would give the Commissioner an officer who is conversant with the details of the administration of the department, and would throw open to officers of the department a post they are likely to value.

Personal
assistant.

40. We are informed that it is proposed to employ in certain districts a district sub-registrar whose main duties will be inspection. This is a more expensive arrangement than prevails at present, but on the understanding that the number of such officers does not exceed twelve we would not interfere with it. We consider, however, that this removes the necessity for employing inspectors of registration, and we propose that all such posts be abolished, including that of the inspector of Muhammadan marriage registrars. If irregularities occur which require a more prolonged investigation on the spot than the head of the department can give, one of the twelve district sub-registrars to whom we have referred, should be specially deputed for the purpose.

Inspectors.

41. We understand that the copying, registering, and searching fees have not been revised within the last twenty-five years. We think there is a good case for doubling the fees at once.

Increase of
fees.

42. A further means of effecting economy is the abolition of superfluous sub-registry offices. There are a number of offices which do not pay the cost of their upkeep. Other offices are situated so close together that amalgamation would impose no hardship on the public. We recommend that as many non-paying offices as possible be closed and that where amalgamation of offices is possible without

Abolition of
superfluous
offices.

serious inconvenience to the public it should be carried out. Before coming to a decision on this point we made a reference to the Inspector-General of Registration, who supplied us with the following list of offices which may be closed at once. On a further examination others may be found.

The list is as follows:—

Jamalpur—Burdwan district.	Ramnagar—Nadia district.
Saltora—Bankura district.	Lalbagh—Murshidabad district.
Binpur—Midnapore district.	Gopalpur Bazar—Jessore district.
Shambazar—Hooghly district.	Barabazar—Jessore district.
Cossipore—24-Parganas district.	Khalispur—Jessore district.
Shikarpur—Nadia district.	Teota—Dacca district.

Duplicate index.

43. We recommend the abolition of the duplicate index, which we are informed is not a real necessity.

44.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Inspector-General	24,000	...	...
Personal assistant	5,400	...	...
Inspectors	16,260	...	...
Closing of non-paying offices ...	27,000	...	...
Increase of registration fees ...	...	20,00,000	...
Total ...	72,660	20,00,000	...

Net reduction ... Rs. 20,72,660.

CHAPTER VII.

15.—Irrigation.

45. The accounts of the Irrigation Department are notorious for their complexity, and we have found some difficulty in ascertaining the facts. The total expenditure of the department in the current financial year is estimated in the budget to be about Rs. 83 lakhs, including a provision on account of dredgers of Rs. 48 lakhs, and interest on capital expenditure. The establishment charges amount to Rs. 9,29,594, distributed among the various works, of which Rs. 1,07,371 is debited to capital works. If this is a correct statement of the facts it seems to us the establishment charges are unduly high, and require investigation.

Establishment
charges.

46. Of irrigation pure and simple there is very little in Bengal, the department being concerned mainly with navigation, embankment and drainage works. Some of these works have claims to antiquity. They serve different purposes, cost a very large sum to construct, a considerable sum to maintain, and are mostly unremunerative.

Nature of
works.

47. Our recommendations put briefly are:—

Recommendations.

- (a) Each project should be examined in the light of present-day conditions in order that needless expenditure may be eliminated.
- (b) The tolls and fees should be revised, and increased wherever possible. We understand that the tolls on the Hijli Tidal canal, for instance, are, on the whole, lower now than they were in 1865. We think the receipts could be increased at once by one-third on the average.
- (c) The requirements of the department in staff should be examined, as also the necessity for the numerous launches and boats which it maintains.
- (d) The question of the maintenance from provincial revenues of about 1,000 miles of embankment may be considered. We understand that in some instances landlords have been relieved of their liability in this matter at a substantial additional charge to the State.
- (e) Drainage schemes, whether designed to combat malaria, or to increase the culturable area, should not be undertaken until steps have been taken to enforce a proper contribution from those who will benefit.

48.

Minor or detailed head.			ESTIMATED		
			Savings.	Increase of revenue.	Low of income.
			Rs.	Rs.	Rs.
Tolls and fees	3,50,000	...
Total	3,50,000	...
Net reduction			...	Rs. 3,50,000	

CHAPTER VIII.

22.—General Administration.

(a) Staff and Household of the Governor.

49. The expenditure on the Body Guard establishment amounts to Rs. 1,20,000 a year. Apart from sentry duty at Government House the Body Guard are used on two ceremonial occasions in the year. We consider this expenditure is avoidable. The Body Guard.

50. We have examined the other items of expenditure under this head, but have no proposals to make in regard to them. Other expenditure.

51.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Body Guard	1,20,000	...	...
Total	1,20,000	...	...
Net reduction ...	Rs. 1,20,000		

(b) Members of Council and Ministers.

52. The present Government, which consists of four Members of Council and three Ministers, has been widely described as unnecessarily large. It has been pointed out that in pre-reform days the Government consisted of the Governor and three Members of Council, and that admitting the increase of work resulting from the new constitution, and from an enlarged and more active legislature, the increase of the Members of Government by four appears to be without justification. Present strength of Government.

53. We think it unnecessary to do more than state that a Government of seven is not justified by the work that has to be done. There is no dispute on this point; the difference of opinion arises as to the extent of the reduction. It is not easy to estimate the increase of work Increased work under the new constitution.

since the pre-reform days of a Government of three, but the factors making for an increase are fairly clear. The first is the increased complexity of the form of government under the new constitution and the material inroad made on the time of Members of Government by the more protracted sittings of the Legislative Council. Another factor is the altered situation in regard to finance. The local Government has now to stand on its own legs in this matter, to develop its own resources, and to devise a constructive financial policy embracing taxation and loans. A further consideration is that in pre-reform days the Governor had personal charge of certain branches of work. This is not now possible, and its effect has to be accounted for.

Recommendations.

54. In our opinion there is ample justification for a Government of four, consisting of two Members of Council, one of whom should be a non-official, and two Ministers, and we regard this as the normal and proper strength of the local Government. We recognize, however, that the consideration and adoption of our recommendations will provide, at first, additional work in all branches of the administration, and we consider that, for a limited period, there is a case for a third Member of the Executive Council of wide administrative experience. We would set the end of that period at the next general election. Thereafter, we consider, conditions should have reached the normal, and a Government of four should suffice.

55.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Members and Ministers ...	2,16,000	...	...
Total ...	2,16,000	...	...
Net reduction	...	Rs. 2,16,000	

(c) Legislative Council.

Restriction of questions by members.

56. The present Legislative Council, as the first enlarged Council under the new constitution, has shown a natural but considerable appetite for information. A very large number of questions are asked at each session, and the work involved in the preparation of replies is, we are told, considerable in all departments of Government. The amount of money consumed in the preparation of answers to questions,

and in the printing, and circulation of them, is also considerable. The Council has moved in this matter itself in the direction of restricting the number of questions which any one member may ask in a session. That this would have a good effect we have no doubt, but we think it would probably result in a member, who has himself reached the limit of the number of questions allowed, passing on further questions to other members who have still a margin left. The tendency, in fact, would be to make the maximum the normal. We have a suggestion to offer which, we think, places the matter on a better footing. The Council, as a body, has the right to require an answer to any question, and to any number of questions, whatever amount of work and expenditure may be involved. But neither an individual member, nor a small minority of the members should have this right. The proper test, we think, is whether or not an appreciable number of the members desire to have a question answered. In this view, we consider the best course would be for the President to be given power to refuse to admit a question either on the ground that the importance of the information when obtained, would not justify the labour or expense involved in answering the question, or because the question is not one of general interest to the Council. We suggest that this power should be freely used. A member aggrieved by a decision of the President in this matter, should, we think, have the right to require the President to put it to the Council, and if a certain proportion of the non-official members, which we would put at one-third, expressed themselves in favour of the question it should be admitted, otherwise the decision of the President should prevail. There would be no debate on this point, the question would merely be put. We believe that this suggestion offers the best solution of the matter, and that, while preserving the right of the Council to obtain such information as it may desire to have, it would enable many superfluous questions to be eliminated, and prevent unnecessary work and expenditure.

57. We think no emoluments should attach to the office of Deputy-President. The duties of the Deputy-President will normally be light, and the dignity and importance of the office are, in themselves, a sufficient return to any member who may be elected to it. **Deputy-President.**

58. As regards the staff of the Legislative Department we consider an additional clerk for the President is unnecessary. The system of overtime allowances to assistants and typists who are required to stay in office until the rising of Council should be discontinued. If the fact that some officers have to remain in office until 7 p.m. for a small proportion of their working days is considered to justify additional remuneration, it should take the form of increased pay. We doubt, however, if any increase of pay could be justified on this ground. The post of Registrar we regard as necessary in this department. **Legislative Department.**

59. The expenditure on ghari and cooly hire is considerable. The former is explained on the ground that assistants often have to work **Conveyance hire.**

late in office, on occasions until 9 or 10 P.M., and it is considered desirable to enable them to reach their homes as quickly as possible. It is recognized that there are a few occasions in the year when the Legislative Department is pressed, but they are certainly few, and it seems to us to be wrong to give overtime allowances and also ghari hire to an assistant who is detained late. We find that conveyance hire has been paid even when the Council was not in session. We have referred to this matter in the chapter on contingencies, and we feel it is so liable to abuse that the payment of ghari hire should cease altogether, except when an assistant is summoned from his house on urgent business out of office hours. Even then, tram fare would be sufficient unless the matter were so urgent that a quicker means of conveyance was imperative.

cooly hire.

60. The expenditure on cooly hire in this department has averaged over Rs. 120 a month in the current year. This also is a question that affects not only this department, but also the secretariat, and the offices of heads of departments. We regard the present state of affairs as discreditable. The whole question of orderlies and peons requires examination. In the first place, they are too numerous, and in the second place, the nature of their duties should be laid down. If they are not to carry papers, three-quarters of them might be dispensed with at once. If they are required to carry papers, the large sums paid as cooly hire are without justification. The position now is that in the offices we are referring to every peon is making, under cover of cooly hire, Rs. 3 to Rs. 10 a month in addition to his pay. We consider this should cease at once. Where large quantities of papers have to be carried, the proper course would be to substitute for one or more of the present staff of peons a corresponding number of men employed specifically for this work on a fixed monthly pay. We recommend that the payment of cooly hire for the transport of papers between offices, and between offices and the residences of officers be prohibited.

61.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Legislative Council	20,000	...	...
Deputy-President	5,000	...	...
Legislative Department	2,500	...	...
Total	27,500	...	...

. Net reduction ... Rs. 27,500

(d) The Secretariat.

62. Our main proposal in regard to the secretariat is that where there are heads of departments the present duplication of departmental and secretariat establishments and officers should in most cases be done away with. We have referred to this specifically when dealing with education, and we consider that herein lies a means of effecting substantial economy, and at the same time of speeding up work and simplifying procedure. **Proposal.**

63. We think that in present conditions, when all important questions receive the consideration of an enlarged Government in joint session, there is not the need for the detailed secretariat work that was required when the province was in the charge of a Lieutenant-Governor. We feel, too, that the present procedure makes for duplication of work, unnecessary noting and references, and is responsible to a large extent for the mass of papers with which secretariat officers are now inundated, to the detriment of effective and expeditious disposal of work. **Present procedure.**

64. Another important factor is the increased powers and duties of the Finance Department since the introduction of the reforms. Practically all secretariat files go to the Finance Department at some stage or other, and it is here that the real examination of proposals is made in the light of the canons of financial powers, and in the interests of economy. **Increased powers of Finance Department.**

65. We feel that where there are heads of departments, one stage of the procedure now observed might safely be omitted. There is, for instance, a Surgeon-General to Government, who is the head of the Medical Department, and as such, an administrator as well as an adviser to the Minister on all medical matters. In the present order of things a proposal of the Surgeon-General is dealt with first in his office, and after examination is forwarded to Government, often in the form of an official letter. It is dealt with in the medical branch of the Secretariat Department of Local Self-Government, and is noted on by an assistant, head assistant, assistant secretary, and Secretary. It then goes to the Finance Department, where the proposal undergoes another examination and series of notings. There is often the further complication and delay of having to refer back to the Surgeon-General for explanation on a point that is obscure. The way from the Finance Department to the Surgeon-General is through the medical branch of the secretariat, and the return journey is the same. There are obviously in this all the necessary elements of delay, and the opportunity for the maximum circulation of papers. The examination in the Finance Department is not only required by the present constitution, but is essential for the proper control of departmental expenditure. The dispensable element, in the instance we have given, appears to us to be examination in the medical branch. The Surgeon-General is not only an **Grounds for elimination of secretariat work.**

administrator but also a professional officer of the highest attainments. The secretariat officers of the medical branch have no professional qualifications, they are not in as close touch with the administration of the Medical Department as is the Surgeon-General, and they are not required, nor have they the knowledge, to deal thoroughly with the financial aspect of the matter. We are satisfied that, whatever good is derived from the dual system of departmental and secretariat control that we have described, the loss of it would be more than counter-balanced by simplification of procedure, expedition of work, and reduced expenditure.

Position of
Member or
Minister.

66. It has been suggested that the head of a department looks at a question from a purely departmental view, and is ordinarily unable to take the wider and connected view that some questions demand. This has been urged as a factor that detracts from the value of our proposal. We are not impressed with this objection for we take it to be the duty of the Member or Minister in charge to supply the wider vision that the more important questions require.

Recommendations.

67. We recommend that the heads of the following departments should deal direct with the Member of Government in charge, and carry out the duties of Secretaries to Government:—

- (a) Police.
- (b) Medical and Public Health.
- (c) Education.
- (d) Excise and Registration.
- (e) Jails.
- (f) Veterinary.

The Chief Engineers of the Irrigation and Public Works (Roads and Buildings) Departments are already Secretaries to Government.

Development
Officer.

68. In regard to agriculture, co-operative credit and the development of industries, we have recommended, when dealing with the Agricultural Department, that these three departments should be under a single administrative head, who should be in direct touch with the Minister in charge, and perform the duties of a Secretary to Government.

Amalgama-
tion of
Revenue
Secretariat
and Board
of Revenue.

69. We recommend that the revenue work now done in the Revenue Department of the secretariat be transferred to the Board of Revenue. The division of administrative functions between the Board of Revenue and the Revenue Secretariat does not seem to proceed from any clearly defined principle, nor is the necessity for such a division apparent. We appreciate the important position occupied by the Board as a final revenue court of appeal, and we think that position should be preserved. The Board, however, is more than an appellate authority, and in connection with land revenue administration exercises general supervision throughout the province. The Board refers to Government matters of general interest and importance as well as those requiring its sanction.

according to law, and, in turn, is freely consulted by Government. Apart from its statutory powers the Board exercises a large number of executive functions, and also issues rules having the force of law, sometimes on its own responsibility and sometimes with the approval of Government.

70. This being the case, we see no advantage in the duality of revenue departments at headquarters, and we consider that the Board, whose Member is chosen for his experience in revenue administration, should alone be retained. We believe we are correct in saying that the work of the Member of the Board is not unduly heavy, and that the Revenue Secretaryship is one of the lightest. The proposals we have already made would relieve the Revenue Secretary of his work in connection with the Jail Department. Excluded areas might go to the Chief Secretary, and Forests, which is a very light item, either to the Chief Secretary or to the Financial Secretary. There would, we consider, be enough work in the Board of Revenue, exercising the functions we have proposed for it, for a Secretary and an assistant secretary. The effect would be to dispense with one post of Secretary. There would also be a reduction of staff by amalgamation, and by the elimination of the references that are now made between the Board and the Revenue Secretariat. In view of this proposal, and of our recommendation to abolish the post of Divisional Commissioner, we think a second Member of the Board would be justified.

**Effect of
proposal.**

71. An argument that has been preferred against this proposal is that the position of the Board as an independent appellate authority would be lowered. We think there is no weight in this. The position of the Board as an appellate authority is secured by statute, and would remain as independent as it now is. The Board at present is subordinate to Government in many matters of administration without impairing its position as the final revenue court of appeal. We do not agree that a position that is secured by statute is likely to be rendered less independent by an extension of the present administrative functions.

**Objection to
proposal.**

72. If our proposals are accepted, the Civil Secretariat will comprise the following Secretaries:—

**Strength
of Civil
Secretariat.**

Chief Secretary—Appointment and Political Departments.

Financial Secretary—Finance, Commerce, and Marine Departments.

Judicial Secretary—Judicial Department, also Legal Remembrancer.

Local Self-Government Secretary—Local Self-Government Department.

The post of deputy secretary in the Political and Appointment Departments to deal with police work would be unnecessary. As regards assistant secretaries, we think there is no need for one in the Judicial Department, and no justification for paying Rs. 1,200 a month for an assistant secretary in the Public Works Department. We note that

in the Irrigation and Public Works Department there is not only an assistant secretary in each, but also a personal assistant to the Chief Engineer. One such officer in each of these departments would, we consider, be sufficient.

Offices of heads of departments.

73. We wish to emphasize our opposition to any substantial increase of staff in the offices of heads of departments if our recommendations are given effect to. We believe that in no instance, with the exception of the Board of Revenue, will there be need for more than a very trifling increase, and that in the majority of cases no increase at all could be justified. We mention this because there will undoubtedly be pressure to find employment for the secretariat staff that would become superfluous under our proposals. We think that the proper course is to maintain the staffs of heads of departments as they now are, and to require the fullest justification for any increase that may be proposed. We have given our opinion elsewhere that the offices of the Inspector-General of Police, and the Director of Public Instruction are capable of reduction.

Abolition of Registrars.

74. We accept the unanimous evidence that Registrars are unnecessary. We recommend that their posts be abolished.

Labour Intelligence Officer.

75. The separate post of Labour Intelligence officer under the Commerce Department seems to be of doubtful necessity. The post is a temporary one, and although it may be warranted by conditions of serious labour unrest it is not easy to justify it as things are at present. We understand that this officer is now being employed in part on the general work of the Commerce Department and that this is affording relief at a time when the Finance, Commerce, and Marine Departments are specially pressed. We recommend that the position be reviewed in six months' time, when, if the labour situation has not undergone a material change, the post should be abolished, and the work attaching to it transferred to the deputy secretary.

76.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Appointment and Political ...	59,800	...	...
Local Self-Government ...	98,800	...	...
Agriculture and Industries ...	1,15,400	...	...
Revenue ...	48,800	...	...
Public Works and Irrigation ...	24,700	...	...

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Allowances and contingencies ...	72,000	...	...
Registrars ...	39,000	...	...
Labour Intelligence Officer ...	24,000	...	...
Total ...	4,82,500	...	...

Rs.

Deduct difference between the pay of a second Member of the Board and the present pay of the Secretary to the Board	...	26,600
Net reduction	...	4,55,900

(e) Board of Revenue.

77. Apart from the recommendations we have already made that have reference to the Board of Revenue, there is only one proposal to be dealt with. We consider that the general rate applicable to Court of Wards estates requires revision. At present it covers the entire cost of the clerical establishments of the wards departments in Collectors', Commissioners' and the Board's offices. It also covers one-twentieth of the pay of Collectors and Commissioners, who are concerned with wards estates, and one-twentieth of the pay of the Director of Land Records, the Director of Agriculture, and the Secretary and Member of the Board. The proportion of one-twentieth was fixed in 1893, and we are informed does not fairly represent the time now given to wards estates by the officers referred to. We recommend that it be increased by a suitable amount, after an examination of the facts. The general rate does not appear to cover any part of the pay of Wards deputy collectors. This seems to be an important omission, for in some districts there is a deputy collector who is employed solely on wards work, and in others it is a very considerable part of a deputy collector's work.

General
rate for
wards
estates.

78.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Wards general rate	25,000	...
Total	25,000	...
Net reduction		Rs. 25,000	

(f) Commissioners.**Weight of evidence.**

79. One of the most difficult matters we have had to consider is the question of the abolition of the post of Divisional Commissioner. It is a long-standing question that has been brought into special prominence in the last two years, and, if we may judge from the evidence received by us, without decreasing the widespread opinion in favour of abolition.

The issue.

80. We approach the question from the point of view of economy. We are far from detracting from the value of the work of Commissioners, nor do we wish to suggest that they are not fully occupied. The question to our mind is simply whether the work done by Commissioners could be carried out by a cheaper agency without serious loss of efficiency. We think that arguments based on the volume of work done by Commissioners are a little beside the point. If Commissioners were not fully employed in work of an important nature, we imagine their posts would have been abolished already.

Importance of present conditions.

81. We do not propose to go back to Regulation I of 1829, or to undertake an historical sketch of the functions and duties of Commissioners during the last 93 years. We prefer to consider conditions as they are, and as, so far as can be foreseen, they are likely to be in the future. One important factor in present conditions, which necessarily was not present in the discussions prior to 1921, is the reformed constitution. We shall refer to its bearing later.

Value of Commissioner as an adviser to Government.

82. We feel that, in spite of its age, the post of Divisional Commissioner, as an administrative authority of an intermediate character between the districts and Government, requires justification. It is true that it is convenient for Government to have five senior officers who can take a comprehensive view of conditions over a wide area, and who

can consolidate the mass of information that District Officers are now required to supply. But we are not convinced that this is necessary, or that it would not be better for Government to be in more direct touch with District Officers by whom the work is actually done. It is clearly uneconomical to interpose a Commissioner between a District Officer and Government unless the Commissioner makes an original contribution to the matter in hand, and, we are told, that in regard to an appreciable portion of the correspondence that passes through a Commissioner's office this cannot be said to be the case. We feel that where advice is received by Government from a Commissioner in regard to district work, it amounts at best to a second opinion. The first opinion comes from the District Officer who has intimate knowledge of local conditions and feeling. The Commissioner, who is more remote from actualities than the District Officer, gives an opinion based on his own experience and local knowledge after considering the views of the District Officer. Government, on receipt of the two opinions, decide on the action to be taken. In this aspect of the matter the only question is whether the second opinion of the Commissioner is necessary. We think it is probably desirable in certain instances, but we doubt if it can be put higher than that. If the post of Divisional Commissioner were abolished, the value to Government of the experience of senior officers would not be lost, for instead of being Commissioners they would be District Officers. The only difference would be that, in regard to matters of particular rather than of general application, the advice of a senior officer might not always be available as is now the case.

83. The Commissioner, as the guide, philosopher, and friend of his District Officers has been a valuable asset. He is an asset still, particularly to junior officers, but the official evidence we have received on this point, to which we have directed special attention, clearly shows that it is an asset of diminishing value. This is due, we think, to a large extent to the new constitution, and the altered conditions it has created.

As an adviser
of District
Officers.

84. In examining the effect of the new constitution on the value of the post of Divisional Commissioner, we shall begin with the Commissioner as an adviser of District Officers. The transferred departments are now administered by the Governor acting with the advice of his Ministers, whose policies are regulated by the vote of the legislature. In regard to transferred subjects, matters of policy are only to a slight extent the concern of local officers. Their functions are to give effect to the policies laid down, to furnish information, and to advise on matters that are referred to them. The position was very different in pre-reform days when every District Officer, and more so every Commissioner, had a part in the framing of policy. We feel that in the transferred departments there is no real need for the Commissioner as

Effect of...
the new
constitution.

an adviser of the District Officer. In the case of agriculture, for instance, there is a separate staff of technical and administrative officers to whom the District Officer would naturally refer for advice. The agricultural policy of Government is the policy of the Minister in charge, regulated, as has been said, by the vote of the non-official majority of the Legislative Council. We see little scope for a Commissioner in this order of things. The same remarks apply, we feel, to the other transferred departments, to education, medical, public health, co-operation, and industries. In the extension of village self-government, the Commissioner has a place, but only as a superior executive officer, and we doubt if he is necessary even in that capacity. On the reserved side of Government there is much with which in practice a Commissioner has little to do. With civil judicial administration he has no concern, and with criminal administration and police administration he is only slightly concerned. The chief work of a Commissioner is in the administration of the revenue laws, and his main value to a District Officer is in this direction, and as an adviser when difficulties of a general or political nature arise.

Commissioner
and reserved
subjects
under new
constitution.

85. We return for a moment to the position of the Commissioner as an adviser to Government. We have indicated that on the transferred side he is not, in the new order of things, an active adviser. On the reserved side there is the Board of Revenue as an adviser on revenue matters, and, in other directions, departmental heads. But what we wish to bring out is that since the introduction of the reforms the importance of the Commissioner as an adviser to Government has diminished even on the reserved side. All important matters, and all proposed legislation are subjects of discussion at a joint meeting of Government before a decision is taken. This joint consideration in the light of administrative experience, and political expediency must, we feel, diminish the need for advice from Commissioners. The advice of senior officers will always be necessary, and will always be available. What we think is far less necessary than it was is the advice of a senior officer *qua* Commissioner rather than *qua* Collector.

appeals.

86. The Divisional Commissioner has numerous statutory functions, and exercises appellate and revisionary powers under the revenue laws. We have been told that if the post of Divisional Commissioner is abolished the appeals to the Board of Revenue will be greatly increased, and that there will be serious inconvenience to parties in having to prefer their appeals in Calcutta, instead of, as hitherto, at the divisional headquarters. As to this we have great difficulty in appreciating why the procedure in revenue matters is different from what it is in criminal and civil judicial administration. In criminal and civil administration the final court of appeal in India for this province is the High Court, which is in Calcutta. Between the High Court and the District and Sessions Judge, who is a district official, there is no court of

appeal or revision. We see no reason why the same system should not obtain in revenue administration. If, subject in some instances to second appeal to the High Court, a District and Sessions Judge is competent to decide appeals preferred against the decisions of deputy magistrates and subordinate judges, we think a Collector should be no less competent to decide appeals in revenue matters from the decisions of deputy collectors, subject in certain cases to a second appeal to the Board of Revenue. Our proposal is that the law and the practice in this matter should be revised, and that the appellate powers now conferred on the Divisional Commissioner should be given to the Collector. There may be a few instances in which it may be considered proper not to confer appellate powers on the Collector. In such instances the appeal would lie to the Board of Revenue. In this view, broadly speaking, the original revenue work would be done by deputy collectors and the ordinary appellate work by Collectors. The Board of Revenue would remain as a final court of appeal and revision. This recommendation does not involve any appreciable addition to the work of Collectors. It merely means that their orders, which they would pass in any event, would, in the majority of cases, be final.

87. As regards the statutory original functions of the Commissioner we believe the bulk could be exercised by District Officers without any loss of efficiency. Probably a few would have to be reserved for Government. Here again, the increase of work of District Officers would be negligible, while their offices would be relieved of much correspondence.

88. It has been suggested that if there were no Commissioners it would be difficult to fill certain posts that they now occupy, and the Chairmanship of the Port Trust of Chittagong has been cited as an instance. We mention this because it has been seriously advanced before us, and has found a place in previous discussions on the subject. To take the Chittagong case as an illustration the contention amounts to this: a senior officer as Commissioner is competent to be Chairman of the Port Trust, the same officer as Collector would be less competent. We think it answers itself.

89. There remains the question of inspection. The abolition of the post of Commissioner would affect the inspection of the revenue departments of districts. In other departments inspection by the head of the department and by other departmental officers seems to us to be sufficient. The revenue inspection, we consider, should be done by the Board of Revenue. In normal circumstances a Commissioner's inspection is preceded by a detailed examination of the district registers by the Commissioner's *sarishtadar*. With the stereotyped revenue system of this province, this preliminary detailed examination of registers has considerable value, and we think that it would be useful if the Board of Revenue had on its staff two officers of the experience and training of

a *sarishtadar* of a Commissioner's office to assist in inspection in this direction. The question of increasing the number of Members of the Board of Revenue has already been disposed of.

Conclusion
and recom-
mendation.

90. Our conclusion in this matter is that while Commissioners do useful work its distribution among other officers in the way we have suggested would lead to no appreciable loss of efficiency. The position of District Officers would be strengthened, and their responsibility less obscured if there were no Commissioners. On the other hand we feel that the office of Commissioner is declining in usefulness and prestige and that, in the conditions that now prevail, its further decline is inevitable. We recommend that the post of Divisional Commissioner be abolished. If this is done there would be a case, we think, for raising three posts of district officers above the time-scale, on a special pay of Rs. 3,000 a month.

91.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Divisional Commissioners ...	5,20,000	...	...
Total ...	5,20,000	...	...
Net reduction	...	Rs. 5,20,000.	

(g) District Administration.

Provincial
and sub-
ordinate
executive
services.

92. Our chief recommendation in regard to district administration is that there should be a readjustment of the cadres of the provincial and subordinate executive services. There are at present 323 officers of the provincial service, and 353 officers of the subordinate service. The scale of pay of the former is Rs. 250—850 with a selection grade of Rs. 1,000, and of the latter Rs. 150—400 with a selection grade of Rs. 450. The number of officers of the subordinate service will increase with the extension of village self-government.

Distinction
between
the two
services.

93. During recent years demands have frequently been made for the amalgamation of the provincial and subordinate civil services. It has been urged that both services are recruited from men of the same social standing and educational qualifications, and that their work is practically identical. Government have resisted the demand for amalgamation, and we think rightly, but the position, we feel, is still equivocal, and

requires reconsideration in the light of future developments. The duties and functions of the subordinate service have been laid down from time to time. They were defined in 1902 when the service was reorganized, and have continued unaltered in the main except in the matter of magisterial powers. In theory the tendency has been to keep the provincial and subordinate services distinct, but in practice there has been, we think, an appreciable overlapping in the nature of their duties.

94. In the chapter on that subject we have indicated our views as to the manner in which the further Indianization of the services should proceed. As regards the executive side of district administration, and waiving for the moment the possible separation of judicial and executive functions, we feel the development must be in the direction of a provincial service which will supply the district officers of the future. Recruitment would, for the most part, be direct, and the conditions of the service would be such as to attract the best men of the province. Although their training would cover all branches of district administration, the real work of the service we contemplate would be confined to the more important matters of revenue, criminal and general administration. Their duties, in fact, would be such as would fit them for their responsibilities as district officers. Such a service would not be a large one, it would probably never exceed 200 in number, and for some years to come it might well be smaller. A large volume of work would remain to be done by a different agency, and the feasibility of the proposal we have to make depends, to a large extent, on the question whether the subordinate executive service as it is to-day, or with slightly improved prospects as to pay, is capable of doing that work. We believe it is. Provided there are provincial service officers for subdivisions, for the most important revenue departments, for the most difficult criminal cases, for the higher branches of district administration, we believe the subordinate service as it now is, or with a possible extension of the maximum pay to Rs. 500, is capable of doing, under proper supervision, all that is required to be done. Our recommendation is, therefore, that the cadre of the provincial executive service be reduced to 200 by the substitution, to the extent of the reduction, of subordinate service officers for provincial service officers.

Recommendation.

95. In our opinion this proposal affords a rational and definite distinction between the two services, that is now lacking. The provincial service would be recruited deliberately in order to secure officers of district rank, and the nature of their work would be regulated by the varied training that their coming responsibilities as district officers would demand. Their functions and duties would be of a distinctly higher order than those of the subordinate service, any overlapping being only what is inevitable in the course of training. An assistant magistrate devotes some time in his early days to the hearing of uncontested land registration cases, work that is normally done

Proposed distinction between the two services.

by a rather junior deputy collector. There is no real confusion or overlapping of duties here; in the one case it is a step in the training of a superior officer, and in the other a part of the normal duties. The same considerations would apply in the conditions we contemplate.

Objections.

96. The argument that the provincial and subordinate services are recruited from men of the same social standing and educational qualifications would apply to some extent to the proposal we have made. It is an argument, however, that does not seriously impress us, for, if pressed to its logical conclusion in the direction in which it has been used, it would mean that the strength and conditions of the public services should be regulated by the number of suitable candidates, rather than by the nature and extent of the work to be done. Whatever method of recruitment may be adopted, there will always be a certain number of unsuccessful candidates, not noticeably distinguished in qualifications from the successful ones, who will enter a lower service if the attractions offered thereby are sufficient. Also of a body of persons with approximately the same general qualifications, those who have stood highest in their academic careers will ordinarily offer themselves for the highest service, the others being content to accept less promising services. These conditions obtain in most parts of the world, and do not call for special comment.

Proposal suited to present conditions.

97. It may be regarded as a defect of our proposal that the conditions we contemplate have not yet been reached, and that while it would be suitable when the Indianization of the services has proceeded further, it is premature in present conditions. Our answer to such an objection is that the organization of the public services on the lines demanded by probable developments is sound in itself, and that there is no reason for delaying it, especially when by so doing unnecessary expenditure is being incurred. The defect of the present system, in our opinion, is that it is wasteful of man-power, in that much of the work now done by the provincial service could equally well be done by a cheaper agency. Our proposal is unaffected by the division of judicial and executive functions, and we have noted in the chapter on the pay of the services that we consider a subordinate judicial service is required.

peons.

98. Another recommendation we have to make under this head is that the number of orderly peons allowed to District Officers should be reduced. In many districts we consider the District Magistrate could manage quite well with four, instead of with five or six as is now the case.

amalgamation of small districts.

99. We have received a good deal of evidence in favour of the amalgamation of small districts. We have not the detailed information necessary to enable us to deal with this question, and we, therefore, put forward the suggestion for the consideration of Government.

100.

Minor or detailed h-d.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Substitution of subordinate service officers for provincial service officers.	4,05,000	...	...
Peons	5,000	...	...
Total	4,10,000	...	...
Net reduction	... Rs. 4,10,000.		

CHAPTER IX.

24.—Administration of Justice.

(a) Civil and Sessions Courts.

Object of
recommendations.

101. Our remarks cover the whole of the machinery for the administration of justice, except the High Court itself, and aim at a reduction of expenditure by the substitution, wherever possible, of a cheaper agency, by the extended use of summary procedure and by the elimination of unnecessary work. We have dealt in a separate chapter with the question of the Indianization of the judicial service, and no further reference to it is necessary here.

Recommendations.

102. It will probably be convenient if we give *seriatim* our proposals for the employment of a cheaper agency. They are:—

- (a) The enhancement of the powers of all munsiffs to try suits up to Rs. 2,000 in value, and of selected munsiffs to try suits up to Rs. 5,000 in value. This will require an amendment of the law.
- (b) The hearing by sub-judges of insolvency, succession, probate, administration, and contested will cases. Small succession cases might be heard by experienced munsiffs. This does not, we believe, involve an amendment of the law.
- (c) The disposal of a larger proportion of sessions cases by Assistant Sessions Judges. Experienced deputy magistrates and sub-judges may be vested with the powers, and in some districts nearly 50 per cent. of the sessions cases could be disposed of by them. Of the two, we would prefer deputy magistrates to sub-judges for this work, as the latter by training are more disposed to decide on the balance of evidence rather than on the probabilities. But either class would do if a careful selection were made.

Justification
for recommendations.

103. These recommendations have received very considerable support from the witnesses we have examined, and call for little comment. The enhancement of the powers of munsiffs is justified, we consider, by the undoubted improvement in the qualifications and education of the members of the judicial services in recent years. It has been suggested to us that the increased strength of the Bar has added to the work of courts by necessitating more detailed and careful consideration of suits, and this has been used as an argument against increasing the powers of munsiffs.

We recognize the growing strength and capacity of the Bar, but we regard it as a factor wholly in favour of our proposals. For the prompt and proper disposal of cases a strong Bar is as necessary as a competent judicial officer, and it is because we appreciate the marked improvement in the Bench and the Bar alike that we feel our recommendations are sound.

104. We propose an extension of the Small Cause Court procedure, and recommend that selected sub-judges be given powers up to Rs. 1,000 and selected munsiffs up to Rs. 500. We also recommend that rent suits not exceeding Rs. 50 in value be dealt with under the Small Cause Court procedure. We find that of 359,796 of these suits disposed of by munsiffs in 1921 only 37,716 were contested. These proposals will enable a considerable number of suits to be disposed of more rapidly. The average duration in days of suits disposed of during 1921 is shown by the following figures:—

Extension
of Small
Cause Court
procedure.

		Sub-Judges.	Munsiffs.
By the ordinary procedure	Contested	593	268
	Uncontested	363	142
By the Small Cause Court procedure.	Contested	120	114
	Uncontested	75	71

By duration is meant the period extending from institution to the completion of execution. The saving in time is obvious, and if selected members of the provincial judicial service can exercise Small Cause Court powers up to Rs. 1,500 in Calcutta, we see no reason why they should not exercise them up to Rs. 1,000 in the mufassal.

105. Another way in which we think time could be economised is by an extension of the summary procedure in rent suits. We recommend that section 153 of the Bengal Tenancy Act be amended so as to raise the limit of the value of suits in which an appeal will not lie to Rs. 200 in the case of Judges, Additional Judges and sub-judges, and to Rs. 100 in the case of munsiffs.

Rent suits.

106. The following figures showing the number of officers employed and the number of cases disposed of by them during the last 10 years have been supplied to us by the Judicial Department:—

Disposal
of work by
courts.

(a) Judges and Additional Judges—

	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.
Number of officers	33	33	34	34	34	33	41	43	41	45
Disposal—										
Civil	18,108	17,438	17,887	18,248	18,388	18,711	18,006	20,245	22,643	21,078
Original	4,631	4,869	4,731	4,909	4,739	5,002	4,776	4,839	4,983	4,481

(b) Subordinate Judges—

	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.
Number of officers	53	57	59	62	57	58	65	64	65	66
Disposal	56,877	56,003	56,948	56,990	52,999	55,348	59,084	57,907	60,639	58,820

(c) Munsiffs—

	1913.	1915.	1914.	1918.	1914.	1917.	1918.	1919.	1920.	1921.
Number of officers ...	276	277	276	270	273	276	271	278	281	271
Disposals (in hundreds)	6,698	6,684	6,344	6,360	6,116	6,710	6,900	10,301	10,022	10,028

Additional
judges.

107. We think these figures shown an excess of subordinate and Additional Judges. The disposal of civil suits by Additional Judges in the Midnapore district in 1920, and in the Noakhali district in 1921 was abnormally high by about 2,000 in each case. There are probably special circumstances to account for this. But taking the figures as they stand, we cannot find justification for 16 more Additional Judges in 1921 than in 1912. Allowing for the extension of the jury system, and for every consideration that can be urged, we are of opinion that a reduction of 10 Additional Judgeships is called for on these figures.

Subordinate
judges.

108. As regards subordinate judges we think the increase has also been unwarranted, and we recommend a reduction of 5 posts.

Munsiffs.

109. The fluctuations in the number of munsiffs are difficult to follow, but we do not think any reduction would be justified by the figures we have given.

Civil court
holidays.

110. Apart from the specific recommendations we have made in the preceding paragraphs there are other considerations with an important bearing on the number of courts required. The first is the number of holidays enjoyed by the civil courts. The executive holidays for the year 1923 amount to 91 days including Sundays, leaving 274 working days. We think this number of holidays is excessive, but the civil courts enjoy 22 holidays in addition and work for only 252 days. We have recommended elsewhere that the executive holidays be reduced by 10, and we consider there is no real justification for granting the civil courts a greater number of holidays than the executive side. By this proposal the civil courts would work 32 days more in a year, and their outturn of work would be increased by more than 12 per cent.

Honorary
muniffs.

111. A question that has been pressed on our notice is the desirability of employing honorary munsiffs. It has been urged that if more than one-fifth of the criminal work of the *mufassal*, outside the *sessions* courts, can be disposed of satisfactorily by an honorary agency, there is no reason why a similar agency should not dispose of a large proportion of the suits for money and moveables not exceeding Rs. 50 in value. The Village Self-Government Act has recognized the principle of honorary civil courts, and we consider it is desirable that it should be put into force. The number of suits for money and moveables not exceeding Rs. 50 in value was 98,589 in the year 1921, and the bulk, if not all, of these suits might well be disposed of by honorary munsiffs with considerable relief to the files of stipendiary officers.

Working
courts.

112. A further matter of general complaint which we feel obliged to refer to is the dilatoriness of the courts. We have been told they spend insufficient time in the actual hearing of suits, and too much

time in chambers. We understand that it is now permissible for an officer to write all his judgments in court hours, and, if this is so, it must mean a serious encroachment on the time he can devote to the hearing of cases. It would be interesting to have a record of the hours of attendance at court, and of the period actually spent on the Bench. We are satisfied there is need for speeding up work, and for more supervision. The efficient disposal of cases implies administration, and supervision, as well as judicial knowledge and judgment. If it is correct that the number of judicial officers required is determined mainly by the amount of pending work, we think it overlooks the important question of the sufficiency of the work done. The evidence we have received certainly points to the fact that insufficient work is done, and that when, in consequence, arrears accumulate, extra officers are appointed to deal with them. Economy and the public convenience require that cases should be disposed of with expedition as well as ability.

113. It is not easy to estimate the accumulative effect of our proposals. We attach great importance to the reduction of civil court holidays. This will involve the removal of the provincial judicial services from the category of vacation departments for the purpose of leave, but we see no objection to this being done. An increase of 12 per cent. in the number of working days would, assuming the volume of work remained constant, enable the cadre of munsiffs to be reduced from 271 to 249, and the cadre of sub-judges from 55 to 50. Reduction
of cadres.

114. The figures of the work done by munsiffs in 1921 are:—

		Ordinary powers.	Small Cause Court powers.	Proposed strength of cadre of muniffs.
Suits for money and moveables	Disposed of ...	69,661	178,583	
	Contested ...	9,833	15,447	
Suits under the rent law	Disposed of ...	359,796	...	
	Contested ...	37,716	...	
Title and other suits	Disposed of ..	66,423	...	
	Contested ...	13,897	...	

The large proportion of uncontested suits is a conspicuous feature of these figures. We think the disposal of petty rent suits by the Small Cause Court procedure, the gradual and increasing employment of honorary munsiffs for the disposal of petty suits for money and moveables, and the other proposals we have made for lightening work would permit of an ultimate reduction of a further 35 posts. Against this has to be set the increased work involved in the increase of the ordinary powers of munsiffs. As a rough approximation we think the ultimate strength of the munsiffs' cadre should not exceed 240.

Cadre of subordinate judges.

115. The position in regard to subordinate judges is that they will be relieved of a substantial amount of work through the increased power of munsiffs and they will take over some of the work now done by District Judges. Allowing for both of these factors we think the cadre should be fixed at 40.

Strength of staff proposed.

116. If our proposal to appoint a larger number of Assistant Sessions Judges is adopted, the post of Additional Judge would disappear. We think 15 Assistant Sessions Judges would suffice. The ultimate staff would be:—

21 District and Sessions Judges.

15 Assistant Sessions Judges.

40 Subordinate Judges.

240 Munsiffs.

Date of reduction.

117. In view of the large number of pending cases we do not recommend that this reduction be made at once. We would allow six months for the disposal of arrears, and at the end of that period the reduction we have recommended should be given effect to, except in the case of munsiffs. The number of munsiffs, we think, should be fixed at 255 in the first instance, and be reduced to 240 as the files are relieved by the appointment of honorary munsiffs.

Ministerial posts.

118. Our attention has been drawn to other matters of civil judicial administration in which economies can be effected. The number of ministerial officers is determined by different standards of work in eastern and western Bengal. We think it is time to eliminate the differences in practice obtaining when eastern Bengal was under a separate government from western Bengal, and we recommend that the standards of work for ministerial officers be made uniform throughout the province and that in each case the higher standard of work, involving the fewer number of officers, be adopted. We would also combine the posts of head clerk and translator where they are separate. The evidence is unanimous on this point.

Diet money.

119. Another matter in which the evidence is unanimous is the abolition of the system by which diet money is payable to witnesses on the service of summons in civil suits. The amount received by witnesses is individually small, and is paid once only, however many times a witness may be in attendance. We have been assured, and can readily believe, that the payment of a few annas by way of diet money is entirely without influence in securing the attendance of witnesses. It necessitates, on the other hand, a very large number of entries in the peremptory cash register, in respect of the receipt and payment of these small sums, and constitutes an appreciable item of office work. Although we do not think that the payment of diet money to witnesses in civil suits can be discontinued altogether, we recommend that it be left to the option of the parties.

120. It will be apparent that the addition of 30 working days in the year will permit of a substantial reduction of the ministerial staff. There are at present in the judicial offices 440 ministerial officers in the upper division, and 2,269 in the lower division. The reduction here should, we think, amount to 300 officers in all.

Reduction of ministerial staff.

121. We are of opinion that the fees for copies should be increased. The pay of copyists and comparing clerks has been increased recently and an additional charge for copies seems justified. We suggest an increase of 25 per cent.

Increase of copying fees.

122.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Additional and Assistant Sessions Judges.	3,52,200	...	...
Subordinate judges	2,74,500	...	...
Munsifs	2,19,000	...	...
Ministerial officers	2,80,000	...	...
Diet money	50,000	...	...
Unification of standards of work ...	25,000	...	...
Increase of copying fees ... ..	...	1,90,000	...
Total	11,50,700	1,90,000	...

Net reduction ... Rs. 13,40,700.

(b) Presidency Magistrates.

123. The opinion we have formed, after carefully considering the evidence we have received, is that a radical change in the organization and administration of the Calcutta Police Courts is required. The impression we have gained is that the administration of criminal justice in Calcutta is poor, and that heroic measures will be necessary to raise it to a satisfactory level.

Need for improved administration.

124. One of the first needs is a central criminal court. The division of work between Bankshall Street and Jorabagan makes for duplication of staff, insufficient supervision, and undesirable delays. We suggest

Central criminal court.

that the present buildings of the Imperial Bank, if they become available, might be suitable, failing which the erection of a building near Central Avenue would probably be most convenient.

Honorary magistrates.

125. The recruitment of honorary magistrates is not satisfactory, and the Calcutta Police have far too big a say in the matter. In the year 1913 six retired judicial officers were appointed honorary magistrates, but for the next nine years not a single appointment was made from this class. This seems to us to amount to a neglect of very valuable material. There are nevertheless 91 honorary magistrates, of whom 21 are on the non-effective list, and many do not attend regularly. We consider that honorary magistrates should not hold office as long as they like, but as long as Government like, and that the next revision of the Criminal Procedure Code should be made the opportunity for securing this in the Presidency towns in the same way as in 1898 it was secured by an amendment in regard to the *mufassal*. Retired judicial and magisterial officers should be employed as much as possible, and a sufficient number of competent, working honorary magistrates obtained. They should be given proper accommodation which until recently was not available to them. If this is done, possibly only three, and certainly not more than four, stipendiary Magistrates will be required. The Motor Case Court we regard as a luxury.

Other recommendations.

126. We have been told that too many cases are sent to the police for report, and that the practice of hearing cases *de die in diem* is almost unknown. These are matters that affect the expeditious disposal of work, and it is unnecessary to do more than mention them. We think an examination should be made of the work done by the ministerial staff, with a view to a reduction of their numbers. Two posts of interpreter may, however, be abolished forthwith. We also think that the direct telephone line between the Chief Presidency Magistrate and the Commissioner of Police is a minor luxury that should be dispensed with.

127.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Presidency Magistrates	17,000	...	...
Total	17,000	...	...

Net reduction ... Rs. 17,000.

(c) Courts of Small Causes, Calcutta.

128. We think that two of the judges should be recruited from the provincial judicial service. **Recruitment of judges.**

129. We are unable to offer any other suggestion for the reduction of expenditure in these courts, beyond noting that, if the rehearing of suits could be restricted, an appreciable volume of work would be avoided. **Rehearing of suits.** As this is a technical matter we leave it for examination, if that is thought desirable.

130.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Two provincial judicial service officers.	4,800	...	...
Total ...	4,800	...	...
Net reduction ... Rs. 4,800.			

(d) Legal Remembrancer.

131. We think that payment should be made by the Eastern Bengal Railway for legal advice given. Last year 59 written statements and 48 unofficial references in legal matters were dealt with by Government for the railway. We also think that, if this is not already the case, the Government of India should recoup the local Government for the expense occasioned by the appearances of the Deputy Legal Remembrancer in the Marine Court. **Payment for services rendered.**

132. As regards fees to pleaders in criminal cases in the *mufassal*, we think there might be some saving if court inspectors were better equipped for this work, and also if in the smaller cases junior and not senior pleaders are engaged. **Fees to pleaders.**

133.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Fees ...	1,500	...	...
Total ...	1,500	...	...
Net reduction ... Rs. 1,500.			

CHAPTER X.

25.—Jails.

Central jails.

134. There are five central, twenty-four district, and fifty-eight subsidiary jails in the province. The conversion of many of the district jails into subsidiary jails, and the provision of more central jails would probably lead to an ultimate saving. Thus, of five district jails, if one were enlarged into a central jail and the other four reduced to subsidiary jails, the annual saving, we are told, would be approximately one lakh. We do not know what the cost of converting a district jail into a central jail would be, but, we think, this suggestion might be examined.

Short-term convicts.

135. The total number of convicts admitted to the jails in the year 1921 was 28,217. Of these, 15,455 were sentenced to terms of imprisonment not exceeding three months, and 7,975 to terms not exceeding one month. If this very large number of short sentences could be materially reduced, the interests of economy, and the views of modern penologists, would both be met.

Under-trial prisoners.

136. The number of under-trial prisoners admitted during the year 1921 was 40,127 and the average period of detention was in sessions cases 39·58 days, and in other cases 19·62 days. This is a matter of criminal administration, but it is clear that any measure that would reduce the number of under-trials, and decrease the period of detention would effect economy in the Jails Department. A more speedy disposal of cases, and a greater readiness to grant bail are indicated.

Jail manu- factures.

137. The manufacturing activities of the department are on a considerable scale. In the year 1921, there was a cash earning of nearly Rs. 7 lakhs on an expenditure of Rs. 17½ lakhs. We understand the system of accounts has recently been subjected to independent examination. The greatest need here, we feel, is for a detailed audit to safeguard the proper disposal of so large a sum of money.

CHAPTER XI.

26.—Police.

(a) Bengal Police.

138. The present strength of the force, and its growth during the last nine years, are shown by the following figures:—

	1919-14.	1929-31.
Inspector-General ...	1	1
Deputy Inspectors-General ...	4 + 1 ^o	6 + 1 ^o
Superintendents (including Calcutta Police) ...	44 + 2 ^o	52 + 6 ^o
Assistant superintendents ...	45	52
Deputy superintendents ...	23 + 2 ^o	28 + 2 ^o
Inspectors ...	160	200
Sub-inspectors ...	1,478	1,709
Assistant sub-inspectors and head constables ...	1,756	2,405
Constables ...	13,980	19,037

^o Temporary.

139. Apart from the district executive force, which is under the immediate control of five range Deputy Inspectors-General, the other branches comprise the Military Police, River Police, Railway Police, the Criminal Investigation Department, and the Intelligence Branch. The Military Police is under a Commandant, the River and Railway Police have special superintendents in charge under the range Deputy Inspectors-General, and the Criminal Investigation Department and the Intelligence Branch are each under a Deputy Inspector-General. There is also a training college at Sardah under a superintendent. It will simplify our work if we consider the specialized branches first.

140. In addition to the Sardah College there were two constables' training schools, one at Berhampore and the other at Dacca. The Berhampore school was closed in January 1922, and it has been decided to close the Dacca school also, transferring the work done there to Sardah. The Sardah College provides training for assistant superintendents of police, deputy superintendents, sub-inspectors, assistant sub-inspectors and constables. The full course for the last two ranks is six months, and for the others eighteen months. The course of instruction is a wide one. It imparts discipline, promotes the physical development of recruits, gives instruction in law, police procedure and methods, and to European officers instruction also in the vernacular. We

regard this as a good institution, and although we have received conflicting evidence as to the benefit of the training, we believe its influence is such that if funds permitted it would be proper to retain it in full. But apart from the training of constables we do not consider the expenditure can be justified in present conditions. The Bombay Government have closed their central training school at Nasik on grounds of economy, and we think this is a direction in which retrenchment can legitimately be made. We do not advocate discontinuing the training of constables because we feel discipline, physical culture, an elementary knowledge of law, and initiation into their duties, are essential for raw recruits, and we believe they can be imparted better and more economically at a central institution. We have recommended that the constables of the Calcutta police should be trained at Sardah. Until financial conditions justify its being re-opened we consider that the college should be closed except for the training of constables. We do not know what staff will be necessary for this, but it should be in the charge of an experienced inspector, or deputy superintendent, and only the minimum staff necessary for efficiency should be retained. The training required by other ranks now attending Sardah may be given in the districts.

River Police.

141. The River Police as a non-investigating force occupies a somewhat peculiar position. It is a preventive force organized to patrol the big rivers of Eastern Bengal to hamper and discourage crime. It is an expensive arm because of the use and maintenance of steam and motor launches. The Ganges and Brahmaputra divisions have already been closed for want of funds, and in addition to the Goalundo and Lohajang stations, the Meghna and Barisal divisions are the only areas now patrolled. We have considered a good deal of evidence regarding the river police and have come to the conclusion that it would be unwise to abolish it altogether. We also think it would deprive it of much of its efficiency if it were placed under the control of the district superintendents of police. Co-ordinated action is possible only under a single control, and the river criminal is no respecter of jurisdictions. But we are of opinion that there is a good case for reducing the strength of the force. We think the stations at Goalundo and Lohajang should be closed, and that a smaller force will suffice for the Meghna and Barisal divisions. Certain launches and floating stations are now laid up owing to the temporary closing of the Ganges and Brahmaputra divisions. We recommend that they be disposed of. In addition we recommend that the normal force employed in the Meghna and Barisal divisions be reduced by one-third forthwith, and that one-third of the launches, floating stations and other craft be laid up. We do not think the effectiveness of the river police will be seriously affected by this reduction, and there will remain a considerable striking force to deal with river crime where the necessity is most urgent.

142. The Railway Police are engaged in somewhat adverse circumstances in dealing with law and order on the railways. The watch and ward staff is provided and paid for by the railway companies. There are three charges under superintendents, one on the East Indian Railway, and two on the Eastern Bengal Railway. On the Eastern Bengal Railway the headquarters are Sealdah and Saidpur, and on the East Indian Railway, Howrah. Railway Police.

143. The bulk of the railway crime investigated consists of minor offences against property as the following figures show:— Railway crime.

			Total cases investigated.	Minor offences against property.
1916	...	...	5,024	3,501
1917	...	...	4,714	3,295
1918	...	...	4,810	3,306
1919	...	..	5,554	4,002
1920	...	...	5,334	3,859
1921	...	...	8,100	6,201

In other words over 70 per cent. of the crime investigated consists of minor offences against property. The result of the investigations into this form of petty crime is as follows:—

NUMBER OF CASES.				
		Investigated.	Sent up.	Ending in conviction.
1916	...	3,501	568	502
1917	...	3,295	539	491
1918	...	3,306	543	474
1919	...	4,002	690	604
1920	...	3,859	654	561
1921	...	6,201	844	630

Petty crime was exceptionally heavy on the East Indian Railway in 1921.

144. The figures of staff are:—

		East Indian Railway.	Eastern Bengal Railway, Sealdah.	Eastern Bengal Railway, Saidpur.	Railway police staff.
Mileage	...	653	765	1,022	
Number of police-stations		13	13	18	
Inspectors	...	7	7	5	
Sub-inspectors	....	38	28	30	
Sergeants	...	10	6	4	
Head constables	...	47	49	52	
Constables	...	260	300	288	

This includes the special detective force.

Reduction of strength of railway police.

145. We recognize the difficulty of detecting thefts on railways, and we consider it is not necessary to maintain so large an investigating staff for numerous petty offences, not more than one-sixth of which, experience shows, are likely to be detected. Either the police are inefficient, which we do not believe to be the case, or the conditions are such that a larger proportion of detections cannot be expected. We think there is little to be gained by undertaking a large number of fruitless enquiries, and that only those cases that offer some prospect of successful investigation should be taken up. In this view we recommend a reduction of the strength of the railway police by 2 inspectors, 10 sub-inspectors, 15 head constables and 85 constables.

Military Police.

146. We have little to say about the Eastern Frontier Rifles, or Military Police, as they are commonly called. Their sanctioned strength is—

			Indian Officers.	Non-Commissioned Officers.	Buglers and Sepoys.
Headquarters	...	...	11	45	498
Hooghly	...	...	3	15	153
Buxa Duars	...	...	2	10	102

Buxa Duars detachment.

147. The company at Buxa Duars is required, we are informed, to guard the Bhutan frontier and to prevent raiding. We do not regard the cost of discharging either of these duties as a charge on provincial revenues. Further, we are of opinion that there is now no occasion to employ a force of this description for such duties, for we are unable to discover any signs of raids on this frontier in recent years. We recommend that the sanctioned strength of the Military Police be reduced by 2 Indian officers, 10 non-commissioned officers and 102 buglers and sepoys.

Armed reserve.

148. We are opposed to any increase in the special armed reserve as a result of this recommendation. The armed reserve has increased very considerably in the last 20 years and now stands at over 4,500, with a striking force of nearly 2,000. We think this is sufficient, and if the armed reserve of the Jalpaiguri district, which numbers 217, including a striking force of 110, is to be increased on account of the withdrawal of the company of Military Police from Buxa, we are of opinion that the men should be obtained within the present strength from other districts.

Band of Military Police.

149. The band and pipes of the Military Police must be regarded as a luxury, and in present conditions should be dispensed with.

Intelligence Branch.

150. The Intelligence Branch consists of two bodies, a central branch in Calcutta, and a district organization. It is a temporary force whose strength naturally depends on the political situation.

The proposed strength for 1923 is—

	Central Intelligence Branch.	District Intelligence Branch.
Deputy Inspector-General	1	1
Special superintendent	1	...
Additional superintendent	1	1
Deputy superintendents	2	...
Inspectors	6	14
Sub-inspectors	10	27
Assistant sub-inspectors and head constables	34	...
Constables	46	82
Clerks	9	27

151. Having regard to present conditions we consider this staff is susceptible of reduction. We propose that the post of Deputy Inspector-General be abolished, and that the Intelligence Branch be placed directly under the Inspector-General. Of the Central Intelligence staff we would dispense with the two deputy superintendents and reduce the assistant sub-inspectors and head constables to 25 and the constables to 36. We would also abolish the post of special assistant, which we understand is now vacant. **Central Intelligence staff.**

152. For the district Intelligence Branch we think no separate clerical staff is required, the ordinary staff of the superintendent's office being sufficient. We would also reduce the constables to 68. We think the staff recommended for retention is on the heavy side, and it should be capable of further reduction if the political situation remains as it is. In fact, we are doubtful of the necessity for any special intelligence force in the districts at the present time. Such political work as there is should not be beyond the powers of the ordinary district staff. It is not easy for us to gauge the amount of legitimate intelligence work required by the present political situation, but we feel justified in making the suggestion that a small intelligence force in Calcutta, which would also keep in touch with district superintendents and *mufassal* conditions, is all that is necessary at the present time. It appears to us that the reduction of the staff of the Intelligence Branch since the end of 1918 has not been as rapid as the changed conditions demanded. **District Intelligence staff.**

153. The Criminal Investigation Department is in the charge of a Deputy Inspector-General, with an assistant, who is a superintendent and comprises a considerable force, part of which is temporary. The work of the Criminal Investigation Department is to deal with professional crime that is beyond the capacity of the local officers, to investigate, or help in the investigation of, serious and organized crime, and to maintain a central agency adequately equipped with records and served **Criminal Investigation Department.**

by selected officers. The Police Commission of 1903 considered it necessary that local officers should be assisted by a central bureau for the collection and distribution of information regarding certain kinds of crime and certain classes of criminals, and by a small staff of trained detectives available to help in investigations when required by the local officers.

**Need for
a central
force.**

154. The Finger Print Bureau, the Photographic Bureau, and the Criminal Intelligence Bureau supply the collecting and distributing agency. It is obvious that this work can be carried out only at a provincial centre. Professional crime, such as, coining, forgery, drugging, swindling by professional swindlers, murder for gain, and mail robberies can be controlled and investigated most effectively by a small central staff of specialized officers. Broadly speaking, this form of crime is the work of criminals with brains and cunning, and requires to be met with the best brains and information of the police force. But we regard dacoity, bad livelihood cases, and criminal tribes as being in a different category. Although they represent organized crime, they are of the bludgeon type, and even if their investigation is lengthy they do not seem to us to warrant a special central staff to deal with them. It appears to us that the centralization of the control of this form of crime under a Deputy Inspector-General in Calcutta, ignores the presence of the range Deputy Inspectors-General one of whose primary functions is the control of crime. There seems little doubt that the present organization must lessen the interest of range Deputy Inspectors-General and local officers in what should be regarded as an important part of their duties.

Staff.

155. The permanent staff of the Criminal Investigation Department now consists of the following officers:—

	Criminal Investiga- tion Department General.	Finger-print Bureau.	Photographic Bureau.	Criminal Intelligence Bureau.
Deputy Inspector-General ...	1	...	...	...
Superintendent of Police ...	1	...	...	...
Deputy superintendents ...	1	1	...	...
Inspectors ...	24	1	1	1
Sub-inspectors ...	11	14	5	1
Assistant sub-inspectors ...	6	...	...	...
Constables ...	36	...	...	...

The temporary staff is:—

	Criminal Tribes Act Section.	Dacoity Sec- tion.	Detective Training School.
Deputy superintendent ...	1 ^a	1	1
Inspectors ...	4	5	2
Sub-inspectors ...	2	4	...
Head constable ...	...	...	1
Constables ...	6	3	6

^a Vacant.

156. The figures of crime dealt with by the Criminal Investigation Department for which we consider a small central staff of detectives is required are:—

	1919.	1920.	1921.
Cheating	3	4	1
Coining	1	...	...
Lurking house-trespass ...	1	1	...
Murder for gain	1	7	...
Forgery	2	3	1
Note-forgery	1	1	1
Robbery	1	3	2
Theft	1	2	4
Embezzlement	1	...	1
Drugging	1	...	...
Bogus Company	2	1	...
Total	15	22	11

We think 4 inspectors and 2 sub-inspectors should be ample for this work. We consider a deputy superintendent is not necessary for the Finger Print Bureau, and we would fix the central staff for all purposes at:—

- 1 superintendent,
- 7 inspectors,
- 22 sub-inspectors.

This force should work under the immediate control of the Inspector-General, the post of Deputy Inspector-General, Criminal Investigation Department, being abolished.

157. We are of opinion that dacoities, gang and bad livelihood cases, and criminal tribes work should devolve on the district police, but in view of the protracted nature of the enquiries into some of these cases we would provide each range Deputy Inspector-General with a small Criminal Investigation Department staff, as an addition to the district police, for the control and investigation of crime of this nature. Eight police districts have been provided with separate detective staffs, but we think there is likely to be a waste of man-power by this arrangement and we would prefer to give each range Deputy Inspector-General a small staff which he can dispose of as he considers necessary. For the whole province we would place this force at 20 inspectors, 10 sub-inspectors, and 30 constables.

Range
C. I. D.
force.

Detective training school.

158. The Detective Training School at Howrah costs approximately Rs. 32,000 in recurring expenditure. We have been told it can be closed without any serious loss of efficiency, and we recommend that this be done.

Reduction of posts.

159. Our recommendations involve the abolition of the following posts in the Criminal Investigation Department in addition to the Detective Training School:—

- 1 Deputy Inspector-General,
- 4 deputy superintendents,
- 9 inspectors,
- 5 sub-inspectors,
- 6 assistant sub-inspectors,
- 15 constables,

and also the whole of the special detective staffs in the districts excluding the railways. There will also be a substantial reduction of clerical staff. We think it unnecessary that the staff retained in Calcutta should be housed in an expensive part of the city.

Crime and strength of police in districts.

160. We come now to the district police, and we begin with two statements, one of crime, and the other of the number of police-stations and the strength of the investigating and court staff for the last 10 years.

Statement of crime.

		Number of cognisable cases reported.	Number of such cases investigated.	Number of such cases sent up for trial.	Number of such cases ending in conviction.
1912	...	80,780	73,129	24,877	22,118
1913	...	82,375	78,483	25,405	22,628
1914	...	83,698	80,907	26,819	24,215
1915	...	100,002	93,056	30,207	27,408
1916	...	99,593	90,219	28,843	25,015
1917	...	99,729	82,722	27,882	25,056
1918	...	96,001	80,581	26,415	23,688
1919	...	107,292	87,481	30,358	27,278
1920	...	102,984	84,060	28,991	26,084
1921	...	93,636	78,074	24,872	22,213
Average for ten years	...	94,609	82,871	27,447	24,673

Statement showing the number of police-stations and the sanctioned strength of the investigating and court staff.

Year.	Insp. tors.	Sub-insp. tors.	Sergants.	Head constables.	Constables.	Number of police-stations.	
1912	189	1,490	21	1,603	11,800	453	
1913	193	1,507	23	1,663	12,387	468	
1914	196	1,513	25	1,725	12,841	582	
1915	196	1,521	25	1,740	12,912	656	
1916	197	1,510	25	1,755	12,764	653	
1917	203	1,558	34	1,895	13,392	670	
1918	210	1,581	34	1,911	13,255	680	
1919	210	1,584	34	1,915	14,194	685	
1920	209	1,584	34	1,968*	14,561	688	
1921	209	1,589	35	1,998*	14,798	688	
Increase	Number	20	99	14	395	2,999	235
	Percentage	10.5	6.6	66.6	24.6	25.4	51.8

* Including assistant sub inspectors.

161. Our first proposal, which has received a large amount of support, both official and non-official, is that police-stations should be amalgamated so as to approximate to the number of stations in 1912. We recognize that this proposal will be unpopular with that section of the public who have been given an added sense of security in recent years by the opening of new police-stations near to their homes. But it is impossible to effect substantial economy without diminishing to some extent the capacity to render service. And if economy is necessary, as it undoubtedly is, the convenience of the individual must be subordinated to the public good. As a matter of fact we do not believe our recommendation will lead to any real decline in the prevention and detection of crime. Serious crime will continue to be reported as before, and a falling off in the reporting of petty crime will do no real harm. The figures of crime and staff cited by us cover a period rendered exceptional by the war, and by the non-co-operation movement, but we have not attempted to deal with conditions prior to 1912 because of the confusion caused by the alteration of provincial boundaries.

162. It is possible to argue almost anything from statistics, and each person will put his own interpretation on the figures we have

Amalgamation of police stations.

Reduction of staff.

quoted. But the large increase in the number of police-stations was made in the year 1914 and 1915, and its effect may be taken to have been felt in 1915 and succeeding years. The figures show, by comparing the averages of 1912, 1913 and 1914, with those of the later seven years that, whereas after the increase in the number of police-stations the number of cases reported increased by roughly 17,500 and the number of investigations by 7,500, the number of cases sent up and the number ending in conviction increased by about 2,500 each. The average percentages of cases sent up and of cases ending in conviction to cases reported for the whole period of ten years are 29 and 26, respectively. Of the additional cases reported in 1915 and later years, however, the percentage is only 14 in each case. Quite apart from the capital cost of buildings the extra staff employed to deal with this crime numbers 3,747, excluding sergeants, involving an additional annual charge at present rates of Rs. 11,41,500. On the whole we consider there is ample justification for saving this additional cost, and we recommend it be done, by the abolition of posts equal in number to those created since 1912.

Disposal of surplus police-stations.

163. By this proposal over 200 police-stations will become surplus to requirements. It will probably be possible to select for retention the stations with the best accommodation. The remainder may be sold, or made over to local bodies for use as schools or dispensaries.

Circle inspectors.

164. In addition to the 20 posts of inspectors to be abolished by a reversion to the 1912 position, we recommend the abolition of a further 38 posts of circle inspector. We have, in fact, received weighty evidence in favour of the abolition of the whole of the circle inspectorate, but while we are in favour of its reduction to the extent we have indicated we are opposed to more drastic action. We consider that for a long time to come the inspector will be the pivot of police administration. A general improvement in the force during the last fifteen or twenty years is undoubted, but we think the average sub-inspector still requires continual help and supervision, and that the circle inspector is indispensable in present conditions.

Deputy superintendents.

165. The post of deputy superintendent was created by the Police Commission of 1903. It was intended as a measure that would secure an increased Indian representation in the higher ranks of the police, and would provide for posts which, in the opinion of the Commission, required an officer of the calibre of an assistant superintendent. The number of assistant superintendents was limited by the needs of the cadre of the Imperial Police, and the post of deputy superintendent was created to fill the balance of the posts that the Commission considered required an officer of the assistant superintendent type. There was also a suggestion by the Commission that specially competent deputy superintendents might be promoted in time to district rank.

166. The cadre of deputy superintendent consists partly of promoted inspectors, and partly of direct recruits. The work of a deputy superintendent is not easily distinguished from that of an assistant superintendent or a senior inspector, and there seems to us to be considerable overlapping between the work of these three classes of officers. There has also been a substantial improvement in the quality of the force since 1903, and we believe that selected inspectors could now perform satisfactorily all the duties of deputy superintendents. If this view is correct the present position is not easy to justify. Inspectors are paid Rs. 175—Rs. 300 and deputy superintendents Rs. 200—Rs. 700; an apparent instance of an unnecessarily expensive agency. In this view we should have felt obliged to recommend the abolition of the post of deputy superintendent. But we are faced with the question of the further Indianization of the police, and we feel that when an advance is made it should be by allotting to a provincial police service, like that of the deputy superintendents, a certain number of posts now reserved for Imperial officers. Our position would be easier if we saw any definite indications of this being done. The number of deputy superintendents has been increased, but so has the number of assistant superintendents. We are of opinion that the position needs to be re-examined. We would welcome the cadre of deputy superintendents as a means to a reasonable degree of Indianization, but in that case we would require a substantial decrease in the number of assistant superintendents. This course would be in accord with our general views on Indianization, and we recommend that a beginning be made by placing deputy superintendents in charge of some of the smaller districts. If that is not done, however, we would recommend the abolition of the entire cadre, because we feel that, judged from the standpoint of present work, selected inspectors would be an equally satisfactory and a less expensive agency.

Replacement
of assistant
superintendents
by deputy
superintendents.

167. Except where it is wholly unavoidable we are against the employment of additional superintendents of police. The theory of "subordinate alliance" is not very satisfactory in practice, and we consider an assistant or deputy superintendent would be preferable and less expensive. So long as the districts of the 24-Parganas, Midnapore and Mymensingh are their present size, they may require an additional superintendent each, but elsewhere we would dispense with them.

Additional
superintendents.

168. A subdivision should normally be an inspector's charge, but there are some subdivisions which by reason of their size or because they contain an urban population should be in the charge of an assistant or deputy superintendent. We wish to add that we should like to see gazetted rank given to inspectors in charge of subdivisions.

Subdivisional
charge.

169. The bulk of the evidence we have received is definitely against the retention of the post of range Deputy Inspector-General. We have given this matter our best consideration and our conclusion is that the total abolition of this post would be a mistake. We are in sympathy

Range
Deputy
Inspectors-
General.

with much that has been said against its continuance for we feel that the range Deputy Inspector-General has become too much of a post office, and is too immersed in administrative detail. We recommend the delegation of the less important functions and powers of range Deputy Inspectors-General to superintendents. But when all possible delegation has been made there will remain important work which can be done only by Deputy Inspectors-General or by the Inspector-General. We are opposed to any increase in the work of the Inspector-General's office: we think on grounds of efficiency as well as economy that further centralization would be unfortunate. On the other hand we think it should be considered if some delegation cannot be made by the Inspector-General to his Range Deputy Inspectors-General. We recognize the value of inspection and supervision, but it is not for these that we think it is essential to retain Deputy Inspectors-General. We think they are required for the control of crime. The proposals we have made involve a material reduction of the strength of the district police force, and to a certain extent the margin of security is thereby lessened. This will necessitate a more economical use of man-power, and a closer vigilance over crime. We have already suggested that each range Deputy Inspector-General should have at his disposal a small force to supplement the ordinary district staffs in dealing with organized crime such as dacoity. When things go wrong over a wide area prompt and vigorous action is required by an officer above the district superintendent, so that the reserves may be effectively used, and staff withdrawn from quiet areas to where it is most needed. This, it has been suggested, should be done by the Inspector-General, but we think it is necessary to remember the area and population with which the police have to deal, and we regard it as impossible for the Inspector-General to have the immediate and detailed knowledge of local conditions that is so important for prompt and effective action. Moreover large outbreaks of organized crime or serious disturbances cannot be quelled by communications issued from headquarters, but only by a directing hand on the spot. And, manifestly, it would be impossible for the Inspector-General in his own person to be both at Chittagong, and the mill area of the Hooghly district if disturbances occurred at those places simultaneously. In short, we regard this as a matter of security. There are some matters in which action can be deferred, or even neglected, without serious consequences, but lawlessness is not one of them. It would doubtless be reprehensible to delay seriously the disposal of revenue appeals, and to do so would offend against the canons of official responsibility no less than to remain inactive in the face of a widespread outbreak of dacoity. But the consequences to the public in the one case would be altogether different from the consequences in the other. These, in brief, are our reasons for retaining the post of range Deputy Inspector-General. We are of opinion that three range Deputy Inspectors-General are sufficient, one in the east, one in the west, and one in the north of the

province. We recommend that the frequency of their inspections and the volume of their other duties should be so regulated as to enable them to be real deputies to the Inspector-General in the control of crime and the maintenance of an efficient, honest, and well disciplined force. The remaining two posts we would abolish.

170. We have already suggested that an attempt should be made to delegate some of the powers of the Inspector-General to the Deputy Inspectors-General and we consider that there are grounds for investigating the need for the large staff employed in the Inspector-General's office. We accept the departmental evidence that one post of assistant Inspector-General can be abolished. Inspector-General's office.

171. As in the case of the Calcutta police we recommend that all special duty allowances attached to the Intelligence Branch, and the Criminal Investigation Department be discontinued. Duty allowances.

172.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Police training school ...	2,20,000	...	...
River police ...	2,00,000	...	...
Railway police ...	52,000	...	...
Military police ...	29,000	...	...
Band of military police ...	2,400	...	...
Intelligence Branch ...	6,12,000	...	...
Criminal Investigation Department			
District force ...	11,41,500	...	...
Assistant or deputy superintendents ...	50,000	...	...
Additional superintendents ...	60,600	...	...
Circle inspectors ...	1,50,000	...	...
Range Deputy Inspectors-General ...	84,000	...	...
Assistant Inspector-General ...	17,300	...	...
Allowances ...	10,000	...	...
Total ...	26,28,800	...	...
Net reduction ...	Rs. 26,28,800		

(b) Calcutta Police.**Cost and strength of force.**

173. The sanctioned expenditure for the Calcutta police is in the neighbourhood of Rs. 32 lakhs. The force which is about 5,500 strong is controlled by a Commissioner, 7 deputy commissioners, and 13 assistant commissioners.

Organization.

174. The jurisdiction of the Calcutta police comprises the High Court jurisdiction, or the city proper, and also the suburbs, the total area being approximately 30 square miles. The investigation of crime is dealt with by four deputy commissioners, one for each of the northern and southern divisions, one in charge of the detective department, and one attached to the special branch. The special branch deals with political crime, the detective branch with non-political professional crime, while ordinary crime as well as patrol is divided between the northern and southern divisions, each division including town and suburbs.

Proposed reorganization.

175. Our recommendations, which have the unanimous support of the witnesses we have examined, are that the investigation of crime within the jurisdiction of the High Court should be under the control of one deputy commissioner and that the investigating force for that area and the detective department should be amalgamated. The patrol work in this area could be divided between the deputy commissioners in charge of the Port police and the Public Vehicles Department. One deputy commissioner would be required for both investigation and patrol in the suburban area. We consider this arrangement will make for efficiency, for it will bring the majority of the serious crime of the city under the deputy commissioner in charge of the detective department. It will also avoid the duplicate procedure of town and suburbs which the northern and southern divisions now have to follow.

Reduction of reporting centres.

176. We consider it desirable that the number of reporting centres both in the town and the suburbs should be reduced. The fact that over Rs. 4½ lakhs is now spent annually in rent, rates, and taxes for police buildings in Calcutta shows the need for economy, and the importance of a building programme. There are twelve reporting centres in the High Court jurisdiction, with two outposts to each.

We think five reporting centres would be sufficient for this area, and we suggest the following:—

Present reporting centres.		Proposed reporting centres.
Hare Street	}	... Lalbazar.
Bowbazar		
Burrabazar	}	... One near Central Avenue.
Sukeas Street		
Jorasanko		

Present reporting centres.		Proposed reporting centres.
Jorabagan	}	
Burtolla		... One near Beadon Street.
Shampukur		
Taltollah	}	
Park Street		... Taltollah.
Muchipara		
Hastings	...	... Hastings.

These proposals would relieve the revenues immediately of some heavy items of rent, and ultimately of a large sum. We consider it most important that the present extravagance in the matter of buildings should cease. This can only be done by reducing the buildings to the smallest number compatible with good administration and by erecting suitable Government buildings. If necessary, we think a loan should be taken forthwith for this purpose.

177. We also recommend a decrease in the number of thanas in the suburban area. Our suggestions are shown below:—

Present stations.		Proposed stations.
Coseipur	}	... Chitpur.
Chitpur		
Maniktala	}	... Belliaghatta.
Belliaghatta		
Entally	}	... Entally.
Beniapukur		

Further examination would probably disclose other instances where amalgamation is possible. Although the question is not so urgent here as in the city proper, it would be wise to extend the building programme into the suburbs also, when funds permit. Land and accommodation that can be obtained cheaply now may increase greatly in value in a few years' time. The town area, however, is the serious problem and in our opinion should be tackled at once.

178. We consider there is much scope for economy in patrols. Patrol posts should be reduced and concentrated. This again will involve building, but it will make for economy in the end. We have good authority for saying that by reorganizing the beats, and making use of motor transport for the reserve at headquarters, a reduction could be made of 500 patrol constables, and a corresponding number of sergeants.

Need for concentration.

179. The Calcutta police force is too large and too scattered. The police force of Glasgow numbers 2,000, and it should not be necessary to maintain a force of more than two and a half times that number for Calcutta. We have not up-to-date figures of the police forces of Bombay and Madras cities, but those that are available show that in reference to area and population the Calcutta staff is the highest. The remedy, we believe, is in a scheme of concentration such as we have indicated. It is not possible for us to go into details, the scheme will have to be worked out, and in doing so it is important to remember that every superfluous officer and man costs, in addition to his pay, a large recurring sum for accommodation, kit and supervision. The building programme we have advocated will not increase expenditure, for the amount now spent in rent alone would provide the interest and sinking fund for a loan of half a crore of rupees.

Reduction of staff.

180. In the city proper our proposals will enable 4 inspectors and 12 sub-inspectors to be dispensed with at once from the investigating staff, and a much larger reduction will be possible when the scheme is fully worked. Some reduction will also be possible in the suburban area. The patrol force should be reduced as we have already indicated, and considerable saving could be effected by using motor transport freely for escort work. In addition to one post of deputy commissioner, which, by our proposals becomes necessary, we think the number of assistant commissioners can also be reduced. We would allow two assistant commissioners for the jurisdiction of the High Court—one for investigation and one for patrol. One assistant commissioner for both investigation and patrol should suffice for the suburban area. An assistant commissioner for the Goonda Department we regard as unnecessary. In superior staff, therefore, our recommendation so far is that the posts of one deputy commissioner and three assistant commissioners should be abolished.

Further recommendations.

181. Under the Criminal Procedure Code the Calcutta police have no power to refuse to investigate. This must entail much unnecessary work, and we accept the general opinion that the law should be modified in this respect. We regard the Goonda Bill now under consideration as a measure that will lead to a diminution in crime and when it has passed into law, and the Calcutta police have power to refuse investigation, the volume of work to be dealt with by the investigation staff should materially decrease. There should then be a corresponding decrease in personnel not only under investigation but also under patrol.

Special branch.

182. In view of present conditions we recommend a reduction of the staff of the special branch by one-third, and the abolition of the post of deputy commissioner in charge. Except when political crime is widespread and serious we consider the special branch should be under the direct control of the Commissioner of Police. The official evidence supports this view.

183. We have proposed that the deputy commissioner in charge of the Port police should assume responsibility for part of the patrol of the city proper. Although we think the work of this branch is light, we see advantages in retaining an officer of the rank of deputy commissioner at its head. We think, however, that the post of the assistant commissioner, Port police, should be abolished. The first division Port police station may be dispensed with. Two River police stations are ample. We also consider that it must be more economical and not less efficient if motor boats were substituted for at least two of the three patrol steam launches. Sanction still remains for 6 head constables and 42 constables for the dockyard, although only about 6 men are employed. The sanction might be revised, as it offers an unnecessary temptation in the matter of reappropriation.

184. The Port Commissioners bear 7/10ths of the costs of the Port police, the remaining 3/10ths being a charge on provincial revenues. We have enquired what advantages accrue to the local Government from the employment of this force. Apart from general advantages, it appears that only particular use made of the Port police outside their normal functions is as guards on special occasions when the streets have to be lined, or as reserves in special emergencies. It is clearly impossible to estimate the value of these services with any approach to accuracy, but it has been suggested to us that a more suitable arrangement would be one by which the Port Commissioners pay 4/5ths of the cost and the Government 1/5th. We think this is a matter that might be examined.

185. We consider that in the present state of provincial finances the Training College should be abolished. Constables can receive training at Sardah which we propose should be retained in part.

186. We do not think it is necessary to employ an assistant commissioner for the Arms Act work, as well as an assistant commissioner for headquarters. We would retain the latter and place an inspector under his control in charge of the arms work.

187. The Public Vehicles Department does not require two assistant commissioners. We consider the hackney carriage work can be done by an inspector.

188. We, accordingly, recommend the following superior staff in addition to the Commissioner:—

- 1 deputy commissioner for investigation in the city proper,
- 1 deputy commissioner for investigation and patrol in the suburban area,
- 1 deputy commissioner for the Port police, and patrol,
- 1 deputy commissioner for the Public Vehicles Department, and patrol,
- 1 deputy commissioner for headquarters,

Port police.

Allocation of cost of Port police.

Training College.

Arms Act.

Public Vehicles.

Proposed strength of superior staff.

- 2 assistant commissioners for the city proper,
- 1 assistant commissioner for the suburban area,
- 1 assistant commissioner for the Special Branch,
- 1 assistant commissioner for the Public Vehicles Department,
- 1 assistant commissioner for headquarters,

making a total of 5 deputy commissioners, and 6 assistant commissioners.

Allowances.

189. It follows from our proposals to amalgamate the detective department and the investigating staff in the city proper that the joint staff will be engaged in the single duty of investigation. The allowances now given to the officers and men of the detective department will then be without justification and should be withdrawn. We have been advised that all special (duty) allowances now given to the various branches of the force should be done away with, and we recommend that this be done forthwith.

Clothing.

190. The charges on account of kit are heavy. The lower ranks have always been supplied with free clothing, and from the 1st April 1921 this privilege was extended to inspectors and sub-inspectors. It was from the same date that their pay was increased. Excluding the Port police the expenditure for the last three years has been:—

	Rs.
1919-20	... 1,05,726
1920-21	... 1,61,904
1921-22	... 2,73,238

We understand that no tenders are called for and no regular contract is entered into. The contractor furnishes rates half-yearly which are approved. The increase in cost, notwithstanding the decline in rates, is explained by the fact that better clothing is obtained. We consider there is extravagance here, and we propose a reduction of 25 per cent. In future, tenders should be called for. It has been urged that the whole of the investigating staff within the jurisdiction of the High Court should be in mufti. We recommend this on grounds both of efficiency and economy. It will result in a substantial saving in kit. The special branch is another branch that can work better in mufti.

Pay.

191. The average pay in the Calcutta police is on the average higher than in the Bengal police, as the following figures show:—

	AVERAGE PER MONTH.	
	Calcutta Police.	Bengal Police.
Inspectors	281	231
Sub-inspectors	172	102
Assistant sub-inspectors	39	30
Head constables	29	27
Constables	19	18

We have been informed that the higher rates in Calcutta are justified by the greater temptations that officers have to face. The cost of living is higher in Calcutta than in the *mufassal*, but on the other hand there is abundant evidence that officers prefer Calcutta on account of its educational and general facilities. Calcutta inspectors and sub-inspectors are kept supplied with kit, a benefit which the corresponding ranks in the *mufassal* do not receive, and the residential difficulty in Calcutta is met by the grant of generous house allowances. We are doubtful if the disparity of pay of inspectors can be justified on the grounds put forward, but we are agreed that in the case of sub-inspectors a case for an additional Rs. 70 per mensem for the Calcutta officer has not been made out. We consider that the former scale of Rs. 125—5/2—175 should be reverted to for sub-inspectors.

192. Excluding the armed police there are 56 inspectors, or double the number employed in 1918-19. We have been informed that this large increase was made in order to provide a career for the officers of the force. The figures are:—

	1918-1914.	1918-19.	1922-23.
Inspectors	28	27	56
Sub-inspectors	81	109	110
Sergeants	115	121	152

We think the increase has been too generous and that the number of inspectors should not exceed 15 per cent. of the combined strength of sub-inspectors and sergeants.

193. We understand the Hackney Carriage branch of the Public Vehicles Department does not pay its way. We think it should, by a decrease of staff.

194. We have considered a statement supplied by the Commissioner of Police giving the rents paid for buildings hired as residences for officers. The rates appear to vary considerably in all grades, and on the whole seem to be extravagant. We do not think the present system makes for economy. An officer, as a rule, finds his own accommodation, which he knows Government will pay for if the demand is not unreasonably high. Within the limit of what he thinks Government is likely to agree to pay, there is no incentive to an officer to select accommodation not unduly large, and not excessively costly, and if the amount of rent demanded is questioned, he can fall back on the strong position that he is unable to find anything suitable at a more moderate charge. Another objection to the present system is that once an unduly high rent is allowed to a particular officer it affords an embarrassing precedent which other officers are not slow to avail themselves of. Further, the fact that Government are paying, acts, we believe, as an incentive to landlords to raise their rents. We recommend that for each grade a maximum be fixed, and that if an officer wishes to occupy a more expensive

residence he should supply the balance himself. The maxima, we propose, are as follows:—

Sub-inspectors—

Rs. 35 for the first 10 years.

Rs. 40 after 10 years. -

Inspectors—

Rs. 50 for the first 10 years.

Rs. 60 after 10 years.

Sergeants—

Rs. 60 for the first 10 years.

Rs. 75 after 10 years.

Assistant commissioners—

Rs. 100.

Deputy commissioners—

Rs. 250, with a maximum of Rs. 200 in the case of an unmarried officer.

Where a building is rented for both residential and office purposes, a fair valuation should be made of the office accommodation.

195.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Deputy commissioners ...	42,400	...	...
Assistant commissioners ...	89,100	...	...
Rent of stations ...	46,800	...	...
Patrol force ...	1,58,000	...	...
Investigating staff ...	57,700	...	...
Special branch ..	35,300	...	...
Port police ...	42,900	...	...
Training college ...	32,000	...	...
Allowances ...	76,800	...	...
Clothing ...	99,000	...	...
Pay of sub-inspectors ...	32,400	...	...
Inspectors ...	85,100	...	...
Residential house rent ...	25,000	...	...
Total ...	8,13,500	...	...
Net reduction ...	Rs. 8,13,500		

CHAPTER XII.

(a) 31.—Education (transferred).

196. The evidence received by us is unanimous in condemning guru-training schools. These schools, intended to train primary school teachers, are represented as being thoroughly inefficient, and a waste of public money. This applies with particular force to the old type of school, but the more modern type appears to be little better, and we are satisfied that the expenditure on these schools cannot be justified. We recommend that all guru-training schools as now maintained be abolished. The average guru is of such humble attainments and capacity as to make him impervious to training, and the teachers in whose hands his training rests are scarcely better equipped. About 1,500 gurus are "trained" under this system every year, at which rate of progress it would take 40 years to cover the present number of primary school teachers in the province. The reward of the training is the prospect of increased emoluments to the extent of a rupee or two a month, and it is not surprising that many gurus after passing through the schools become deed-writers, or follow other occupations. We are assured that the difference in efficiency between the average trained and the average untrained guru is negligible, and we are convinced that the present system does no practical good.

Guru-
training
schools.

197. We are not averse from the training of primary teachers, but the first essential that the material to be trained should be capable of benefiting by the training is now absent, and it is not likely to be secured until the profession of primary school teachers is made more attractive from the pecuniary point of view. When the pay of primary teachers can be raised sufficiently to attract a better class of man, there may be value in subjecting them to a course of training at the hands of competent teachers. But so long as the material is not appreciably better than it is now, we consider there is nothing to be gained by attempting to train it.

Training of
primary
school
teachers.

198. Our attention has been directed to the large number of sub-inspectors and assistant sub-inspectors whose sole duty is to inspect elementary schools. There are 295 of these officers, for the most part junior graduates, whose knowledge of teaching and inspection, we are informed, is slight. This number is exclusive of the inspecting staff employed by District Boards. Each Government sub-inspector is in charge of a circle within which his work lies. From the nature of his duties he is mainly a touring officer, but he has to devote a good deal of time to the preparation of statistics in respect of the schools under his

Sub-
inspectors
and assistant
sub-
inspectors.

charge. It is he too, who, as the result of his inspections, makes recommendations for the continuance, reduction, or increase of the grants-in-aid. As there are 40,000 primary schools in the province, the attention given to each in the course of a year cannot be very considerable. We have no difficulty in accepting the evidence given to us that the meticulous attempts of the inspecting staff to differentiate between good, bad, and indifferent schools is an unnecessary and wasteful process. The average primary school teacher has miserable qualifications, and subsists on a pittance of Rs. 10 to Rs. 12 a month. Having subjected a small number of them to a training they are unable to assimilate, they, as well as the untrained, are followed up in their schools by sub-inspectors, on a pay of Rs. 75—5—200, who, by their occasional visits, are supposed to encourage, inspect, and direct the course of primary education. The disparity between the pay of the teacher and the inspecting officer seems to us to be eloquent of the futility of the present system. It is through the teacher that the instruction is given, and it is the quality of the teacher and of the school that determines the progress of the pupils and the advancement of education. Improvement can come only from within the school itself, from better pay and prospects for the teacher, from better accommodation and equipment. It is idle to starve the machine, and seek to make good its deficiencies by pressure from without in the shape of a Government inspecting agency. This agency has been described to us in the following words:—"Theoretically sub-inspectors supervise schools, help with advice from their greater knowledge, and generally stimulate improvement and expansion. In practice they do little of the kind: they visit schools in a routine way, write short reports, and collect returns for the district inspectors on the basis of which District Boards distribute grants. They seldom have any knowledge of or interest in primary education; their social and educational traditions are remote from primary education, they are inexperienced graduates, often in Philosophy or Sanskrit, who obtain sub-inspectorships merely as an entrance into Government service." We are satisfied that the primary school teacher is so humbly qualified that an occasional inspection once or twice a year by the present type of sub-inspector can have no effect on him, his methods, his outlook, or his school. We, therefore, recommend the complete abolition of the sub-inspectorate.

Responsibility
for primary
education
to rest
with local
bodies.

199. We think that the advancement of primary education and the inspection of the schools must be left in the main to local bodies; to Municipalities, District and Local Boards, and Union Boards where these exist. Under the Self-Government Acts, Municipalities and District Boards now have responsibilities in this matter, and we think that advance should be made in the direction of increasing their interest and responsibility. The need is to trust more to the local body, the village, and the guru, and to improve the pay of the guru in order to attract a better class of man. If it is urged that local bodies and local interest will

prove inadequate to stimulate improvement and expansion, our answer is that they should be given a trial, and that it is useless to attempt to impose on the mass of the people a system of education with which they are not prepared to identify themselves. We believe that the villagers and the local bodies will take an increasing interest in primary education when the responsibility is handed on to them.

200. In present conditions we feel that there is no need for any but the most general inspection, and we would do away with the reports and statistics that have grown up with an official inspecting agency. If inspection in any area is thought necessary the local body can provide it. Where a school exists a grant should be given, but there is nothing to be gained by employing an expensive agency to decide if its grant should be eight annas more or less. We think that the results of periodical and uniformly conducted examinations might be accepted as a partial index of the efficiency of schools, but other considerations will also have to be taken into account in distributing grants. We wish to emphasize our opinion that there is no room for fine distinctions as between school and school, and no need for an agency that claims to detect them.

**Inspection
of primary
schools.**

201. We recommend that there should be district and subdivisional inspectors at the headquarters and subdivisions of every district who should be the advisers of the local bodies in all educational matters. If in exceptional circumstances further Government aid is required it should be possible to appoint an officer of the class of the subdivisional inspector until the temporary need has been met, but such instances should be rare. We are opposed to the employment of the present sub-inspector type at all.

**District
and sub-
divisional
inspectors.**

202. We think much good would result if circle officers and other responsible Government officials were to co-operate with the local people and the local bodies by visiting primary schools occasionally and by encouraging local interest and effort. We believe that once the responsibility is placed on the local people ample supervision and inspection, both official and non-official, will be secured.

**Co-operation
of other
Government
officials.**

203. We think that primary schools entirely supported by Government should be made over to the local bodies, and should be converted into aided schools. We include in this Muhammadan elementary schools,

**Deprovincial-
ization
of primary
schools.
Normal
schools.**

204. We have considered the need for the normal or first grade training schools of which there are five, one in each division. Their function is to train teachers for middle schools, and for junior posts in high schools. In the past they have done good work, but the introduction of the rule that teachers in Government high schools are to be graduates has made the normal schools less attractive. We are told that for some time past their utility has decreased, and that they now cater for a small number of middle school teachers. We are informed that two

of the schools—at Calcutta and Rangpur—are so badly housed that without a large expenditure, for which no adequate return can be expected, they could not be made efficient institutions. We shall have some further observations to make on the training of teachers when we come to training colleges, and for the present it will be sufficient to say that in our view the expenditure on these schools is not justified in present conditions.

Government
high schools
for boys.

205. We come to high schools for boys, of which there are 887 in the province. They may be classified as follows:—

Government	...	41
Local bodies	...	4
Aided	...	340
Unaided	...	502

The cost to provincial revenues of the 41 Government schools is Rs. 11,20,000, whereas the grants to aided schools amount to about Rs. 8,00,000. Government high schools were intended to be pioneers, models and inspirers. The figures show that they have done their work well as pioneers, but except in a few cases they are no longer models, and they have ceased to inspire. Some of the Government schools are no doubt the best in the province, but they are not at all superior to some of the aided schools. They are costly to erect and to maintain, and we consider that the object they set out to achieve has been accomplished. Government example is no longer necessary to stimulate high school education; what is now required is greater assistance to the efforts of the community by grants-in-aid. A fairly typical instance of a Government high school has been brought to our notice. The expenditure is Rs. 28,000, receipts from fees amount to Rs. 9,000 and it caters for 300 boys. Not far away are schools of 500 or 600 boys, equally efficient institutions, more appreciated, and either unaided or in receipt of a monthly grant of Rs. 100 to Rs. 200. The Government school costs Rs. 17,000 annually, excluding the cost of maintenance of the building. An aided school of nearly double the size in the same neighbourhood receives less than one-seventh of this amount from public funds. We recommend that all Government high schools for boys be deprovincialized. The buildings may be made over to local bodies, or local committees who are prepared to maintain an aided high school. Where trusts have been created special arrangements may be necessary before Government can relinquish their responsibility, but a solution will doubtless be found in the direction we have indicated.

High schools
for girls.

206. In the case of girls' high schools we feel differently. Here Government, we think, must for many years be the pioneer, and we would retain the four Government high schools for girls.

Middle
schools.

207. We would deal with middle schools in the same way as with high schools. Out of 1,695 middle schools for boys only 6 are Government schools, while 1,104 are aided.

208. There are two training colleges for the training of graduates for high school and inspection work, one in Calcutta and the other in Dacca. It has been suggested that these colleges, which are a survival of Eastern and Western Bengal separation, might be combined into a single college, preferably at Dacca. We are doubtful if the advantages derived from the training are worth the expenditure. Though training is generally advisable, it is not necessary to assume that there cannot be good teaching without training. A teacher's prime qualification is his own education; and training should enable him to impart his knowledge to others more easily and abundantly. But many teachers are good teachers by nature and common sense, and a trained teacher is not always a good teacher. In a community educationally backward, attention to training will do something, but with limited resources a general improvement of education will do more than training to improve the standard of teaching. At the present time money that is badly needed to advance general education is diverted to the technical training of a select few. We understand that the higher pay given to the comparatively few teachers who have passed through the training colleges is a source of irritation to untrained teachers of equal or greater ability. On the whole we feel that the case for the retention of even one training college is too weak to receive our support, and we recommend the abolition of both colleges. **Training colleges.**

209. We have given careful consideration to the question of Government arts colleges. We do not wish to make any recommendations in regard to colleges for women beyond suggesting that there should be a departmental scrutiny of their expenditure. As regards the rest we think the heavy expenditure incurred by Government is not warranted. It amounts to about Rs. 10 lakhs a year after deducting receipts in the form of fees and endowments. It is recognized that Government colleges are not on the same footing as Government secondary schools. In secondary education Government is no longer a pioneer, its direct example is not necessary, private enterprise has passed it in numbers, and often in efficiency, and its schools have become prohibitively expensive. This is not the case with university education, and although we adhere to the view that all educational institutions should in time be freed from direct Government control, we consider that there are good reasons for the maintenance at public expense of one arts college of unquestioned reputation and efficiency. It will be required for some years to come to set good standards of work apart from university requirements, to resist the tendency to lower university education in Bengal, and to maintain a link, which we feel to be essential, with the educational traditions of Britain by introducing highly qualified Englishmen for certain posts. One Government college, to serve the province as a whole, and not any particular locality would, we believe, be sufficient. **Government arts colleges.**

**Retention
of one
Government
arts
college.**

210. The Presidency College by its traditions, efficiency and equipment is the foremost college in the province and is the Government college that should be retained. We recommend that all other Government arts colleges should be deprovincialized. This course appears to us to be sound not only as a measure of economy, but in the interests of education. The education given in seven Government arts colleges costs the taxpayer roughly Rs. 10 lakhs, a commodity costing over Rs. 13 lakhs in the first instance being sold for a little over 3 lakhs in the shape of fees and endowments. On the other hand there are 17 non-Government arts colleges which receive grants to the extent of only Rs. 3 lakhs. It is clear that from the point of view of the taxpayer Government colleges are bad business. It also seems clear that in the interests of education itself it is bad to tie up so large a sum as Rs. 10 lakhs in a few Government institutions which are on the whole no more efficient than well conducted non-Government colleges. Some doubts have been expressed as to the wisdom of deprovincializing the Calcutta Madrasa and the Sanskrit College. We consider that such special benefits as are now offered by these institutions can be arranged for at other non-Government institutions or at the Presidency College, and that no exception should be made in their favour.

**Presidency
College.**

211. In the case of the Presidency College itself we think there is room for economy and that its staff requires to be overhauled. It has been suggested that the whole-time post of Steward is not necessary, but we prefer to leave details to departmental action, and to indicate broadly the lines on which economies may be effected:—

(1) The staff appears to be excessive for the amount of work it has to do, and the hours of work are very light in some instances. This is a matter that is regulated by the University of Calcutta, but it should be possible to come to an understanding with that authority, and by a reorganization to effect a reduction of the teaching staff without any loss of efficiency.

(2) The post-graduate arrangements of the University are supported by the services of the staffs of Government colleges without an adequate return to Government. This requires examination, for it appears that because of the part it takes in post-graduate work the Presidency College staff is maintained at greater strength than would otherwise be necessary.

(3) There are 14 I.E.S. posts in the Presidency College, but in our opinion there are only six of such a nature that they should be held by members of the I.E.S. The six posts we have in mind are the Principalship (1), headships of the departments of Physics and Chemistry (2), and teacherships of English (3). At present there seems to be little system in deciding what I.E.S. posts are necessary, or in making promotions to that service, and in recent years there have been several

instances of the promotion of officers from the B.E.S. to the I.E.S. without any change of work or responsibility. This has thrown an unwarranted additional burden on the revenues. Apart from the six posts we have indicated, the remainder of the staff should be drawn from the provincial or subordinate educational services.

212. Before leaving the subject of the Presidency College we cannot refrain from noting the widely held opinion that the present fees are unduly low and should be increased until they stand 50 per cent. higher than they are now. The interests of poor students with ability will be amply safeguarded by the scholarships awarded by Government on the results of the University examinations.

**Fees at
the
Presidency
College.**

213. We return now to the inspectorate. We have already given our opinion that the sub-inspectorate should disappear, but that there should be district and subdivisional Inspectors throughout the province. The staff of the inspectorate remaining for consideration comprises—

**Additional
inspectors.**

- (a) Divisional Inspectors—5.
- (b) Additional inspectors—9.
- (c) Assistant inspectors for Muhammadan education—5.
- (d) Inspectresses—2.
- (e) Assistant inspectresses—12.

The duty of the additional inspectors is to relieve the Divisional Inspectors by taking charge of the inspection of high schools in one or more districts. Four belong to the I.E.S. and five to the B.E.S., though their duties are identical. Their responsibilities are not great, but they consume much travelling allowance. The Calcutta University requires an annual report in a set form on all high schools, and this is supplied by the Government inspectorate. The general opinion expressed before us was that these reports have little value, they influence the University and the school little, they are of no educative value, and are of so routine a nature that they might easily be written by the schools themselves. In fact we are told that the report is often written by the school authorities and the inspecting officer does little more than copy it out and sign it. It seems to us that if the University require particulars of all high schools once a year they could be obtained direct from the school authorities without employing nine officers on high salaries to tour round the province to collect them. The present system seems particularly wasteful as it is alleged that practically no notice is taken of the reports either by the University or by the schools. We think the posts of additional inspectors should be abolished.

214. Assistant inspectors for Muhammadan education are what their titles imply. They look after the educational interests of Muhammadans and inspect schools from that special standpoint. Having had the advantage of hearing the views of one of these officers we are constrained to agree with the bulk of the opinion received by us that these

**Assistant
inspectors
for Muham-
madan
education.**

posts are unnecessary, and that if they were done away with the result would be a gain for Muhammadan education. We cannot believe that there is any advantage in viewing education from a purely sectarian angle, or that a special agency is required any longer to safeguard the interests of a particular community. An agency that can justify its existence only by pointing to instances of the neglect of the interests of a community is liable to accentuate small differences unnecessarily, and to foster a sense of aloofness which it is in the interests of everyone to dispel. We are supported in this matter by the fact that the ordinary inspecting staff contains a fair proportion of Muhammadans as the following figures show:—

—	Total number of Indian officers.	Hindus	Muhammadans.
(1) Divisional Inspectors ..	2	1	1
(2) Additional inspectors ...	9	3	6
(3) Assistant inspectors for Muhammadan education.	5	...	5
(4) District inspectors ...	28	20	8
(5) Subdivisional inspectors ...	61	36	25
(6) Sub-inspectors ...	268	148	120
(7) Assistant sub-inspectors and inspecting Maulvis.	27	14	13

The proportion of Muhammadans holding the post of district inspector might well be increased, and when that has been done we feel there will be sufficient Muhammadan officers in the general inspectorate to ensure that the interests of the Muhammadan community are not overlooked. We are strongly of opinion that these five posts, and also the post of Assistant Director of Public Instruction for Muhammadan education which has recently fallen vacant, should be abolished.

Women's
inspectorate.

215. The evidence we have received, both official and non-official, is solidly opposed to the women's inspectorate. The vital importance of the development of girls' education is admitted, as indeed it must be, but it has been urged very strongly that women are not found to be more sympathetic, more generous in their views, or more able to stimulate development than men. We have been assured that there has been no gain to the cause of girls' education by the appointment of a special women's inspectorate, and that indeed progress is likely to be accelerated if it reverts to the care of the ordinary inspectorate. There does

not appear to be any sentiment or custom that would debar men from taking an effective part in this branch of education, and we accordingly recommend that the services of the Inspectresses and Assistant Inspectresses of Schools be dispensed with and their posts abolished. If a suitable candidate is forthcoming we think it would be sound to appoint to the department a competent woman to advise generally on girls' education.

216. In the preceding paragraphs we have recommended the abolition of the entire inspectorate with the exception of the **Divisional Inspectors.** As regards the last two we have no doubt that thoroughly well-qualified district and subdivisinal Inspectors are essential. There is more difficulty in the case of Divisional Inspectors. It is understood that a Bill to create a Board of Secondary Education is now under the consideration of Government. If such a central authority is created it will presumably have under its control the necessary inspecting staff. With secondary education in the hands of a Board, and primary education the concern of local bodies the need for Divisional Inspectors, as such, would disappear. But, unless their functions could be exercised by district inspectors, and that seems unlikely at present, to dispense with their services immediately would result in centralising additional work at headquarters, which, we think, would be unfortunate. We would therefore retain Divisional Inspectors for the present, but we consider their posts should be abolished when a Board of Secondary Education comes into being, or when it is considered feasible to delegate to district inspectors the functions and powers now exercised by them.

217. A matter that requires attention is the existence of two offices of considerable size in Writers' Buildings, one under the Director of Public Instruction, and the other under the Secretary for Education. In the Director of Public Instruction's office there are two Assistant Directors of Public Instruction, one personal assistant, and 64 clerks. Under the Secretary there are 21 clerks comprising the secretariat staff dealing with education. Until the creation of the post of Education Secretary, the Director of Public Instruction was deputy secretary as well as Director of Public Instruction, and as such was in charge of the secretariat work as well as being the Director. The relations between these two offices, the secretariat and the Director of Public Instruction's office, have never been happy, and have reflected an antagonism that has been detrimental to the disposal of work. It certainly seems anomalous that a question that has been treated thoroughly in the Director of Public Instruction's office and has been sent up to Government by that officer should undergo a second examination and series of notings in the secretariat under the same officer in his capacity as deputy secretary. This particular anomaly no longer exists because the Director of Public Instruction is not now deputy secretary, but

the two offices remain to perpetuate a system which everyone who has had any experience of it condemns. The Director of Public Instruction has a two-fold capacity, he is both an adviser to Government, and the administrative head of a department under the control of the Minister. As head of the department he is the channel of communication by which the orders of Government reach the educational officers, and he is responsible for seeing that such orders are observed. He has also powers, without reference to Government, in regard to the distribution of grants-in-aid, and certain classes of expenditure. We are strongly of opinion that the Director of Public Instruction should perform the duties of a Secretary to Government. We attach no importance to the service from which the Director is drawn, he may be an educational officer, or he may not. But what we feel to be essential is that there should be one office at headquarters and not two, and one officer, the administrative head of the Education Department and the right-hand man of the Minister, and not two officers, a Director of Public Instruction, and a Secretary to Government. When the Director is an officer of the Education Department, no further adviser would be necessary; when he is not, the senior educational officer in the province, who would ordinarily be the Principal of the Presidency College, would be available.

**Office of
Director of
Public
Instruction.**

218. We consider that the office of the Director of Public Instruction is unnecessarily large. If our recommendations are given effect to, an appreciable amount of work which it now does will disappear. A further saving of work may be effected by the delegation of greater powers to Divisional Inspectors.

Buildings.

219. We wish to draw attention to a matter of importance connected with buildings. Plans and estimates of school and college buildings for which grants are given by Government are subject to the approval of the Public Works Department. The result, we are informed, is often that their cost is very heavy, and a more expensive and elaborate building is constructed than is necessary. We appreciate the necessity for good and sanitary buildings, but over-elaboration or pretentiousness should be avoided, and the accommodation should not be without relation to the ordinary standards of the pupils. While the Departments of Public Works and Public Health should be available for consultation in all such cases, and should be referred to as a matter of course where the Government contribution is substantial, we think their functions should be advisory only.

**Dacca
University.**

220. The Dacca University falls within the scope of our enquiries by reason of the fact that roughly five-sixths of its income is obtained from provincial revenues. At present, out of a total income of roughly Rs. 6 lakhs, Government supplies Rs. 5 lakhs in the shape of an annual recurring grant.

221. The evidence we have received, and the opinion we have formed, is that the University is not being run on economical lines. It was, certainly not conceived, nor is it being administered in keeping with the present straitened condition of provincial finances. On the one hand there is a large and very highly paid staff, and on the other a scale of fees which we regard as ridiculously low. A student in the M.A. arts classes pays the sum of Rs. 12 per month in return for his lectures, tuition, hostel accommodation, lighting, and the use of the common servants.

Need for
greater
economy.

222. The tenor of the evidence given before us leaves no doubt that the development of the University will become an increasing charge on provincial revenues unless it proceeds in a less ambitious and a more economical spirit than at present. We are persuaded that the most salutary course is to moderate present tendencies by a reduction of the Government aid, and we recommend that from the next financial year the recurring grant be fixed at Rs. 4 lakhs. The deficiency can be met by curtailing expenditure and by increasing the fees. Further developments of the University that depend on Government financial support will have to await more prosperous days. In the meantime the annual grant we have recommended is sufficient to enable the University to carry on its present activities in a businesslike way.

Recommendation.

223. Unlike the Dacca University, the Calcutta University does not receive a consolidated general recurring grant from Government, and therefore no recommendation from us seems to be called for.

Calcutta
University.

224.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Guru training schools ...	4,16,000	...	...
Inspection ...	7,27,900	...	...
Primary schools ...	24,600	...	...
Secondary schools ...	9,79,000	...	3,64,000
Training schools ...	1,50,500	...	...
Training colleges ...	1,04,000	...	...
Arts colleges ...	7,39,300	...	2,51,000
Muktabs ...	7,500	...	...
Madrasahs ...	2,20,000	...	10,000
Upkeep of buildings ...	1,00,000	...	...
Dacca University ...	1,00,000	...	...
Assistant Director of Public Instruction for Muhammadan education.	30,000	...	...
Total ...	35,98,800	...	6,25,000
Net reduction	...	Rs. 29,73,800	...

(b) 31.—Education (reserved).

Kurseong schools.

225. The Victoria and Dow Hill schools at Kurseong were established by Government in order to provide a good education at cheap rates for the children of European officers, recruited for work in India, whose salaries did not permit of their sending their children to England to be educated. This sound principle has been adopted by the Army Department, and by non-Government railways who employ Europeans of this category.

Annual expenditure. 226. The receipts and expenditure on account of these schools is shown by the following figures:—

		Victoria School.	Dow Hill School.	Dow Hill Training College.
		Rs.	Rs.	Rs.
Expenditure	... ..	1,30,000	1,21,000	16,000
Fee receipts	... ..	36,000	23,000	Nil
Net expenditure	... ..	94,000	98,000	16,000

The total recurring annual cost to Government is, therefore, over Rs. 2 lakhs. The fees are on a graduated scale with a maximum of Rs. 26 a month.

Particulars of pupils.

227. We have obtained the following particulars of the children educated at these schools:—

	Victoria School.	Dow Hill School.
Number of children on the rolls	190	120
Number of children of Government servants	148	120
Number of children of employees in other services recognized as eligible to send children to the school	21	...
Number of children of non-Government servants	21	...
Number of children of pure European parentage	82	58

Anglo-Indian children.

228. We think there is a good case for the education in the hills of European children of the class for which these schools cater. On grounds of health they could not live in the plains all the year round, and to increase the fees would be to take with one hand, and to make it necessary to give with the other hand in the form of increased emoluments to the parents. We are not sure there is an equally good case for the education in the hills of Anglo-Indian children. The Kurseong schools

are admittedly more expensive to maintain than schools in the plains and we feel that it is difficult to justify the larger expenditure on account of Anglo-Indian children.

229. We have no solution to offer, but we suggest the question **Suggestions.** should be considered. The simple expedient of restricting the schools to the education of European children will not meet the case, because we understand the Calcutta schools are full, and it is out of the question for Government to start another school, or to take any appreciable part in the starting of another school, in the plains. Meanwhile the Kurseong schools exist, and we think they should be continued as they are until circumstances offer accommodation for Anglo-Indian children elsewhere. When that is the case we consider the Kurseong schools should be restricted to pure European children whose parents are in Government employ. We realize that owing to their situation it will not be easy to dispose of the surplus buildings for other purposes.

CHAPTER XIII.

32.—Medical.

Number of
I. M. S.
Officers.

230. Rule 12 of the Devolution Rules requires a local Government to employ such number of Indian Medical Service officers in such appointments and on such terms and conditions as may be prescribed by the Secretary of State in Council.

Objections
to present
policy.

231. In the course of our enquiries we have received important evidence against the continuance of the policy embodied in this rule. It is contended that it constitutes a serious injustice to a large number of highly-qualified medical men, both Indian and European, who are debarred from holding some of the most prized posts in the province, that it results in an unnecessary burden on provincial revenues, and that the service system of promotion leads not infrequently to officers being placed in important posts for which better qualified men could be secured by open competition. While the value of the work of the Indian Medical Service is fully recognized, it is urged that the independent medical profession has now reached a level of efficiency which would permit of their substitution at a smaller cost in many, if not all, of the posts now reserved for the Indian Medical Service.

Charge on
provincial
revenues.

232. In this matter we are concerned only with the element of cost, and it seems clear that if a cheaper and efficient agency is available the question of the retention of the Indian Medical Service at its present strength requires examination. It is not necessary to enquire into the considerations that underlie rule 12 of the Devolution Rules, but if they are central or imperial, rather than provincial, as appears to be the case, any expenditure in excess of what would be necessary, but for the existence of the rule, to incur on the Medical Department becomes a non-provincial charge. In this aspect of the matter we feel it is proper to consider what reduction in expenditure is possible.

Civil
Surgeoncies.

233. We have been told on high authority that it is not necessary to have an Indian Medical Service officer as Civil Surgeon in the *mufassal* except for the following charges—Howrah, 24-Parganas, Serampore, Dacca, Jalpaiguri, Hooghly, Darjeeling, Murshidabad, Chittagong, Burdwan, and Mymensingh, and that the remaining districts might be placed in the charge of assistant surgeons. We think this list might be substantially reduced for we doubt the need for

an Indian Medical Service officer at Jalpaiguri, Murshidabad, Chittagong, Burdwan, and Mymensingh. There are already a few assistant surgeons in medical charge of districts, and we recommend that the opinion we have quoted be acted upon, and that a beginning be made by reducing the Civil Surgeoncies now reserved for the Indian Medical Service from 16 to 11. This we would regard as a beginning only, for we believe experience will show that a still greater reduction can safely be made, and that with the increased Indianization of the services the need and the opportunity for European medical officers in *mufassal* districts will decrease. The Indian officers who replace them should be organized on a provincial basis.

234. We have been invited to recommend that the post of district medical officer should be filled by open selection, that there should be no medical service as such, and that, as in the case of district engineers, a medical officer should ordinarily remain in one district except in so far as he is able to secure a better appointment elsewhere. The suggestion is that the appointment should be made by a local body specially constituted to direct the medical needs of the district, and that the contract, like others of a similar nature, should be terminable by either party on due notice.

Non-service
district
medical
officers.

235. We have recommended the partial and gradual displacement of Indian Medical Service officers in the *mufassal*, but we are unable to give our support to the suggestion we have outlined. We think there are weighty reasons for retaining service conditions for some time to come. A service, while opening a legitimate and prosperous avenue to those who wish to follow the medical profession, has the advantage that it is possible to secure competent officers for stations which otherwise might fail to attract a suitable medical man selected in the manner proposed. We apprehend that the smaller districts with fewer opportunities for private practice might experience difficulty in obtaining the right class of man if they had to go to the open market. Further, the present economical arrangement by which the Civil Surgeon is in charge of the jail would be less easy to effect in non-service conditions, and the very important medico-legal work requires experience which at present, at any rate, is not possessed by the ordinary practitioner. Whatever may be the pace of developments in the future we are unable to support a more radical change now than we have indicated.

Retention
of medical
services.

236. We do not think it would be wise to reduce materially at present the number of posts reserved for the Indian Medical Service in Calcutta. The circumstances of a great city, the necessity for ensuring high western standards, the need for reasonable prospects for the service so as to attract to it men of the necessary professional skill and ability;

I. M. S.
posts
in Calcutta.

and the preponderating interest of Government in the large medical institutions of Calcutta all press for the maintenance of the strength of the Indian Medical Service. We are opposed to hasty or wholesale innovations, and we are of opinion that the substitution of a cheaper agency for the Indian Medical Service should begin in the *mufassal* and extend gradually as we have indicated. It does not follow that it will not extend to Calcutta in time, but in our view it is not a contingency of any present significance.

**Honorary
physicians
and surgeons.**

237. One important direction in which we consider the medical profession might with advantage become more closely associated with Calcutta hospitals, and medical institutions is in the appointment of honorary surgeons and physicians. This suggestion has received a large measure of support from the witnesses we have examined, and in one form has already been put into practice in the Sambhu Nath Pandit Hospital with satisfactory results. It would enable some economy to be effected in staff immediately, and would obviate increased expenditure in future. Opinion is divided as to the most suitable way of giving effect to this suggestion. There are some who would follow the English system, as described to us, by which the ablest students gain experience in an honorary capacity in the institutions at which they have been trained, and subsequently rise to important honorary posts. Starting as house surgeons, they would become clinical Tutors, and finally rise to be honorary surgeons and physicians. There are others who would introduce admittedly qualified men to such posts notwithstanding the absence of any previous connection with the institution. We prefer the former of these two methods, and we believe there are highly qualified medical men available who satisfy the conditions we have described. We are strongly of opinion that the appointment of honorary surgeons and physicians, who will take over a number of beds, deliver lectures, and discharge the full duties attaching to their posts should be made in the Government institutions in Calcutta with as little delay as possible. We see in this not only a measure of economy, but also a means of securing the very desirable association of the medical profession with the important work done in the Calcutta hospitals and medical schools. We suggest that the chairs of the second physician and the second surgeon at the Medical College Hospital might be filled in this manner.

**Military
assistant
surgeons.**

238. There are, we find, 29 posts in Bengal reserved for military assistant surgeons. The pay of these officers is Rs. 200—700, while that of civil assistant surgeons is Rs. 200—450. So far as we can ascertain there is no advantage to the province from the employment of so many of the more expensive of these two classes of assistant surgeon, and no disadvantage would result from the replacement of the majority of them by members of the less expensive service. If from non-provincial considerations it is considered essential to continue to employ

military assistant surgeons in Bengal in posts that could well be filled by civil assistant surgeons, we are clearly of opinion that the local Government should be reimbursed to the extent of the excess resulting therefrom over the expenditure that would be incurred by the employment of civil assistant surgeons.

239. A generally accepted way in which economy may be effected is by the substitution of sub-assistant surgeons for assistant surgeons wherever this can be done without appreciable loss of efficiency. We are not in a position to indicate the particular posts in which this might be done, but we have been told that the general level of the services now justifies the employment of sub-assistant surgeons in some posts which it has been thought necessary hitherto to reserve for assistant surgeons. Just as in some instances assistant surgeons can replace Indian Medical Service officers, so in the same way, but probably to greater degree, can sub-assistant surgeons replace assistant surgeons, and thereby enable the work to be carried on satisfactorily by a cheaper agency. We recommend that the posts now filled by assistant surgeons be scrutinized and that as many as possible be transferred to the list of sanctioned appointments for sub-assistant surgeons.

**Replacement
of assistant
surgeons by
sub-assistant
surgeons.**

240. Our attention has been drawn to the large number of duty and local allowances granted to the Indian Medical Service and lower medical services. We think there is room for considerable economy in this direction. It appears, for instance, that there are at the headquarters of the Dacca district a hospital, known as the Mitford Hospital, and a Lunatic Asylum. Both are Government institutions, but for each of them the Civil Surgeon receives an allowance of Rs. 200 a month in addition to the pay of his rank. We regard this as wholly unjustified. The control and supervision of institutions in the charge of the Medical Department within his jurisdiction should be regarded as part of the normal duties of a Civil Surgeon which he should discharge without any additional remuneration. The circumstances in which allowances may be granted are prescribed by the fundamental rules. We believe a careful examination of the allowances now drawn by officers of the medical services would show that a large proportion are inadmissible. We recommend that such an examination be made, and the utmost economy effected forthwith.

Allowances.

241. We consider that the students' hostels attached to the Medical College and other medical institutions in Calcutta should not be a charge on provincial revenues. The competition for admission is severe, and an increase of the fees to cover the expenditure on the hostels would cause no hardship.

Hostels.

242.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Honorary physicians and surgeons ...	28,000	...	...
Civil Surgeons ...	60,400	...	...
Military assistant surgeons ...	27,100	...	...
Civil assistant surgeons ...	98,000	...	...
Allowances ...	82,000	...	...
Hostel fees ...	...	50,000	...
Total ...	2,95,500	50,000	...
Net reduction ...	Rs. 3,45,500		

CHAPTER XIV.

33.—Public Health.

(a) Public Health Branch.

243. The Department of Public Health consists of two branches, one under the Director of Public Health, and the other under the Chief Engineer. That under the Director of Public Health is not an executive branch. It is an adviser to Government and to local authorities in matters concerning the public health, collecting information as to the actual condition of the country, and advising as to the lines on which preventive work can best be carried out. In addition the branch is required at times to investigate special problems. Organization.

244. As regards its general activities we have been informed that no great benefit is discernible in the districts, and that in ordinary matters of public health, the health officers employed by District Boards, the Civil Surgeons, and non-technical local officers of common sense can accomplish all that the available funds will permit. In a purely advisory department we consider that there is no need for maintaining a local staff of assistant directors. These officers, of whom there are four, inspect municipalities and assist local bodies in combating disease. They have no part in the preparation of water-supply or sewerage schemes, and they have no executive functions. They make simple and general observations on the sanitary condition of municipalities, which for the most part, we believe, are not beyond the powers of the local non-technical inspecting officers to make. Where a technical point of difficulty arises it could be dealt with by an officer deputed *ad hoc* by the Director. As regards epidemics the proper function of the department is to advise as to their prevention and treatment, but the executive action based on such advice must rest with the local authorities. The Public Health Department, moreover, is not concerned with the treatment of individual cases of disease resulting from an epidemic, nor should it be responsible for the provision of medical officers for epidemic work. We accept the evidence that the local assistant directors can quite safely be dispensed with, and we recommend that their posts be abolished. Local
assistant
directors.

245. A considerable staff is employed at Government expense in connection with vaccination. Local authorities have, however, been made responsible for vaccination and the dual control now obtaining makes for loss of efficiency. We consider that local authorities should Vaccination
staff.

be required to employ their own vaccination staff and that the only charge on provincial revenues should be in respect of the vaccine depôt. We observe that the superintendent of the depôt is an assistant surgeon on a pay of Rs. 450 *plus* a duty allowance of Rs. 100. The pay seems high for the qualifications that are required.

**School
hygiene
branch.**

246. We recommend the abolition of the school hygiene branch in its entirety. With the Director of Public Health as an adviser on general principles we think the Education Department can do all that is required at present, and that a special staff for school hygiene and the medical inspection of school children is unnecessary. The practical value of this branch is vitiated by the absence of arrangements for clinics, and the difficulty of inducing parents to follow up the inspection of their children at school with proper medical treatment at home.

**Proposed
staff.**

247. We do not consider a separate assistant director for industrial hygiene is necessary, nor a permanent assistant director for investigation into the prevalence of kala-azar. We think the Director should be assisted by three permanent assistant directors and no more, and we regard this as a generous provision to cover malaria research, industrial hygiene, vital statistics, and the ordinary calls on the department by Government and local authorities. No addition to this staff is needed for kala-azar research. If the department is called upon to undertake other special enquiries on a large scale, a temporary staff could be appointed for the purpose.

**Malaria
research.**

248. A considerable staff is now employed in malaria research, partly on general enquiries, partly on anti-malarial schemes, and partly on a malarial survey in the environs of Calcutta, while a sub-assistant surgeon on a pay of Rs. 100 is charged with the investigation of malaria on lines formulated by Sir Leonard Rogers. In Sonarpur, where investigation is being made with private funds given for the purpose, a sub-assistant surgeon has been placed by the department in charge of an outdoor dispensary. We hope this is not a charge on provincial revenues. While we recognize the paramount claim of malaria research we think it is necessary in the interests of economy to sound a warning. Anti-malarial schemes are expensive; in recent years the Irrigation Department have spent a great deal of money on them, in addition to the expenditure of the Public Health Department, and the country is still without a practical remedy for the prevention of malaria on a large scale. The difficulties of the problem are immense, but the mere expenditure of money is not in itself a solution, and, with limited funds, methodical research in the most promising directions is what should be aimed at. A review of the position, and a careful selection of the possible lines of advance, if undertaken by the best brains of the province, both official and non-official, would probably ensure the most economical solution of the problem.

249. While we appreciate the difference between cure and prevention we think there is room for a closer co-ordination of the work of the Public Health Department and the research work done at the School of Tropical Medicines. In the matter of kala-azar, for instance, we feel that laboratory research, and field-work are not mutually exclusive, but that each can give substantial aid to the other. We would retain the post of Director of Public Health, but in order that the co-ordination, which we feel is necessary, may be secured, we recommend that no scheme or project involving a total expenditure of more than Rs. 5,000 should be decided upon until it has been examined by the Surgeon-General, and discussed by the Minister with that officer and the Director of Public Health jointly.

Co-ordination with medical research.

250. Our attention has been drawn to certain circulars issued by this department asking for information of a very detailed character, from local officers and authorities necessitating enquiries and correspondence on a scale unjustified by the importance of the subject. Excess is waste.

Unnecessary circulars.

251.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Circle assistant directors ...	57,000	...	...
Vaccination staff ...	1,46,700	...	...
School hygiene branch ...	25,000	...	...
Industrial hygiene branch ...	11,200	...	...
Kala-azar branch ..	22,000	...	...
Additional assistant director for malaria research	14,400	...	...
Total ...	2,76,300	...	...
Net reduction ...	Rs. 2,76,300		

(b) Engineering Branch.

252. The Engineering Branch of the Public Health Department is concerned with the preparation, supervision and execution of surface drainage, sewerage and water-supply schemes required by local authorities outside Calcutta. Its present staff is based on an average annual expenditure on such works of Rs. 20 lakhs. We do not know how much

Reduction of staff.

is likely to be spent each year, but as most of the money expended on these projects is found by Government, either in the form of a grant or a loan, we imagine that the figure of Rs. 20 lakhs is not likely to be reached for some time to come. Our first recommendation, therefore, is that in fairness to the department, and in the interests of economy, the probable annual expenditure for the next five years should be worked out, and that to the extent that it falls short of Rs. 20 lakhs per annum a corresponding reduction should be made in the staff. We may remark that in our opinion a personal assistant to the Chief Engineer is unnecessary in any event.

Figures
of work
done.

253. We have been supplied with interesting information of the work of the sanitary engineering staff during the last fifteen years. The following figures show, for that period, the number and cost of the schemes (a) prepared by the department, (b) carried out by local authorities with their own staff under the Chief Engineer as consultant, (c) carried out by local authorities with a staff appointed and supervised by the department, (d) carried out entirely by the department down to the payment of the contractor:—

- (a) 190 schemes of an estimated cost of Rs. 5,08,81,537.
- (b) 19 schemes of an estimated cost of Rs. 1,16,77,950.
- (c) 21 schemes of an estimated cost of Rs. 18,21,460.
- (d) 23 schemes of an estimated cost of Rs. 56,97,124.

Explanation
of figures.

254. These figures are interesting, although in part they relate to the period prior to 1912, and have reference to areas now in the province of Bihar and Orissa. Under (b), for instance, is included an item of Rs. 64 lakhs on account of the Jharia water-works. The only distinction between (c) and (d) is that in the case of the former the contractor was paid by the local authority and not by the department.

Fees to be
realized for
services
rendered.

255. A striking fact that emerges from these figures is that although 190 schemes of an estimated cost of over Rs. 5 crores were prepared, only 63 of an estimated cost of less than Rs. 2 crores were carried out. So far as the preparation of schemes is concerned, three-fifths of the work of the department has been fruitless and a dead loss to Government. This seems to us to call for rectification at once, and while we would welcome a greater reluctance than hitherto to draw up projects, we think the proper solution is to require local authorities to pay for initial plans at the rate of 3 per cent. on the estimated cost. This is rarely, if ever, done at present, but we can see no adequate reason why, if it is necessary for Government to maintain a highly qualified engineering staff to do this work for local authorities, the services rendered should not be paid for. We are also of opinion that a further charge of 5 per cent. should be made for the supervision of schemes carried out by the department. These charges should be made invariably. The present system is very unbusinesslike.

256. The department has been somewhat severely handled by some witnesses. The line of criticism is that it has failed to evolve schemes within the financial capacity of most local bodies, and that, besides being costly, it is subject to no check or criticism from outside in so far as it both designs and carries out schemes. The underlying idea is that the existence of this department amounts almost to a Government monopoly, that its schemes are more elaborate and expensive than local bodies require or can afford, and that when once a scheme is embarked on the local body has no voice even as to the quality of the work done. On the other hand we have been told that local authorities are unwilling to adopt the simpler and cheaper schemes presented to them, that they obtain valuable expert advice at little or no cost, and that the absence of a sufficient number of competent sanitary engineers makes it incumbent on the department to assume complete control in the majority of cases. We think there is something to be said on both sides, but we are clearly of opinion that it is neither practicable nor desirable for the sanitary engineering needs of the province to be met in perpetuity by a Government department in the manner they now are. Where a grant or a loan of public funds is made it will be necessary for Government to be satisfied that the project on which the money is to be spent is a sound one, and there will have to be a general control by Government over the disposal by local bodies of their funds. But for these purposes a very small staff would be sufficient. It is not possible to do more than proceed slowly in the direction of relaxing Government control, but we think a beginning should be made now, so that, within a reasonable time, official intervention may be limited to the insistence on proper standards, and the scrutiny of schemes in which public money is sunk.

**Relaxation of
departmental
control.**

257. As water supply schemes are generally less difficult than drainage or sewerage works, it is in regard to these that departmental control may be most safely relaxed, and local authorities encouraged to go to private engineering firms for the design and execution of their schemes. We have said that the change must be gradual, and we certainly think it would be unwise, at present, to modify the existing procedure in the case of drainage or sewerage schemes estimated to cost more than half a lakh. But when, under the incentive of work to be done, sanitary engineering firms gain experience and capacity, this restriction may be removed, and they may be entrusted in an increasing degree with all classes of projects.

**Extent of
relaxation.**

258. We understand that the Director of Public Health is not consulted by the Chief Engineer before the schemes prepared by the latter are submitted to the Sanitary Board. We think there should be the freest consultation between these two officers in regard to schemes under preparation, and that without collaboration between the two branches of the department it cannot be said that everything has been done to secure successful treatment.

**Collaboration
between
branches of
department.**

Sanitary Board.

259. We consider that the Sanitary Board might with advantage be reconstituted as a smaller and more businesslike body.

Chief Engineer.

260. We think that on the retirement of the present Chief Engineer an officer on a considerably lower rate of pay should be appointed to succeed him. Further expert advice, if required for individual schemes could probably be arranged for locally, and if required for a large programme of major works, in addition to those that now remain for completion, would best be secured by the recruitment of a qualified expert for a limited period.

261.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Chief Engineer	16,200	...	...
Reduction of staff on the basis of an annual expenditure of Rs. 12 lakhs	57,000	...	...
Personal assistant to Chief Engineer	2,400	...	...
3 per cent. charge for initial plans	...	15,000	...
5 per cent. charge for supervision of works executed.	...	60,000	...
Total ...	75,600	75,000	...
Net reduction	... Rs. 1,50,600		

CHAPTER XV.

34.—Agriculture.

(a) Civil Veterinary Department.

262. The functions of the department are instruction, research, and superintendence. The Bengal Veterinary College at Belgachia, which is supported entirely from Government funds, supplies the needs of instruction and research. Superintendence covers the prevention of infectious diseases, and the education of the public in animal management. Functions.

263. The staff employed in superintendence comprises:—

1 Superintendent and Veterinary Adviser.

2 deputy superintendents.

8 veterinary inspectors.

113 veterinary assistants.

Local contributions to pay of staff.

Of the veterinary assistants, 101 are employed by district authorities who pay two-thirds of the average charges on account of salary, and pension contribution. Travelling and house allowances as well as the maintenance charges of the veterinary dispensaries are borne wholly by the local bodies.

264. We think that as the benefits of veterinary work are essentially local in character, the whole of the cost of district veterinary assistants should be met by the bodies who employ them. To ensure that proper veterinary assistance is provided throughout the province local bodies should be required to make adequate arrangements, both as to dispensaries and veterinary officers, and to employ no one as a veterinary assistant who has not passed the full course of the Veterinary College. Proposed local responsibility.

265. We do not think there is any necessity for the grade of veterinary inspector for district work, and we recommend that eight of these posts be abolished. Three competent deputy superintendents should be sufficient for the general supervision of the work of veterinary assistants, and for advising local authorities. Their pay should be Rs. 200—500. The present scale of Rs. 250—750 is unnecessarily generous. The charges on account of the Superintendent, and of the three deputy superintendents should be borne by Government, and we Inspectors and deputy superintendents.

think Government should also maintain a reserve of 8 veterinary assistants, attached to the college, who would be available for filling leave vacancies in districts, and for augmenting local resources in combating serious outbreaks of disease. Local bodies would be responsible for all charges an account of reserve veterinary assistants while acting in leave vacancies in districts.

Glanders and farcy.

266. The glanders and farcy branch employed solely in Calcutta costs about Rs. 24,000 annually. We are of opinion that the Corporation should either pay the cost of this establishment, or should make their own arrangements for dealing with these diseases.

Imperial officers.

267. The permanent Principal of the Veterinary College is an expensive officer because he is paid according to military rank, and receives a civil allowance in addition. On his retirement, which we understand will occur soon, we think the number of Imperial officers should be three only, one the Principal of the College and Adviser to Government, one the superintendent of veterinary work throughout the province, and one the second officer at the college.

Veterinary College.

266. The Veterinary College appears to be somewhat extravagantly run. The superior staff is not excessive, but the deputy superintendents should be on a scale of pay of Rs. 200—500. The menial establishment of 97 is certainly extravagant and should be susceptible of considerable reduction. It may be reduced to 80 as a beginning, and the possibility of further economies examined. A record supplier for so small an office is unnecessary. There is a riding school for the students; a riding master is employed and ten horses maintained solely for this purpose. The establishment should be dispensed with and the horses sold.

Government stipends.

269. The Government stipends amounting to Rs. 2,400 a year are not necessary in addition to the stipends granted by District Boards, inasmuch as there is no lack of students of the right class.

Hostel fees.

270. The hostel fees should cover the expenditure.

Charges for Government horses.

271. We are informed that Government horses, and chargers of the Calcutta Light Horse are treated and fed at the college free of cost. We see no reason for the free treatment and feeding of Light Horse chargers, and in the interests of economy we recommend that Government departments should be required to pay for all services rendered at the usual rates.

Increase of fees.

272. Lastly, we are of opinion that the fees of all classes should be increased by one-third.

273.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Recovery from local bodies ...	1,550		
Veterinary inspectors ...	13,000		
Glanders and farcy ...	24,000		
Reserve veterinary assistants ...	2,000		
Veterinary college ...	55,000		
Hoelal fees ...	...	3,000	
Other receipts ...	...	15,000	
Total ...	95,550	18,000	...

Net reduction ... Rs. 1,13,550.

(b) Agriculture.

274. The growth of expenditure in this department is shown by the following budget figures in thousands of rupees:— Growth of expenditure.

	1912-14.	1918-19.	1922-23.
Superintendence ...	69	74	114
Other supervising staff ...	91	274	476
Experimental farms ...	118	176	221
Agricultural experiments ...	57	67	28
Seed stores ...	7	24	15
Agricultural schools ...	...	...	24
	<u>342</u>	<u>615</u>	<u>878</u>

The figures for 1922-23 do not include the further sums voted in the supplementary estimates.

275. The functions of the department comprise research, experiment, demonstration, and propaganda. There is a research station at Dacca, at which the research staff, consisting of a fibre expert, two economic botanists, an agricultural chemist, and subordinates, work. At Dacca also there is an experimental farm where the researches made are put to practical test. This test, even if satisfactory, is not, however, Functions of the department.

sufficient, for conditions of soil and climate vary throughout the province, and what may be suitable for Dacca is not necessarily suitable for western and northern Bengal. There are, in consequence, other experimental farms where the recommendations of the research staff are tested as to their practical value for different localities. Once the results of research have been proved to be sound for a particular area the demonstration and propaganda stages are reached.

Research staff.

276. We agree that research is the basis of all agricultural progress and with regard to the research staff we have little to say. The botanical section appears to us to be rather over-weighted, for in addition to the two economic botanists, there are an assistant economic botanist, three laboratory assistants, a mycological assistant, an entomological assistant, four field assistants, three fieldmen, and a photographer. While we appreciate the value of pure line cultures giving a large yield we think there is room here for reduction and we recommend that one economic botanist, one laboratory assistant, two field assistants and one fieldman be dispensed with. It is in this section that enquiries are being conducted in connection with cotton. We shall refer to this subject later.

University research.

277. We think that research conducted at the Universities should be linked up with the work of the research station. The Universities would probably be able to give valuable assistance in this direction, if they were given the opportunity.

Agricultural farms.

278. There are twelve experimental farms including those at Dacca and Chinsura which are on a bigger scale than the rest, and in addition a cattle farm and a tobacco farm at Rangpur, and two privately-owned demonstration farms. We gather it is the policy of the department to aim at an experimental and research station in each division—the farms at Dacca and Chinsura are called research stations—and a demonstration and seed farm in each district. It has been decided in pursuance of this policy to convert the district farm at Rajshahi into a divisional farm. We refer to this because it seems to imply a somewhat blind adoption for agricultural purposes of the administrative units of a division and district. The whole structure of the department is based on this: a deputy director is proposed for each division, there is a superintendent for each division, and an agricultural officer for each district. If there were research and experimental stations in each division, and a farm in each district, the adoption of administrative units as agricultural units would be fairly complete. We regard this as a mistake. The agricultural unit for experiment should be an area generally uniform as to soil and climate, and may extend over two or three districts. The unit of research, however, should be much greater than the unit of experiment, and we regard a research station in each division as totally unwarranted in present conditions. While experiment must be carried out in the various agricultural units in which the

results of research are likely to be of practical benefit, we do not appreciate the distinction between a divisional and a district experimental farm, nor, except at Dacca where the research station is, do we consider anything more than a district farm is necessary. At an agricultural farm—as we would prefer to call it to distinguish it from the research station—the results of research work would receive experimental treatment, demonstrations would be carried out, and seeds raised. A single type of farm for this purpose would be sufficient, and the number ultimately required is the number of agricultural units in the province, distinct in the main features of soil and climate. We do not know how many units of this description there are, but we imagine they are less numerous than administrative districts.

279. Before going into the questions of demonstration and propa- **Supervising**
ganda we propose to consider the staff of the department as it exists. We **staff.**
have already dealt with the research staff. The other supervising staff consists of 4 deputy directors on Rs. 350—50—1,250 (a fifth sanctioned post has not been filled); 8 superintendents on Rs. 250—750; 34 district agricultural officers on Rs. 75—100—5—200 with clerical assistance for deputy directors and superintendents. This is exclusive of the staff employed wholly on the farms, and of 137 demonstrators on a pay of Rs. 25—30—2/2—50.

280. The deputy director is the head of all agricultural work, other than research, within his charge, and his duties include the supervision of the experimental and district farms. The superintendents in the divisions are concerned solely with demonstration and propaganda, and supervise the work of district agricultural officers. One superintendent is on special duty in connection with agricultural education, and two are in charge respectively of the Dacca and Chinsura farms. District agricultural officers deal with demonstration, propaganda, seed distribution and stores. Demonstrators demonstrate in the field the practical advantages of the department's work, and here at last we meet the person for whose sole benefit this department exists—the cultivator. **Duties of**
staff.

281. In our scheme of organization there is need for deputy directors, but not for five of them. We have been assured by several competent witnesses that having regard to agricultural, rather than general administrative units, three deputy directors are sufficient. They should be members of a provincial service and paid as such. The remaining two posts should, we think, be abolished. **Deputy**
director.

282. Directly below the deputy director would come the agricultural farm, the supervision of which would be his main duty. He would be conversant, and in close touch, with the conditions and needs of his charge, but he would be chiefly concerned with the experimental and demonstration work of the farms. The staff employed at present solely on the farms consists usually of a superintendent, on a pay of Rs. 100—200, two or three overseers, and a clerical assistant who is sometimes a **Staff on**
agricultural
farms.

fieldman. Broadly speaking we accept this staff as suitable, but we are wholly opposed to the employment of a superintendent of agriculture on a farm as at Dacca and Chinsura. These two posts we regard as superfluous.

The next stage.

283. Before proceeding further it may be well to note the stage we have reached. The research staff have evolved a new or improved seed, or method of agriculture, that is pregnant with practical benefits to cultivators. It has been experimented on in the farms under the supervision of a deputy director who is familiar with the agricultural conditions of his charge. With or without a further reference to the research staff the improvement has been tried out and demonstrated to be a proved success, suitable for adoption by the cultivators of the area that the farm serves. The last step is to bring the improvement to the notice of the cultivators, and to show them that its application by themselves in their own fields is a paying proposition. This means demonstration and propaganda.

Demonstration.

284. We think it is important to recognize that the ordinary cultivator is such by heredity and instinct, a practical man of limited means who is very efficient within the scope of his experience, and who is not likely to adopt new methods until he is satisfied that they will give him an increased income. He is not a theorist, nor is he deeply affected by what is achieved on a farm in conditions noticeably better than those with which he is faced. But he is sufficiently businesslike to adopt new seeds or new methods which, under his own eye, and on his own field have proved successful. We think the salient test of all agricultural improvements that the department seek to introduce should be a financial one, and that all demonstrations and experiments on farms should be carried out in a way that is not beyond the means or the capacity of ordinary cultivators. For the purpose of demonstration we recommend that a few overseers, or demonstrators, should be attached to each agricultural farm, who can be sent out when required to give practical demonstrations. They should be men who spend the whole of their time on the farm when they are not demonstrating, and they should have minute practical knowledge of an improvement, before they attempt to demonstrate it. So far as is possible we think they should be of the agricultural class, and above all they should be practical men. We do not think it is desirable, or possible, to have more than two or three such men attached to each farm, for it is more important that there should be a few well trained, than a larger number indifferently trained. In addition we recommend that where a cultivator is prepared to offer himself for training, he should be accepted, and, if necessary, given a stipend while at the farm. If propaganda is done properly it should not be difficult to secure some cultivator pupils, and they would be very valuable missionaries of the department. Once an improved method gains the confidence of a few cultivators it will spread of its own accord. We do not think it is necessary to provide at any farm

for more than five demonstrators at a time, including cultivator pupils, that is, for the existing farms, 60 would be sufficient. We recommend that all other demonstrators be dispensed with. The present half-trained peripatetic demonstrators to the number of 137 we have no faith in, nor, we believe, has the cultivator.

[285. In propaganda we are strongly of opinion that the Agricultural Department must link up with other departments, and particularly with the Co-operative Department. We shall explain elsewhere what our recommendations are in this matter; for the present we need only say that we consider no purely agricultural staff is required for this purpose. So far as the Agricultural Department is concerned it should stop at the agricultural farm. In this view it will be apparent that we recommend the total abolition of the posts of superintendent, and district agricultural officer.]

Propaganda.

286. The maintenance of seed stores, and the distribution of seeds are matters not of agriculture but of organization. There are at present 62 seed farms established by non-official agencies, and co-operative agricultural associations are increasing. This we regard as a matter of propaganda and organization, and we would leave it entirely to the officer who carries out propaganda for the department.

Seed distribution.

287. There is no agricultural college in Bengal, and agricultural students from this province have hitherto attended the college at Sabour. The Government of Bihar and Orissa, however, propose to close the Sabour College next year, and in view of this some Bengal students have been sent this year to the Cawnpore Agricultural College. There is a proposal to provide an agricultural institute at Dacca. We are not familiar with the details of this project, but in so far as it is intended to train officers for the department we consider it unnecessary. According to our proposals the officers of the department, apart from the research staff, will consist of deputy directors, farm superintendents and overseers or demonstrators. Deputy directors will normally have European qualifications, and in any case, as there are only three of them, no special facilities need be created for them. Superintendents of farms could receive training at Cawnpore, and overseers and demonstrators at a secondary agricultural school. We consider that an agricultural college in Bengal to train officers for the department is not required.

Agricultural education.

288. There are secondary agricultural schools at Dacca and Chinsura with a course of two years, and accommodation for 30 students in each school. One such school would be ample for the needs of the department, and we recommend that only one be maintained.

Secondary agricultural schools.

289. We understand that it is proposed to give effect to a scheme for establishing elementary agricultural schools and that 20 such schools will be started this year. We regard this as wrong in principle. A specialist agricultural education is not so good for young boys as a good general education with nature studies or lessons in

Elementary agricultural schools.

practical agriculture to give them the necessary bias towards an agricultural life. Education of this character should be left to the Education Department.

Jute forecast.

290. A sum of Rs. 22,600 is spent annually to provide 113 clerks for 5 months for the preparation of the jute forecast. We consider that the jute forecast should be prepared in future in the same manner as other crop forecasts. It may be less accurate than it is now, but if the jute industry require anything better, they will doubtless be prepared to make a suggestion for raising the extra cost from the industry itself. We think the statistical work of the department should be examined and reduced as much as possible.

Contingent expenditure on farms.

291. The contingent expenditure at the experimental farms amounts to Rs. 1,85,000 including an item of Rs. 75,000 for labourers and Rs. 25,000 for reclamation. We consider this is susceptible of reduction and we would allow not more than Rs. 1,50,000 for the existing farms.

Temporary staff.

292. A sum of Rs. 35,000 is provided in the budget for temporary staff. Out of this the jute forecast staff is paid, and the balance is utilized by the Director as occasion arises. We think there is no necessity for this lump provision.

Agricultural journal.

293. There is a quarterly agricultural journal in Bengali and English. Unless it can pay for itself it should be discontinued. We consider the vernacular papers would be the best medium for reaching the public.

Cotton research.

294. We have noted when dealing with the research staff that some attention is being given to cotton. A considerable part of the time of the second economic botanist and his staff is being expended on a cotton survey and selection work. A cotton committee for Bengal has also been formed. The climate of Bengal, with the possible exception of the Chittagong Hill Tracts and parts of the Bankura and Midnapore districts, is unsuited to the cultivation of cotton. Experiments with cotton have been made in Bengal at intervals during the last hundred years or more, and have been consistent failures. The cultivator is making his money out of jute and paddy, and recent attempts to induce him to buy cotton seed have shown that he is unwilling to take up a very doubtful and less paying crop. We do not wish to prejudice any developments that may lead to a revival of the old and formerly famous Dacca cotton, but we believe the present policy of the department is likely to result in unprofitable expenditure.

Single administrative head of departments of agriculture, industries, and co-operative credit.

295. We think it is most important that the three departments of agriculture, co-operative credit and the development of small industries should be under a single administrative head. Their work is so inter-dependent that separate administration would lessen the effectiveness of each. Co-operative principles now play an important part in agricultural development, and we can visualize no real revival of home industries that is not co-operative in character. We think

there is very important work here for an energetic and capable officer with wide district experience. He would require a Registrar of Co-operative Societies to carry out the statutory functions of the Registrar, and a Director of Industries of the type we have indicated in the chapter on that department. We do not think he would require a separate Director of Agriculture in addition to the agricultural research staff. The three departments should be located in a single building in Calcutta, and their administrative heads should be in direct touch with the Minister in charge and perform the duties of a Secretary to Government. By this recommendation the present post of Director of Agriculture would cease to exist.

296.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Economic botanist's branch ...	8,700	...	...
Deputy director of agriculture ...	13,500	...	...
Superintendents ...	57,100	...	...
District agricultural officers ...	93,800	...	...
Demonstrators ...	34,100	...	...
Agricultural schools ...	11,100	...	...
Temporary establishment ...	85,000	...	...
Contingencies of farms ...	35,500	...	...
Agricultural journal ...	3,500	...	800
Total ...	2,92,300	...	800

	Rs.
Deduct difference between the pay of Development Officer and of Director of Agriculture ...	8,400
Net reduction ...	2,83,100

(c) Sericulture.

**Present
policy.**

297. The policy of the department until the early part of 1922 was to produce disease-free seed at Government nurseries for sale to private rearers at the best rates obtainable. It has now been decided that the nurseries should be more educational and demonstrative, so as to teach the professional rearer how to produce disease-free seed, with the ultimate object of handing over all seed production to this class. The result of this change of policy has been to reduce the receipts of the department.

**Proposed
policy.**

298. We are not convinced that the latest decision is a wise one. Education and demonstration are facile terms which in practice may amount to little. There is good reason to believe that the former policy of the department did substantial good, and in the interests of economical administration we recommend that it be reverted to. The aim should be to produce in the Government nurseries 20 to 25 per cent. of the seed required, and to produce it disease-free. The sale of this seed to selected rearers will afford the best demonstration that is practicable, and will ensure that a reasonable return is obtained for the money laid out. We consider that 75 per cent. of the expenditure should be recovered in receipts.

Nurseries.

299. We think that the nurseries should be made self-supporting as regards the supply of mulberry leaf. The present practice of purchasing from outside cultivators is expensive, and introduces a greater danger of disease.

Staff.

300. As regards the staff, the evidence we have received is strongly against the retention of one of the permanent posts of superintendent of sericulture, and of the post of sericultural research expert. The former post is superfluous, and the latter has led to results of little, if any, practical value. We recommend that they be abolished with any subordinate staff attaching to them. For the rest we consider there is little justification for the large temporary staff that is employed, but we prefer to refrain from specific recommendations, and to put forward the working test that the department should earn three-quarters of the amount it spends.

**Co-operation
with silk
industry.**

301. There is a Silk Committee which has not met for at least 18 months, and we are informed that contrary to previous practice the silk industry is not receiving regular information of the work being done by Government. If wasted effort is to be avoided we think a strong advisory committee, and the closest co-operation with the industry are indispensable.

302.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Superintendent of sericulture ...	6,000	...	...
Research expert ...	13,000	...	...
Increase of revenue ...	...	52,000	...
Total ...	19,000	52,000	...
Net reduction		...	Rs. 71,000

(d) Co-operative Societies.

303. The Co-operative Department is administered by the Registrar of Co-operative Societies deriving power under Act II of 1912. The total number of societies in the province is about 7,000 with a membership of 250,000 and a combined working capital of roughly Rs. 4 crores. The department has been in existence for many years but its main development, both as to societies and as to staff, has been during the last ten years. The following figures show the increase in expenditure in thousands of rupees:—

1913-14	...	91
1918-19	...	2,25
1922-23	...	4,46

304. The staff now consists of a Registrar, a deputy registrar, four assistant registrars and a personal assistant, 65 inspectors including 7 inspectors of industrial societies, and one with veterinary qualifications, divisional and district auditors, and ministerial and menial establishments.

305. It will clear the ground if we state at the outset what in our opinion the policy of this department should be. The functions of the Registrar under the Act should be carried out, societies should be subjected to regular and proper audit for which they should pay, but apart from simple propaganda, and the general inculcation of co-operative principles, the growth of the movement should be left to non-official agency. We have been told on good authority that, taking the province as a whole, Government have shown the way sufficiently as

Growth
of the
department.

Staff.

Policy
advocated.

regards credit societies. On the other hand we have been warned that, if there is not efficient guidance by Government while the movement is still expanding, the confidence of the depositing public will be shaken, and serious harm will result. We wish to dissociate ourselves entirely from the view that the confidence of the depositing public should rest in Government. The function of Government is to educate the people to appreciate the advantages of co-operative action, and to ensure that the accounts of societies are properly audited. There is a great danger in the over-stimulation of the movement by official agency, and in giving the impression that Government is in any way responsible for the security of deposits. As an educative influence Government have done much, the existence of 70 central banks and 7,000 societies is testimony to this. Non-official interest in the movement has been widely roused, and, in our opinion, the dynamics should come in future chiefly from non-official rather than from official influence.

General proposals for district propaganda.

306. We are informed that it is proposed gradually to increase the number of inspectors so as to have one in each subdivision. At present, owing to the insufficiency of the audit staff, inspectors are engaged largely on audit work, but this is to be remedied by increasing the number of auditors. When this is done, inspectors will be solely engaged on what has been described as "general administrative work" in particular areas. [We have tried to estimate what this means in practice, and we can see nothing beyond simple propaganda and the encouragement of co-operative methods. The principles of co-operation, as presented to the mass of the people, are neither abstruse nor technical. It has to be remembered that the community as a whole is educationally backward, and that nothing that is deep or involved can be assimilated or practised by it. This is true not only in co-operation, but also in agriculture, sanitation, local self-government, and in many other directions. We are far from detracting from the value of co-operation. On the contrary we regard it as one of the most hopeful means of improving the condition of the people, and we see great scope for it in connection with industries and agriculture. But we do not think that the present organization of the department is necessary. In the course of our enquiries we have considered a great deal of evidence, both official and non-official, and we are surprised at what it has disclosed. We find departments abounding in staff, directing, supervising, inspecting and subordinate, each department more or less watertight, each covering the same area, and dealing with the same members of the community, and each imposing an increasing burden on provincial finances in the shape of pay, allowances, contingencies, stationery, forms, accommodation, clerks and menials. Working our way through the organization to its outlet, to its point of contact with the people, we have found a very simple product. It could not be otherwise, for in present conditions improvement can only come slowly by the patient

and sympathetic presentation to the people of simple expedients. Where we think the system is wrong is in creating a separate staff to make an individual and separate presentation of each remedy. We have referred to this briefly when dealing with agriculture. In our opinion the purely propaganda portion of the activities of the agricultural, co-operative, industries, public health and self-government departments can be done by the same officer. Where the circle system is in force the officer is already available. It is part of the normal duties of a circle officer to take an interest in the co-operative movement, and assist societies with advice and encouragement. He is also empowered to decide disputes under the Act, to make enquiries into the working of societies, and to act as liquidator. Here, clearly, is an officer who can do all the propaganda, and all the inspection outside audit, that are necessary.) Where the circle system does not obtain, sub-deputy collectors of the ordinary district staff would be available. In our opinion the posts of inspectors should be abolished.

307. The audit staff should be brought up to the requisite strength and its cost realized from societies. At present Government bear a small portion of the cost representing the cost of the audit of societies less than eighteen months old. If it is considered desirable that such societies should not pay for audit there is no reason why Government should meet the whole cost. It is a benefit derived by all societies and we think the older and more wealthy societies should bear a part of the cost of the exemption of their younger brethren. We recommend that of the total expenditure on audit, one half of the cost of audit of societies less than eighteen months old should be borne by Government, and the remainder apportioned between the societies who are liable to pay. **Audit.**

308. Five assistant registrars have been sanctioned, but four only have been appointed. Attached to each is a divisional auditor, one of whom, at the headquarters of the Presidency division, is adviser to the Registrar. Assistant registrars pay particular attention to central banks. We think the Registrar requires a chief auditor, and we see no objection to the employment of assistant registrars. But we are of opinion that assistant registrars should be auditors primarily and that they should supervise the work of the auditors. In fact we would have one post for each division instead of two as at present. We think a deputy registrar is unnecessary and the personal assistant to the Registrar should be on a pay equivalent to the pay of a sub-deputy collector. Assistant registrars should be on the same pay as is fixed for the provincial executive service. The duty allowances now given to the assistant registrars and to the personal assistant should cease. It is not necessary for assistant registrars to have four clerks. We are of opinion that the post of Registrar should be held by an officer of provincial service rank. **Proposed reduction of staff.**

Steam launch and motor car.

309. The department has a steam launch, the *Blanche*. In our opinion it is not required. There is also a departmental motor car. Its running expenses, which amount to about Rs. 300 per month, are now borne by Government. We think this is unjustifiable, and we recommend that the car be sold.

Liquidation costs.

310. We understand that some inspectors are now wholly engaged on liquidation work, but their pay and allowances are not realized in full from the assets. If a special liquidation staff has to be employed the whole of its cost should be realized.

Calcutta Milk Union.

311. The Calcutta Milk Union is an instance where Government have met part of the cost of management for some years. We do not think this can be justified, nor do we consider it is good for the co-operative movement.

Travelling allowance to honorary organizers.

312. Travelling allowance to honorary organizers is, in our opinion, justified in very few cases, and only in very exceptional circumstances do we think anything should be given. In the case of ordinary credit societies we think there is no need for direct Government expenditure on propaganda in excess of what is involved by our recommendations.

313.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Inspectors	1,88,600	...	...
Assistant registrars	11,300	...	...
Deputy registrar	25,300	...	...
Personal assistant	4,400	...	...
Steam launch	10,500	...	...
Motor car	3,600	...	...
Milk Union	600	...	...
Honorary organizers	22,300	...	...
Total	2,66,600	...	...
Net reduction	... Rs. 2,66,600		

CHAPTER XVI.

35.—Industries.

(a) Development of Industries.

314. The Department of Industries was formed towards the end of 1919 after a consideration of the report of the Industrial Commission, and purports to be engaged in the execution of an active policy of fostering and developing the industrial growth of the province. To this end it employs at the office of the Director, in Calcutta, the following staff:—

Director—Rs. 2,000—50—2,250; deputy director—Rs. 1,800; industrial chemist—Rs. 1,000; industrial engineer—Rs. 1,000; inspector of technical and industrial institutions—Rs. 1,500 plus a local allowance of Rs. 200; 60 ministerial officers—ranging from Rs. 25 to Rs. 500; caretaker—Rs. 100; 19 durwans and peons.

The cost of this establishment during 1921-22 including allowances and contingencies, amounted to approximately Rs. 2 lakhs. In addition there are under the Director five superintendents of industries, one in each division, and a superintendent of textile demonstrations. The Director is in control of the following institutions:—

- (a) Survey School, Comilla.
- (b) Industrial School, Rangamati.
- (c) Government Commercial Institute, Calcutta.
- (d) Government Weaving Institute, Serampore.
- (e) Government Technical Schools at Rangpur, Barisal, and Bogra.
- (f) Government School of Art, Calcutta.
- (g) Calcutta Research Tannery.

Lastly, the Director is in administrative control of the technical departments of factory inspection boilers, and smoke nuisances and of the Electrical Adviser to Government.

315. It is understood that by a recent order of Government the administrative control of the Director over the technical departments has been terminated. We think this is a proper step, for these departments are reserved departments responsible to Government in the Commerce Department, and the intervention of the Director in an administrative capacity adds another cog to the wheel without giving any advantages. Each of these departments is technical and is manned by a technical staff. In the matter of boiler inspection and smoke nuisances there are committees, with considerable powers, to advise Government, and to administer the law, and the Chief Inspector of Factories gains nothing

Control of
technical
department.

by having an administrative head between him and the department ultimately responsible for his work. We consider the Director of Industries has not the technical competency to add anything of value to the recommendations of the officers of these departments; and in administration he occupies the position of a post office. The system that has been in force since 1920 has made for friction and delay, and has created unnecessary duplication of work by the maintenance in the Director's office of useless copies of correspondence and records, that have passed through him between the technical departments and the Commerce Department.

**Government
technical
schools.**

316. The Government technical schools at Rangpur, Barisal and Bogra should, we consider, be deprovincialized. They may be made over to the District Boards and supported by them as is the case in other districts. The expenditure on these schools in 1921-22 was roughly Rs. 41,000, which is about four times the amount given from provincial revenues as grants to technical and industrial schools maintained by District Boards and Municipalities. The grant-in-aid system should be used to stimulate this class of education. Government schools are not only unnecessary, but absorb so large a share of the available public funds that other schools are likely to receive insufficient support.

**Commercial
Institute.**

317. The Commercial Institute costs about Rs. 30,000 a year—the expenditure being Rs. 45,000 and the receipts Rs. 15,000. It provides instruction in book-keeping, shorthand and typewriting, and commercial geography and arithmetic, and to a limited extent provides evening classes for more advanced subjects. We doubt if this institution is doing as well as it should. We recommend that it be placed under a Board of management consisting of two representatives of the Bengal Chamber of Commerce, two representatives of the Calcutta Corporation, and one representative of each of the Calcutta Trades Association, and the Bengal National Chamber of Commerce. We consider that the institution should be given a Government grant of Rs. 15,000 a year for three years, after which, the position should be reconsidered.

**Rangamati
industrial
school.**

318. The industrial school at Rangamati costs only Rs. 1,165 a year and is on an experimental basis under the control of the Superintendent, Chittagong Hill Tracts. It is in a backward area, and there may be justification on this ground for its maintenance at Government expense, but we think there should be a further examination of the matter before the school is made permanent.

**Weaving.
Institute.**

319. The Government Weaving Institute, Serampore, should, we think, be retained. The post of superintendent, textile demonstrations, however, should be abolished. Two new posts of textile demonstrators have recently been sanctioned and the post of superintendent we regard as superfluous. A sum of Rs. 7,670 was spent in the year 1921-22 on stipends for pupils. These were necessary perhaps in the early days

to attract students, but last year some 2,000 applications for admission were received, though there is accommodation for only 175. There is evidently no case for this large expenditure on stipends, and we would reduce it to not more than Rs. 1,800 a year. We also think a tuition fee should be charged. The Institute is evidently popular and there seems no reason for charging nothing by way of fees.

320. The survey school at Comilla was started by the Survey Department, was handed over to the Education Department about 1920, and was subsequently transferred to the Industries Department. A one-year survey course parallel to the first-year course at Comilla is available at Pabna, Rajshahi and Rangpur. If the second-year course were continued at one of these schools, the Comilla school would be unnecessary, and alternatively, if the undulating ground at Mainamati is considered a practical advantage one of the other schools could be closed. We would prefer the former course. Survey schools.

321. The Government School of Art, Calcutta, is a net charge on provincial revenues to the extent of about Rs. 50,000 a year. Scholarships are given to the value of over Rs. 1,000, while the fees realized are less than Rs. 5,000. It offers a sound elementary training in various kinds of drawing and in painting, and turns out draughtsmen and designers for whom there is good local demand. We consider the school should be more self-supporting than it is, and we recommend a substantial increase in the fees which range from Re. 1 to Rs. 5 per mensem, and which, we are told, have been at these rates for many years. We think the fee-income should be doubled. In addition to the Principal and a head master there is a vice-principal on a salary of Rs. 350—40—550. We recommend that the post of the vice-principal be abolished as being unnecessary. School of Art.

322. A staff is employed in the Art Section of the Indian Museum at the expense of the local Government, and sums of Rs. 1,000 for travelling allowance and Rs. 4,000 for purchases are provided, apparently partly for the School of Art and partly for the Art Section of the Museum. The Indian Museum is under the administrative control of the Government of India, and there seems no reason, therefore, why any part of it should be maintained from provincial revenues. By withdrawing from any part in the upkeep of the Museum there would be a saving to the province of about Rs. 12,000 a year, including travelling allowance, and the provision for purchases to which we have referred. We recommend that this be done. Indian Museum
Art Section

323. The administration of technical and industrial education is divided at present between two departments. While the institutions we have referred to are under the Industries Department, the Dacca Engineering College and the Sibpur College—both important colleges—are under the Education Department. We do not think this divided control can make for economy or efficiency, and if the greatest advantages are to Technical education.

be derived from the materials available, technical and industrial education should be under a single administrative head. On the whole we consider the greatest benefit would accrue from placing this subject under the Education Department, to which the inspector of technical and industrial institutions would be transferred. We recommend that a small, well qualified, Board of Technical Education be formed to advise the Minister. The Board should absorb the activities of the Joint Technical Examination Board, the Amin Examination Board, the Board of Control for apprentice training, and advise on mining education and cognate subjects. The Director of Industries, should, we think, be a member of the Board.

**Research
Tannery.**

324. The Calcutta Research Tannery has been in existence for three years for the purpose of stimulating the development of the tanning industry in Bengal. Its investigations have been of practical use to Indian tanners, particularly to those working on a small scale, and we think there is a case for its continuance at Government expense for another three years. At the end of that period the trade should pay for research if it is still desired, and in the meantime, unless the trade are prepared to provide the extra money, we consider the work should be slowed down so that the net annual cost to provincial revenues on account of the tannery does not exceed Rs. 50,000.

**General
functions
of the
department.**

325. We have considered the special activities of the Industries Department, and come now to its general functions of developing the industrial growth of the province. There has been a marked change in conditions since the report of the Industrial Commission was published. The war created a stimulus that led to widespread industrial activity, and called forth enterprise and capital for industrial undertakings, which, although not always wisely directed, have done much in a few years to solve many of the problems with which the Industrial Commission were faced. It is admitted that big industries do not seek Government help. It is not possible, nor is it necessary, for Government to supply technical advice to large industrialists, and the development of large industries may safely be left to private enterprise. In present trade and financial conditions we consider that the scope of the work of the Industries Department cannot usefully extend beyond giving somewhat elementary advice and help to small industrial concerns and cottage industries, largely in the direction of collecting information, and making it readily available to those in need of it. We consider there is no justification at the present time for attempting more, and the department should be reduced to conform to this. We think there is no need for both a Director and a deputy director, and we would abolish the higher paid post and limit the pay of the new Director to Rs. 1,800 a month. We would also abolish the posts of industrial chemist, and industrial engineer. In their place we would allow two officers of the class of the present superintendents of industries, one with engineering, and the other with chemical qualifications. The ministerial establishment should be reduced from its present inflated size to sensible

proportions. We do not wish to dogmatize, but we think ten clerks would be ample. The superintendents of industries, as now organized, are doing no practical good and are unnecessary. Their posts as well as those of their staff should be abolished. We are astonished to find that each superintendent's head clerk is in receipt of a pay of Rs. 120—10—350.

326. In our opinion the Industries Department should be in closer touch with the Co-operative Department than is now the case, for it is through the latter department that much of the information available in the Industries Department can best be disseminated and put to practical use.

Closer association of industries and Co-operative departments.

327. We desire to add that greater care seems to be required in giving information about the products of private firms. Any impression that Government are "pushing" particular products would be most unfortunate.

Official backing of private firms.

328. We think that the experiment being tried in Madras and the United Provinces, by which loans are given from provincial revenues in order to assist small industrial undertakings, might be examined to see if it could usefully be adopted in Bengal when funds permit.

Loans to small industries.

329.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Technical schools	32,000	...	...
Commercial Institute	15,000	...	...
Superintendent, Textile Demonstrations.	2,900	...	...
Weaving school	17,300	2,000	...
Survey School, Comilla	11,000	...	..
Government Art School	6,600	5,000	...
Indian Museum	12,000	...	...
Calcutta Research Tannery	83,200	...	...
Director of Industries	25,200	...	...
Industrial chemist and engineer	26,400	...	...
Ministerial establishment	99,700	...	...
Superintendents	26,000	...	...
Total	8,07,800	7,000	...

Net reduction ... Rs. 8,14,300

(b) Fisheries.**Proposed
abolition.**

330. We accept the unanimous evidence received by us that this department as now constituted is without value, and we recommend its abolition. When funds permit it may be desirable to create an efficient department, but we consider the present department is not worth retaining.

331.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Fisheries	82,000	...	...
Total	82,000	...	...

Net reduction ... Rs. 82,000

CHAPTER XVII.

37.—Miscellaneous Departments.

332. We have no recommendation to make in regard to the department under the Inspector of Factories. The new Factories Act has added considerably to the work, and we are unable to find any room for economy. Factories.

333. We think the registration of traffic should be discontinued. This has already been done in Bombay, and All-India internal trade statistics are, we believe, being discontinued. The provincial figures are usually issued too late to be of any real value, and they are not entirely reliable. We would abolish the whole of the staff under this, and other heads, which is employed for the collection of internal trade statistics. Inter-provincial statistics are not the concern of the local Government. We consider that the most suitable and economical course would be for the local Government to assist, in any way that is possible, the various Associations and Chambers who for their own purposes maintain trade statistics. These statistics, we have no doubt, would be available to the local Government if required. Trade statistics.

334. We understand that steps are being taken to place the Boilers Commission in adequate funds by an increase of the fees. No charge is, or should be, made to provincial revenues on this account. Boilers Commission.

335. As regards the Smoke Nuisance Commission we recommend that the Chief Inspector should be Secretary to the Commission, and should attend all its meetings. We also think that fees should be charged for the passing of plans of installations, for testing them, and also for giving advice. On these three counts, a small and legitimate income would be obtained. Smoke Nuisance Commission.

336. We think the Rent Controller's Office should pay its own way. This is not now the case. Rent Controller.

337.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Registration of traffic ...	49,000	...	...
Smoke Nuisance Commission ...	...	5,000	...
Rent Controller ...	...	26,000	...
Total ...	49,000	31,000	...
Net reduction ... Rs. 80,000.			

CHAPTER XVIII.

41.—Civil Works.

Previous
recommendations.

338. The Public Services Commission in their report on the Public Works Department said:—" We think it should be laid down that the public works department should confine itself to work which cannot be discharged either by private enterprise, or through the agency of district boards and municipalities with the necessary financial support from Government." We are in complete agreement with this view, which was elaborated at a later date by the Public Works Department Reorganization Committee, and we recommend that it be given effect in the manner and to the extent indicated by us.

Large
original
building
works.

339. We consider that all new original building works of an estimated cost of over Rs. 50,000 should be constructed under the supervision of an architect assisted by qualified clerks of works. The architect should inspect the works regularly and be responsible for them. A small nucleus of clerks of works, such as assistant engineers, on a semi-permanent but non-pensionable basis would be required, the remainder being engaged on a purely temporary footing for individual works as occasion arose.

Suggested
procedure.

340. To enable this proposal to work in practice it would be necessary to abandon the elaborate system of accounts and checks which the public works code and the public works accounts code prescribe. We suggest the following outline of the work would give a suitable simplified procedure:—

(i) work of architect—

- (a) preparation of designs,
- (b) inspection of works;

(ii) work of departmental engineers—

- (a) preparation of estimates and of budget demands for work and establishment,
- (b) placing of contracts for each work with full authority to accept tenders, provided they are covered by the sanctioned estimate,
- (c) power to pay bills for work done on a percentage of the total quantity of each class of work shown in the estimate, and without the preparation of detailed measurements,

- (d) authority to exceed allotments, provided the excess could be met by re-appropriation from another work under the same departmental head of the budget.

341. Original building works estimated to cost Rs. 50,000 or less should be constructed by heads of departments, the technical advice and supervision in the *mufassal* being given by the District Engineer. The original plans would be passed by the Public Works Department, which would also be responsible for the final supervision. It would be necessary to remunerate District Boards for the services of their engineering staff for this purpose, and we suggest that while 15 per cent. should be the maximum, 10 per cent. of the estimated cost would normally be a suitable amount.

Smaller original building works.

342. Dilapidations and repairs in Calcutta should, we consider, be carried out by contract to the satisfaction of the Public Works Department. In the *mufassal* all petty repairs should be carried out by the departments concerned. Rates for this class of work could be prepared by District Engineers, and, if necessary, approved by the Public Works Department. Other repairs to buildings in the *mufassal* should be carried out by the engineering staff of the District Board.

Dilapidations and repairs.

343. There are 1,022 miles of roads maintained from provincial revenues. A few of these which are important lines of communications should be maintained as at present. We think the trunk road from Calcutta towards Benares, and possibly the Siliguri-Darjeeling-Lebong road, and the Teesta valley road would come within this category. It will probably also be necessary to retain the Calcutta maidan roads. The remainder we consider to be of purely local interest, and should be made over to the local authorities to be maintained by them or not as they please.

Roads.

344. We have been told on good authority that the present mass of routine and accounts work constitutes a serious burden on an executive engineer and his staff, to the detriment of the main executive duties of this officer. The evidence shows that the Public Works Department is loaded with an elaborate accounts procedure which all who are conversant with it consider should be simplified. We have been assured that if the accounts works were simplified there could be a material reduction in staff, and greater departmental efficiency. We accept the proposal that has been made to us that a small committee should investigate the routine and accounts work that the codes now prescribe, in order that all unnecessary work may be eliminated. We recommend that this be done.

Committee to investigate system of accounts.

345. It appears that a large number of plans and estimates are prepared by the Public Works Department on the requisition of other departments for projects that never mature. The figures given to us show that in the year 1919-20 about 600 estimates and requisitions were

Infructuous schemes.

sanctioned with funds, and about 560 further projects were prepared which have proved infructuous. This is evidently a fruitful source of waste of time and labour, and we suggest that the Public Works Department should be entitled to decline to draw up plans and estimates, unless the requisitioning department can satisfy them that funds will be forthcoming in the near future.

Stores.

346. We would like to see the stores department abandoned, and local purchase of material permitted. This would result in a reduction of English purchases, and enable inspecting staff and local establishments to be reduced.

Reduction of staff.

347. Our proposals have of necessity been given in outline only, and it is impossible for us to say with any exactness to what extent their adoption would enable the Public Works Department to be reduced. But apart from the architect and his staff it seems to us that a permanent staff of two superintending engineers, six to eight executive engineers, and a few assistant engineers will be sufficient when the simplified procedure we have advocated has been introduced.

348.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Establishment	8,00,000	...	...
Total	8,00,000	...	...
Net reduction	...	Rs. 8,00,000	

CHAPTER XIX.

46.—Stationery and Printing.

349. Under this major head are combined the expenditure on stationery supplied to all officers of Government, and the cost of the Secretariat Press and of the Forms Press. Extent.

350. The position is roughly this. Stationery is obtained on indent by officers from the Controller of Stationery, who is directly under the Government of India. Each indenting officer is limited to a fixed annual monetary allotment, within which he can obtain the stationery he requires at the current rates. The rates are fixed by the Controller of Stationery. The two presses are entirely under the local Government, the Secretariat Press being administered by the Finance Department, and the Forms Press, which employs a large force of convict labour, by the Jail Department. The paper required by these presses is obtained on indent from the Controller of Stationery at rates fixed by him. The Secretariat Press does all the ordinary printing of the local Government, and the Forms Press supplies all forms on requisition from local officers, and also envelopes other than those used for demi-official correspondence. Present procedure.

351. Under the head of stationery supplied from central stores are included the stationery and paper obtained from the Controller of Stationery. The growth in expenditure is shown by the following figures in thousands of rupees:— Growth of expenditure.

1913-14	...	...	...	7,58
1918-19	...	...	...	7,59
1922-23	...	...	...	12,80

The detailed figures of the cost of paper supplied to the presses so far as we can ascertain them, are—

		1918-14.	1918-19.	1922-23.
Paper	Secretariat Press ...	...	1,37,627	1,62,000
	Forms Press ...	3,21,000	5,08,000	8,00,000

The increase is accounted for by the rise in the price of stationery and paper in recent years, and the increased consumption of paper by the presses, mainly the Forms Press.

352. As regards stationery there are obviously two main considerations: the consumption, and the price. The price is that catalogued Stationery, and paper.

by the Controller of Stationery, and includes a charge of 5 per cent., to meet the overhead and handling charges of his office. This 5 per cent., which is charged both in respect of stationery and paper, represents a dead loss to the local Government, for there seems no reason why the local Government should not obtain their supplies direct as cheaply as does the Controller of Stationery. On the figure for 1922-23, the 5 per cent. charge works out at a little over Rs. 60,000. Our first suggestion, therefore, is that the local Government should obtain their stationery and paper direct, and not through the Controller. Other things being equal, the saving will not be as much as Rs. 60,000, as the cost of checking indents, and of despatching stationery up-country will have to be met. We think, however, that Rs. 50,000 is a fairly safe figure.

Quality of stationery.

353. The quality of the stationery supplied has been generally condemned. Ink, pencils, knives are all said to be poor, and sealing-wax in a class of inferiority by itself. This is obviously wasteful. We think it not unlikely that stationery of better quality, could be obtained by the local Government at rates that would compare favourably with those now paid by the Controller of Stationery. We are of opinion that a thorough enquiry in this direction should be made.

Consumption of stationery.

354. The question of consumption is more difficult. A monetary allotment is a useful check on extravagance, but it is at best a rough one, for it is based on averages which are not in themselves wholly reliable. A quantitative allotment for each officer actually employed would be more satisfactory. Originally the money value was based on a quantitative estimate, but it has not been revised at regular intervals, and the amount of an officer's allotment is varied only with the general rise and fall of the price of stationery articles. Another inherent disadvantage of a monetary allotment is that it is almost certain to be worked up to in full each year. We understand that within these allotments, officers are allowed to choose the quality of their stationery. If they have enough money they will naturally select the better qualities; they will rarely, if ever, refrain from spending the whole of their allotments.

Wasteful usage.

355. Another factor is the generally alleged waste. This takes the forms of extravagance in use, appropriations of official stationery for non-official purposes, and carelessness by which stocks are allowed to lie about until they become deteriorated by the climate. There is no remedy for this except a sense of personal responsibility and strict supervision. We have been informed that over 2,000 discarded file-boards in good order were recently collected in the Secretariat. Although waste will probably never be eliminated entirely, we think it could be curtailed.

Recommendations.

356. Our recommendations in regard to the consumption of stationery are that the articles should be standardized, and that local officers should not be given the option to purchase more expensive qualities merely

because their allotments admit of this being done. A detailed quantitative estimate of the needs of each officer should then be prepared so as to allow as small a margin for waste as is practicable. The standardization should precede the detailed estimates, for if the pencils, for instance, are good, fewer will be required than if they are bad. If this were done thoroughly we doubt if there would be any need for the voluminous indent form that is now in use. The requirements of an office would be known with accuracy and would be fixed, and any modification from the normal requirements due to an increase or decrease in staff could be set out in a very simple way. If an officer requires for himself and his staff 200 pencils and 10 knives in a year, and the strength of his staff remains unaltered, we can see no advantage in his filling up a complicated form each year to say that his consumption for the last three years has been 200 pencils and 10 knives per annum, and that he wants the same quantities for the coming year. The aim should be to arrive at the normal annual requirements of an office, and to have them supplied automatically once every year. We think all emergent and supplementary estimates should be forbidden. We would continue to debit each department with the value of the stationery supplied to it.

357. There are two points to which we wish to refer before leaving the subject of stationery. We think it is unwise to include in a stationery allotment the cost of articles the use of which cannot be controlled by the officer concerned. Thus, Chubbs locks are ranked as stationery, and if under the orders of the Accountant-General another currency chest has to be maintained requiring four new Chubbs locks, the cost of these locks, we understand, has to be met from the district stationery allotment. We consider this is not good business, for it invites reprisals in the shape of extravagant indents. Local control.

358. The purchase of country stationery to meet emergent needs is allowed up to a sum of Rs. 20 at a time. There is, however, no limit to the number of times expenditure up to this amount may be incurred in a year. The result, we are informed, is that the expenditure on country stationery is considerable, and, in some instances, exceeds the cost of the stationery obtained on indent. We think that if permission to purchase country stationery in this way is continued, a reasonable yearly maximum should be fixed. Purchase of country stationery.

359. The Secretariat Press, which includes the Darjeeling Branch Press, and the Private Secretary's Press, presents some interesting questions. That of avoiding the 5 per cent. charge by the direct purchase of paper has already been referred to. Another point arising out of this is that direct purchases would probably result in a further reduction of cost, by securing paper locally or from Europe or America at cheaper rates. Secretariat Press.

Unnecessary printing.

360. A prominent feature of the press is that it prints what it receives, without question as to whether printing is necessary. There are general instructions as to what officers can requisition the services of the press, and when matter should be typed instead of being printed. But we are informed there is much unnecessary printing, and we feel there is a strong case for a detailed examination of the work given to the press, and for the elimination of all that is superfluous. When this has been done it should not be difficult for the Superintendent of the Press, with the aid of the Finance Department, to check any further tendency in this direction.

Standing type.

361. There is a good deal of waste in standing type through delay on the part of departments in returning proofs and giving print-off orders.

Cost of Government printing.

362. It has been urged from several quarters that the printing work of Government could be done more cheaply and expeditiously by private printing firms, and that the maintenance of the Secretariat Press is an unnecessary extravagance. In some instances, this opinion is based on the vague idea that whatever is done by Government is unnecessarily costly. In others, the reference to rotary machines shows that the nature of the work done at the Secretariat Press is not appreciated. The official evidence is that the cost would be greater if the work were given to private firms.

Proposed investigation into cost of Government printing.

363. In our opinion the material for a decision of this question is not now available. It is, however, so important, in the interest of economy, that we consider it should be investigated thoroughly. The first step is to put the press on a strictly commercial basis, and to subject it to a proper costing system. This is necessary for other reasons as well, for at present no debits are raised against departments for their printing, and reliable figures of cost are not available. When the full and proper cost of the various classes of printing has been arrived at, it will be possible to decide if the work could be done more cheaply by private firms. In calling for tenders it will be necessary to explain frankly to firms the conditions under which the work will be given out, and to offer a substantial volume for a term of years. If it is found that the work can be done satisfactorily, and at smaller cost, by private firms, the case for closing the press for all but the most confidential work will, we think, be complete.

Costing system.

364. We recommend that a proper system of costing be introduced forthwith, and that departments be charged for their printing. They should be charged at suitable rates for type kept standing unnecessarily.

Forms Press.

365. Much of what has been said applies also to the Forms Press. It should be worked as a commercial undertaking with a proper costing system, departments should be charged for the forms supplied, and the

question whether the work could be done more cheaply by private firms should be settled in the manner we have indicated.

366. There are other matters connected with the Forms Press that require notice. Forms are either standard or non-standard. Standard forms are those which are in general use. Type-forms for these are kept standing and copies are printed off annually to meet the total requirements. A reserve stock of 25 per cent. or 12½ per cent. of the normal annual consumption is maintained for forms that are liable to heavy or moderate supplementary demands. In other cases the reserve is fixed at 2 per cent. Non-standard forms are special forms printed for particular offices. The requisite number is printed on indent and the type is then broken up. No reserve stock of non-standard forms is maintained.

367. There are over 12,000 standard forms and 3,500 non-standard forms. We regard these figures as ridiculously in excess of what is necessary. We have been shown no less than 70 different standard forms of official letter heading, whereas we have little doubt that five would be ample. The waste in standing type must be considerable, and inasmuch as 107,500,000 forms were printed in 1921-22 the stocks must be immense. It is not possible for us to indicate the extent of the reduction that is possible, but we recommend that it be made the subject of a special enquiry, and that both standard and non-standard forms be reduced to the minimum.

368. In the matter of wasteful usage we believe the position is worse than in the case of stationery, and we think an all-round reduction of 20 per cent. would produce no appreciable inconvenience. Although the consumption of forms fluctuates more widely than the consumption of stationery we consider an attempt should be made to fix a standard annual consumption for each office, and to do away with many of the details that have now to be supplied in the form of indent.

369. We recommend that as a general rule no supplementary or emergent indent should be allowed. They dislocate the work of the press to a large extent, and are mainly the result of careless indenting. If this were enforced, as is done in Madras, no reserve stocks of forms would be necessary.

370. The Forms Press makes and issues official envelopes. Here also there are too many kinds, which a little consideration would curtail. The use of economy labels has been introduced partially. The extended use of these labels in an intelligent manner would enable the supply of envelopes to be reduced by two-thirds, and we recommend that the supply of envelopes be decreased, and the supply of labels increased until this has been achieved.

371.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Direct purchase of paper ...	50,000	...	...
Stationery ...	20,000	...	...
Printing ...	40,000	...	...
Forms ...	1,00,000	...	...
Total ...	2,10,000	...	...
Net reduction	... Rs. 2,10,000		

PART II.

CHAPTER XX.

Devolution of financial powers to local authorities.

372. A matter in which we are required by our terms of reference to make a specific recommendation is whether it is desirable to relieve provincial revenues by devolving financial powers and responsibilities on local bodies in order to meet a larger expenditure on education, sanitation, agriculture, and other similar purposes, if it is decided to undertake a greater expansion of these activities. This question raises considerations of policy, as well as of finance, and we welcome the opportunity it gives of explaining at some length our views in regard to the development of what are commonly known as the nation-building departments. **Terms of reference.**

373. We begin with the financial aspect, and here the salient point to remember is that the estimated annual revenue of the province is about Rs. 10½ crores which is the equivalent of £7 millions sterling. The population of the province at the recent census was 47,592,462. A large sum is also derived from the province by central taxation to supply the needs of the Central Government for the maintenance of the Army, and the administration of central departments. We do not wish to touch on the question of the financial settlement which initiated the new constitution beyond saying that the views of the local Government, which are well known, are shared by us in full. The point we wish to emphasize is that, including the revenue derived from the new taxation imposed in the current year, the estimated annual income of the province is Rs. 10½ crores only, and unless times of exceptional prosperity are ahead, it is not likely to exceed this sum to any appreciable extent except by the imposition of fresh taxation. **Financial position.**

374. It is axiomatic that the first duties of Government are to give security, to enforce law and order, to collect the public revenues, and to provide an efficient judiciary and magistracy. These duties should be carried out at a minimum of cost, and in the proposals we have made we have endeavoured to reduce expenditure on them to the lowest that is compatible with the maintenance of security. What remains after the provision of the essential services should be devoted to the development of the resources of the country, and to what, for want of a better **Duties of Government.**

collective expression, may be described as the nation-building activities. These activities, and the development of provincial resources, we regard as the life and sinews of the people.

Transferred departments.

375. In dealing with the transferred departments we have not hesitated to recommend a substantial reduction of expenditure. Our aim has been to arrest the growth of what, we think, are wrong tendencies, to dispense with superfluous staff that is consuming much of the revenues of the province, and is clogging rather than helping the machine, to simplify and to co-ordinate, so that with the money thereby made available, there may be a more healthy and rapid growth of activities that promote the advancement of the people.

Progress and expenditure.

376. If our proposals are accepted a moderate revenue surplus will be secured, the major portion of which will presumably be spent on the activities we are considering. Even so, the money available will not be sufficient to meet the developments that are needed. We have been told that a condition precedent to the realization of a sound system of primary education,—and we can think of no direction in which progress is more urgently necessary,—is the improvement of the pay of the primary school teacher in order to attract a better class of man. We have been told that it should not be less than Rs. 20 a month, or double of what now it normally is. There are 40,000 primary schools in the province, and this suggestion alone involves an increased expenditure of Rs. 48 lakhs a year, without adding a single school. Those who are conversant with conditions in the *mufassal*, and who have at heart the needs of the unassertive forty millions of people, know how much remains to be done in education, public health, medical relief, agriculture, co-operation, water supply, and in other directions. What we think is not generally recognized is the very large expenditure that even moderate progress will entail. Even when the machinery of Government has been simplified and pruned to the full, the provincial revenues, on the present basis of taxation, will be unable to furnish more than a comparatively small part of the funds ultimately required. The question we have to answer is whether, if an advance is made, the necessary funds should be obtained by provincial or by local taxation.

The practice of other countries.

377. It is evident that in whichever way additional funds are raised they can come only from the people themselves, and the question becomes one of general financial expediency. The practice of other countries affords some guide and in the last chapter of his book, "The economic life of a Bengal district," the late Major J. C. Jack gives some interesting figures. Major Jack's enquiries, which were confined to the district of Faridpur, were carried out with great care by an efficient agency under most capable supervision, and the results may be taken to be applicable broadly to the whole of rural

Bengal. The figures that have bearing on the subject we are discussing are as follows:—

	REVENUE DERIVED PER HEAD OF POPULATION.		Percentage of total revenue derived by local authority.
	By Government.	By local authority.	
	£ s. d.	£ s. d.	
Great Britain	3 17 0	3 0 0	47
France	4 16 0	1 12 0	25
Italy	2 15 0	1 1 0	28
Denmark	2 11 0	2 1 0	44
Sweden	2 4 0	1 16 0	45
Holland	3 1 0	2 11 0	45
Japan	1 2 0	0 12 0	28
Faridpur	0 3 4½	0 0 3½	12

These figures relate to pre-war conditions. The effect of subsequent legislation in Bengal has been to increase the revenue obtained by Government and, therefore, to lower the proportion of the total revenue derived by local authorities. We think the figures we have given justify the conclusion that, in comparison with the practice of other countries, local taxation is relatively lower in rural Bengal, and that if further taxation is imposed it should be local rather than provincial.

378. There are, however, other and more important aspects to be considered. The first is the need for increased participation by the people in the management of their local affairs, and the second, which is a corollary of the first, is the value of associating responsibility with participation. Another principle of great importance is that those who enjoy benefits should pay for them. We shall, perhaps, be able to express our views most clearly if we take a concrete example. We will assume that Government have put before the legislature a far-reaching scheme of primary education which involves an immediate recurring expenditure of Rs. 50 lakhs a year, to be increased by the gradual extension of the scheme to Rs. 2 crores a year. We will assume also that the most that can be spared for this purpose from the surplus revenue of the province is Rs. 30 lakhs. The legislature by its acceptance of the scheme will have laid down the cardinal principles governing the development of primary education, and will have prescribed the

General principles.

minimum advance. On the basis of our assumptions a sum of Rs. 20 lakhs would have to be raised annually to secure the minimum observance of the scheme. The two alternatives would be to raise Rs. 20 lakhs by additional provincial taxation and make over Rs. 50 lakhs to local authorities, or to distribute the available Rs. 30 lakhs and require local authorities to raise Rs. 20 lakhs locally. We prefer the second alternative. We feel that money raised locally for a definite local object is more likely to be spent economically than money raised provincially and distributed to local bodies. A man who is called upon to pay directly and specifically for the establishment and maintenance of a village school is going to be more interested in seeing that it is a good school, and that he gets a proper return for his money, than if he pays for it indirectly in general provincial taxation. One of the greatest needs of nation-building activities is the co-operation and interest of the people benefited by them, and we know nothing more likely to bring home to the public their opportunities and responsibilities than the stimulus of local taxation. There is also an elasticity in local effort which is absent from provincial taxation; for example, much assistance in kind would probably be given by the construction and maintenance of school houses.

**Advantages
of local
effort.**

379. The case becomes stronger when we consider an advance beyond the minimum prescribed by the legislature. The minimum should be so fixed, we consider, as to demonstrate the value of the scheme, and to arouse local interest and effort. The response will be greater in some areas than in others, the rate of advance and the financial needs unequal. In such circumstances we consider there is serious objection to relying wholly on provincial taxation. If the inhabitants of a particular area desire a specially rapid development of primary education, they, and not others, should pay for it. We are opposed to the use of provincial revenues to confer exceptional, though desirable, benefits on particular localities. Another point follows from this. It is that by relying on local rather than on provincial taxation greater scope and incentive are given to local effort.

Views.

380. It will be clear, we hope, from what has been said what our views are. Briefly they are that the legislature, on the initiation of Government, should lay down the principle to be observed, and the minimum advance to be made, pitching the minimum sufficiently high to demonstrate the real value of the scheme enforced. Administration would be in the hands of local authorities, but control should be exercised by Government by means of grants from provincial revenues, and it should be open to Government to regulate the amount of the grant in accordance with the degree of local effort. In the event of failure to make the minimum advance, Government should be empowered to take the matter out of the hands of the local authority, and to give

effect to the law. The whole of the money required, apart from the Government grants, should be raised by local taxation.

381. It has been represented to us that it would be unwise to put on local authorities the odium attaching to taxation, as being a feature which in itself is likely to detract from the popularity of nation-building activities. We have met this in part by the suggestion that the State should insist on a minimum achievement by local bodies. This insistence will relieve local bodies, to that extent, of the responsibility for the taxation it entails. But we think the proper answer to this objection is a much wider one, and that the issue is between an intermittent feeding with Government grants without the vital association of the people in the activities that affect them so closely, and the quickening influence of democratic government conferring wide opportunities and responsibilities. We entertain no doubt as to which is the right course, and we recommend that if it is decided to incur larger expenditure on education, sanitation, agriculture, and other similar purposes, the necessary funds should be obtained by devolving financial powers and responsibilities, in the way we have indicated, on local bodies. **Recommendation.**

382. We are of opinion that before recourse is had to a substantial extension of local taxation, the views expressed by Major Jack in his book, to which reference has already been made, should receive careful consideration. We are not satisfied that either the cess or the chaudiari tax affords an ideal form of taxation from the point of view of an equitable distribution of the burden. **Form of local taxation.**

383. In our remarks on individual departments we have recommended the transference of certain financial responsibilities from the local Government to local authorities. We have not gone as far as we should like to have gone, because we realize that until a decision has been reached on the questions raised in this chapter it would only add to the financial embarrassment of local bodies. But on the lines we have indicated we would like to see a considerable transference to local control of activities now undertaken in whole or in part by Government. For instance, we consider that, as a general rule, all district hospitals and dispensaries should cease ultimately to be a direct charge on provincial revenues. We see no reason why Government should pay any part of the salaries of district health officers, nor why local authorities should not pay in full for the services of medical officers lent to them. We think that Government should lay down a progressive policy, should insist on a minimum of achievement, should give by way of grants what is reasonable and can be met from provincial revenues, and that what is required in addition should be raised by local taxation. **Transference of responsibilities to local authorities.**

384. There is another important matter to which we wish to refer. When dealing with agriculture, co-operation, and industries we have recommended the elimination to a large extent of separate district agencies, and the concentration of the work in the hands of the circle **District Officers.**

officer, where he exists, and of the ordinary district staff elsewhere. This recommendation, though generally accepted on the ground of economy, has been subjected to one important criticism. It has been urged that by placing this work under the control of the District Officer, local self-government in the widest sense will become officialized, and that its progress will be retarded through lack of association with it of the best non-official workers. The present tendency being to rely more and more on non-official agency, our proposal has been stigmatized as retrograde. We are in full accord with the feeling underlying this criticism, and we have been at some pains to indicate the paramount importance, in our opinion, of the close association of non-officials with the activities of the transferred departments. The position now is that the departments in question are manned by officials, each with its own separate hierarchy down to the lowest order. We recognize, however, that the district representatives of these departments do not exercise the same degree of official influence, as does a circle officer backed by his Collector. While we recognize the force of the criticism, we think it is more theoretical than practical, and that it fails to take into account the significant change introduced by the reformed government. The District Officer is no less the servant of the Governor acting with the advice of his Minister than he is the servant of the Governor in Council. The policy of the transferred departments is in the hands of Ministers commanding the confidence of the legislature, and it is their policy that the District Officer is required to carry out. In giving effect to the policy that is laid down for him the District Officer can have no option but to work in the closest association with non-official bodies and individuals.

Need for the District Officer's services.

385. We feel there is another important aspect of this question that needs to be emphasized. The most vital need for many years to come will be the development of self-governing institutions side by side with the expansion of the resources of the province. It is work that will demand high administrative qualities, driving force, and strict impartiality. We have looked for an agency of this character in the districts, and we are convinced there is no one so suitable as the District Officer provided he works in close association with the local authorities. We go further than this and say that if the District Officer is omitted from the scheme of nation-building development, a most powerful agency for good will have been discarded. We do not believe that the people or the Government can afford to dispense with the services which the District Officer is capable of rendering, and which, we believe, he is ready to give, notwithstanding the altered conditions, to the best of his ability.

Suggestions.

386. We have been told that circle officers are inclined to regard themselves as responsible only to the Collector, and to ignore the wishes

of the District Board in regard to the extension of village self-government. We do not know if this evidence voices a general feeling, but we think there should be little difficulty in ensuring the proper co-ordination of official and non-official effort. The main work of a District Board is conducted by committees, and we suggest that, if it is not already the case, a committee should be appointed by each District Board, with the Chairman of the Board as Chairman of the committee, to transact the business of the Board in regard to village self-government. The District Officer should attend the meetings of the committee without the right to vote on any of its proceedings. He should be present to give information, to offer advice, and to obtain first-hand the wishes of the committee, and of the District Board, in matters of village self-government. As the executive officer of Government serving local needs, the District Officer would give effect to the wishes of the District Board unless he considered they conflicted with the orders of Government. By some such arrangement as this, we believe the proper order of things, by which the District Officer and his subordinates would work with and on behalf of the District Board, would be secured. In other activities, such as agriculture and co-operation, we think advantage would accrue from the association of advisory district committees with the District Officer.

CHAPTER XXI.

Indianization of the services.

**Government
of India
Act 1919.**

387. No recommendations for effecting all possible reductions in the expenditure of the local Government would be complete without a reference to the Indianization of the services. This matter has been the subject of much consideration and discussion, and the Royal Commission on the Public Services in India make important recommendations in regard to it as late as August 1915. Since that date, however, the position has been materially altered by the declaration of 1917, and the passing of the Government of India Act, 1919. The preamble to the Act declares the accepted policy of providing for the increasing association of Indians in every branch of the administration, by means of advances, the time and manner of which are to be determined by Parliament.

**Importance
to provincial
Government.**

388. It is perhaps desirable to emphasize the increased interest of the local Government in this question since the introduction by the reforms of provincial financial independence. The financial position and outlook of the province can scarcely be regarded as satisfactory, and without further taxation there is little prospect of substantial improvement except by the reduction of expenditure. When little money is available for the development of much-needed activities, the maintenance of a more expensive agency than is necessary constitutes a drain on provincial resources that is open to criticism. We are aware that the question of the Indianization of the services cannot be judged by financial considerations alone, but it is obviously one that has an important financial bearing.

**Advances
advocated.**

389. Recognizing that the time and manner of each advance must be determined by Parliament, we propose to offer very general suggestions. In our view some advance beyond the present position in the direction of increased Indianization is possible in all services, without impairing the character and efficiency of the administration. In the security services, in which we include the Indian Civil Service and the Indian Police, the advance must of necessity be slower than elsewhere, but we consider that the judicial service might be Indianized with some rapidity by the recruitment to it in future of non-Europeans only. We see no difficulty in this, and it would give appreciable financial relief. In other services the general advance might be equally rapid, although in many departments European officers will be necessary for some years to come, partly for the maintenance of western standards, and partly because a sufficient number of Indians with the necessary qualifications are not

available. The Indian Medical Service and the Imperial Forest Service are cases in point. In the Education Department we feel it will be necessary to reserve certain posts for Europeans, but with these exceptions complete Indianization seems desirable. We do not wish, nor do we feel competent, to go into greater detail, but we recommend that, in the interests of the reduction of expenditure, as large a measure of Indianization as is practicable should be given effect to.

390. A matter that seems to call for the most careful consideration is the manner in which Indianization should proceed. The alternatives are the increased recruitment of Indians to the Imperial services, and the formation of purely provincial services embracing the posts that Imperial officers now hold. When the number of Indians in the All-India services was small their remuneration at European rates of pay was of slight importance, but the continued recruitment of Indians in this manner must, we think, result in an unnecessary and unjustifiable burden on provincial finances. Ultimately, the legislature will control the conditions of service of the administrative agency, and the legislature will probably insist on taking into the public services men of its own province on terms that are based on purely provincial considerations, without reference to European or All-India conditions. Europeans, presumably, will be recruited in so far as they are required as members of the provincial services, with special concessions in the form of overseas allowance, and in other directions. We know that these conditions have not yet been reached, but they are probably not far distant, and, in any event, we feel strongly that they should be recognized, and that Indianization, to the extent of its advance, should proceed on provincial rather than on All-India lines.

Lines on
which Indian-
ization
should
proceed.

391. There is another factor that has an important bearing in this matter. We believe there is no doubt that at the present time the provincial services attract the best candidates the province can produce, and this would certainly be the case with a provincial service that offered higher attractions in the shape of posts now reserved for an Imperial service. We consider there is no case for paying more than will attract the best men of the province. The present system, if persisted in, must lead in time to the employment of an indigenous agency at an unnecessarily high rate of remuneration, and to an unjustifiable imposition on provincial revenues. Much harm has already resulted. The recruitment of Indians to the All-India services has created an unnecessarily high standard of remuneration in the provincial and subordinate services, and has led, in some instances, to the promotion of Indians from a provincial to an Imperial service without any increase of duties or responsibilities. We consider that the recruitment of Indians on the present terms to the All-India services should cease, and that such Indianization as may be determined on should be made from the sole standpoint of provincial conditions.

Provincializa-
tion of
services.

CHAPTER XXII.

Pay of the services.

Recent
revision.

392. In the last few years there has been a substantial improvement in the pay of all services. The question was gone into with great care by the Public Services Commission, who laid down the criterion that Government should pay so much, and so much only, to their employees as is necessary to obtain recruits of the right stamp, and to maintain them in such a degree of comfort and dignity as will shield them from temptation, and keep them efficient for the term of their services. This criterion, we think, still holds good. We shall consider the All-India services first.

All-India
services.

393. We do not propose any general alteration in the pay of the All-India services. In the case of European officers, who are subject to increased cost of living in India and Europe, increased educational expenses, and increased passage fares when they go on leave, we feel no reduction would be possible without seriously affecting recruitment. We have indicated elsewhere that we are opposed to the further recruitment of Indians to the All-India services on the present terms. If, however, it is decided to continue to recruit Indians to the All-India services we think there should be an adjustment of pay to ensure that an Indian officer is paid at substantially lower rates than an European officer. It appears to us that the difference of pay represented by the present scale of overseas allowance is inadequate, and we consider that having regard to the inherent differences in the conditions of service, the pay of an Indian member of an All-Indian service should be two-thirds of the pay of an European officer of the same standing. We propose to effect this by increasing the overseas allowance, which ranks as pay, so that the scale of pay minus the overseas allowance is two-thirds of the present scale including overseas allowance. Thus the initial pay of the Indian Civil Service is Rs. 600 including Rs. 150 as overseas allowance. By our proposal the total would remain unaltered, but the pay would be Rs. 400 and the overseas allowance Rs. 200. An Indian officer would draw Rs. 400 and an European officer Rs. 600. We propose that this should be applied throughout in the case of posts reserved for the All-India services. We think this recommendation, which has received overwhelming support from witnesses of all shades of opinion, requires no special justification, but there is a precedent that supports it. The pay of a Member of the Secretary of State's Council is £1,200, and Indian Members receive, in addition, an overseas allowance of £600.

We suggest that the application of this principle to Indian Members of the Executive Council, and to Ministers would be suitable.

394. In regard to services, other than the All-India services, and to individual posts held by Indians not included in any service, we think an all-round reduction of pay is called for. The recent revisions of pay were initiated by the Public Services Commission, though their recommendations have been exceeded. When, on account of the war, prices began to rise, establishments were granted relief in the form of temporary allowances, which continued until they were replaced by permanent revisions on a time-scale basis. Most of the revisions were made in the year 1920, when prices were at their highest, and we think it was precipitate to stabilise rates of pay at that juncture. There has certainly been a fall in the cost of living since 1920, and tendencies point to a continuance in this direction. In Bombay an attempt to estimate the fluctuations in the cost of living gives the following index figures:—

Services
other than
All-India
services.

October 1920	...	193
October 1922	...	162

or a fall of 16 per cent. We do not attach much importance to these figures, but they support our view that there has been a marked fall in the cost of living since the pay of the provincial and subordinate services was revised.

395. The evidence we have received is whole-heartedly in favour of a reduction of pay, and the general feeling is that unnecessary generosity was shown when the revisions were made. Some services were treated exceptionally well, and we shall refer to these later. But as a general measure of economy we recommend the application of the following percentage reductions to all officers not members of the All-India services and not employed on specific contracts:—

Proposed
reduction
of pay.

Present pay.	Percentage of reduction.
Rs. 250 or less	Nil.
More than Rs 250 and not less than Rs. 500	5
More than Rs. 500 and not less than Rs. 1,000	10
More than Rs. 1,000 and not less than Rs. 1,500	15
More than Rs 1,500 and not less than Rs. 2,000	25
More than Rs. 2,000	33½

Adjustments will be necessary at the points where the percentages change.

396. We do not propose to attempt to suggest the time-scale rates of pay that would follow from this recommendation. We recognize that some rounding off will be required, and that the local Government require no assistance from us in the matter. We do not propose that existing pay should be reduced, but that increments should be withheld until an advance is permissible under the new time-scale of pay.

Method of
effecting
reduction.

Special cases.

397. There are two classes of officers who, we think, were dealt with exceptionally generously under the recent revision. Inspectors of excise, who were formerly on a rate of pay a little inferior to inspectors of police, have been granted the same scale as the subordinate executive service. We agree with the view that this is unnecessary, and we recommend that they be put on the same scale of pay as inspectors of police. Munsiffs, by general consent, are being paid more than an economic wage. Their maximum was raised from Rs. 500 to Rs. 700 at the late revision. We think it should not exceed Rs. 600 in present conditions. We also think their pay on confirmation should not exceed Rs. 300.

Proposed pay on provincialization of services.

398. Our remarks hitherto have reference to conditions as they are, and we wish now to give in outline our views in regard to the general scales of pay that should be observed in the future when the Indianization of the services proceeds on a provincial basis as we have recommended. We think there should be two grades of service in each branch of the administration, a provincial and a subordinate. The provincial service would embrace, as we have explained, posts of district rank. In the judicial service, for instance, the posts of District and Sessions Judge would be filled by members of the provincial judicial service. We contemplate an initial pay on confirmation ranging from Rs. 200 to Rs. 275. The maximum for officers not holding posts of district rank should, we think, range from Rs. 650 to Rs. 750. Selection grades would be unnecessary in view of the added prospects. On attaining district rank we think a range of pay from Rs. 800 to Rs. 1,000 as the minimum, and Rs. 1,250 to Rs. 1,500 as the maximum, would be suitable. To explain our proposals we suggest the following as suitable rates of pay for the provincial judicial and police services:—

(a) Judicial—

Rs. 275 on confirmation.

Rs. 275 to Rs 750 as a judicial officer of less than district rank.

Rs. 900 to Rs. 1,250 as an Assistant Sessions Judge.

Rs. 1,000 to Rs. 1,500 as a District and Sessions Judge.

(b) Police—

Rs. 200 on confirmation.

Rs. 200 to Rs. 650 as a police officer of less than district rank

Rs. 800 to Rs. 1,250 as a Superintendent of Police.

Subordinate services.

399. The subordinate services would require a wider range of pay than the provincial services, but we think the highest pay on confirmation should be Rs. 175 and the maximum pay of the service Rs. 500. Although we would not absolutely debar promotion from the subordinate to the provincial service, we think recruitment to the latter should

ordinarily be direct. In this view a selection grade not in excess of Rs. 550 might be provided. There is at present no subordinate judicial service. We think there should be one, especially if any appreciable Indianization of the higher judicial service takes place. We think this for two reasons. The first is that officers should not be too old when they become District and Sessions Judges, and the second is that the work of a munsiff is of a character that can, and should, be performed by a cheaper agency than the provincial service would provide. Members of the provincial service would, of course, be munsiffs as part of their necessary training and experience, but we regard this class of judicial work as being of a calibre that can be discharged by a subordinate service.

400. We think there is no sound reason for the judicial pay of Rs. 150 which is now given to members of the Indian Civil Service on the judicial side. We have been told that judicial work is more irksome than executive work. It probably is, but it normally affords more leisure and peace. In our view there is no practical difference between the conditions of the two branches of the service that requires compensation in the form of additional pay. The personal wishes of officers are consulted and deferred to as far as possible, and we think nothing further is needed.

401.

Minor or detailed head.				ESTIMATED		
				Savings.	Increase of revenue.	Loss of income.
				Rs.	Rs.	Rs.
Pay	...	...	...	9,00,000	...	...
Total			...	9,00,000	...	...
• Net reduction				...	Rs. 9,00,000	

CHAPTER XXIII.

Holidays, Leave, and the Hill Exodus.

Holidays.

402. We recommend that the Government holidays should be restricted to public holidays. These amount to 81 days in the year, including Sundays, and appear to us to be a liberal allowance. It is difficult to justify anything in excess of this, and if business houses find public holidays sufficient, Government, whose establishments on the whole are better treated in matters of pay, pension, and hours of attendance, would appear to have no grounds for exceeding them. This proposal would eliminate 10 Government holidays a year. We have dealt with the question of civil court holidays in the chapter on the administration of justice.

Effect of reduction of holidays.

403. Although we have been told that establishments in executive offices in the *mufassal* are fully employed, we understand that the last Saturday of the month is observed as a holiday as a general rule. If this were not the practice, and if the holidays were reduced as we have suggested, executive establishments would increase their working days by 22 in the year, or by 8 per cent. That this represents money will be clear by applying it to an establishment of 3,000 officers. An increase of 8 per cent. in the number of working days, would, other things being equal, permit of a reduction of 240 on an arithmetical basis, and of certainly over 200 actually. Taking an average monthly pay of Rs. 50 the salaries bill for 200 officers would come to Rs. 1,20,000, and their total cost to not less than Rs. 2 lakhs. We think there is room for economy here, and that the adoption of our proposals would, at least, meet the complaint of overwork in executive offices, and make further increases of staff unnecessary.

leave.

404. We understand that since the introduction of the fundamental rules the charges on account of leave have materially increased. The provision by which an officer serving in his own country is able to take four months' leave at a time on full average salary seems to us to be extraordinarily generous, and, in view of the fact that he works for only 78 per cent. of the year in any case, quite unnecessary. We think the general principle should be that an officer serving in his own country ordinarily requires only one month's leave in the year, and we suggest that the leave rules should be modified to conform to this. We think, also, that except for special reasons, no leave should be granted to inferior Government servants if extra cost is thereby entailed.

405. We attach considerable importance to the proper regulation of leave, because it has a direct bearing on the strength of the various cadres. If our recommendations are adopted, a revision of the cadre will be necessary in many instances, and we consider the strength of future cadres should be based on the more moderate leave rules we have advocated.

Cadres
to be fixed
on basis of
revised leave
rules.

406. The bi-annual exodus of Government to the hills has been criticised on the ground of expense, as well as of administrative inconvenience. We are aware that the magnitude of the exodus has been curtailed in recent years, but we consider the objections to it still remain. The fact that the Governor stays in Darjeeling for two periods of six weeks to two months each does not, in our opinion, justify the present practice. The needs of administration would be met by the Members and Ministers being in Darjeeling for two or three weeks in the middle of the Governor's stay to attend meetings of the whole Government and of the Executive Council, and for the disposal of work. During this short period no inconvenience would result from Secretaries, and heads of departments, and their staffs remaining in Calcutta, and the disadvantages arising from dislocation of work, and from the absence from headquarters for nearly four months in the year of important Government officials, would be avoided. The course we advocate is already followed during extended tours of the Governor to Dacca and eastern Bengal, and also, we believe, by the Government of India on the occasion of the Viceroy's visit to Calcutta.

Hill exodus.

407.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Leave	1,50,000	...	...
Hill exodus	60,000	...	...
Total	2,10,000	...	...
Net reduction	...	Rs. 2,10,000.	

CHAPTER XXIV.

Travelling and other allowances.

Increase of expenditure. 408. The total expenditure of Government on account of travelling allowance during the last three years is as follows:—

			Rs.
1919-20	...	...	32,16,630
1920-21	...	...	35,75,154
1921-22	...	...	41,33,317

The increase of over Rs. 9 lakhs in two years is due in part to the increase of railway fares, and to the liberalization of the rates of travelling allowance especially in the case of transfers. The enlargement of the Legislative Council has resulted in an increased expenditure under this head of Rs. 1 lakh. Of the increase of Rs. 9 lakhs in the last two years the Police, district executive force, are responsible for no less than Rs. 3,53,000.

Defects of Present rules. 409. We have received a considerable amount of useful evidence on this subject, though by no means all on one side. Among non-officials there is a general belief that travelling is a source of profit in many instances. The official view is that there is no profit on the average, and that in districts where the bulk of the touring has to be done by road it is impossible for a responsible officer to avoid loss. We think there is something to be said on both sides. The rates for bullock carts have undoubtedly increased considerably in recent years, and touring by road, which does not strain at earning mileage, cannot, we think, leave any profit when a reasonable amount of equipment is carried. We are, in fact, prepared to accept the evidence of several witnesses that it results in a loss. In water districts, again, we think there is no doubt that subdivisional officers who are required to tour in green-boats cannot cover their legitimate expenses from the present rates of travelling allowance. In urban areas where much touring is required to be done within a radius of five miles from headquarters, and is done in a privately-owned car, we can understand loss must result. On the other hand we have no doubt that in many instances travelling allowance is a source of considerable profit. Officers who are entitled to travel by train in the first class draw the allowance on that basis, but pay for and travel in second class accommodation, and touring is often

uneconomically arranged so as to necessitate long and frequent train journeys. By road the prospect of earning mileage for distances over 20 miles is a temptation that many officers cannot resist, and is a source of abuse. Specific instances of extravagance have been brought to our notice. Excise superintendents in districts draw travelling allowance at the same rates as District Officers, and the Co-operative Department have gone further than this by securing higher rates in the Darjeeling district than the Deputy Commissioner himself draws. We have been told by several witnesses that the travelling allowance bills of inspectors of police have reached unwarranted figures since the abolition of the fixed daily rate. In another case we have been told of a police officer, whose pay is Rs. 800 a month, who on the average of five months in the current year has drawn Rs. 486 a month as travelling allowance. Some gross instances of travelling allowance "hunting" have been brought to our notice in the Agricultural Department, and recent debates in the Legislative Council have pointed to extravagances in travelling allowance among members of that Council.

410. It is impossible to devise any system of travelling allowance that will be proof against all abuses, but our aim in the suggestions we have to make is to reduce the opportunity for abuse to the minimum. At the same time we desire to see legitimate touring made possible throughout the province without personal loss to officers. We know that much depends on the style in which an officer travels, and that different officers have different ideas of comfort. Our suggestions proceed from the assumption that the rates of travelling allowance should be based on the requirements of an average man of moderate tastes.

**Basis of
recommendations.**

411. We think the recent increase in railway fares requires a modification of the rule which permits two fares of the class by which an officer is entitled to travel. The second fare is intended to cover servants' fares and miscellaneous expenses to which an officer is put on the journey, and it is clear that an increase in the railway fares automatically gives an increased sum for these purposes. There is little doubt that journeys by train are one of the main sources of profit, and we recommend that the rule now in force in the Bombay Presidency should be adopted and that 1 3/5 and not two fares of the appropriate class be granted. It has been suggested to us that a preferable course would be to grant a single fare plus the ordinary daily allowance, but we are inclined to the view that this would give too large an allowance for short journeys, and too small an allowance for long journeys. An allowance which has relation to the duration of the journey, as reflected by the fare, is, we consider, the most suitable.

**Railway
Journeys.**

412. We propose that the rule by which mileage is earned for distances by road in excess of 20 miles should be cancelled. This is a

**Road
Journeys.**

most fertile source of profit, and we attach much importance to its abolition. Not only does it lead to extravagance, but it provokes needless and unprofitable touring.

Daily allowance.

413. Our aim being to enable legitimate touring to be performed without personal loss we recommend, as an essential part of our proposals, an increase in the daily allowances which officers are now entitled to draw. The amount of the increase will require examination, but we suggest it should not exceed the present rates by more than 25 per cent.

Special means of conveyance.

414. We think that these proposals should be applied without exception, but that where Government are satisfied that it is in the public interests that an officer should use a special means of conveyance such as a motor car, a motor cycle, or a boat, a special monthly conveyance allowance of an appropriate amount should be allowed, in addition to the travelling allowance earned under the ordinary rules.

Travelling allowance of members of the Legislative Council.

415. We have seen a copy of the report of the Committee appointed to consider the amendment of the travelling allowance rules applicable to members of the Legislative Council. The proposals we have made, should, we think, be applied no less to members of the Legislative Council than to Government officers.

Present classification of Government servants.

416. For the purpose of calculating travelling allowance Government servants in Bengal are divided into four grades:—

- (a) The first grade includes all Government servants in receipt of pay exceeding Rs. 600;
- (b) the second grade includes all Government servants in receipt of pay exceeding Rs. 125 but not exceeding Rs. 600;
- (c) the third grade includes all Government servants in superior service, except forest guards, in receipt of pay not exceeding Rs. 125; and
- (d) the fourth grade includes forest guards, and all Government servants in inferior service.

The exceptions to this general rule are to be found in Appendix 18 to the Civil Service Regulations and are fairly numerous.

Proposed classification.

417. We are supported by both official and non-official evidence in regarding this rule and its exceptions as unsuitable in principle. We see no reason why a deputy collector on a pay of Rs. 650 should be graded higher for travelling allowance than a deputy collector on Rs. 550, and we think the criterion should be the status of the service, and that all officers of the same service should be treated alike. The criterion of pay is perhaps helpful as indicating status where definite service conditions do not prevail, but it becomes meaningless to us when used to discriminate between different members of the same service.

While retaining the third and fourth grades substantially as defined in the rule we have quoted, we would modify the definitions of the first two grades, and our recommendation is that no member of a provincial service should be placed in the first grade unless he is occupying a post of at least district rank, and is in receipt of a pay of not less than Rs. 800. We attach the condition of pay because there are some officers holding district rank, such as district inspectors of schools, who, but for this, would be entitled to a higher rate of travelling allowance than we consider is necessary. The effect of this recommendation is to reserve the first grade for members of the Imperial services, and for members of provincial services who satisfy the two conditions we have laid down. All other provincial service officers would be included in the second grade. The exceptions contained in Appendix 18 to the Civil Service Regulations we would cancel. We regard them as unnecessary and extravagant. It should not be difficult to decide which of the subordinate services should be included in the second grade. Sub-deputy collectors attached to district staffs, for instance, should, we think, be entitled to second grade rates.

418. It seems to us to be sound in a matter like this to have regard to the ordinary customs and practice of the class from which a service is drawn. We believe that members of the provincial services when travelling on their private affairs, and at their own expense, travel second class by rail, and we do not think there is anything unreasonable in requiring them to observe the same practice when travelling on the public service. We consider the rates applicable to the second grade are ample for all provincial service officers, and we would depart from this only when an officer assumes an official position which, in the interests of good administration, requires an official, rather than a personal standard to be observed. Our criterion in this matter has already been explained.

Basis of proposed classification.

419. In the case of officers who are engaged on duties requiring constant touring we advocate a fixed monthly travelling allowance.

Fixed travelling allowance.

420. No set of rules, however carefully drawn up, will secure economy unless controlling officers do their work thoroughly. We think there are good grounds for saying that there is room for more effective control and we recommend that this be enjoined. At the same time we think it is most desirable that an officer who deliberately sets out to make profit from travelling allowance, either by travelling by rail in a lower class than he is expected to, or by undertaking needless or extravagant touring, should suffer exemplary punishment.

Control and punishment.

421. The only allowances contemplated by the fundamental rules are compensatory allowances. Personal or special pay are provided for under prescribed conditions. We recommend that a detailed examination be made of the different allowances now being drawn in each

Other allowances.

department. We refer in the chapter on the Medical Department to some instances of unnecessary allowances, and we think there are many others. Land Acquisition Officers seem to be specially favoured in this respect. The first Land Acquisition Officer, Calcutta, has been in receipt of a duty allowance of Rs. 10 a day for four years. The importance of the post does not warrant the emoluments which this officer now draws. A maximum of Rs. 2,650 plus a conveyance allowance would be ample. Additional remuneration which was formerly given by an allowance is now usually merged as special or personal pay in the pay of a temporary post. Our recommendation covers the examination of all such cases. We have dealt with judicial pay in the chapter on the pay of the services.

422.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs	Rs.	Rs.
Travelling and other allowances ...	7,00,000	...	...
Total ...	7,00,000	...	...
Net reduction	...	Rs. 7,00,000	

CHAPTER XXV.

Floating craft.

423. The craft under the local Government, inclusive of the river police, comprises 72 launches, 13 motor boats, and 138 other boats. Its maintenance charges in the year 1921-22 amounted to over Rs. 8 lakhs. We have commented in the appropriate chapter on the reduction of the River police, and the release of superfluous craft. We propose to deal here on broad lines with the economic use and maintenance of all Government-owned craft.

424. With the exception of the River police, which is a self-contained unit, the general position is that the various launches are controlled departmentally and are used for varying periods throughout the year by the officers to whom they are allotted. There is a certain amount of accommodation between departments, but the figures we have obtained show that many launches are used for a short period only in the year, although they maintain full crews, who for several months do nothing beyond keeping their vessels clean and ready for use. There seems to be no co-ordinated attempt to meet the needs of all departments in a given area by the maintenance at a convenient centre of a sufficient, but not unnecessarily large, number of launches.

425. Our suggestion is that the province should be divided into two divisions, east and west, and that the launches of each division should be placed in the charge of an officer working under the direct control of the Marine Department. In each division there would be control stations chosen according to their geographical and political value for the assembly of launches to serve the needs of all departments in a particular area. These launches would be in the charge of a subordinate officer or *ghat serang*, who would be responsible to the controlling officer for their efficient upkeep and readiness for duty when required. The controlling officer would make periodical inspections of the control stations, and be responsible to Government for the economic and efficient maintenance of the fleet in his division.

426. It follows from this proposal that launches would be obtained only on requisition from the controlling officer. It will be for Government to determine what officers are entitled to use a launch, and to specify by rule the circumstances and conditions in which they may be used. An entitled officer requiring a launch would requisition for one on a form provided for the purpose, the original being sent to the controlling officer, and the duplicate to the *ghat serang* at the control station. The

ghat serang would act on a requisition without further orders, but it would be the duty of the controlling officer to instruct the *ghat serang* not to provide a launch if in his opinion the requisition offended against the rules laid down by Government. In such a case the controlling officer would inform the requisition officer of the grounds of his refusal to supply a launch.

**Application
of proposals.**

427. The procedure we have outlined should, we consider, be applied to all launches and vessels other than those employed on police patrol work. In a few instances a department may require the use of one or more launches for several months at a time, as, for instance, for forest inspection in the Sunderbans. There seems to be no objection to a requisition for an extended period being granted, but we are strongly of opinion that if real economy is to be maintained, the use of all launches should be regulated in the manner we have proposed with the single exception of vessels engaged in police patrol work.

**Defects of
present
system.**

428. We do not feel competent to make definite proposals as regards the number of launches that will be required, the control stations that should be maintained, or the detailed rules that should be promulgated. It will be obvious, however, that a control station should serve as large an area as is practical if the maximum of economy is to be obtained. The use of launches for short distances between steamer ghats is a waste of money, for the cost of raising steam is out of all proportion to the advantage derived. Similarly, it is an unnecessary extravagance for the head of a department to take a launch from Calcutta to tour in Eastern Bengal. By our proposals he could travel by public conveyance to the area of his projected tour, having previously requisitioned for a launch from the most convenient control station. We think the present system induces extravagance by the unnecessary use of launches. An officer with a launch always at his disposal is prone to avail himself of it for unnecessary journeys or for journeys which could be made otherwise at smaller public expense. We believe careful supervision would lead to the diminished use of launches without any loss of efficiency. The proper regulation of their use, combined with the system of control we have advocated by which launches will not be used unnecessarily, and will not lie idle for several months in the year, will, we believe, enable a substantial reduction to be made.

**Advantages
of proposals.**

429. The advantages attaching to our proposals are:—

- (a) A reduction in the number of launches.
- (b) The establishment would be reduced to a working minimum. It would be sufficient to retain only 75 per cent. of the ratings required to man the vessels, and experience will probably show that this percentage is too high. A caretaker would be placed on board each vessel, and the whole fleet would be kept in good condition by the men not employed on launches which might be on tour. If there was a sudden

rush of requisitions, and it was found that the establishment was not sufficient to man the number of vessels required, daily men could be employed, care being taken that a sufficient number of certificated men were available for each vessel.

- (c) The vessels would be in the charge of an officer experienced in matters such as the supply of paint, coal, and stores, which would be worked out on a uniform and economical basis. Departmental officers at present are to a large extent in the hands of their *serangs* and drivers in these matters.
- (d) The launches would be better cared for, and, therefore, more efficient, and their life prolonged.

430. Another important question is the regular survey and repair of launches. Though in theory launches are now surveyed yearly, in practice this is not always done, and there is no businesslike control of the work of repairs. Departments send their launches to private engineering firms to be overhauled and repaired, but being non-technical, they are not in a position to know if only the necessary work has been done, or if the charges made are reasonable. The aim should be to have reliable technical officers to advise as to what repairs are necessary, and to see that they are properly carried out at a reasonable cost. The situation in this respect is different in the two parts of the province. The Police Department maintain at Narainganj a dockyard for the repair of the vessels of the river police. We recommend that this dockyard be placed in the charge of the Marine Department and utilized, after expansion if necessary, for the repair of all Government vessels, including those of the river police, in the eastern division. Similar facilities are not available in Calcutta, but arrangements can probably be made with the Port Commissioners for the repair of vessels in the western division. Failing this, tenders should be called for from reliable engineering firms. The important thing is to insist that each vessel is surveyed and overhauled annually, and that repairs when carried out are passed by a competent officer before the bills are paid. For this work we suggest the Engineer and Ship Surveyor of Chittagong, and one of the Engineers and Ship Surveyors of the Calcutta Port should be made responsible, for the east and west divisions respectively.

431. The purchase of stores is another matter that deserves examination. Their purchase at retail prices by individual departments must be extravagant, and we recommend that they be purchased in bulk for each division on the basis of the annual requirements of all the floating craft dealt with.

432. Our recommendations involve the appointment of experienced controlling officers who will be directly responsible to Government. We suggest that the Deputy or Assistant Port Officer of Calcutta would be a suitable officer for the west division. For the east division the engineer in charge of the dockyard at Narainganj might be employed,

but if it is considered the executive work as controlling officer would interfere with his primary duties in connection with the dockyard we would suggest the Port Officer, Chittagong. A small allowance in addition to the pay of his substantive post would be sufficient remuneration for each officer for the work we contemplate.

Motor
launches.

433. We think the suitability of motor launches for use in Bengal might be investigated with advantage. There is probably a scarcity of reliable drivers, but this difficulty might be overcome. The expenditure on maintenance charges would be considerably reduced if motor launches could be substituted for steam launches in any numbers.

434.

Minor or detailed head.		ESTIMATED		
		Savings.	Increase of revenue.	Loss of income.
		Rs.	Rs.	Rs.
Launches	... ..	2,00,000	.....	.....
Total	... ..	2,00,000	...	...
Net reduction		...	Rs. 2,00,000	

CHAPTER XXVI.

Rented buildings and telephones.

(a) Rented buildings.

435. The total amount of rent paid by the local Government for residential and office buildings is approximately Rs. 13 lakhs a year. Of this sum the Police Department is responsible for over Rs. 8 lakhs, divided almost equally between Calcutta and the *mufassal*, and the balance is accounted for by other departments. We have made proposals when dealing with the various departments that will reduce the amount of accommodation required, but the residue, after making allowance for this, involves a heavy expenditure. Cost.

436. Conditions in the *mufassal* are very different from those in Calcutta. Government buildings are required for police-stations, registration offices and other purposes in rural places where accommodation is scarce and often unsuitable. Here there are no considerations of main thoroughfares, and side streets, the need is for a suitable building within a reasonable distance from a particular locality. Given the need for a permanent office, it is clearly more economical to build, and we consider that, provided a modest standard of buildings is observed, the proper course is for Government, by means of a loan, to undertake the construction of the necessary departmental offices. There will be no economy in this if unnecessarily substantial and extravagant buildings are constructed, and before a building programme is undertaken a decision as to the types of buildings required should be reached. Proposals
for the
"mufassal."

437. As regards Calcutta, we have dealt with the Police in the appropriate chapter. Otherwise, we think, the main defect is that there is no central control as to the amount and character of hired accommodation. The consent of the Finance Department is obtained to the rent that it is proposed to pay, but this in itself is not sufficient. The first need is for some standards regulating the amount of accommodation admissible, and the second is for a controlling authority to ensure that a department does not hire a building in an unnecessarily expensive thoroughfare, or when sufficient accommodation is already available elsewhere. At present there is no attempt at co-ordination. A department requiring an office selects not only the locality, but also the extent of the accommodation, without reference to any other authority, until it presents the bill to the Finance Department. This procedure has resulted in several instances of extravagance. For instance, the Proposals
for
Calcutta.

offices of the Executive Engineer, Khulna Division, and of the Executive Engineer, Grand Trunk Canal, are located in Bowbazar Street at a monthly rental of Rs. 1,023. The Inspector of Schools, Presidency Division, and his subordinate Inspecting officers occupy premises in Dalhousie Square at a monthly rental of Rs. 2,814. The Inspectress of Schools, Presidency and Burdwan Divisions, is also located in Dalhousie Square and pays a rent of Rs. 621 a month. The Inspector of European Schools has his office in Humayon Place and pays Rs. 400 a month for it. The rent of the office of the Director of Surveys in Bentinck Street is Rs. 2,500 a month, and the Industries Department occupy a building in Free School Street at a monthly rental of Rs. 3,500, at least one-third of which has never been occupied.

Defects of present system.

438. We think we have said enough to show the defects of the system. We cannot understand why it should be necessary to hire buildings in the most expensive business quarters of the city for officers who have no dealings with commercial bodies. So long as officers are allowed to hire as much as they like, and where they like, extravagance will continue.

Recommendations.

439. A thorough examination of the whole position is called for, standards of accommodation should be laid down, and the sufficiency of the accommodation of each office tested by reference to them. Departments that require to be in touch with commercial bodies should be located in buildings near the commercial centre of Calcutta, the others should be sent farther afield. An authority should be created for the provision and allocation of accommodation, and no department should be allowed to hire accommodation direct.

Joint consideration with the Government of India.

440. Lastly, as the Government of India may be reducing their requirements for accommodation in Calcutta, a joint consideration of the matter with that Government would appear to be indicated so that available accommodation may be used to the best advantage.

(b) Telephones.

Present position.

441. The position in regard to telephones is that there are 375 in use in Government offices, and 130 in the residences of officers. Of these 505 telephones, 134 are on the Calcutta exchange, and the remainder on the Regent exchange. The annual bill for telephones is Rs. 1,27,925, a Calcutta telephone costing Rs. 262-8, and a Regent telephone Rs. 250 per annum.

Superfluous telephones.

442. Our first recommendation is that some 72 telephones be dispensed with. We have been through a complete list of them, and consider that 25 office telephones, and 47 residential telephones are unnecessary. This represents a saving of some Rs. 18,000.

443. A further reduction of expenditure should be effected by following the ordinary business practice of having a small exchange in Writers' Buildings. It would be necessary to have 4 or 6 lines which would be charged for at the ordinary rates, while the extensions in the building would cost Rs. 60 a year instead of Rs. 250 at present. The annual saving would be Rs. 8,500 after paying the salaries of three operators. The Posts and Telegraphs Department do not appear to have studied the interests of the local Government in this matter.

Writers'
Buildings.

444. Under the terms of their agreement the Calcutta Telephone Company allow a discount of 25 per cent. for all Government lines. Their charge is Rs. 70 for each extension or, less discount, Rs. 52-8. The question whether it would not be cheaper to change over entirely to the Calcutta telephone system seems to be worth investigation.

Calcutta
telephone
system.

445. In Government offices, other than Writers' Buildings, where three or more telephones are in use, a small exchange would be less expensive than separate direct connections.

Exchanges
in Govern-
ment
offices.

446.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Hire of buildings	1,00,000	...	...
Telephones	26,500	...	...
Total	1,26,500	...	...
Net reduction	...	Rs. 1,26,500	

CHAPTER XXVII.

Contingencies.

Increase of expenditure. 447. The increase of expenditure on contingencies is shown by the following figures:—

			Rs.
1913-14	...	...	1,02,89,000
1918-19	...	...	1,50,12,000
1922-23	...	...	1,65,07,000

Procedure followed.

448. Our first step in the examination of this expenditure was to obtain a statement showing details under over one hundred different heads for each department. This, however, did not take us far, for we were still in the dark as to the necessity for so large an expenditure, and as to the reasons for the apparently different rates of expenditure of different offices. We, therefore, asked the Accountant-General, Bengal, to undertake the audit of the contingent expenditure of a few offices at headquarters, and in the *mufassal*, and to favour us with a note on the result. The time available for this has been necessarily short, and the expenditure of only a small proportion of the offices has been scrutinized, but as they were selected at random they may be assumed to be typical. We are greatly indebted to the Accountant-General, Bengal, for the valuable assistance he has given us in this matter.

Detailed enquiry necessary.

449. We shall set out a few of the general points that have emerged which show the possibility of very considerable economy. Its degree, however, varies from office to office and no uniform percentage reduction will meet the requirements of the situation. During the war the allotments of contingent expenditure were raised generally to meet the increased prices. Now that prices are falling, the allotments should show a corresponding reduction. What is required, in our opinion, is a detailed examination of the contingent expenditure of every office in the province, and we recommend that an experienced Accounts Officer, with a suitable staff, be deputed forthwith for this purpose. The contingent allotment of each office should be revised in the light of this examination, and the result, we are convinced, would be to decrease expenditure by a very considerable sum.

Defects noticed.

450. The points to which we wish to draw attention may now be explained—

- (a) In most of the offices examined, there is no apportionment of the contract contingent grant between the various sub-heads, nor is a progressive monthly total of expenditure

made for each sub-head. The drawing officer, in consequence, has no idea how much he ought to spend in each category, such as stamps, stationery, menials, hot and cold weather charges, and furniture. He does not even know how much has been spent under any particular sub-head. The absence of methodical control over expenditure results in want of economy.

- (b) The fact that the budget estimate is based on the figures of the actual expenditure of the preceding three years offers an incentive to spend as much as possible, and officers feel little compunction in disposing of their balances at the end of the year, despite the rules against this practice, and the waste it entails. In two instances, one-third of the total annual expenditure was incurred in the last three days of March 1921. In another case, Rs. 2,000 were spent on furniture and stationery on the last day of the financial year, some of the articles being ordered by wire to avoid lapse. Among the items purchased were an ink-stand for Rs. 24-7 and two time-pieces for Rs. 195. A further instance is the purchase of 15 milch cows on the 29th March at a cost of Rs. 3,585.
- (c) The provincialization of grants seems to have led to a marked increase of expenditure, due to want of proper control by heads of departments. The district expenditure on police rewards increased by more than 50 per cent. in the two years following the provincialization of the grant, and the diet and travelling allowance charges of witnesses have increased from Rs. 9 lakhs to Rs. 14 lakhs in three years.
- (d) A considerable saving could be made in escort charges if the sub-treasury guards which are changed fortnightly were utilized to escort prisoners from the sub-jails to district jails. Constables on transfer from headquarters to the subdivisions, and *vice versa*, might similarly be required to do escort work.
- (e) The proportion of witnesses discharged without examination in criminal cases is high. At one district headquarters it was found to be over 60 per cent., and in a particular subdivision over 100 per cent. of the number of witnesses examined. The normal reasons for the discharge of witnesses without examination do not seem to justify such high figures, nor do they account for the variations found in the different subdivisions and districts. At the headquarters of one district, by comparison with the year 1920-21, the number of witnesses in attendance in 1921-22 showed a decrease of about 4,000, whereas the expenditure on witnesses increased by Rs. 7,000. As witnesses are mainly illiterate, and are ignorant of the amount of the allowances due to them under

the rules, the summoning of an unnecessarily large number of witnesses might conceivably be a deliberate act for the purpose of improper gain.

- (f) Another line of economy is the avoidance of adjournments in criminal cases, and the discharge of witnesses on the first day of attendance as far as possible. The present District Magistrate of Faridpur has introduced a system to secure this, and has, in consequence, been able to reduce the expenditure on witnesses by one-quarter. If otherwise satisfactory, this system should be applied elsewhere.
- (g) Substantial economy could be effected by the amalgamation of the process-serving establishments of districts, if that is administratively possible.
- (h) The expenditure on service stamps is a very heavy item. Inspectors of Schools have to spend in this way about one-half of their total contract grants and the district police about one-quarter. The large number of returns and reports, many of which, we believe, serve no useful purpose, contribute largely to this expenditure.
- (i) In the registration offices about one-quarter of the total contract grant is spent on money order commission for the remission of registration fees, and of money for disbursement. In one district the services of peons are being utilized for carrying remittances where the distance is not great. The question of the extension of this practice to other districts may be examined.
- (j) An excessive amount of Government furniture seems to find its way to the residences of officers. Camp cots have been supplied to inspecting officers for use on tour out of the contract grant. The furniture stock lists are not up to date, and the stock verification is not done systematically.
- (k) The fixed monetary allotment for the supply of stationery from the Controller of Stationery has become a fiction in some departments. The district police, for instance, purchase stationery locally to the extent of three or four times the fixed allotment. This is facilitated by the largeness of the police contract grants. We have referred to this in the chapter on Stationery and Printing. The local purchase of stationery should be exceptional, and where the present stationery allotments are insufficient, departments should be required to substantiate their claims to larger allotments. The practice of making extensive local purchases of stationery evades control, and leads to considerable waste.

- (l) In respect of steam launches, another matter we have referred to elsewhere, there is the instance of a trip from Dacca to Manikganj and back, the coal bill alone for which amounted to Rs. 230. A single first class fare by daily passenger steamer from Dacca to Muttaghat is Rs. 5-10. From Muttaghat to Manikganj is four miles by road. In one year the head of a department used his launch thrice only, for trips to Barrackpur, Chinsura, and Diamond Harbour, all places accessible at insignificant cost by ordinary public conveyances. The cost of upkeep of the launch for the year was nearly Rs. 10,000.
- (m) Where the head of a department has a consolidated grant the practice is to regard whatever is unallotted to or unspent by subordinate offices as available for expenditure at headquarters. This ensures that every anna is spent. It is suggested that a portion of the consolidated grant should be allotted to the headquarter office, and that it should not be exceeded without the orders of Government.
- (n) A large number of payments which are not contingent charges are made from contingent grants instead of from the proper source in order to avoid having to obtain sanction or to evade audit scrutiny. The items are varied and numerous. One of the brightest instances is the purchase of a chain pump for a cultivator at a cost of about Rs. 1,200 which is being recovered by instalments in kind, namely, by the supply of bone ash to the department. The departmental expenditure appears as expenditure on bone ash from the demonstration grant.
- (o) Tour charges appear to cover a multitude of sins, and contain items that are establishment, and travelling allowance charges, charges for liveries and warm clothing, and the purchase of umbrellas. One head of department gave in tour charges to his tour clerk in one year the sum of Rs. 800. Specimen bills show that the bulk of the expenditure was unjustifiable.
- (p) Secretariat officers and heads of departments pay several thousands of rupees on account of cooly and cart hire to peons and ministerial officers in defiance of all rules. The cooly hire charge has been reduced to a fine art; for instance, a peon has drawn six annas a day under this head on the plea that he has to carry papers to an officer's house, whereas the papers, and also the peon, were carried in the officer's car. Ministerial officers are in the habit of charging for ghari hires or tram fares on the flimsiest of pretexts, and in some instances it must be an appreciable form of profit. An illustration of the extent of the practice is afforded by the

payment of a claim for tram fare between Writers' Buildings and the Accountant-General's office. The two buildings are quite near each other, and the utmost extent of a tram journey between them is one side of Dalhousie Square, unless a circular trip is made to the High Court terminus. Other ministerial officers appreciating the weakness of the tram case have charged ghari hire instead.

- (g) There are a large number of instances of extravagant and unnecessary expenditure. The payment of Rs. 750 to a caterer for providing tea at Rs. 3 per head on the occasion of a prize-giving, we regard as not being a proper charge on public revenues.

Extent of extravagance.

451. We believe we have given sufficient indication that there is room for substantial economy under the head of contingencies. If further indication is needed it is to be found in the misappropriation for four consecutive years of one-third of the contract contingent grant of a headquarter office, without any inconvenience to the work. Headquarter offices appear, on the whole, to be more extravagant than district offices, but only a fraction of the offices have been visited, and no generalization is possible. With a single exception, the examination that has been made at our request points to a reduction varying from ten to thirty per cent. We are satisfied that a thorough and detailed enquiry would lead to a substantial reduction of expenditure.

Personal financial responsibility.

452. We think our treatment of this matter would be defective if we were not to express our opinion that the strongest measures should be taken to secure economy in future. One obvious way is to regulate the contingency allotments so as to allow as little margin as possible for extravagance. Another way, and it is this we wish to emphasize, is to enforce personal financial responsibility for improper or wasteful expenditure.

Estimate of savings.

453. In estimating the financial effect of the proposals we have made in other chapters for the reduction of staff, and the curtailment of activities we have included contingent charges. The rough estimate we now frame takes account of that fact.

454.

Minor or detailed head.		ESTIMATED		
		Savings.	Increase of revenue.	Loss of income.
		Rs.	Rs.	Rs.
Contingencies	...	10,00,000	...	...
	Total	10,00,000	...	...
Net reduction		... Rs. 10,00,000		

CHAPTER XXVIII.

General.

455. In addition to the specific recommendations we have made for the elimination of unnecessary work, and the reduction of staff, we consider there is ample room for a detailed and systematic overhaul of the whole machinery of Government. We do not regard ourselves as fitted for such a task, nor have we the time to undertake it. But we are convinced it should be done, and done with an attention to detail that we have not been able to give.

**Proposed
overhaul of
machinery of
Government.**

456. The first step should be to reduce the volume of work by the elimination of all that is unnecessary. We would like to see every item of work, every rule, every register, and every return examined in a critical, if not in a carping, spirit. Many, we believe, are out of date, many wholly unnecessary, and many dispensable without any real loss of efficiency. If all that is superfluous in work could be swept away, there would be more and better work done at a smaller cost. As regards returns and reports, a considerable number of which are now disposed of in a perfunctory manner, without adding to the convenience or efficiency of administration, Government at the head must take the lead, and decide what information is required from its officers and in what form. Returns and reports are necessary in moderation to enable proper control to be exercised, and to keep Government informed of the essential features of the administration and the condition and progress of the province. The information which Government requires will determine to a large extent the volume and nature of the district records.

**Elimination
of unneces-
sary work.**

457. As to the manner in which the examination we propose should be made, we suggest that, as a preliminary, officers should be instructed to scrutinize the work of their offices in the greatest detail, and to note all items which in their opinion are superfluous. In doing this they should be unfettered by the orders and instructions on which the work now rests, and should give an independent and frank opinion as to the reduction that is possible. An attitude of mind that would be valuable in this matter is one that would discard all work that cannot be shown to be essential. The opinions of officers obtained in this way,—and we would let officers of all ranks express their views,—would be the starting point of the work of a small committee appointed for each branch of the administration. We think a competent ministerial officer would be valuable to such a committee either as a full or as a co-opted member.

**Suggested
procedure.**

Revision of establishments.

458. Having settled the question of work, the next stage would be the determination of the strength of establishments. This requires standards of work to be laid down, and we may note here that, so far as we are aware, no such standards exist for the secretariat and head-quarter offices. The standards should provide for a reasonable day's work, and in arriving at them the actuals will not always be a reliable guide. This is particularly the case at headquarters, where, in some cases, the staff is both dilatory and unpunctual in attendance.

Future increases of staff.

459. We think that the greatest caution is called for in sanctioning future additions to establishments. We have formed the impression that in recent years additions to staff have been made in too light-hearted a way, and that departments have engaged in new activities without a full consideration of the additional expenditure they imply.

Abolition of permanent posts.

460. As our recommendations involve the abolition of a considerable number of posts, we wish to deal with an objection that has been raised against dispensing with the services of an officer in permanent employ. The substance of the objection is that when an officer enters an organized service he enters into a contract with Government that he shall be entitled, if his services are satisfactory, to certain rates of pay, to certain promotions, to serve for a certain number of years, and to receive a certain pension at the end of his service, that he himself cannot terminate his service except by forfeiting these rights, and that his services cannot be terminated by Government, or he be deprived of these rights, except by removal for misconduct. This contention, from which we entirely dissent, appears to overlook the provisions of article 436 of the Civil Service Regulations which prescribes the notice to be given, and the gratuity or pension payable, to an officer in permanent employ whose services are dispensed with by reason either of the abolition of his post, or the reduction of a cadre. There are officers whose service conditions are regulated by covenant or contract, to whom this article does not apply. But to the extent of its application, we regard its provisions as embodying a principle which no Government could afford to forego, and which every officer has definitely accepted by the mere fact that, when he joined Government service, he did so on the understanding that he would be subject to the rules and regulations for the time being in force. We have no doubt that Government will deal generously with officers whose posts it is decided to abolish, but the proposition that Government should divest itself of the right to discharge staff, which circumstances have rendered superfluous, is, in our opinion, unreasonable and unsound.

461. The initiation of a loans policy to finance large capital expenditure is, we believe, under the consideration of Government. The relief afforded to the revenue account thereby would be considerable, and we regard the adoption of a sound loans policy as a matter of great importance. Loans policy.

R. N. MOOKERJEE.

CAMPBELL RHODES.

SURENDRA NATH MALLIK.

ABINASH CHANDRA BANERJEE.

H. E. SPRY.

7th January 1923.

APPENDIX.

Serial number.	Department or head.	ESTIMATED		
		Savings.	Increase of revenue.	Loss of income.
		Rs.	Rs.	Rs.
II	Major survey and settle- ment.	---	4,00,000	---
III	Excise and Salt	5,02,200	---	---
V	Forests	8,700	---	---
VI	Registration	72,660	20,00,000	---
VII	Irrigation	---	3,50,000	---
VIII	General Administration	---	---	---
	Staff and Household of the Governor.	1,20,000	---	---
	Members of Council and Ministers.	2,16,000	---	---
	Legislative Council	27,500	---	---
	Secretariat	4,55,900	---	---
	Board of Revenue	25,000	---	---
	Divisional Commissioners	5,20,000	---	---
	District Administration	4,10,000	---	---
IX	Administration of Justice	---	---	---
	Civil and Sessions Courts	11,50,700	1,90,000	---
	Presidency Magistrates	17,000	---	---
	Courts of Small Causes	4,800	---	---
	Legal Remembrancer	1,500	---	---
XI	Police	---	---	---
	Bengal Police	26,28,800	---	---
	Calcutta Police	8,13,500	---	---
XII	Education (transferred)	35,98,800	---	6,25,000
XIII	Medical	2,95,500	50,000	---

Chapter number.	Department or head.	ESTIMATED		
		Savings.	Increase of revenue.	Loss of income.
		Rs.	Rs.	Rs.
XIV	Public Health ...	...	...	...
	Public Health branch ...	2,76,300	...	...
	Engineering branch ...	75,600	75,000	...
XV	Agriculture ...	...	...	...
	Civil Veterinary Department	95,550	18,000	...
	Agriculture ...	2,92,300	...	800
	Sericulture ...	19,000	52,000	...
	Co-operative Societies ...	2,66,600	...	...
XVI	Industries ...	...	...	...
	Development of Industries	3,07,300	7,000	...
	Fisheries ...	82,000	...	...
XVII	Miscellaneous Departments	80,000	...	...
XVIII	Civil Works ...	8,00,000	...	...
XIX	Stationery and Printing ...	2,10,000	...	...
XXII	Pay of the services ...	9,00,000	...	...
XXIII	Holidays, leave, and the hill exodus.	2,10,000	...	...
XXIV	Travelling and other allow- ances.	7,00,000	...	...
XXV	Floating craft ...	2,00,000	...	...
XXVI	Rented buildings and telephones.	1,26,600	...	...
XXVII	Contingencies ...	10,00,000	...	...
	Total ...	1,65,09,710	31,42,000	6,25,800

Net reduction ... Rs. 1,00,25,910.

NOTE.—These figures do not take into account the increased pensionary charges involved in the Committee's proposals.

Published by the BENGAL SECRETARIAT BOOK DEPOT,
Writers' Buildings, Calcutta.

OFFICIAL AGENTS.

In India—

MESSRS. THACKER, SPINK & Co., Calcutta and Simla.
MESSRS. NEWMAN & Co., Calcutta.
MESSRS. BHOJINATHAN & Co., Madras.
MESSRS. THACKER & Co., LD., Bombay.
MESSRS. A. J. COMBRIDGE & Co., Bombay.
THE SUPERINTENDENT, AMERICAN BAPTIST MISSION PRESS, Ilaugoon.
MR. RADHAI ATMAKAM SAGOON, Bombay.
MESSRS. R. CAMBRAY & Co., Calcutta.
RAI SAHIB M. HULAS SINGH & SONS, Proprietors of the Mubid-iam Press, Lahore, Punjab.
MESSRS. THOMPSON & Co., Madras.
MESSRS. S. MURTHY & Co., Madras.
MESSRS. GOPAL NARAYAN & Co., Bombay.
MESSRS. B. BANERJEE & Co., 26, Cornwallis Street, Calcutta.
MESSRS. S. K. LAHIRI & Co., Printers and Booksellers, Colloge Street, Calcutta.
MESSRS. V. KALYANARAMA IYER & Co., Booksellers, etc., Madras.
MESSRS. D. B. TANAPORVALA & SONS, Booksellers, 100, Hornby Road, Fort, Bombay.
MESSRS. G. A. NATHAN & Co., Madras.
THE INDIAN SCHOOL SUPPLY DEPOT, 309, Bow Bazar, Calcutta.
MR. RAMNATH SUNDER, Bombay.
MESSRS. A. M. AND J. FERGUSON, Ceylon.
MESSRS. TRIPLE & Co., Madras.
BARU S. O. TALUKDAR, Proprietor, Students & Co., Cooch Behar.
MESSRS. RANGHANDA GOVIND & SON, Booksellers and Printers, Kaddaveri, Bombay.
MESSRS. BUTTHERWORTH & Co. (INDIA), LD., Calcutta.
THE WELDON LIBRARY, 19-B, Chowringhee Road, Calcutta.
RAI M. C. SARKAR BAHADUR & SONS, 30-B, Harrison Road, Calcutta.
THE PROPRIETOR OF THE NEW KIRISHORE PRESS, London.
THE STANDARD LITERATURE COMPANY, LD., 18-1, Old Court House Street, Calcutta.
MR. G. N. ZAIDAR, Calcutta.
MESSRS. VAS & Co., Madras.
MESSRS. A. H. WEBSTER & Co., Allahabad, Calcutta and Bombay.
M. E. BY. E. M. GOPALAKRISHNA KONE, Madras.
MESSRS. RAMA KRISHNA & SONS, Anarkali Street, Lahore.
THE MANAGER, "HITAVADA," Nagpur.
THE YOUNG MEN'S CHRISTIAN ASSOCIATION PRESS, Calcutta.
MESSRS. LAL OZAL & SONS, 71, Lower Circular Road, Calcutta.
THE STANDARD BOOKSTALL, Karachi.
MR. MANGALDAS HANIKHANDAS, Surat.
MESSRS. KARBANDAS KARANDAS & SONS, Surat.
MUNSHI BETA RAM, Managing Proprietor, Indian Army Book Depot, Jubb. Cawnpur.
THE PROPRIETOR, New Kitabkhana, Poona.
BARU JADU NATH SAIDAN, Mukhtar and Revenue Agent, Gorabazar, Murshidabad.
THE PROPRIETOR, INTERNATIONAL BUDDHIST BOOK DEPOT, 4, Chandney Ghatak, 1st Lane, Calcutta.

In Great Britain—

MESSRS. A. COMSTABLE & Co., 10, Orange Street, Leicester Square, London, W. O.
MESSRS. GRINDLAY & Co., 84, Parliament Street, London, S. W.
MESSRS. KEEL & PAUL, FRENCH TRADING & Co., 48-74, Carter Lane, London, E. O.; Oriental Department, 28, New Oxford Street, London, W. O.
MR. B. QUARITCH, 11, Grafton Street, New Bond Street, London, W.
MESSRS. W. THACKER & Co., 3, Great Lane, Ludgate Hill, London, E. O.
MESSRS. F. S. KING & SON, 3 & 4, Great Smith Street, Westminster, London, S. W.
MESSRS. H. S. KING & Co., 48, Cornhill, London, E. O.
MR. S. F. BLACKBURN, 30-31, Broad Street, Oxford.
MESSRS. DRIGHTON BULL & Co., LTD., Trinity Street, Cambridge.
MESSRS. LUCE & Co., 46, Great Russell Street, London, W. O.
MESSRS. OLIVER AND BOYD, Tweeddale Court, Edinburgh.
MESSRS. R. PONSORBY, LIMITED, 118, Grafton Street, Dublin.
MR. T. FISHER UNWIN, LIMITED, 1, Adelphi Terrace, London, W. O.
MESSRS. J. WHILDON & WELSHY, LIMITED, 20, Essex Street, London, W. O.

On the Continent—

MR. ERNEST LEROUX, Rue Soupart, Paris, France.
MR. OTTO HARRASSOWITZ, Leipzig.
MR. MARTINUS NIJHOFF, The Hague, Holland.
MESSRS. R. FRIEDLANDER AND SONS, Berlin.