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Government of Bengal

Report of the
Bengal Retrenchment
Committee
1932

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CHAPTER I.

Introductory.

1. The Bengal Retrenchment Committee was appointed by Resolution No. 2431F.B., dated the 25th April 1932, which is reproduced below:—

“In the last session of the Bengal Legislative Council several resolutions were tabled recommending to Government the desirability of appointing a Retrenchment Committee. The one that was actually put to the vote and carried without a division was moved by Mr. J. N. Gupta. It runs as follows:—

‘This Council recommends to the Government that a Committee of Retrenchment be appointed for the province to examine and consider all possible retrenchments of the administration both in the Reserved and the Transferred sides, and to recommend to Government to take suitable action either in their own competence or by reference to the proper authority with a view to effect a substantial reduction in the cost of the administration.’

“On the 16th March the Hon’ble Mr. Marr informed the House that the present Government were in favour of appointing a Retrenchment Committee as early as possible, but they were of opinion that the final decision on this question must be left until the arrival of the new Governor.

“(2) His Excellency the Governor in Council and acting with his Ministers having considered the recommendation of the Legislative Council is now pleased to appoint a Committee consisting of the following gentlemen:—

Mr. J. A. L. Swan, C.I.E., I.C.S., *Chairman*,
Mr. J. N. Basu, M.L.C.,
Mr. H. Birkmyre, M.L.C., and
Khan Bahadur Maulvi Azizul Huque, M.L.C.,

to constitute a Committee, with Mr. S. K. Haldar, I.C.S., as their Secretary.

“The following are the terms of reference:—

‘To review the expenditure of Government and make recommendations as to any economies which in their opinion might reasonably be effected in view of the present financial situation.’

"His Excellency hopes that the Committee will be able to submit their report for the consideration of Government by the end of August next."

2. We decided that our first step should be to obtain, from the departments of Government, complete information as to the growth of expenditure during the last ten years and any suggestions they might be able to make regarding possible economies. We also invited the public to furnish us with their views. We have received and considered 190 memoranda, and examined 81 witnesses. In all, we have held 107 meetings. Our proceedings have been confidential.

3. We are indebted to the non-official associations and individuals who furnished us with written memoranda and oral evidence for many valuable suggestions, and we desire also to acknowledge the ready co-operation we have received from the departments of Government and individual officers.

4. In view of the financial history of Bengal since the introduction of the Montagu-Chelmsford reforms, we felt that the task before us was a difficult one. The following table shows the revenue receipts of Bengal compared with those of other provinces, in the first year of the present constitution:—

(The figures in columns 2, 3 and 4 are in thousands of rupees.)

Province.	Actual revenue in 1921-22.	Contribution to Government of India.	Net revenue.	Population at census of 1931.	Net revenue per head of population.
1	2	3	4	5	6
	Rs.	Rs.	Rs.		
Bengal ..	8,94,82	63,00	8,31,82	46,694,536	1·7
United Provinces ..	12,38,83	2,40,00	9,98,83	45,375,787	2·2
Madras ..	15,39,31	3,48,00	11,91,31	42,318,985	2·8
Bihar and Orissa ..	4,42,32	..	4,42,32	34,002,189	1·3
Punjab ..	8,64,41	1,75,00	6,89,41	20,685,024	3·3
Bombay ..	13,26,03	56,00	12,70,03	19,348,219	6·5
Central Provinces ..	4,93,61	22,00	4,71,61	13,912,760	3·4
Assam ..	1,96,64	1,500	1,81,64	7,606,230	2·4
Burma ..	9,78,67	64,00	9,14,67	13,212,000	6·9

From the outset it was clear that the Meston Settlement had done a grave injustice to this province, and the first budget presented to the

Legislative Council showed a gap of Rs. 120 lakhs between the revenue receipts and the expenditure required merely to carry on the administration. This was admitted by the Government of India. In September 1921, Sir Malcolm Hailey, then Finance Member of the Government of India, in moving a resolution to remit the Bengal contribution of Rs. 63 lakhs, told the Legislative Assembly: "We (Government of India) have examined the case both narrowly and critically, and it appears certain that, with every economy, Bengal must have a deficit of not less than Rs. 120 lakhs. Even if we make no allowance for any extra expenditure for improvements in transferred subjects such as are desired by Ministers—improvements which, we are told, are necessary if the Reforms are to be a success—Bengal would have that deficit, even if it provided only the bare minimum expenditure required to carry on the ordinary administration of the province."

5. The total revenues of the Government of India in the same year, 1921-22, amounted to Rs. 64,52,66,000, of which Bengal contributed no less than Rs. 23,11,98,000. Its unfortunate position, therefore, was due, not to the natural poverty of the province, but solely to the method of allocating the total revenues of India between the provinces and the Central Government. The difficulties of the Government of Bengal were enhanced by the fact that the sources of revenue assigned to it were inelastic and gave little prospect of expansion in the near future.

6. The remission of the contribution of Rs. 63 lakhs payable to the Government of India gave the province some relief. The Government, however, had still to face a large deficit, and in 1922 they presented three Bills to the Legislative Council, one of which provided for the taxation of amusements and betting, and the other two for the increase of court-fees and of stamp duties. A substantial increase of registration fees was also imposed a little later by executive order. At the same time Government closely scrutinised their expenditure and effected retrenchments amounting to Rs. 70,52,000 in 1921-22 and to Rs. 48,88,895 in the following year. In 1922-23 a Retrenchment Committee was appointed to explore the possibilities of further economies. The ultimate result of their recommendations was a saving of Rs. 37,50,000. These measures did not entirely relieve the Government of Bengal of their anxieties. Though retrenchments were possible in some directions, in others an increase of expenditure was unavoidable. In particular, the post-war revision of pay had added to the cost of every department. From 1925-26 onward, however, the position improved slightly, and Government were able to carry on for some years without seriously trenching on the provincial balance. The general economic depression then began to affect the revenue receipts, which fell from Rs. 11,35,00,000 in 1929-30 to Rs. 9,66,00,000 in 1930-31. The Government of Bengal again took up the question of

retrenchment, and in that year and the next, they effected further economies to the extent of Rs. 44,28,000.

7. The following table shows the estimated receipts and expenditure of the provinces of India in 1931-32:—

(The figures in columns 2 and 3 are in thousands of rupees.)

Province.	Estimated revenue.	Estimated expenditure.	Total population at census of 1931.	Revenue per head.	Expenditure per head.
1	2	3	4	5	6
	Rs.	Rs.			
Madras ..	18,29,70	18,22,12	46,740,000	3.9	3.9
Bombay ..	15,20,47	16,28,39	21,931,000	6.9	7.4
Bengal ..	10,52,42	11,68,82	50,114,000	2.1	2.3
Punjab ..	11,84,08	12,91,12	23,581,000	5	5.5
United Provinces	13,26,50	13,35,39	48,409,000	2.7	2.8
Bihar and Orissa	5,75,00	6,01,05	37,678,000	1.5	1.6
Burma ..	10,35,69	11,04,27	14,667,000	7	7.5
Central Provinces	5,12,15	5,01,07	15,508,000	3.3	3.2
Assam ..	2,66,91	2,70,68	8,622,000	3	3.1

It will be seen that the relative position of Bengal had not materially improved during the preceding ten years. To appreciate the full significance of the figures, it is necessary to bear in mind that, except Bombay, no other province has to provide for the needs of a great city like Calcutta.

8. With these facts before us, we entered on our task with little expectation of being able to suggest immediate economies sufficient to bridge the gap between revenue receipts and expenditure, which, the current year, is estimated at Rs. 1,59,36,000, nor have we been able to do so. We have made a detailed investigation into the expenditure of every department of Government, and have finally been able to propose retrenchments which, if our suggestions are accepted *in toto*, will lead to an ultimate saving of Rs. 1,84,96,000. Some of our recommendations, however, can only take effect gradually, in particular those relating to the pay of Government servants, and it is clear that that retrenchment alone cannot place the province in a position of solvency. Nor will further taxation provide a solution. Existing tax cannot be increased, and from a perusal of the Federal Finance Committee's report it is clear that new sources, if any can be found, a

likely to yield comparatively little revenue. Bengal must, therefore, look for relief to an equitable revision of the financial settlement. We need not discuss the recommendations of the Federal Finance Committee. These, if accepted, would perpetuate the present position, but we trust that the representations which the Government of Bengal have made will command attention, and that, on the introduction of the new constitution, Bengal will be given a revenue commensurate with its wealth and with its needs.

9. Many of the recommendations which we make in the following chapters will, to some extent, impair the efficiency of the departments affected, but we consider that, in the present circumstances, the province must be satisfied with a somewhat lower standard. We have endeavoured to frame our proposals in such a way as to avoid revolutionary changes in the existing system of administration. Such changes would, in our opinion, be unwise on the eve of important constitutional reforms.

10. In the following pages, we have first dealt with the expenditure of Government, department by department, and have then proceeded to consider general questions such as pay, allowances and contingent expenditure. At the end of each chapter we have given an estimate of the ultimate savings which will be effected if our proposals are accepted, and the results have been tabulated in an appendix to the report. The figures are approximate, but we believe that they are conservative. In some cases, where we have made recommendations of a general nature, it has not been possible to calculate the savings which may result from them. We have, in a few instances, gone somewhat beyond our terms of reference by recommending an increase in the charges payable to Government. All savings due to proposed reductions in the pay of the services have been shown under the chapter on the "Pay of the Services."

11. We regret that owing partly to causes outside our control, and partly to the mass of material with which we have had to deal, it was not possible for us to complete our report by the end of August as requested by Government. We are aware that this will cause some inconvenience, as it reduces the time available for the consideration of our recommendations before the budget estimates for 1933-34 are framed. We were able, however, before the offices closed for the Pujah holidays, to furnish Government with advance copies of the earlier chapters of our report which had been finally approved and signed by us.

12. We were informed that, under the orders of the Secretary of State, official members of retrenchment committees are not permitted to take part in any recommendations regarding the scales of pay or the general strength of the cadres of services, of which the control is vested

in the Secretary of State in Council. It should, therefore, be understood that the general recommendations regarding all-India services made in the report are those of the three non-official members of the Committee, and that the Chairman does not take part in them. The prohibition does not extend to individual economies, such as the substitution of an officer of a different class for an all-India officer, or the pay of a particular post, and for all such recommendations the Chairman shares responsibility with the other members of the Committee.

13. We wish to record our indebtedness to our Secretary, Mr. S. K. Haldar, I.C.S., for the invaluable assistance he has given us. His duties have been heavy, but he has performed them promptly and efficiently. He has spared no trouble to obtain all the information we required, and his recent experience as Deputy Secretary in the Finance Department has been of great use to us.

Part I.

CHAPTER II.

Land Revenue.

14. **Recovery of the cost of major settlement operations**—Major settlement operations are now in progress in the 24-Parganas, Malda, Burdwan-Hooghly, and part of Rangpur. They have still to be taken up in Howrah, Dinajpur, and two blocks of Rangpur. A considerable portion of the cost of these operations is eventually recovered. In the first place, a direct charge of 75 per cent. of the cost of each operation is realised from the landlords and tenants. In practice, this works out at about Re. 1-8 per acre, of which generally the landlords pay 14 annas and the recorded cultivators 10 annas. For this charge they receive copies of the khatians and maps relating to their lands. These are certified as true copies, they are exempted from court-fees under section 35 of the Court Fees Act, and they are presumed to be correct in the law courts, until the contrary is proved. In addition to this direct levy, settlement operations bring in considerable revenue to Government in other ways. The sale of extra copies of maps and khatians, which practically cost nothing except the price of paper, yields about Rs. 75,000 a year. A very considerable revenue is also derived from the sale of court-fee stamps for use in settlement cases, of which only one-fourth is at present set off against the cost of the settlement. It is thus clear that Government are actually out of pocket by a good deal less than 25 per cent. of the cost of these operations. On the other hand, recovery does not ordinarily start till the third year of the operations, and Government make no charge on account of interest on the very considerable expenditure incurred up to that stage.

15. The Retrenchment Committee of 1922 recommended that the percentage of cost directly recoverable should be raised from 75 per cent. to 95 per cent., on the ground that the benefit accruing to Government would be more correctly represented by a contribution of 5 per cent. than of 25 per cent. Government, disagreeing with this opinion, did not accept the recommendation of the Committee. It is, of course, impossible to assess with any accuracy the proportion of benefit derived by Government, landlords and tenants from settlement operations. But it is indisputable that they are a great and immediate benefit to landlords and tenants, while the benefit to Government is mainly

indirect. We think that the amount of recovery may reasonably be raised to 87½ per cent.

16. **Postponement of major operations.**—Even if this recommendation is accepted, Government will not be relieved of the necessity of financing these operations for two or three years before they get any recoupment. Although the Committee fully appreciate the value of major settlement operations, they consider that this expenditure is not justifiable in the present circumstances, and recommend that Government should confine themselves for the present to completing the major settlements now in progress, and should not initiate any new operations until the financial position has materially improved.

17. **Land revenue settlement operations.**—This recommendation does not apply to land revenue settlement operations. These have in the past proved highly remunerative, and it is estimated that they will continue to be so, as will appear from the following statement of some of the operations recently taken up, or to be taken up in the near future:—

District under land revenue settlement operation.	Total estimated cost.	Estimated increase in land revenue per year.	
		Rs.	Rs.
Midnapore	4,50,000	1,00,000	
Jalpaiguri	6,80,000	2,20,000	
Noakhali	3,75,000	66,000	
Pabna	1,33,000	57,000	
Dacca	1,23,000	22,000	
Mymensingh	1,83,000	17,000	

So much has been said and written about the permanent settlement of Bengal, and the inelasticity of its land revenue, that the fact is frequently lost sight of that about 27 per cent. of the total land revenue is subject to periodical revision. It is important that revisions should be carried out as they fall due, and we do not suggest any curtailment in the programme of these operations. Nor does our recommendation apply to revisional operations under section 101 of the Bengal Tenancy Act, the whole cost of which is realised from the parties interested.

18. **Staff for settlement work.**—At present the cadre of the Indian Civil Service provides five officers for employment on settlement work, namely, the Director of Land Records and four settlement officers who may be either members of the Indian Civil Service, or Provincial Service officers holding listed posts. This cadre was fixed in view of a four-party major settlement programme, and as a consequence of our recommendation it should now be reduced to three officers in all. A large reduction can also be made in the cadres of deputy and sub-deputy collectors. These provide posts for 13 deputy collectors and 53

sub-deputy collectors (including leave reserve) for employment in settlement work. Owing to the reduction in the settlement programme the number is already much in excess of requirements. It was fixed on the assumption that the four-party programme would continue to the end of 1934, and that thereafter the revisional programme would be taken up. Owing to the financial position there is no prospect of revisional operations, other than land revenue settlements and those under section 158A of the Bengal Tenancy Act, being taken up in the near future. In view of these facts and of the recommendations we have made, the number required will be still further reduced.

19. **Settlement kanungos.**—The present elaborate system of field bujharat by the agency of kanungos was introduced to deal with the complicated land tenure system of Eastern Bengal, particularly in the district of Bakarganj. The land system elsewhere is much simpler, and we have evidence that the work can be done adequately by a less highly qualified and less expensive staff. We understand that this has been tried on an experimental scale, and that one kanungo and four sardar amins have been found capable of replacing four kanungos without serious detriment to the quality of the work. We, therefore, recommend that, for bujharat work, the above system be introduced. We understand that this will result in a reduction of at least 20 per cent. in the number of settlement kanungos.

20. **Stamp fee on applications.**—At present applications can be made prior to draft publication of the settlement record, either orally or by petition, without payment of court-fees. We recommend that all applications made after the bujharat stage should be in the form of stamped petitions. At the attestation stage the parties to a dispute get a decision based on a careful examination of evidence, and there is no reason why they should get this at the expense of the general taxpayer and of those who have to contribute to the cost of the settlement.

21. **Departmental suggestions for retrenchment.**—We note that the Revenue Department has made the following cuts in its budget provision for the current year:—

	Rs.
1. Management of Government estates—Collection of revenue—Supplies and Services—Road and Public Works cesses	80,000
2. Outlay on improvements in Government estates	82,136
3. Colonisation of Sundarbans—Agricultural improvements	7,301
Total	1,69,437

22. **Land acquisition work done for railways.**—When land is required for railways, the cost is recovered from the Government of

India, only if a special establishment is employed for the work. We are unable to understand the reason for doing this work free of cost when it is carried out by the ordinary district staff, and we recommend that a percentage should be added to all estimates for the acquisition of land for railways to cover the cost of the staff.

23. **District kanungos.**—There are at present 59 posts of district kanungos. These officers are supposed to have a knowledge of survey work (although we are told that this is in many cases not a very thorough knowledge), and they are generally employed on miscellaneous enquiries connected with such matters as khas mahal cases, alluvion and diluvion, and civil suits to which Government are a party. As a rule, very little supervision is exercised over their work, and doubts have been expressed as to whether they are fully employed. We think that many of the enquiries made by these kanungos can be done by circle officers, and where a knowledge of survey is required, the work would be much better done by sub-deputy collectors. It should be possible to arrange that one of the sub-deputy collectors posted to the headquarters of each district should be an officer with a knowledge of survey. In our opinion, the number of kanungos can safely be reduced to 35, which allows one for each district, and eight officers who may be posted where they are required and will at the same time form a leave reserve.

24.

Item.	Estimated	
	Savings.	Increase of revenue.
	Rs.	Rs.
Increase in the rate of recovery .. ..	..	1,12,000*
Settlement officers	39,300	..
Settlement kanungos	30,000	..
Court-fee on application .. ..	..	15,000
Departmental suggestions	1,69,400	..
Land acquisition for railways .. ..	..	2,000
District kanungos	33,700	..
	<u>2,72,400</u>	<u>1,29,000</u>
Total	Rs. 4,01,400	

*Non-recurring. Will continue for about five years, making a total of Rs. 5,60,000.

Note.—There will be a saving of Rs. 73,28,000, spread over five or six years, on account of the postponement of major settlement operations. This has not been shown, as 87½ per cent. of this amount would have been recovered subsequently.

CHAPTER III.

Excise and Salt.

25. **Growth of expenditure.**—The revenue and expenditure under this head from 1913-14 are shown in the following statement. The payment to the Government of India on account of the cost price of opium was shown in the excise budget for the first time in 1925-26 and has been omitted from the figures for facility of comparison:—

Year.	Revenue.	Expenditure.
	Rs.	Rs.
1913-14	1,53,88,017	6,26,780
1914-15	1,53,59,916	6,94,214
1915-16	1,51,30,570	9,61,890
1916-17	1,44,07,668	10,95,128
1917-18	1,56,25,391	11,62,467
1918-19	1,76,38,246	12,22,123
1919-20	1,81,08,448	13,38,308
1920-21	1,96,33,317	13,80,717
1921-22	1,83,50,896	16,04,858
1922-23	2,01,17,030	16,06,092
1923-24	2,09,66,085	14,19,199
1924-25	2,15,53,443	13,45,651
1925-26	2,28,44,009	14,51,714
1926-27	2,25,55,658	15,29,926
1927-28	2,24,69,057	15,21,327
1928-29	2,25,61,040	15,93,875
1929-30	2,26,47,923	16,20,441
1930-31	1,80,28,339	15,73,136

Up to 1914-15 the excise work in the districts was managed by deputy collectors under the supervision and control of Collectors. In some districts the work took up the whole time of an officer, and in the rest his excise work was combined with other duties. In that year the department was reorganised. The grade of deputy inspectors was abolished, and separate services of superintendents and inspectors of excise were formed, to take the place of the whole-time and part-time deputy collectors and of the deputy inspectors. As will be seen from the figures given above, the reorganisation immediately led to a considerable increase in the expenditure of the department, which rose from Rs. 6,94,000 in 1914-15 to Rs. 9,61,000 in 1915-16 and to Rs. 10,95,000 in 1916-17. The cadre of deputy magistrates and deputy collectors, however, was at the same time reduced by ten posts,

Subsequently, the general revision of pay and the introduction of time-scales for all services in the post-war years led to further increases, till in 1922-23 the expenditure reached Rs. 16,06,000. As the result of the recommendations of the last Retrenchment Committee it fell to about Rs. 13,45,000 in 1924-25, but again increased, largely on account of the accrual of increments under the time-scales, to Rs. 15,73,000 in 1930-31—the last year for which exact figures are available.

26. **Fall in receipts.**—The revenue rose steadily from Rs. 156 lakhs in 1917-18 to Rs. 228 lakhs in 1925-26, but fell again to Rs. 180 lakhs in 1930-31, and preliminary figures show that in 1931-32 it dropped practically to the figure of 1917-18. The rise in receipts from 1917 onwards is mainly attributable to the introduction, in that year, of the fixed-fee system of licensing and control, and to the general prosperity of the post-war years. The recent fall is due mainly to economic conditions, but also to some extent to the growth of the temperance habit and to the non-co-operation movement. Even if these causes are removed, we believe that the excise revenue will only expand slowly, and we are doubtful whether it will ever attain its former dimensions.

27. **Suggested reorganisation of the department.**—The Committee have given very careful consideration to the possibility of making over the excise work in the districts to the Subdivisional Officers working under the general supervision of the Collector. Finally, however, we have come to the conclusion that this is not advisable. The savings which will be effected depend largely on the extent to which Subdivisional Officers may be able to undertake this additional work without further assistance. They could undoubtedly do so in many subdivisions, but in others, Subdivisional Officers are already overworked and could not unaided take over the management of excise work without detriment to their other duties. We apprehend that in many cases there would be a demand for additional staff, and this would be difficult to resist in view of the fact already mentioned that, when a separate service of excise superintendents was created, the cadre of the Bengal Civil (Executive) Service was reduced by ten. The witnesses best qualified to speak on the subject are strongly opposed to the idea of transfer on the ground that a specially trained staff is required for the department. They hold the view that if the work is handed over to officers with many other important duties to perform and with no special knowledge of excise work, it will not receive the attention it needs and that illicit practices will increase, and the excise revenue be thereby endangered.

28. **Amalgamation of excise charges.**—After very full consideration the Committee have finally come to the conclusion that a more certain saving can be effected by reducing the number of excise districts, and by extending the present practice of placing the less important of these in the charge of senior inspectors who are given a

duty allowance of Rs. 50 in addition to their grade pay. The table printed as an appendix to this chapter shows the staff and the volume of work in each district except Calcutta during the year 1930-31. It will be seen that it varies largely, and that many superintendents of excise must have very light charges. The number of shops, the excise revenue and the number of excise prosecutions are the best criteria of the amount of work to be done. If one officer can manage the work of a district like the 24-Parganas which had 532 shops, a revenue of over Rs. 20 lakhs, and 339 excise prosecutions in 1930-31, it is clear that an officer cannot be fully occupied in a district like Nadia with 140 shops, a revenue of Rs. 2,40,000, and 128 prosecutions, or like Faridpur with 74 shops, a revenue of Rs. 1,95,000, and only 2 prosecutions. There is no reason why each excise district should be continuous with a revenue district. It is convenient, but it must be justified by the amount of work. Already the districts of Noakhali and Tippera are amalgamated for excise purposes, and we consider that the amalgamation of districts can be largely extended without endangering the revenue. We recommend that the excise charges outside Calcutta should be reduced from 26 to 16 as shown in the following statement:—

- | | |
|-----------------------|----------------------------------|
| 1. Burdwan. | 9. Mymensingh. |
| 2. Birbhum. | 10. Faridpur-Bakarganj. |
| 3. Bankura-Midnapore. | 11. Chittagong-Noakhali-Tippera. |
| 4. Hooghly-Howrah. | 12. Pabna-Rajshahi. |
| 5. 24-Parganas. | 13. Malda-Dinajpur. |
| 6. Nadia-Murshidabad. | 14. Jalpaiguri. |
| 7. Jessore-Khulna. | 15. Rangpur-Bogra. |
| 8. Dacca. | 16. Darjeeling. |

29. **Replacement of superintendents by inspectors.**—We consider that the policy of placing inspectors in charge of the less important districts can be greatly extended. Excise work must be done with care and thoroughness, and some expert knowledge is necessary, but it is chiefly of a routine nature. It is not work in which new and difficult problems are constantly arising and prompt decisions must be taken. The Collector is still responsible for the excise work in his district, and the superintendent or inspector in charge can always resort to him for advice or instructions if he is in difficulties.

30. At present 14 out of 25 district charges are held by superintendents of excise. We consider that only 6 out of the 16 charges proposed by us, namely, Burdwan, Bankura-Midnapore, Hooghly-Howrah, 24-Parganas, Jalpaiguri and Chittagong-Noakhali-Tippera, are of sufficient importance to require a superintendent. The other ten charges can safely be entrusted to senior inspectors.

31. **Deputy Commissioners of Excise.**—There are at present two Deputy Commissioners of Excise, and we are satisfied that both of

them are fully occupied in the performance of very responsible duties. We do not recommend any reduction in their number, especially in view of our subsequent recommendation that the charge of the Registration Department should be made over to the Commissioner of Excise.

32. **Cadre of superintendents of excise.**—There are three posts of superintendents sanctioned for Calcutta, to hold charge of licensing, detection and distilleries respectively. At present one officer is temporarily in charge of both detection and distilleries. On the evidence we have received, we are satisfied that this arrangement can be continued permanently, and we recommend the abolition of one post of superintendent.

33. The sanctioned strength of superintendents of excise is 21. Under our proposals the number will be reduced to nine as follows:—

Officers in charge of districts	...	6
Personal assistant to the Commissioner of Excise	...	1
Superintendents in Calcutta	...	2

It is unnecessary to provide any leave reserve as inspectors can be appointed to act in leave vacancies.

34. **Excise Intelligence Bureau.**—The Excise Intelligence Bureau is a detective department, for special work outside Calcutta, and it is responsible for compiling the Excise Intelligence Gazette. The Superintendent of Excise, Detection Department, Calcutta, is in charge of the bureau, which has a staff, distributed throughout the province, of three inspectors, five sub-inspectors, 24 petty officers and 51 peons. The last Retrenchment Committee recommended that the Excise Intelligence Gazette should be dispensed with. We have again considered the matter, but are of opinion that the gazette serves a very useful purpose and should be retained. The Commissioner of Excise has suggested that the parties working under the bureau in the districts of North and East Bengal can be supervised by the local excise officers, while the parties nearer Calcutta can work under the direct supervision of the superintendent of excise, Detection Department. We agree with this proposal which will enable Government to abolish two posts of inspector and three of sub-inspector.

35. **Cadre of inspectors.**—The sanctioned cadre of inspectors is at present 61. We are of opinion that three of these posts, one at Jalpai-guri and two at Mymensingh, can be abolished. The work in these districts is not sufficient to require an intermediary between the superintendent or inspector in charge and the sub-inspectors. This service includes a leave reserve of three for the cadre of superintendents and three for its own cadre. Leave vacancies in the cadre of inspectors can always be filled by the temporary promotion of sub-inspectors. Three of these posts can, therefore, be abolished and replaced by three posts of sub-inspector. We have recommended that there should be no

extra post of superintendent as leave reserve. A superintendent who goes on leave will be replaced by an inspector whose place will in turn be taken by a sub-inspector. The other three posts may thus also be abolished, and one additional post of sub-inspector created. The net result will be the abolition of six posts of inspector and the creation of four posts of sub-inspector. We accordingly recommend that the cadre of inspectors should be reduced from 61 to 50 as follows:—

Inspectors in charge of districts	...	10
Other inspectors	...	40
		50

36. **Sub-inspectors and petty officers.**—Turning to sub-inspectors, we are of opinion that the cadre is capable of some reduction. No excise charge should normally have more than one sub-inspector in each subdivision and one sub-inspector at headquarters; an extra officer may be posted to the headquarters of revenue districts which will be left without a superintendent or inspector in charge, in consequence of our proposal for the amalgamation of excise districts. On the above principle, the cadre of sub-inspectors may be curtailed by 37 in districts other than Calcutta and the 24-Parganas. We also recommend that the possibility of reducing the number of sub-inspectors in Calcutta and the 24-Parganas be examined by Government. The present strength is 35, and we think it should be possible to reduce the number by six.

37. The existing strength of petty officers is 107 permanent and five temporary men. We accept the proposal of the administrative department to abolish six of these posts.

38. **Contribution from the Government of India.**—At present the detection and prevention of illicit manufacture of salt (which is a central subject) is done by the excise staff of the province, in return for a contribution of Rs. 2 lakhs per annum from the Government of India. We understand that the Government of India are contemplating the reduction of this contribution, and we recommend that, in the event of any such reduction, the expenditure on the excise establishment in the saliferous tracts, where there is little purely excise work, should be proportionately reduced.

39. **Rewards.**—Rewards to excise officers were reduced to some extent on the recommendation of the last Retrenchment Committee. We find that there is room for further reduction in this respect and recommend that the budget provision under this head should be reduced by half. Rewards should not be granted as a matter of course, but should be confined to exceptional cases in which personal courage or detective ability has been shown.

40. **Payment for legal opinion in excise cases.**—At present a retainer of Rs. 100 per month is paid to an advocate for giving his opinion in excise cases. This should, in our opinion, be abolished, and the opinion of the Legal Remembrancer should be obtained, when necessary, in difficult cases.

41.

Item.	Estimated savings.
	Rs.
1. Superintendents	82,100
2. Inspectors	34,000
3. Sub-inspectors	53,400
4. Petty officers	1,800
5. Rewards	16,400
6. Retainer to advocate	1,200
Total	1,88,900

APPENDIX.

Name of district.	Area in square miles.	Staff.						Number of shops.	Number of pachwai home-brewing licenses.	Number of trees licensed in tree-tax areas.	Excise revenue.	Number of excise cases.
		Superintendents.	Inspectors in charge.	Inspectors.	Sub-inspectors.	Petty officers.	Peons.					
1	2	3	4	5	6	7	8	9	10	11	12	13
											Rs.	
Burdwan ..	2,703	2	..	5	17	11	46	619	..	..	16,65,028	1,482
Birbhum ..	1,753	1	1	..	8	1	18	369	..	..	4,06,019	535
Bankura ..	2,625	..	1	1	10	1	23	288	4	..	2,20,219	524
Midnapore ..	5,055	1	..	3	20	8	69	495	..	..	10,33,633	1,240
Hooghly ..	1,188	1	..	3	15	7	60	344	..	16,523	10,92,200	364
Howrah ..	498	..	1	..	6	6	26	175	..	19,296	4,76,966	252
24-Parganas ..	4,834	1	..	4	24	8	99	532	1,076	57,897	20,14,680	339
Nadia ..	2,778	1	..	..	8	..	18	140	..	..	2,40,913	128
Murshidabad ..	2,121	1	..	..	7	..	16	191	..	..	2,00,528	113
Jessore ..	2,904	..	1	..	7	..	15	107	..	..	1,59,256	18
Khulna ..	4,730	..	1	..	4	..	12	117	..	..	1,42,688	3
Dacca ..	2,703	1	..	1	9	2	27	140	219	..	5,59,208	36
Mymensingh ..	6,238	1	..	2	12	..	30	202	2,057	..	4,05,871	23
Faridpur ..	2,371	..	1	..	7	..	15	74	..	..	1,95,543	2
Bakarganj ..	3,490	..	1	..	9	..	22	104	24	..	3,07,873	22
Chittagong ..	2,497	..	1	1	10	8	78	97	49	..	3,06,718	62
Noakhali ..	1,515	..	..	..	2	1	9	33	..	..	50,255	4
Tippera ..	2,560	..	1	..	5	2	20	85	..	..	1,78,709	12
Pabna ..	1,678	..	1	..	6	..	17	64	76	..	1,48,386	11
Rajshahi (Naogaon) ..	2,620	1	..	1	9	2	41	93	835	..	1,97,901	49
Malda ..	1,833	..	1	..	5	..	13	118	910	..	1,96,714	69
Dinajpur ..	3,946	..	1	..	8	..	17	117	2,791	..	1,67,756	49
Jalpaiguri ..	2,931	1	..	1	8	3	40	117	34,005	..	4,97,877	96
Rangpur ..	3,496	..	1	..	7	..	22	161	519	..	2,37,585	41
Bogra ..	1,379	..	1	..	5	..	13	63	160	..	1,07,555	11
Darjeeling ..	1,164	1	..	..	7	3	33	78	10,740	..	3,05,758	281
		18	14	22	235	63	799					

CHAPTER IV.

Stamps.

42. **Reduction in the rates of discount.**—The Committee have examined the expenditure under this head and find that the only possible retrenchment would be a reduction in the rates of discount allowed to licensed stamp vendors. These rates were revised by Government on the recommendation of the last Retrenchment Committee. We have carefully scrutinised the present rates and are of opinion that they are not capable of reduction, as the average annual earnings of a stamp vendor fell to Rs. 53 in 1930-31 and were even lower last year.

43. **Understamping of documents.**—We find from the report of the Madras Retrenchment Committee that a leakage of Rs. 1½ lakhs was detected as the result of a stamp audit in 39 courts, and that on this basis the annual loss for the whole province was estimated at Rs. 7½ lakhs. Two stamp auditors in the Punjab, appointed at a cost of Rs. 15,150, are reported to have saved that Government the value of their salaries many times over. In the United Provinces a special stamp inspectorate, appointed at a cost of Rs. 45,000 a year, discovered deficient payments amounting to Rs. 53,000 in the first year and to over Rs. 1,20,000 in the second year. It may reasonably be presumed that in Bengal also many cases of understamping escape detection, and, though it is going somewhat beyond our terms of reference, we suggest that two sub-deputy collectors should be appointed to audit stamped documents in the courts and registration offices of Bengal. They might be granted a special allowance of Rs. 75 a month, and should be given to understand that the continuance of the posts will depend on the results which they are able to show at the end of a year. As the cadre of the Bengal Junior Civil Service is in considerable excess, the two officers can be found from the present staff, and the only extra cost to Government will be their special pay and travelling allowances.

CHAPTER V.

Forests.

44. **Work of the department.**—The natural forests of Bengal are unfortunately of no great commercial value unless they are properly conserved and developed, chiefly because they are composed of a very large number of mixed species. It is difficult to market a mixture of hard woods and soft woods, of valuable timber and timber which is only fit for firewood. To enhance the value of these forests, the department has, for many years past, been establishing plantations consisting of even-aged crops of valuable species only. These plantations will be of very great value when they come to maturity, and it would be a short-sighted policy to neglect them. We have, therefore, endeavoured to make recommendations which will reduce expenditure without seriously affecting the ability of the department to maintain these assets in good condition. For this reason we have recommended no reduction in the subordinate staff of rangers and foresters who are engaged in the actual conservation of the forests; but we consider that there is considerable room for reduction in the directing and supervising staff.

45. **Conservators of Forests.**—Formerly the forest divisions of Bengal formed one circle under one Conservator. For a long time the department had been pressing on Government the desirability of dividing the province into two circles with a Conservator for each, and in this it had the strong support of the Inspector-General of Forests with the Government of India. The chart printed as an appendix to this chapter illustrates the financial results of the working of the department since 1873-74. It will be seen that the revenue of the department rose from Rs. 16 lakhs in 1919-20 to Rs. 29 lakhs in 1925-26 and Rs. 31 lakhs in 1926-27. The surplus of revenue over expenditure rose from Rs. 8 lakhs in 1919-20 to Rs. 16 lakhs in 1925-26 and Rs. 14 lakhs in 1926-27. With these figures before it, the scheme for the appointment of a second Conservator was accepted by Government with the sanction of the Secretary of State and put into effect from November 1927. Up to 1929-30 the department continued to show a substantial annual surplus, but in 1930-31 the total receipts had fallen to Rs. 23 lakhs and the surplus to Rs. 7 lakhs. Only the preliminary figures for the last year are as yet available, but according to these the surplus will not amount to more than about half a lakh of rupees. In these circumstances, we do not consider that the retention of the second post of

Conservator can be justified, and we recommend that it should be dispensed with until the earnings of the department again approach the figures of 1925-26 and 1926-27.

46. **Divisional officers.**—The cadre of the all-India Forest Service consists of two Conservators and 20 Deputy and Assistant Conservators of Forests, distributed as follows:—

In charge of territorial divisions	..	..	9
Silviculturist	..	..	1
Utilisation officer	..	..	1
Attached officers	..	..	3
Leave and training reserve	..	..	4
Officers under the Government of India	..	..	2

There are in all ten territorial divisions, of which one is held by an officer of the Provincial Forest Service. We recommend that they should be reduced to eight. The Kalimpong and Jalpaiguri divisions which are not heavy charges and are geographically contiguous, should be amalgamated. The Dacca-Mymensingh division consists of private forests from which the two districts derive their supply of timber and firewood. This supply was endangered by unscientific management, and in 1925 Government took over charge of the forests under section 38 of the Indian Forests Act, which provides that Government may enter into an agreement with the proprietors for the management of private forests. We are informed that the Dacca-Mymensingh forests fall into two portions, and the proprietors of only one portion have up to the present executed an agreement. Unfortunately this is the least profitable portion of the forests.

47. The legal position is by no means clear to us, but we are only concerned with it in so far as it may affect the financial result of the working of the department. After deducting the direct cost of management and the leave and pension charges of the staff, the profits of the forests are divided between Government and the proprietors in the ratio of 5 : 95. The cost of audit of accounts and of superior supervision is not, however, included in the cost of management. We are informed that Government have incurred a loss of Rs. 17,665 since they took over the management of these forests, besides meeting the cost of audit and overhead charges. In the present state of things we see little hope of any substantial profit in the near future, and we do not think that the benefit to the public is sufficient to justify the additional burden which the management of these forests will place on the provincial revenues. We, therefore, recommend that Government should write off the loss already incurred and relinquish charge of them as provided for under clause 13 of the agreement.

48. **Special officers.**—We think that the post of the Silviculturist should be retained. His work cannot be discontinued and resumed later at the point where it was left off. If the post is abolished, the value of the work which he has already done is likely to be

largely lost. On the other hand, we do not consider that there is any need for the Forest Utilisation Officer. He is the publicity officer of the department whose duty it is to find markets for forest produce, especially sleepers. There is little for him to do, and we recommend that this post should be abolished. Nor do we think it necessary to retain the post of Working Plans Officer which is shown in the Civil List, but which is apparently not filled up at present. The preparation of working plans may be postponed till conditions improve, and revision, when necessary, may be carried on by the Divisional Forest Officers whose ordinary work must have been reduced to a considerable extent by the fall in the demand for forest produce.

49. Cadre of the all-India service and its provincialisation.—

The cadre of the all-India service contains two posts to which officers are recruited for employment under the Government of India. We understand that, as a measure of economy, the Government of India propose to return one of them at least to the Provincial Government. This officer is an entomologist recruited for the Dehra Dun Forest Research Institute. It does not seem to us reasonable that the Provincial Government should be required to recruit officers beyond their own requirements, on the understanding that they will be employed by the Government of India, and that the Government of India should then be at liberty, in times of financial stringency, to return these officers to the provinces. In this case the officer is an entomologist, and it is impossible to find any employment for him in Bengal. We consider that the Government of Bengal should represent the position to the Government of India and disclaim any responsibility for finding this officer employment, or compensating him for loss of employment.

50. The provision in the cadre for three attached officers and a leave reserve of four seems to us excessive. We consider that a total of three posts should be sufficient for these two purposes.

51. The result of these recommendations is that the total cadre of the service should, in future, be as follows:—

In charge of territorial divisions .. ..	..	8
Silviculturist .. ..	..	1
Leave reserve and attached officers ..	..	3
		—
Total .. ..	..	12
		—

52. We understand that recruitment to the Indian Forest Service has been stopped for the present as no vacancies are expected in the next two years. In our opinion, recruitment should not, in any circumstances, be renewed, and we endorse the recommendation of the Services Sub-Committee of the Round Table Conference that the Indian Forest Service should be provincialised. We shall deal with the question of the scale of pay for the new Provincial Service in a subsequent chapter.

53. **Provincial Service.**—The cadre of the present Provincial Service of Extra Assistant Conservators is 13, of which one post is at present vacant. We recommend that the strength of this service be reduced to 10.

54. **Forest Engineer.**—The post of Forest Engineer was created in 1921; but the present incumbent has been on leave since 1st February 1930. We understand that he does not propose to return to duty and that Government are contemplating the abolition of the post. We wish to record our opinion that the retention of the post is unnecessary.

55. **Launches.**—There are at present four steam and five motor launches at Khulna. We consider that this number is excessive and that two steam and five motor launches should be sufficient.

56. **Departmental operations.**—We are of opinion that departmental extraction of timber should be reduced to a minimum. In the present state of the market the extraction of timber should, as far as possible, be left to the purchasers.

57. **Elephants.**—We understand that five kunki elephants are maintained, although there have been no khedda operations for some time past. The necessity for maintaining these elephants should be examined.

58. **Departmental suggestions for retrenchment.**—In response to our request for suggestions for the curtailment of expenditure, the Forest Department informed us that it was considering the postponement of expenditure on the following items:—

	Rs.
Electric crane at Siliguri	17,000
Tractors in Kasalong	28,000
Communication and buildings	25,000
Total	70,000

We recommend that these retrenchments be effected.

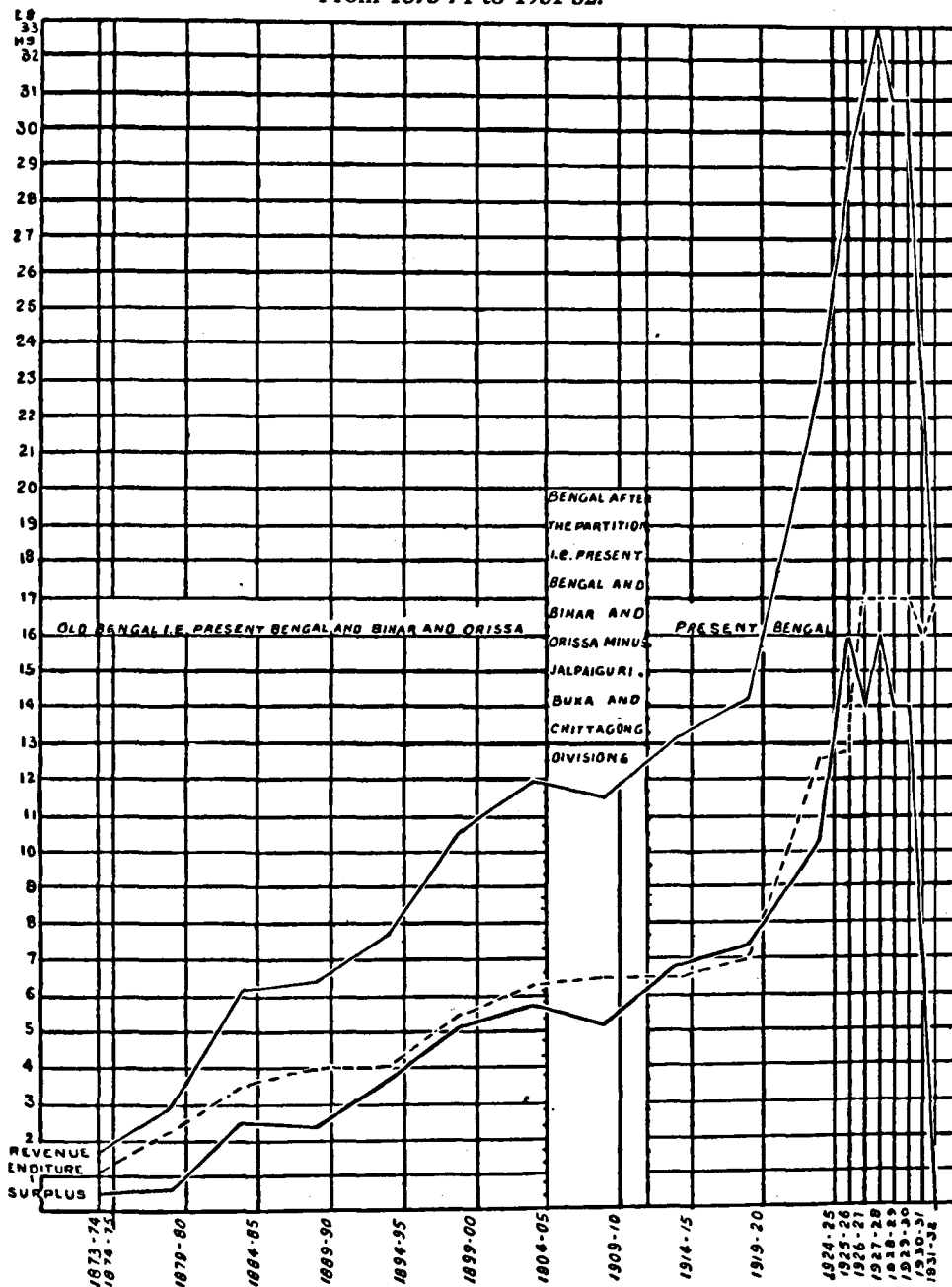
59.

Item.	Estimated savings.
	Rs.
1. Conservator of Forests	55,200
2. Deputy and Assistant Conservators	97,500
3. Extra Assistant Conservators	16,500
4. Forest Engineer	11,300
5. Steam Launches	21,100
6. Departmental suggestions	70,000*
Total	2,71,600

*Non-recurring.

APPENDIX.

Financial results of the Bengal Forest Department
From 1873-74 to 1931-32.



The horizontal division represents five years.
The vertical division represents Rs. 1,00,000.

CHAPTER VI.

Registration.

60. **Increase in expenditure.**—The estimated expenditure under this head in 1932-33 shows a net increase of Rs. 2,29,874 over the expenditure in 1923-24. Of this, however, Rs. 1,07,300 is on account of landlords' fees and was imposed on the department by the amendment of the Bengal Tenancy Act in 1929. The amount is recovered from the parties in court-fee stamps. The rest of the increase is mainly due to the increments accruing to sub-registrars and their ministerial staff under the time-scales of pay and to a small increase in the number of officers.

61. **Inspector-General.**—The last Retrenchment Committee recommended that the post of the Inspector-General of Registration should be abolished, and that the department should be placed under the control of the Commissioner of Excise. The main grounds for this proposal lay in the fact that at that time the Inspector-General of Registration as a member of the Council of State spent nearly five months of the year in Delhi and Simla, and during his absence his personal assistant officiated for him in addition to his own duties. The Committee deduced from this that the amount of work did not justify the employment of two officers. The Inspector-General of Registration is not at present a member of the Council of State, but the argument holds good unless it appears that the amount of work has so increased since 1922 that he could no longer be spared for the purpose. This recommendation of the Committee was rejected without any reason being assigned.

62. We have considered a statement put in by the Inspector-General showing the duties which he has to discharge, and we do not think that either the nature or the quantity of the work justifies the retention of the post. Most of it is of a routine character. The Committee regard the annual inspection of district sub-registrars' offices as important, but they are not satisfied that there is any advantage in having them inspected annually both by the Inspector-General and by the Inspector of Registration Offices. We are informed that the Inspector-General directs his attention mainly to administrative questions and the Inspector mainly to audit, but as the Inspector devotes on an average seven days to the inspection of each district office, we consider that he should be able in this time to investigate its working fully from both aspects. We have reliable evidence to the effect that,

with adequate assistance, the Commissioner of Excise could perform the work of the Inspector-General of Registration in addition to his present duties, though it might be necessary for him to delegate a certain amount of the excise work, especially inspections, to the Deputy Commissioner of Excise. We, therefore, repeat the recommendation of the previous Committee that the post of the Inspector-General of Registration should be abolished and that the duties should be handed over to the Commissioner of Excise who will be assisted by the personal assistant to the Inspector-General and by the Inspector of Registration Offices.

63. **Abolition of non-paying offices.**—During the last few years there has been a very heavy fall in the receipts from registration as the following figures will show:—

Year.				Receipts.
				Rs.
1927	..	..	..	.. 40,08,373
1928	..	..	..	.. 39,85,562
1929	..	..	..	.. 35,32,293
1930	..	..	..	.. 27,07,013
1931	..	..	..	.. 19,53,906

There are 413 registration offices in Bengal. During the last triennium, 32 of these offices worked at a loss in each year, while 40 other offices showed a profit in one year only and a loss over the whole period. We append a list of these offices and recommend that they should be closed except in cases where there are strong geographical or administrative reasons for their retention. Further, we note that a number of offices which earn a small profit are situated close to other offices, and that the amount of work done in them is not sufficient to occupy a sub-registrar and his staff. In the last ten years there has been a remarkable development in transport facilities in almost every part of Bengal. Where journeys had formerly to be made on foot or by a country boat, motor buses or motor launches now serve the needs of travellers, and competition is so keen that fares are low. The Committee, therefore, are of opinion that a considerable number of these offices could be closed without causing undue inconvenience to the public. As 90 per cent. of the documents presented for registration in Bengal are liable to compulsory registration, we do not anticipate that the proposed reduction in the number of offices will cause any appreciable falling off in revenue.

64. **Temporary establishments.**—The cost of temporary establishment in this department is heavy. The rules prescribe that the permanent muharrirs must copy a specified number of pages daily. When the number of documents presented for registration is so heavy that,

even if the muharrirs work up to the prescribed standard, they cannot be ready for return within three days, the sub-registrars are authorised to employ temporary muharrirs for copying. The actual cost of temporary establishment in 1930-31 was Rs. 1,48,666 (voted); the provision for the current year is Rs. 1,30,000 (voted). The department has volunteered to reduce this provision by Rs. 35,000, but we consider that a still further reduction is possible. The time for the completion of documents may, as a temporary measure, be extended from three to seven days. Clerks are not ordinarily employed in copying, but in view of the heavy falling off in the work, it is impossible that they can, in all offices, be fully employed on their prescribed duties. We recommend that, as a temporary measure, sub-registrars should be instructed to keep their clerks fully employed by giving them copying work to do and thus reduce the number of temporary hands engaged. An expedition fee is already charged for copies of documents urgently required, and a small additional fee may also be charged for priority of registration. This will remove any hardship caused by the proposed extension of the time taken for the completion of registration. Effect, however, can only be given to this by an amendment of section 52 of the Registration Act.

65. **Frequency of transfers.**—From figures supplied by the Inspector-General of Registration, it appears that in a cadre of 471 sub-registrars there were 377 transfers in 1930, out of which 65 transfers were at the request of the officers themselves. This large number of transfers is out of all proportion to the total number of officers. The Inspector-General informed the Committee that since he took over charge, he had been doing his best to reduce the number of transfers. We consider that he should have no difficulty in reducing them by more than 50 per cent. We see no reason why officers of this department should not ordinarily hold charge of one office for five years, though in the case of unhealthy stations it may be necessary to allow transfers after three years. Transfers should only be granted at the officers' own request on very exceptional grounds. It must be borne in mind that these transfers involve the expenditure of public money, even when the rule that an officer applying for a transfer is not entitled to travelling allowance is strictly enforced, for the relieving officer must be paid. As a matter of fact, we are informed that the rule is not in practice strictly enforced, and that officers generally draw travelling allowances even when transferred at their own request. We have also received evidence that the rule is frequently ignored or evaded in other departments. The Committee are of opinion that it is a perfectly reasonable rule and should be strictly enforced in all cases.

66. **Departmental suggestions for retrenchment.**—In response to our request for suggestions as to possible reductions of expenditure,

the Registration Department has offered to cut down its budget provisions by Rs. 58,800 made up as follows:—

	Rs.
(i) Reduction of temporary establishment ..	35,000
(ii) Reduction of temporary establishment (Bengal Tenancy Act)	10,000
(iii) Reduction of travelling allowance ..	2,000
(iv) Reduction of contract contingencies ..	8,000
(v) Reduction of contract contingencies (Bengal Tenancy Act)	3,000
(vi) Reduction of provision under "Other non-contract charges"	500
Reduction of provision under Landlords' Fees establishment	300
Total ..	58,800

If the suggestions which we have made to reduce the employment of temporary establishment are accepted, we consider that the provision on this account can be reduced by at least Rs. 50,000 instead of Rs. 35,000. The grant for "Temporary establishment—Bengal Tenancy Act" should also be capable of reduction by more than Rs. 10,000. The budget provision under this head for the current year amounts to Rs. 65,000, but the actual expenditure in 1930-31, when the work was heavier, amounted only to Rs. 56,041. We consider that this item should be reduced by Rs. 15,000.

67. **Increase of fees.**—As a result of the last Retrenchment Committee's recommendations, the registration fees leviable on documents relating to property of a value of over Rs. 250 were doubled, but the fees on documents relating to property of a value not exceeding Rs. 250 were left unchanged. The present scale is as follows:—

	Rs.	a.
Value Re. 1 to Rs. 50	0	8
„ Rs. 51 to Rs. 100	0	12
„ Rs. 101 to Rs. 250	1	0

We think that no hardship will be caused if these fees are increased by 50 per cent.

68.

Item.	Estimated savings.
	Rs.
Inspector-General	20,700
Closing of offices	3,63,900
Curtailment of transfers	10,000
Temporary establishment—Travelling allowance, contingencies, etc.	78,800
Increased registration fees	2,00,000
Expedition fee	20,000
Total ..	6,93,400

List of Registration Offices working at a loss for the last three years.

Name of Registration Office.	Amount of deficit.			Amount of total deficit.
	1929.	1930.	1931.	
	Rs.	Rs.	Rs.	Rs.
BURDWAN DIVISION.				
1. Saltora	549	1,659	1,648	3,856
2. Dantor Joint at Swari ..	1,358	1,705	1,700	4,763
3. Gopiballavpur	1,102	1,735	2,127	4,964
4. Pandua	1,127	377	917	2,421
5. Dhaniakhali	560	755	1,948	3,272
PRESIDENCY DIVISION.				
6. Habra	684	955	1,440	3,079
7. Haroa	73	548	1,201	1,822
8. Chakdaha	170	909	398	1,477
9. Lalbagh	1,027	931	1,613	3,571
10. Azimganj	714	1,418	2,023	4,155
11. Chhatiantala	1,007	501	905	2,413
12. Manirampur Joint at Rajganj	564	517	1,100	2,181
13. Magura Joint at Sripur ..	446	1,043	1,876	3,365
14. Simakhali	242	384	1,480	2,106
15. Narail Joint at Siddhipasa	1,973	1,766	2,136	5,875
16. Lakshmpasa Joint at Alpadanga	148	335	564	1,047
17. Kaliganj	373	207	1,806	2,386
DACCA DIVISION.				
18. Astagram	1,375	1,010	1,446	3,831
19. Kotalipara	1,088	703	1,476	3,267
20. Rahamatpur	587	657	137	1,381
CHITTAGONG DIVISION.				
21. Padua	438	207	1,195	1,840
22. Adhunagar	21	358	1,218	1,597
23. Kazirhat	1,356	1,102	1,932	4,390
24. Koterhat	42	51	560	653
25. Rangania	155	227	1,296	1,678
26. Kutubdia	372	109	185	666
27. Chakaria	906	820	1,642	3,368
28. Chhalgalnaya	680	100	720	1,500
29. Hossaindi	413	1,083	1,784	3,280
RAJSHABI DIVISION.				
30. Boda	440	1,723	2,271	4,434
31. Phulchhari	85	618	328	1,031
32. Ratua	145	945	1,493	2,583

List of Registration Offices working at a loss for two out of the three preceding years and showing a loss over the three years' working.

Name of Registration Offices.	Amount of deficit or surplus.			Amount of deficit.
	1929.	1930.	1931.	
	Rs.	Rs.	Rs.	Rs.
BURDWAN DIVISION.				
1. Khandaghosh ..	+250	-577	-676	1,003
2. Purbasthali ..	-282	-100	+42	340
3. Gangajalghati ..	+437	-81	-572	216
4. Raipur ..	+593	-826	-1,103	1,336
5. Kotalpur ..	+386	-314	-938	866
6. Indas ..	-584	+102	-642	1,124
7. Debra ..	+550	-452	-1,285	1,187
PRESIDENCY DIVISION.				
8. Bhangore ..	+55	-644	-49	638
9. Bishnupur ..	+427	-379	-1,289	1,241
10. Dum Dum ..	-1,086	-1,238	+103	2,221
11. Deganga ..	+980	-347	-836	203
12. Domkal Aziganj ..	+66	-65	-989	988
13. Harinakundu ..	+587	-509	-2,077	1,999
14. Kotchandpur ..	+699	-2,290	-1,169	2,760
15. Kaliganj Joint at Assasuni ..	-138	-33	+40	131
DACCA DIVISION.				
16. Kaliganj ..	+909	-785	-1,894	1,770
17. Kapasia ..	+1,048	-994	-892	838
18. Singair ..	+1,097	-732	-922	557
19. Bhaluka ..	+898	-1,676	-2,257	3,035
20. Ghatail ..	+734	-578	-923	767
21. Madhupur ..	+828	-942	-1,440	1,554
22. Madlrganj ..	+591	-1,962	-2,624	3,995
23. Bakshiganj ..	+1,525	-960	-1,235	670
24. Muksudpur ..	+1,411	-113	-1,723	425
25. Kesiani ..	+808	-730	-1,605	1,527
26. Silchar ..	+866	-439	-1,029	602
27. Rajapur ..	+195	-144	-1,592	1,541

Name of Registration Offices.	Amount of deficit or surplus.			Amount of deficit.
	1929.	1930.	1931.	
	Rs.	Rs.	Rs.	Rs.
CHITTAGONG DIVISION.				
28. Gasbaria	+303	-1,357	-355	1,409
29. Kanta Fakir's Hat ..	-80	-115	-646	611
30. Anwara	+258	-237	-1,566	1,545
31. Lamburhat	-285	-163	-354	476
32. Cox's Bazar	+389	-62	-1,236	909
33. Chaulagram	+1,108	-591	-1,662	1,145
34. Sarail	+1,338	-1,297	-1,539	1,498
35. Nasirnagar	+1,469	-1,700	-2,429	2,660
36. Bancharampur	+536	-899	-806	1,169
RAJSHAHI DIVISION.				
37. Kishoreganj	+1,005	-480	-1,578	1,053
38. Chilmari	+123	-1,309	-893	2,079
39. Palasbari	+1,211	-951	-1,362	1,102
40. Kailachak	+1,004	-265	-1,470	731

CHAPTER VII.

Scheduled Taxes.

69. **Betting tax.**—The receipts from the betting tax from 1923-24 onwards have been as follows:—

				Rs.
1923-24	..	..	..	20,76,732
1924-25	..	..	..	14,35,069
1925-26	..	..	..	14,43,631
1926-27	..	..	..	12,99,053
1927-28	..	..	..	15,08,990
1928-29	..	..	..	12,47,646
1929-30	..	..	..	12,00,026
1930-31	..	..	..	8,90,586
1931-32	..	..	..	8,96,837

The only expenditure under this head is the payment of Rs. 15,000 to the Royal Calcutta Turf Club for collecting the tax on bets made at the Calcutta, Barrackpore and Tollygunge races. The tax at Darjeeling is collected by the Treasury Officer there, without any extra expense to Government. The betting in Calcutta is, of course, much heavier, but we consider that the annual payment for the services rendered by the Turf Club is excessive. In their own interest the book-makers must enter each bet correctly at the time it is made. It might, we think, be possible to have the accounts examined and the tax assessed by a deputy collector stationed at Alipore or Howrah, in addition to his other duties, without any serious risk of losing revenue. There are, however, advantages in having the work done through the agency of the Turf Club, who have effective control over the book-makers, and whose staff are familiar with the way in which their accounts are kept. We, therefore, recommend that the collection of the tax be left with the Turf Club, provided they are willing to carry it out for an annual payment of Rs. 5,000.

70.

				Estimated savings.
				Rs.
Payment to the Royal Calcutta Turf Club ..				10,000
Total	..			10,000

CHAPTER VIII.

Irrigation.

71. **Nature of the work.**—The work of the Irrigation Department consists of irrigation, embankments, navigation and drainage. So far as irrigation is concerned, there are in operation only two canals of any importance, the Midnapore and the Eden canals, while the Bakreswar project has just been completed and the Damodar canal is still under construction. The second branch of the work comprises the maintenance of embankments and of the principal navigation routes. The Calcutta and Eastern canals, the Hijli Tidal canal, the Orissa Coast canal, the Sundarbans steamer route and the Madaripur Beel route are the main works in this section.

72. **Midnapore canal.**—The Midnapore canal was originally a navigation project, taken up and constructed by the East India Irrigation Company. On the collapse of that company in 1868, the works were taken over by Government to be used both for navigation and for irrigation purposes. Their success, however, was doubted even in the early seventies, and Colonel Haig, R.E., Chief Engineer, in 1873 calculated that, for the scheme to pay its way and earn 4½ per cent. on capital expenditure, it would be necessary to get a rate of Rs. 3 per acre on the entire irrigable area taken at 140,000 acres. But though it is possible to irrigate an area of 140,000 acres from this canal, the area actually irrigated never exceeded 100,000 acres and has been gradually declining as the following figures for *kharif* acreage show:—

Triennial average—				
1920-23	∴	...	...	84,127
1923-26	...	...	...	73,956
1926-29	...	...	...	71,884

In 1929-30 the acreage fell to 59,605 and in 1930-31 to 51,541 acres. The result is that provincial revenues have to bear a heavy annual expenditure which ought to fall on those benefited. The net revenue from this canal from 1871 to 1930-31, after deducting working expenses, but allowing nothing for capital expenditure or interest charges, is Rs. 13,91,993. The interest charges alone have amounted to over Rs. 180 lakhs. To-day the position is that Bengal has a capital liability of Rs. 84,92,053 and that interest at 3·325 per cent. per annum is payable to the Government of India till the capital is paid off. The repayment of the capital sum is optional, The annual interest amounts

to Rs. 2,76,166. In the ten years ending 1930-31 Bengal spent about Rs. 21 lakhs in working expenses, and Rs. 27½ lakhs in interest. In the same period the gross revenue was only Rs. 25 lakhs.

73. **Hijli canal.**—The Hijli Tidal canal is a navigation canal, about 49½ miles long, open only to country boats. This canal, along with the Orissa Coast canal which is 54½ miles long, was constructed at a time when Bihar and Orissa were part of Bengal, and there was no railway connection between Bengal and the south. Its total capital cost was Rs. 26,14,318, and the following figures show the actual position at the end of 1930-31:—

	Rs.
Permanent capital liability (at 3·325 per cent. interest)	17,95,489
Annual interest charges	84,820
Gross receipts	33,99,667
Total working expenses	27,42,102
Total interest charges	51,10,715

74. **Orissa Coast canal.**—The Orissa Coast canal is also a navigation canal lying partly in the Presidency of Bengal and partly in the Province of Bihar and Orissa. The Orissa Flood Committee, presided over by Mr. Addams-Williams, in 1928 recommended the abandonment of the portion of this canal falling in Bihar and Orissa. No capital or revenue account is now maintained for the project. Its receipt and working expenses are noted below:—

	Receipts.	Working expenses.
	Rs.	Rs.
1924-25	37,087	15,123
1925-26	39,365	12,398
1926-27	31,255	22,536
1927-28	20,670	36,799
1928-29	26,838	26,528
1929-30	32,533	23,982
1930-31	28,099	18,800
1931-32 Revised	30,000	20,800
1932-33 Budget	29,000	28,000

75. **The Calcutta canals.**—The Calcutta and Eastern canals consist of a system of locked canals connecting with the Hooghly. The working expenses of these canals within the last 10 years amount to Rs. 70,07,082 and the interest charges to Rs. 22,72,299. The gross revenue in the same period amounts only to a sum of Rs. 45,39,459, a net loss of over 24 lakhs within 10 years, excluding interest. The capital outlay on these canals is Rs. 69,86,458, and the annual interest charge is Rs. 2,12,195.

76. **The Sundarbans route.**—The Sundarbans steamer route has been treated as a separate project from the Calcutta and Eastern canals

since 1924-25. The gross working expenses from that time till 1930-31 amounted to Rs. 15,80,146 and the interest charges to Rs. 6,97,507, while the gross revenue was only Rs. 4,47,312. The capital outlay stands at Rs. 18,20,712, and the annual liability for interest is Rs. 62,996.

77. **The Madaripur Beel route.**—The Madaripur Beel route is a comparatively recent development. Originally the beel was a low-lying tract, 45 miles in length and 26 miles broad, dry in summer but a sheet of water in the rains, through which only country boats could ply. The original object of the scheme was to enable steamers also to use the route during the rains. It was then developed into a scheme for making the route navigable by steamers all the year round. By 1922-23 the total capital outlay, including direct and indirect charges, stood at Rs. 63,61,065. The original construction estimate was closed with effect from 31st March 1917, and since then work has been carried out under the rules governing expenditure chargeable to open capital account. The capital expenditure covering a period of 30 years now amounts to Rs. 84,20,530, the interest charge in 1930-31 being Rs. 3,61,962. But in spite of the expenditure, steamers can only use the canal for about five months in the year. From 1921-22 to 1930-31 the working expenses of the route have been Rs. 30,68,610, and the capital expenditure Rs. 30,47,334. The gross revenue in the same period amounted only to Rs. 32,00,980, a net loss of over Rs. 36,00,000 in addition to interest charges of Rs. 31,80,586.

78. **The dredgers and the Grand Trunk canal.**—The Grand Trunk canal project was initiated to provide a shorter steamer route between Calcutta and the Eastern districts, as the Doogra channel, which is the gateway of the Sundarbans, was gradually silting up. The Secretary of State sanctioned the project on the 19th May 1920, and contracts for three dredgers were entered into; Rs. 13·3 lakhs was paid in advance as part cost of the dredgers, contracts for bricks were given out, declarations under the Land Acquisition Act were published in August 1920, and Rs. 10,49,000 has been paid up to date for the lands of which possession was taken.

79. The original estimate of Rs. 80 lakhs for the dredgers was increased to Rs. 102 lakhs by an adverse turn of exchange. In the budget session in March 1921 the Hon'ble Member in charge had, therefore, to ask the Council to sanction Rs. 69,02,000 to pay off certain liabilities already incurred under contract, namely, Rs. 66 lakhs for dredgers, Rs. 69,000 for the manufacture of bricks, and the balance for compensation for lands, on the undertaking that the project would not be further proceeded with till the whole scheme had been reconsidered. The Council sanctioned the money on the assurance that, even if the Grand Trunk canal project was ultimately abandoned, there were other purposes for which the dredgers could be utilised. In the budget of 1922 no money was allotted for any actual work, though provision was

made for establishment and other charges. Nothing further was done till, on the 17th August 1926, Government asked the Council for Rs. 25,000 to enable it to proceed with the project. This was rejected. But Government were left with a heavy liability on account of the dredgers. The position actually stands thus (the figures are taken from the Appropriation Account of the Accountant-General, Bengal, for the year 1930-31):—

	Capital. Rs.	Rate of interest. Per cent.
Pre-Reform loans—		
Dredger " Ronaldshay " ..	.. 16,16,770	5·1979
Grand Trunk canal ..	.. 7,69,326	5·1979
Post-Reform loans—		
" Ronaldshay " ..	.. 50,00,000	4½
" Cowley " and " Burdwan " ..	.. 51,89,000	6½

For the "Ronaldshay" an equated payment of Rs. 4,89,072 on account of interest and principal is payable annually for 15 years from 31st March 1923, and a sum of Rs. 5,51,865 is payable for 15 years from 31st March 1924 for the "Cowley" and "Burdwan." The "Ronaldshay" was actually employed in work for only 26 days in 1923, and from that time till 1927 she had not a single day's work. Recently, however, she was hired by the Government of India for work in the Andamans. The "Burdwan," though ostensibly purchased for waterways other than the Grand Trunk canal, was employed only for 80 days in 1923 and 163 days in 1926. The "Cowley" worked for 277 days between 1923 and 1927. It appears that these dredgers are of little or no use for departmental purposes.

80. **Damodar canal.**—The Damodar canal project was taken up and abandoned more than once and, so late as 1922-23, the Government of Bengal in their resolution on the revenue report of the Irrigation Department said: "The Damodar project is not going to be taken up shortly, as the Government is at present not justified in embarking upon the large expenditure required for it, estimated at Rs. 90 lakhs, unless the people to be benefited finance it under the Agriculture and Sanitary Improvement Act. The opinion of the local public and the district boards has been invited. If the district boards are satisfied that the people to be benefited will accept financial responsibility and the scheme will justify itself, they will make an application under the Act." The project nevertheless was again brought forward in 1926-27 as a scheme to be financed by the provincial exchequer. The estimate, however, was reduced to Rs. 78 lakhs, though we understand it has again gone up to Rs. 90 lakhs or more. We understand that the acreage rate in this project has been estimated at Rs. 3-8 and Rs. 4, and it seems to us very doubtful if this can be realised in view of the general fall in prices.

81. **Financial results.**—The financial results of the major projects discussed above are shown in the following table:—

Project.	Total capital outlay (excluding interest).	Principal paid in last 10 years.	Interest charges in last 10 years.	Working expenses.	Capital outlay, 10 years.	Total expenditure in last 10 years.	Gross revenue in last 10 years.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Midnapore canal	84,92,053	..	27,63,155	20,91,498	..	1,33,46,706	25,01,410
Hijli Tidal canal	26,14,318	..	8,48,200	4,58,252	..	39,20,770	7,75,740
Calcutta and Eastern canals.	69,86,458	..	*22,72,299	70,07,082	..	1,62,65,839	45,39,450
Sundarbans route	18,20,712	..	*6,97,507	15,80,146	..	40,98,365	4,47,310
Madaripur Beel route.	84,20,530	..	*31,80,586	30,68,610	30,47,334	1,46,69,726	32,00,980
Dredgers—			97,60,747	1,42,05,588			1,14,64,900
" Ronaldshay "	50,33,596	46,30,000	43,70,000				
" Cowley " and " Burdwan."	61,06,324						
Grand Trunk canal.	14,39,232						
	1,25,79,152						
Total in thousands	..	46,30	1,41,30	1,42,00	30,4	5,23,01	1,14,60

*These amounts are not actually paid as the works were financed from provincial funds. The amounts are, however, debited in the accounts as Irrigation is a commercial department.

82. **Rates of tollage.**—In spite of the fact that the revenue of the department is so small, we find that there are great variations in the rates of tollage. From the latest administration report it appears that the rate per mile per ton is 3·39 pies in the Midnapore canal, 10·68 pies in the Calcutta Eastern canal, and ·77 pie in the Madaripur Beel route.

83. **Our recommendation.**—We feel that the benefits which the province as a whole derives from the works enumerated above are not commensurate with the expenditure incurred, or with the liabilities which the Government have still to meet. We have considered them from the financial aspect, but we are not in a position to examine them from other aspects. We think, however, that the figures we have

given show the urgent necessity of a thorough investigation. We, therefore, recommend the appointment of a special committee to make a full enquiry into the activities of the Irrigation Department, with a view to ascertaining how far receipts can be increased and working expenses reduced, whether the maintenance of the works will entail further capital expenditure, whether such expenditure can be justified, and whether in some cases Government should not cut its losses as far as possible and cease to maintain the whole or at least parts of some of the works.

84. We understand that one of the dredgers has been widely advertised for sale, but no offers have been received. In his appropriation report for 1929-30, the Accountant-General remarked as follows:—

“If those dredgers cannot profitably be employed in the near future, it might perhaps be considered whether they should not be disposed of. The sale proceeds will, in that case, go to a certain extent to reduce the annual liability of Rs. 10,41 lakhs in respect of loans taken from the Central Government, and will also result in a saving of Rs. 62,000 a year. Financially it will not be an unsound proposition to sell them soon at scrap values, as in that case the loss for their working expenses mentioned above will be avoided.”

With these observations we entirely agree.

85. **Excess in the cadre of the all-India service.**—The Department of Irrigation was separated from the Public Works Department in December 1921, and the department as then organised consisted of only six divisions and two circles. There are now eight divisions and two circles. Immediately after the inauguration of the reforms, the Government of Bengal submitted proposals to the Government of India for an increase in the cadre of superior officers in the department, in view of the coming construction of the Grand Trunk canal. The increase was finally sanctioned by the Secretary of State in his telegram, dated the 22nd December 1920. The sanctioned cadre consists of one Chief Engineer, 4 Superintending Engineers, 14 Executive Engineers and 11 assistant executive engineers, and the annual recruitment was fixed at 1.4. At present there are actually 12 permanent superior posts in the department consisting of one Chief Engineer, 2 Superintending Engineers, 8 Executive Engineers in charge of divisions and one personal assistant, and on this basis the total strength of the cadre should be 19. Even assuming that there is enough work for all the eight divisions in the Irrigation Department as at present constituted, it is apparent that there should not be more than 19 superior officers in the department. We find, however, from the Civil

List that there are in fact 28. There is thus a superfluity of nine officers with the present organisation of work, though in our opinion this organisation is beyond the requirements of the department. No steps unfortunately were taken to reduce the sanctioned cadre when the Grand Trunk canal project was abandoned. It is true that in the year 1928 the Government of India said that they considered it superfluous to consult the Local Government in future regarding the annual recruitment, but this was because they assumed that the full sanctioned cadre was still required. If the Government of Bengal had at this stage explained to the Government of India the necessity for a reduction of the cadre, recruitment would have automatically been reduced also.

86. Amalgamation of the Roads and Buildings Branch with Irrigation.—Before considering the cadre actually required in the present circumstances, we discussed the possibility of reverting to the previous arrangement and amalgamating the Roads and Buildings Branch with Irrigation. The question of irrigation in Bengal is not limited to irrigation canals and to their productive value. The problems, to be dealt with, are of a very far-reaching character and affect the whole deltaic region of Bengal which is below the high flood level of the net-work of rivers which intersect it. These rivers spill over their banks when in flood and irrigate large areas of paddy land. The problem which then arises is to regulate the water on the land and provide for its final drainage after the crop has matured. The rivers are apt to change their course, with the result that the natural channels become blocked, the areas submerged by flood become stagnant beels, and the whole country suffers from lack of proper irrigation and drainage. This problem requires special study and special engineering treatment, and we believe that a separate department is required to deal with it. In addition, the department has to look after the navigation routes which are of vital importance to the province. We, therefore, think it preferable to economise by reduction of staff rather than by combining Roads and Buildings with Irrigation.

87. Superintending Engineers.—There are at present two circles each under a Superintending Engineer. The South-Western Circle comprises the Damodar, Cossye, Nadia Rivers, Bankura and Midnapore Canal Revenue divisions. The Southern Circle comprises the Canals, Dredgers and Khulna divisions. Besides these eight divisions, there is the Damodar Canal Construction division which is under the direct control of the Chief Engineer. In the chapter on Public Works we give our reasons for thinking that Superintending Engineers are necessary in the Roads and Buildings Department, and we are not in favour of abolishing these posts. Nor do we think that one officer would be sufficient, in view of the diversity of work. In the south-western

part of the province the department is concerned mainly with irrigation and embankment, elsewhere it deals chiefly with drainage and navigation, and it is impossible to expect one officer to deal with all these questions. We, therefore, consider that the two posts of Superintending Engineer should be retained.

88. Provincialisation of the all-India service and its cadre.—We recommend that the number of divisions should be reduced from nine to five. The construction work of the Damodar canal division will soon be finished, and it can then be amalgamated with the Damodar division. There is little work in the Bankura division which can also be combined with the Damodar division. Similarly, the Cossye and Midnapore Canal Revenue divisions can be amalgamated. A separate division for the dredgers which was created in 1924 is unnecessary, and it should be abolished, the work being made over to the Canals division.

89. We recommend that the strength of the cadre should in future be fixed at 12, namely, one Chief Engineer, 2 Superintending Engineers, 5 Executive Engineers and 4 assistant executive engineers. The personal assistant to the Chief Engineer should be an officer of provincial rank. We think that the service can in future be recruited entirely in India, and we endorse the recommendation of the Services Sub-Committee of the Round Table Conference that the present all-India service should be provincialised.

90. Number of assistant engineers, overseers and lower subordinates.—The number of subdivisions has recently been reduced by the Irrigation Department from 29 to 23. We believe that still further reduction is possible. The Damodar canal division has at present four subdivisions. When the work of construction is over, the number can be reduced to two. Three of the remaining subdivisions should be amalgamated with others, and the total number reduced to 18. We also recommend that overseers should be placed more freely in charge of subdivisions. The cadre of assistant engineers can then be reduced to 12. We consider that the number of overseers and lower subordinates can be reduced by 25 per cent.

91. Embankments.—The Irrigation Department maintains 1,255 miles of embankments. We recommend that the special committee whose appointment we have proposed should be asked to examine the list of these embankments and consider the necessity of maintaining each.

92. Removal of the Damodar division office from Calcutta.—The office of the Damodar division should be removed from Calcutta and located in the buildings which are at present occupied by the office of the Damodar canal division. This will effect economies in house and town allowances granted to the officers and clerks.

93. **Contribution to Central Irrigation Bureau.**—We recommend that this payment should be discontinued.

94.

Item.	Estimated savings.
	Rs.
1. Dredgers	62,000
2. Amalgamation of Irrigation divisions and subdivisions	1,15,500
3. Executive Engineers	1,44,000
4. Assistant executive engineers	66,000
5. Assistant engineers	23,200
6. Overseers and lower subordinates	42,000
7. Removal of the office of Damodar division from Calcutta	5,800
Total	<u>4,58,500</u>

CHAPTER IX.

General Administration.

(a) Staff and Household of the Governor.

95. **The Bodyguard.**—The strength of the bodyguard has been reduced in the last few months by one British Officer (the Adjutant), 14 men, 3 followers and 20 horses, with a saving of Rs. 40,000 per annum, and its present strength is 56 men. We have carefully considered whether the establishment can be abolished or its strength still further reduced, but are unable to recommend any economy in this direction. Apart from its ceremonial duties, the bodyguard also has important protective duties to perform. It parades in support of the police in times of unrest and civil commotion. It furnishes daily a guard of 3 non-commissioned officers and 16 men, of whom 2 non-commissioned officers and 12 men are on duty throughout the 24 hours. We are informed that the provision of these daily guards prevents the men of the bodyguard from getting the number of nights in bed per week laid down in the Army Regulations. The bodyguard at its present strength is, therefore, fully employed, and any further reduction would necessitate the employment of additional police. We think, however, that the Commandant of the bodyguard need not in future be an officer of higher rank than a senior Captain.

96. **Surgeon.**—We have been informed that His Excellency the Governor is prepared to dispense with the services of a whole-time surgeon, provided satisfactory arrangements can be made for the proper performance of the duties attached to the post. We have discussed the matter with the Surgeon-General, and we understand that he will shortly submit proposals which, we trust, will be acceptable to His Excellency.

97. **Aides-de-Camp.**—We have also been informed that His Excellency has dispensed with one Aide-de-Camp for eight months in the year, that is, from the middle of March to the middle of November, and that the contract contingent grant has recently been reduced by Rs. 10,000.

98. **Special trains.**—The cost of special trains and the haulage of His Excellency's saloon is about Rs. 50,000 per annum. We understand that the cost of journeys by special trains would be reduced if His Excellency's saloon could be attached to ordinary mail trains, but that the railways are inclined to raise objections to doing so. We

recommend that this matter be taken up with the Government of India. At the same time the question of the charges for special trains might be discussed. These appear to us to be excessive. State Railways, at least, we think, should not charge more than the actual cost for the journeys made by the Governor of a province.

99. **The Band.**—The necessity for the band establishment has engaged our attention. We are of opinion that its strength, which is at present one director and 20 musicians, should be reduced to one director and 12 musicians.

100. **Barrackpore Park and Circuit House.**—The budget provision for the upkeep of Barrackpore Park is 22,000, and an income of about Rs. 4,000 is derived from leasing out the grazing and fishery rights. The expenditure is heavy, and we think that in the present circumstances it should be reduced by 20 per cent. We also recommend that the budget grant of Rs. 3,000 for the upkeep of the Barrackpore Circuit House should be reduced to Rs. 2,000.

101. **Discretionary grant.**—The only further suggestion we have to make under this head is that, while the present conditions continue, His Excellency's discretionary grant should be reduced by Rs. 5,000.

(b) Members of Council and Ministers.

102. The present Government consist of the Governor, four Members of Council and three Ministers. The last Retrenchment Committee were of opinion that a Cabinet of four, or at the most five, should be sufficient. We think that, in the present circumstances and under the existing constitution, the Governor should be able to carry on the administration of the province with a Cabinet of five. We are not concerned with the number of Members and of Ministers who should form the Cabinet, as the cost will in any case be the same.

103. No useful purpose would be served by discussing the number of Ministers which will be required under the new constitution. That will depend on the form of the constitution and also on the amount of money available for expenditure. We wish, however, to record our opinion that their pay should be fixed at Rs. 3,500. In arriving at this figure we have taken into consideration that the Ministers will have to live in a manner befitting the position, that something will be expected of them in the way of contributions to charitable, athletic and intellectual societies, and that a Minister who is not a resident of Calcutta will probably have to maintain a second establishment. Any one appointed as a Member of the Executive Council or as a Minister in future during the existence of the present constitution should draw a pay of Rs. 4,000 a month.

(c) Legislative Council.

104. **Pay of the President and the Deputy President.**—The pay of the President, which is at present Rs. 3,000 per month, should, we think, be fixed at Rs. 2,500 a month. We repeat the recommendation of the last Retrenchment Committee that the office of the Deputy President should be an honorary one; to effect this, the Deputy President's Emoluments Act should be amended.

105. **Overtime allowances.**—At present overtime allowances are paid to assistants who have to attend office till late hours during Council sessions. Government have, with this one exception, set their face against the grant of overtime allowance in such cases. The instance of Collectorate assistants in the Tauzi and Treasury Departments, who have to work till very late hours at kist times, and during the first few days of every month, respectively, may be cited, and similar instances can be multiplied. Moreover, the Council assistants have a comparatively easy time when the Council is not in session. Since we enquired into this matter, the Council and Legislative Departments have been separated, and we recommend that the opportunity should be taken to abolish these allowances. If the additional hours of work are so heavy that some compensation is felt to be necessary, we suggest that it would be appropriate to grant the assistants a few days' extra casual leave in the year. There should be no difficulty in arranging for this during the months when the Legislative Council is not in session.

106. **Free supply of Council proceedings.**—The proceedings of the Bengal Legislative Council are at present distributed free of cost to a large number of officials and non-officials. The printing of these publications is a costly business, while the packing and postage charges are very heavy. The Finance Department has recently curtailed the distribution list to some extent. We have gone through the revised list, but are of opinion that still further curtailment should be effected and that copies need no longer be supplied to the officers mentioned in the list appended to this chapter. We suggest that a small annual charge should be made for the supply of the proceedings to non-officials other than the Press. The charge should be just sufficient to cover the cost of paper and postage. We think it is desirable that the proceedings of the Council should be widely circulated, but the small charge we propose will not deter those who mean to read them from doing so.

107. **Cooling-plant operator.**—The Council Chamber is cooled by an electric plant for which an operator has been engaged on Rs. 80 per month. As the Council meets for only four or five months in the year, the operator has no work to do during the remaining seven months, except keeping the plant in order and running it once a week. We

suggest the amalgamation of this post with that of one of the electrical mechanics under the Public Works Department.

(d) The Secretariat.

108. **Secretaries to Government.**—In dealing with the Secretariat the main proposal of the last Retrenchment Committee was that, where there were heads of departments, the present duplication of departmental and Secretariat establishments should in most cases be done away with. They recommended that the heads of the Police, Medical, Public Health, Education, Excise, Jails, Agriculture and Industries Departments should deal direct with the Member or Minister-in-charge and carry out the duties of Secretaries to Government, leaving only four Secretaries in charge of the following departments in which there are no recognised heads:—

- (1) Appointment and Political Departments.
- (2) Finance, Commerce and Marine Departments.
- (3) Judicial Department, also Legal Remembrancer.
- (4) Local Self-Government Department.

The reasons given for this proposal will be found in their report and need not be reproduced here. We have given the subject our very careful consideration and have examined a large number of witnesses on this point. The proposal was not a novel one. Up to 1928 the Chief Engineers in the Public Works and Irrigation Departments were Secretaries to Government. In 1921 the Director of Public Instruction was appointed Deputy Secretary to Government in the Education Department. He was, for all practical purposes, the Secretary in that department, but owing to a technical difficulty into which we need not enter, he was designated Deputy Secretary. After 14 months' experience of the system, Government came to the conclusion that it was unsatisfactory. We have considered the matter from every aspect and have examined the working of the departments in which the system was tried, and our final conclusion is that it is unsound in principle to appoint heads of spending departments as Secretaries to Government. Our objection is strengthened by the approaching constitutional changes. A Minister is not expected to be a trained administrator, nor is it his function to supervise the details of administration. He lays down a policy, but it is the duty of the departmental head to frame a scheme for giving effect to that policy. We think that the Minister is entitled to the assistance of an independent adviser whose knowledge and experience qualify him to examine and criticise the scheme from every aspect. It is true that, as far as its cost goes, every case which involves new and additional expenditure is examined in the Finance Department, but it is not right that the Minister-in-charge should have to rely on his

colleague in the Finance Department for a critical examination of the expenditure involved. The Finance Department examines the scheme by certain criteria, and these are by no means exhaustive. It is, we think, inexpedient that, apart from the Finance Department's examination, the Minister should have to depend entirely on the expert adviser who has framed the scheme and who will be responsible for its execution. The natural inclination of the head of a department is to make his scheme as complete and perfect as possible and to disregard possible economies which might, to some extent, reduce its efficiency or make it more difficult to work. We think that the Minister should have the independent advice of an experienced administrator who can examine proposals with detachment, and whose examination will not be coloured by the natural enthusiasm of an author for his own creation. A further objection, and in our view a strong one, is that the head of a department must keep himself in touch with its work throughout the province, and he can only do so by regular touring. Even at present departmental heads have great difficulty in finding sufficient time for this important duty. If they are appointed Secretaries to Government in addition, they will find themselves tied to headquarters, out of touch with the actual state of things in their departments, and compelled to rely more and more on the advice and information supplied by their subordinates. On these grounds, we are of opinion that it is not advisable to appoint heads of departments as Secretaries to Government, and that Members and Ministers are entitled to the independent advice which the present system provides. We think, however, that the number of Secretaries can, without loss of efficiency, be reduced from eight to six. The following distribution of work appears to us to be feasible:—

- (1) Political, Appointment and Jails.
- (2) Finance and Commerce.
- (3) Education, Agriculture, Industries and Excise.
- (4) Revenue, Forests, Irrigation and Public Works.
- (5) Local Self-Government, Medical and Public Health.
- (6) Legislative, Judicial (and Legal Remembrancer).

The separation of the Legislative Department from the Council Department will greatly reduce the work of the Legislative Secretary, and we think that it should be possible for the Judicial Secretary and Legal Remembrancer to manage it, in addition to his present duties.

109. Deputy Secretaries.—There are at present four Deputy Secretaries, two in the Political Department and two in the Finance and Commerce Departments. We are satisfied that in the present circumstances there is enough work in the Political Department for two Deputy Secretaries, but that, when conditions return to normal, one of the posts can be abolished. In the Finance and Commerce Departments there are

two Deputy Secretaries, one Under-Secretary and one Assistant Secretary. In our opinion, a sufficient case has not been made out for the retention of all these officers, and we recommend that the post of the Under-Secretary or one of the Deputy Secretaries should be abolished.

110. **Assistant Secretaries.**—There are at present ten Assistant Secretaries distributed as follows:—

Finance Department	...	1
Revenue Department	...	1
Education Department	...	1
Judicial Department	...	1
Agriculture and Industries Departments	...	1
Irrigation Department	...	1
Public Works Department	...	1
Local Self-Government Department	...	1
Legislative Department	...	2

We consider that one Assistant Secretary is sufficient for the combined work of the Public Works and Irrigation Departments, and that two Assistant Secretaries can do the combined work of the Legislative and Judicial Departments. Similarly, the posts of the Assistant Secretaries in the Education and the Agriculture and Industries Departments can be combined. We recommend that there should be seven Assistant Secretaries in all as follows:—

1. Finance	...	1
2. Education, Agriculture, Industries and Excise	...	1
3. Revenue and Forests	...	1
4. Irrigation and Public Works	...	1
5. Local Self-Government, Medical and Public Health	...	1
6 and 7. Legislative and Judicial	...	2

111. **Registrars.**—There are two Registrars, one in the Appointment and the other in the Finance Department. The number of assistants in these departments is unusually large, and the main duty of the Registrars is to supervise their work and to see that it does not fall into arrears. The Registrar of the Political and Appointment Departments has also a large amount of confidential work to do, while the Registrar of the Finance Department, in addition to his other work, is responsible for the accounts of the Civil Secretariat. We are unable to recommend the immediate abolition of either of these posts, but we think that, when the present incumbents retire, the position should be examined by Government, and the possibility of replacing them by a cheaper agency should be considered. Their pay is Rs. 650—50—850. If Government decide that the posts must be retained, we are of opinion that the pay should not exceed that of the Bengal Civil Service, and that they should be open to that service.

112. **Head assistants.**—There are head assistants in every branch in the Secretariat; in important branches there are sometimes two such officers. In the whole of the Secretariat there are 32. We do not consider that it is necessary to have a head assistant for each branch. The result of this arrangement is that some head assistants have 5 or 6 assistants to supervise, while others have 15 or 16. Some assistants are already allowed to submit cases direct to the Under-Secretary or Assistant Secretary without check by the head assistant. This practice might be extended, and we think that there should be one head assistant for every 15 assistants, thus reducing their number to 21.

113. **Assistants.**—The assistants in the Secretariat are divided into lower and upper divisions, with the following scales of pay:—

Lower division—Rs. 60—60—65—4—145—150, with a selection grade on Rs. 175—200.

Upper division—Rs. 125—125—150—10—250—15—400, with a lower selection grade on Rs. 325—25—400 and a higher on Rs. 425—25—500.

Half the upper division assistants are promoted from the lower division, while the other half are recruited direct. The present proportion of upper to lower division assistants is one to two. We consider that it is unnecessary to have so many upper division men, and that the proportion should be reduced to one to three. As our proposals will interfere with the prospects of the lower division assistants, we further recommend that in future there should be only one direct recruitment to every three promotions. This proposal will not result in any loss of efficiency, as we have good reason to believe that the work of the promoted lower division assistants is not inferior in quality to that of the direct recruit, nor will it diminish their present prospects of promotion. Similarly, the proportion of upper to lower division assistants in the offices of the heads of all departments should not ordinarily be higher than one to four. We recognise, however, that exceptions to this rule will have to be made in certain offices where the proportion of routine correspondence is low. We think there is no necessity for the lower selection grade in the upper division and recommend its abolition.

114. **Stenographers.**—There are now 20 stenographers for the whole of the Secretariat. Each of them is attached to a particular officer. We consider that this system is wasteful and that the number of stenographers can be reduced by about a third, if the pooling system is introduced. Stenographers should all be accommodated in one room fitted with a telephone so that they can be summoned when required.

115. **Bengali Translator.**—The pay of the Bengali Translator to Government, which is fixed at Rs. 600—40—1,000, appears to be unnecessarily high. The present incumbent of the post was recruited from the Provincial Educational Service, and we consider that the Bengali Translator should in future be given the pay of that service.

116. **Cooly hire.**—Cooly hire is at present paid for the transport of papers between offices and the residences of officers. We have good grounds for believing that the payment on this account is excessive, and that much of it goes into the pockets of the orderlies. We recommend that the present rates should be reduced by half.

(c) **Hill Exodus.**

117. There are obvious objections to the system under which the Government of Bengal move twice a year to Darjeeling. The absence of Government from the capital causes a certain amount of inconvenience and delay to those who have business to transact with it, and the charge on provincial finances is considerable. We have examined the accounts of the expenditure carefully. The following statement shows the cost of the two moves of the Secretariat and of the heads of departments who accompanied Government in 1931:—

			Rs.
Director of Land Records	..	..	1,009
Commissioner of Excise	..	..	751
Executive Council	..	..	8,110
Ministers	..	..	10,527
Civil Secrétariat (reserved)	..	..	28,291
Ditto (transferred)	..	..	8,615
Board of Revenue	..	..	2,887
Legal Remembrancer	..	..	1,360
Inspector-General of Prisons	..	..	510
Inspector-General of Police	..	..	2,132
Director of Public Instruction	..	..	898
Surgeon-General	..	..	867
Director of Agriculture	..	..	124
Irrigation Department	..	..	1,164
Public Works Department	..	..	2,961
Legislative Department	..	..	5,214
		Total	75,420

In our view, however, there can be no question that the Governor of Bengal must spend part of the year in Darjeeling. When appointed he is no longer a young man, he has not been acclimatised, and, on the ground of health alone, could not be expected to spend the hot weather in Calcutta. During his five years' tenure of office he is only allowed four months' leave (which may, however, be extended to six months on medical certificate). On these grounds we accept it as necessary that the Governor should spend a part of the hot weather in Darjeeling, and we believe that this necessity is generally recognised. The main question for our consideration, therefore, is whether the rest of Government must accompany His Excellency, and if so, what staff they should take with them. On the evidence we have received, we are satisfied

that the government of the province could not be carried on if the Members of the Executive Council and the Ministers remained in Calcutta during His Excellency's first visit to Darjeeling. All important decisions are arrived at in joint meetings of the Governor with the Members and Ministers. These are held once a week, and oftener when necessary. His Excellency also sees each Member and Minister personally once a week and discusses the business of his department. Questions of importance requiring immediate orders frequently arise. If the Members and Ministers did not accompany the Governor, it would be necessary on each occasion to summon them to Darjeeling, but even then the decision would be delayed for at least 24 hours, and the cost would be very considerable. We may mention that the Members of Council, like the Governor, are only allowed four months' leave during their five years' term of office, and that no leave at all is admissible to Ministers. Under the present constitution, the Secretaries are a part of Government. All cases on which a Member or a Minister has recorded a minute which requires His Excellency's order are submitted to him by the Secretary in the department concerned, and if a Secretary disagrees with the Member or Minister-in-charge, he has the right to submit a case at any stage for the orders of the Governor. It is also the duty of the Secretary to see that all orders passed by Government are communicated to the officers concerned. In view of these facts we have been forced to the conclusion that the Members, Ministers and Secretaries must accompany the Governor to Darjeeling, and it follows that they must take a sufficient staff to deal with urgent matters. We have examined this point and are satisfied that the ministerial staff which is taken up to Darjeeling has been reduced to a minimum. We think, however, that no Deputy Secretary, Under-Secretary or Assistant Secretary need accompany Government, except one Under-Secretary or Deputy Secretary in the Political Department, who is required for the deciphering of telegrams and is responsible for the safe custody of the codes.

118. We see no reason why the Member of the Board of Revenue or any head of a department should accompany the Government to Darjeeling. They have, it is true, to make the journey at their own expense, but Government meet the cost of the staff which accompanies them, and from the figures we have given it appears that, in 1931, this amounted to Rs. 14,663.

119. The first visit to Darjeeling covers a period of about three months, the second is generally for less than two months. We think it should be possible for the Government to abandon this second visit altogether. The Pujah holidays cover almost a fortnight of the time, and if the Governor proceeds to the hills two or three weeks before the holidays, and remains for two or three weeks after them, we think the administration could be carried on without serious inconvenience, as it is during His Excellency's absence on his monsoon tours.

(1) Board of Revenue.

120. The Board of Revenue is the final court of appeal and revision under the revenue laws of Bengal, it is the Court of Wards, and it is charged with the management of Government estates which bring in an annual revenue of about Rs. 60 lakhs a year. It also controls the administration of the Tauzi, Cess, Land Registration, Certificate and other important departments of Collectorate offices. It has from time to time been suggested that the Board could be abolished and its functions distributed between Commissioners and the Revenue Department of Government. We have examined this proposal carefully and have come to the conclusion that it is not feasible. It seems to us essential that the final court of appeal in matters of revenue law must be a central authority, to ensure uniformity of the law throughout the province. The rulings of the Board are regarded with general respect and are quoted in all the revenue courts of the province. If Commissioners were made the final authorities, it would be impossible to avoid conflicting decisions, and consequent confusion and uncertainty in the courts of the different divisions. The possibility of the Member in charge of the Revenue Department being entrusted with the work has been examined and rejected in the past. There are obvious objections to a Member of Council acting as the ultimate appellate court in revenue cases, especially when Government are a party or their interests are involved. The Member of the Board is selected on account of his long experience in the administration of the revenue laws; the appointment of a Member of the Executive Council is mainly governed by other considerations. The objections to the proposal will apply with even greater force when the Revenue portfolio is held by a Minister.

121. It seems to us equally necessary to have a central authority to supervise and control the administration of wards and Government estates. This is essentially work for an experienced administrator, and its transference to a Member or Minister is not a practical possibility.

122. The dissolution of the Board of Revenue would throw on the Secretariat a mass of detailed administrative functions which it is no part of the duty of any Government to perform, and which no Government could perform adequately. It would also deprive Government of an independent advisory authority on the revenue administration of the province. Such a loss would, we think, be increasingly felt after the introduction of the reforms, when it is possible that no Member of the Cabinet will have had any experience of revenue administration.

123. While we are unable to recommend the abolition of the Board of Revenue, we think that there is a certain amount of duplication of work between the Board and the Revenue Department of Government, which could be avoided if the Board were made the final sanctioning authority in many matters of revenue administration in which the sanction of Government is at present required, and if the present system by which the Board is required to carry on correspondence with other departments of Government through the Revenue Department were abolished, and the Board were allowed to correspond with them direct. We suggest that these proposals should be examined with a view to effecting a reduction in the clerical staff of both offices.

124. **Secretary to the Board.**—We are of opinion that an officer of the Bengal Civil Service could discharge the duties of the Secretary to the Board of Revenue, and that it is unnecessary to keep the post in the cadre of the Indian Civil Service.

125. **Court of Wards.**—There has been a striking increase during the last few years in the number of estates taken under the Court of Wards. In 1923-24 there were 72 wards estates, with a current rent demand of Rs. 45,75,934, and with debts amounting to Rs. 30,00,468. At the beginning of 1932-33 the number of estates under the management of the Court was 110, with a current rent-roll of Rs. 1,62,65,164, while the debts of the estates were Rs. 2,64,92,312. Many of these estates belong to proprietors who have been declared disqualified on their own application. The Court of Wards exists primarily for the management of estates whose proprietors are minors or females. It is also empowered to declare proprietors at their own request disqualified for the management of their estates, and thereupon to assume charge of them. This power is discretionary, and in our opinion it should be exercised with great caution. It is true that a general rate is levied on all estates under the Court to recoup Government for the time spent by its superior officers on their management. But we anticipate that if the number of estates under the Court's control is allowed to increase, as it has done in the past few years, many officers will be forced to neglect their other duties in order to find time for this work.

126. **General rate.**—The general rate covers the entire cost of the clerical establishments in Collectors', Commissioners' and the Board's offices. It also covers one-fourteenth of the pay of all officers, from the Member of the Board down to deputy collectors, who are concerned in the management of wards estates. The proportion of one-fourteenth was fixed as the result of enquiries made on the recommendation of the last Retrenchment Committee. From the figures given above, it is clear that if one-fourteenth was a reasonable proportion in 1924, it is now quite insufficient. We recommend that the matter should again be investigated, and the general rate increased so as to cover the

actual time now spent by Government officers on Court of Wards work.

127. **Defaulting estates.**—We also recommend that interest should be charged from wards estates which cannot pay land revenue on the due dates. Defaulting private estates are exempted from sale only on the payment of a penalty, and we see no reason why more favourable treatment should be accorded to wards estates.

(g) Local Fund Audit.

128. At present the cost of the audit of Government offices is paid by the Government of India, while the cost of audit of local bodies (which is estimated at Rs. 2,51,000 for the current year) is met from the provincial revenues. The programme of the audit of local funds was thoroughly examined and curtailed by the Finance Department about a year ago. We do not consider that any further curtailment is advisable, as financial irregularities and embezzlements are unfortunately not of infrequent occurrence. We see no reason, however, why the cost of audit should not ordinarily be realised from the local bodies concerned. Where they are unable to pay in full, it would, of course, be within the power of Government to reduce or remit the payment.

(h) Commissioners.

129. We have given very careful consideration to the possibility of abolishing the five posts of Divisional Commissioners. We are aware that a large section of public opinion is in favour of their abolition, though we think that this is, to some extent, due to the fact that a great part of the Commissioners' work does not come under the notice of the public. The last Retrenchment Committee recognised that the Commissioners were fully occupied in work of an important nature, but they thought that this work could be discharged by a cheaper agency without serious loss of efficiency, provided that a second Member was appointed to the Board of Revenue. They held that the value of a Commissioner as an adviser both to Government and to the District Officers had diminished considerably, that his appellate and revisional powers could be delegated to the Collector or assumed by the Board of Revenue, and that the Board of Revenue could be made responsible for the inspection of revenue offices.

130. We agree that it would be possible to arrange for the appellate and revisional functions of Commissioners to be performed by other agencies, though it would, in most cases, mean the excision of one appellate or revisional stage. This we are not disposed to regard as altogether disadvantageous, but we think that many who support the abolition of the office in theory may, in practice, regret the curtailment of their present rights.

131. Commissioners are expected to spend a week or ten days annually at the headquarters of each district in their divisions and to inspect every subdivisional office once in two years. We attach considerable importance to these inspections, and the last Committee seem to have held the same view. They suggested, however, that they should be done by the two Members of the Board of Revenue, assisted by two officers of the same standing as the sheristadars of Commissioners' offices. We doubt whether, even with this assistance, the two Members of the Board could find the time to make a thorough inspection of 27 Collectors' offices. But in any case, this proposal makes no provision for the inspection of the Magistrate's side of the office, including such important matters as the case work of the magistracy and the Arms Act and chaukidari departments.

132. We place a higher value on the Commissioner, both as an adviser to Government and to the District Officers, than did the Committee of 1922-23. Discussing his position as an adviser to Government, they pointed out that the value of the experience of senior officers would not be lost, though, instead of advising Government as Commissioners, they would advise as District Officers. In matters of general application this is to some extent true, though the advice of Commissioners is at present based on a knowledge of the circumstances of all the districts in their divisions; whereas, if they are abolished, the advice of the five senior officers will be based on a knowledge of the state of affairs in one district only. In matters of particular application Government will have to rely entirely on the advice of the Collector, who may happen to be an inexperienced officer with only five or six years' service. We fear that Government could not in all cases rely on such advice, but if Commissioners are abolished, they will have no other local officers to whom they can turn.

133. As advisers to the District Officers we consider that Commissioners fulfil a very important function, and the evidence we have received shows that the advantage of having a Commissioner to whom they can refer for guidance and advice is fully appreciated by District Officers. In the case of junior officers appointed as Collectors, we consider that the Commissioner's supervision and control is particularly necessary. It is also useful in the case of officers newly appointed to listed posts, who, though officers of wide experience, are for the first time called upon to shoulder the responsibilities which fall upon a District Officer, and we think it is important that the advice of a Commissioner should be available to them when a difficult situation arises.

134. The Commissioner in our view is not simply an officer employed for the discharge of certain statutory and executive functions which can be transferred to other authorities without affecting the machinery of the administration. As the connecting rod between the Government and the District Officers, he is, we consider, an integral part of that

machinery. Besides the duties we have already discussed, the Commissioner has many other important functions to discharge. It is his duty to keep Government regularly informed of the state of public feeling on matters of importance, and generally to furnish it with full and impartial accounts of all that goes on in the districts of his division. It is his business to see that instructions, rules and orders issued by Government are properly understood, and carried out on uniform lines. If anything goes wrong, or if anything exceptional occurs, such as a natural calamity or widespread disturbances, it is his duty to go to the spot and see that the situation is properly handled. If the conduct of a District Officer is called in question, he is available to investigate the facts, and to report them to Government. The effect of his abolition would be to bring the District Officer into direct communication with the Secretariat. This means that all correspondence on general subjects, to and from the districts, must be conducted in 27 letters instead of five. In place of receiving the opinions of the 27 District Officers predigested in five letters, the Secretariat will receive 27 letters and will have to consider and appraise the value of each opinion for itself. There can be no doubt that this will throw a very great additional burden of work on the Secretariat, and that an increase of staff will be necessary to deal with it. The common criticism of our present administration is that it is top-heavy and centralised. The abolition of Commissioners will mean a very much higher degree of centralisation. This was pointed out by the Decentralisation Commission, who remarked that they considered the abolition of Commissioners to be extremely undesirable, as it would inevitably lead to increased centralisation. When the proposal of the last Retrenchment Committee was examined in the Secretariat, it was found that the Commissioner had 629 functions to perform, of which no less than 271 would have to be assumed by Government, the Board of Revenue or other central authority.

135. If all the five Divisional Commissioners are abolished, their cost will not be entirely saved. The last Retrenchment Committee recommended the appointment of an additional Member of the Board of Revenue (which would, of course, involve the appointment of a second Secretary, and of two sheristadars for inspection, and some addition to the ministerial staff), and the creation of three posts of Collectors in the selection grade of Rs. 3,000 to compensate the service for loss of prospects. In addition, as we have shown, it would certainly be necessary to increase the strength of the Secretariat to enable it to deal direct with the 27 District Officers.

136. But the principal reason which has led us to the conclusion that it is not advisable to abolish commissionerships lies in the approaching constitutional changes. With these in view we feel that the present time is inopportune for making radical changes in the administrative

machinery. In the near future the Executive Council will be abolished, and all the functions of Government will be transferred to a ministry responsible to the Legislative Council. If Commissioners have been found valuable under the present system of Government, they will probably be found of even greater value by a popular ministry, entrusted for the first time with the whole administration of Bengal. Two Members of the Executive Council have always been men of wide administrative experience. Under the reformed constitution it is possible that no Member of the Cabinet will have had any previous experience of the kind. We believe that, in these circumstances, the Government would find it impossible to control the administration of the districts direct from headquarters, and that it will be even more necessary than at present to have officers of the standing and powers of Commissioners, as intermediaries between the Government and the District Officers. Their abolition must be in the nature of an experiment, and its results cannot be foreseen. The present system of administration has worked with reasonable efficiency for many years, and we think that it would be unwise to make such a change on the eve of the introduction of a new constitution.

137. **Reduction in the number of Commissioners.**—While, however, we recommend that the posts of Divisional Commissioners should be retained, we think that it is possible to reduce their number from five to three. The best method of doing so will be a matter for detailed examination, but we suggest that it should be possible to amalgamate the Burdwan and Presidency Divisions, giving relief to the Commissioner by transferring Murshidabad to North Bengal and Khulna to Eastern Bengal. The Eastern Division will then consist of the present Chittagong and Dacca Divisions with the addition of Khulna. The Northern Division will consist of the present Rajshahi Division *plus* Murshidabad, and the Presidency Division will consist of the Presidency and Burdwan Divisions *minus* Khulna and Murshidabad. The present cost of the Divisional Commissioners is Rs. 4,05,000. By abolishing the Burdwan and Chittagong Divisions in the manner proposed there will be a saving of approximately Rs. 1,23,200, and there will be no additional cost, except some initial expenditure on the sorting and transfer of records. We believe that the reduction of the Commissioners to three will effect practically as great an economy as their abolition, and at the same time it will entail no dislocation of the present system of administration.

(i) District Administration.

138. **Amalgamation of the services.**—District administration is at present in the hands of three distinct classes of officers, namely, the Indian Civil Service, the Bengal Civil Service and the Bengal Junior Civil Service. In the past the amalgamation of the

Provincial and the Subordinate Civil Services has frequently been advocated, while in recent years the amalgamation of the Indian Branch of the Indian Civil Service and the Provincial Service has also been suggested. The chief argument in favour of amalgamation is that the Indian members of all these three services are practically of the same social standing and educational qualifications.

139. **The Indian Civil Service.**—The Indian Civil Service provides for 101 superior posts, of which 46 are in the Judicial Branch. In our opinion the Judicial Branch should in future be recruited direct from the Bar and by the promotion of selected sub-judges. The 55 executive posts are as follows:—

- 2 Members of Council,
- 1 Member, Board of Revenue,
- 1 Chief Secretary,
- 5 Commissioners of Divisions,
- 5 Secretaries,
- 2 Deputy Secretaries,
- 32 Magistrates and Collectors,
- 1 Director of Land Records,
- 4 Settlement Officers,
- 1 Secretary, Board of Revenue,
- 1 Private Secretary to His Excellency the Governor.

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With the new constitution, the two posts of Members of Council will cease to exist, and we have already recommended the abolition of two posts of Commissioners, one post of Secretary, two posts of Settlement Officers, and the appointment of a Provincial Service officer as Secretary to the Board of Revenue. This will leave 47 superior posts. We assume that half of these posts will be filled by Europeans for a considerable time to come. There will then remain about 24 posts for Indians, of which 8 are at present "listed," that is, open to members of the Bengal Civil Service. We recommend that in future 10 posts should be listed. It has been suggested to us that there need not be separate recruitment of Indians merely for the remaining 14 posts, and that all the 24 posts should be filled by the promotion of Bengal Civil Service officers. We are unable to accept this proposal. For these superior posts Government must not only secure the best type of young men from the Universities, but must also train them from the beginning of their career to exercise initiative and accept responsibility. This object cannot, in our opinion, be achieved by a system of selecting deputy magistrates for superior posts in the early years of their service. Under any such scheme, only one officer out of about four will secure promotion to superior posts, leaving the other three disgruntled for

the rest of their service. Moreover, the initial starting pay of the Bengal Civil Service, with only a small chance of promotion to a superior post, will, in our opinion, fail to attract the best recruits. We are, therefore, in favour of direct recruitment, but we think that the examination should be open only to those at present eligible for appointment to the Bengal Civil Service.

140. **Pay of the Indian Civil Service.**—We are of opinion that there can be no justification for the present high rates of basic pay given to members of the Indian Civil Service. The following basic scale of pay should, we think, be sufficient to attract suitable recruits for this service:—

Year of service.	Junior. Rs.	Senior. Rs.
1	375	..
2	400	..
3	450	..
4	500	..
5	550	900
6	600	900
7	650	950
8	700	950
9	750	1,000
10	800	1,000
11	850	1,050
12	900	1,100
13	..	1,150
14	..	1,200
15	..	1,250
16	..	1,300
17	..	1,350
18	..	1,350
19	..	1,400
20	..	1,400
21	..	1,450
22	..	1,450
23 and over	..	1,500
Commissioners	..	2,000—100—2,400

Sufficient overseas pay should be allowed to European members of the service to attract recruits of the type required.

141. **The Bengal Civil Service.**—We have been unable to devise any method by which the Bengal Civil Service and the Bengal Junior Civil Service can be amalgamated without an increase of cost. We consider that there is much to be said in favour of amalgamation, and regret that we have not succeeded. The difficulty lies in the great volume of work which, by its nature, ought to be performed by a cheap agency. The scale of pay of the Bengal Civil Service is Rs. 250—850, with a selection grade on Rs. 1,000. That of the Bengal Junior Civil Service is Rs. 150—400, with a selection grade on Rs. 450. The lowest scale that could be considered for a combined service would be

Rs. 150—600, but amalgamation on such a scale would cost substantially more than the maintenance of separate services on the scales which we consider adequate, and at the same time we think the pay would not be sufficient to attract the type of men required for the more responsible posts.

142. Cadre of the Bengal Civil Service.—While, therefore, we do not recommend the amalgamation of these two services, we think that the cadre of the Bengal Civil Service can be substantially reduced. In our opinion sufficient use is not at present made of the officers of the Bengal Junior Civil Service. Much of the work on which deputy magistrates and deputy collectors are employed could be done with equal efficiency by members of the junior service. We think that every sub-deputy magistrate should, in the normal course, be vested with the powers of a first class Magistrate, and that they can safely be placed in charge of all but the most important departments. The district staff of deputy magistrates and deputy collectors should not normally exceed one to hold charge of each subdivision, one as Treasury Officer, and one, or in the heaviest districts two, to hold charge of the most important departments. The present cadre of the Bengal Civil Service is 332, and this can be reduced to about 200, excluding those holding listed posts, if our proposals are accepted.

143. Pay of the Bengal Civil Service.—We think that the pay of the Bengal Civil Service should be reduced for future entrants. There is no index figure of the cost of living in Bengal, but there is ample evidence that the cost has fallen substantially in the last two years. House rent and the cost of food and clothing are all much lower than they have been for many years. Apart from this, we feel that the pay of the Bengal Civil Service is capable of reduction. When the service was established, the admission of Indians to the Indian Civil Service was not contemplated. The Provincial Service was meant to be a *corps d'elite* of Indian officers, and the pay was fixed on a scale which was expected to attract the best candidates available in Bengal. This historical justification no longer holds good. For many years the best available men have been able to gain admission to the Indian Civil Service, and there are no grounds for paying the Bengal Civil Service at a rate intended to attract these men to it. We think their pay should be sufficient to maintain them in comfort throughout their service, to place them above temptation, to give their children the best education available in Bengal, and to provide adequately for their families at their death. It should not greatly exceed the amount which a man of good average abilities might expect to earn in one of the professions, especially in view of the pension which provides for their old age. We have tried to arrive at a suitable scale based on these criteria. We think that the initial pay of Rs. 250 a month is too high for officers on probation, and we would fix it at Rs. 200 a month. We do not recommend a lower figure in view of the early

age at which Indians assume family responsibilities, and because we think that, with a lower initial pay, young men of the right type would probably prefer to try their fortunes in commerce or in one of the professions. The maximum pay of the service should, in our opinion, be reduced to Rs. 750 a month, and the selection grade should be abolished. We suggest that the following scale would be suitable:—

Rs. 200—225—250—50/2—400—50/3—500—50/2—750.

144. **Circle officers.**—The present sanctioned cadre of the Bengal Junior Civil Service consists of 449 officers, of whom 201 are intended for circle work. Certain witnesses have told us that circle officers are no longer necessary for union board work. These local bodies are now well established in most districts, and the presidents are often men of education and of good social standing. Advice from young circle officers is apt to be resented. Other witnesses, again, are of opinion that the union boards still need much attention, and they point out that, in addition to the supervision of union boards, the circle officers have many other functions to discharge. They form a very important administrative link between the people and the Government, and are practically the only outdoor agency on which the Subdivisional Officer can call for assistance in the discharge of his multifarious duties. They are of great help in organising relief operations in famine and distress due to cyclones, drought or other calamities. On the evidence we have received, we are of opinion that it is not possible to dispense altogether with circle officers, but that one circle officer for each subdivision will ordinarily be sufficient, and that their number can safely be reduced by half. The circle officer will probably be found most useful if posted at some place other than the subdivisional headquarters, and in that case he should draw the sanctioned house allowance. If posted at the headquarters of the subdivisions, he should not draw it.

145. **Pay of the Bengal Junior Civil Service.**—The present pay of the Bengal Junior Civil Service is Rs. 150—400, with a selection grade at Rs. 450. In our opinion, the selection grade should be abolished, but we do not recommend any further reduction in the scale of pay, in view of our recommendation that in future these officers should be used extensively for work which is at present performed by deputy magistrates.

146. **Period of probation.**—Deputy and sub-deputy magistrates are allowed two years' time to pass their departmental examinations; during this period they are of very little use to the District Officers and cannot be employed on any work of real importance. We recommend that they should be required to pass their departmental examinations within one year of their appointment, and failure to do so should be penalised by the stoppage of increments. Our proposal, if accepted, would increase the number of effective officers and enable Government to reduce the cadre of these services to some extent.

147. **Cadre of the Bengal Junior Civil Service.**—The total sanctioned strength of the Bengal Civil Service and Bengal Junior Civil Service is 771. We have recommended that the Bengal Civil Service should in future consist of 200 officers, and that 101 posts of circle officer should be abolished. This leaves 470 posts. Further reductions can be made on account of our proposals for reducing the activities of the Settlement Department and for curtailing the probationary periods. On the whole, we think that the future cadre of the Bengal Junior Civil Service can safely be fixed at 400.

148. **Amalgamation of districts.**—We have considered the possibility of effecting savings by the amalgamation of some of the smaller districts, but are unable to recommend any change. It is true that Pabna, Bogra and Malda are small, but any possible amalgamation would result in the formation of an unwieldy district and inconvenience which the public might reasonably resent. Pabna and Bogra combined would have a population of about 2½ millions and an area of over 3,000 square miles. Neither of the headquarters towns is conveniently situated to serve as the headquarters of the combined district. Similar difficulties arise in every case. Malda and Rajshahi, if combined, would also have a population of about 2½ millions, and the area of the district would be 4,453 square miles. We think that any district with a population of over 2 millions is too large for good administration, and there is evidence for this view in the fact that out of eight such districts in Bengal, it has been found necessary to adopt the unsatisfactory system of having Additional District Magistrates and Additional Superintendents of Police in five. Further, the present geographical arrangement is of long standing, district communications have been designed to give convenient access to the present headquarters towns, and vested interests have grown up which would strongly oppose any change. We, therefore, do not recommend that economies should be effected by this means.

149. **Amalgamation of subdivisions.**—These objections, however, do not apply with the same force to subdivisions, and we believe that some of the smaller could be amalgamated or absorbed into other subdivisions. We have not the materials nor the time to enable us to make definite recommendations, but we suggest that the question should be examined by Government.

150. **Cost of administration of treasuries.**—Under the present arrangement the cost of bringing provincial transactions to account falls on the Central Government, while the cost of the administration of treasuries is borne by the Provincial Government. The latter is heavy, particularly in Calcutta where a very large amount of income-tax is collected. We are of opinion that if in the future the accounting charges fall on the Provincial Government, as we understand is likely, the Central Government should be required to contribute towards the cost of the administration of treasuries.

151. **Discretionary grants.**—There is a provision in the current year's budget for a discretionary grant of Rs. 30,000 by Commissioners of Divisions. This grant will in future be reduced by two-fifths, in view of our recommendation that the number of Commissioners should be reduced by two. We do not recommend any reduction in the District Officers' grants, as the amount at the disposal of each Collector is only about Rs. 1,000 per annum, which seems to us insufficient.

Item.	Estimated	
	Savings.	Increase of revenue.
	Rs.	Rs.
1. Surgeon to His Excellency	26,800	
2. Band establishment	17,500	
3. Barrackpore Park and Barrackpore Circuit House	5,400	
4. Executive Council (Members and Ministers) ..	1,38,300	
5. Legislative Council—	Ra.	
(a) Deputy President	5,000	
(b) Legislative Department	1,500	
(c) Council Chamber	1,000	
(d) Supply of Council proceedings	7,500	
.. ..	5,000	
6. Secretariat—		
(a) Secretaries	72,000	
(b) Under-Secretaries	18,600	
(c) Assistant Secretaries	34,500	
(d) Head assistants	11,500	
(e) Upper division posts	32,200	
(f) Stenographers	18,000	
(g) Cooly hire	3,000	
	2,09,900	
7. Upper division posts in offices of heads of departments	43,700	
8. Board of Revenue—		
(a) Secretary, Board of Revenue	13,600	
(b) Wards' general rate .. ..	..	1,26,000
9. Recovery from local bodies for local audit establishment	1,25,000	
10. Commissioners	1,23,200	
11. District administrations—		
(a) Bengal Civil Service	8,31,500	
(b) Bengal Junior Civil Service	1,65,800	
	9,97,300	
12. Discretionary grant—		
(a) His Excellency's grant	5,000	
(b) Commissioners	12,000	
	17,000	
13. Hill exodus	39,300	
	17,69,500	1,26,000
Total	Rs. 18,95,500	

**List of officers who should no longer be supplied with Legislative
Council Proceedings.**

Assistant Directors of Public Health.
Deputy Directors of Agriculture.
Bengali Translator to the Government of Bengal.
First Judge, Small Cause Court.
Collector of Calcutta.
Deputy Inspectors-General of Police.
Chairman, Calcutta Improvement Trust.
Inspectors and Inspectresses of Schools.
Director of the School of Tropical Medicine and Hygiene.
Advocate-General, Bengal.
Standing Counsel.
Administrator-General.
Government Solicitor.
Manager, Eastern Bengal Railway.
Conservator of Forests, Darjeeling.
Conservator of Forests, Southern Circle, Alipore.
Assistant Registrars of Co-operative Societies.
Munsifs.

CHAPTER X.

Administration of Justice.

Civil and Sessions Courts.

153. **Creation of a service of assistant munsifs.**—We have been struck by the great volume of unimportant and routine work which has to be transacted by the civil courts. Many of the rent suits and money suits are for comparatively small sums, and in districts where survey and settlement operations have been completed, most of the rent suits are of a simple nature. A very great proportion of the suits disposed of are uncontested; for instance, out of 1,012,705 suits disposed of by munsifs in 1931, 942,403 were uncontested. The number of execution and miscellaneous cases is also very large. To dispose of this work it is unnecessary to employ a highly paid agency. We, therefore, suggest the creation of a service of assistant munsifs on a pay of Rs. 150—175—200—225—250. The service will have to be a small one, and the cadre should probably not exceed 75 officers. There are two reasons for restricting the number of assistant munsifs to a low figure. In the first place, they can be used to replace munsifs only in stations where there are already at least two munsifs. In the second place, a time-scale of Rs. 150—250 will only attract recruits of the same class as are at present appointed munsifs, if they are assured of promotion to the higher service at the end of their fifth year as assistant munsifs. This object will be secured if the number of assistant munsifs is strictly limited, and if all munsifs are appointed by promotion from the lower service. At present munsifs are recruited from members of the Bar who have been in practice for not less than three years. They are generally appointed to act as munsifs at the age of 28 or 29. Their service, however, is not continuous. From time to time, and invariably during the civil court vacation, they are thrown out of employment. During these periods of reversion, their earnings from their profession are negligible. As a rule, they are not confirmed until they are about 31 years of age. In our opinion, the assistant munsif might be appointed after one year's practice at the Bar, when his age will, as a rule, be about 26. He will at once obtain continuous employment, and we think that he will prefer this to the uncertainty of the present system. On the 1st July 1932, there were 245 permanent and 55 acting munsifs. If the cadre of assistant munsifs is fixed at 75, the number of munsifs can be reduced to 225, and the appointment of officiating munsifs will be unnecessary. From the point of view of

Government the scheme will not merely effect a considerable saving, but will provide a self-contained Judicial Service, and thus obviate the serious administrative inconvenience which is felt under the present system.

154. Pay of the Judicial Services.—We think that the pay of the Judicial Services is unnecessarily high and can be considerably reduced. We recommend a scale of Rs. 275—600 for munsifs, and a scale of Rs. 650—800 for sub-judges. The pay of District Judges, who should be appointed partly by promotion from among the sub-judges, and partly by direct recruitment from the Bar, should be fixed at Rs. 1,000—1,600.

155. Cadre of sub-judges and munsifs.—The appendix shows the number of civil and criminal cases instituted and disposed of in the courts of District and Additional Judges, subordinate judges and munsifs during the years 1922 to 1931. In our opinion the number of sub-judges and munsifs can be considerably reduced. In 1922, 56,510 cases were instituted before subordinate judges, and in 1931 the number was only 41,317; yet the number of sub-judges is at present 68 as against 56 in 1922. In 1922 the 56 sub-Judges disposed of 12,129 contested cases, giving an average of 216 for each sub-judge. In 1931 68 sub-judges disposed of 12,415, or an average of 182 cases each. We think it should be possible to reduce the number of sub-judges by 10 at least. The number of munsifs also appears to be capable of some reduction, but we understand that the High Court have already agreed to reduce their number by 25. In making these recommendations we are not relying merely on the figures of institutions and disposals. On all sides there is a general complaint from lawyers that there is very little work for the Bar at present, and this is borne out by the serious decrease in the receipts from judicial stamps.

156. Additional Judges.—Additional District and Sessions Judges are mainly engaged in the trial of sessions cases, many of which, particularly in West Bengal, are of such a nature that they could properly be disposed of by Assistant Sessions Judges. We recommend the extension of the practice of investing selected sub-judges with the powers of Assistant Sessions Judges, and we believe that, if this were done, one-third of the present number of Additional Judges could be replaced by sub-judges so empowered.

157. Grant of higher power to munsifs.—We think the number of sub-judges can be further reduced by empowering munsifs more freely to try suits of a higher value. Their ordinary powers extend only to suits of a value not exceeding Rs. 1,000. We think that the power to try suits up to a value of Rs. 2,000 should be granted to munsifs more freely than at present, and that the powers of specially selected munsifs could be extended up to Rs. 5,000. We understand that the latter point has already been submitted to the Government of India for their

approval. We also suggest that rent suits of small value, when no question of title is involved, should invariably be tried by the Small Cause Court procedure.

158. Ministerial staff in districts.—We think that the present system of having a separate office staff for each judicial officer at district headquarters should be done away with, and that a considerable reduction in staff can thereby be effected. It should, in our opinion, be sufficient to have only two offices at headquarters, one for the District Judge, the Additional Judges and the sub-judges, and the other for all the munsifs.

159. Defence witnesses in sessions cases.—A large sum of money is at present spent in the payment of diet money and travelling allowance to defence witnesses in sessions cases. We have been informed that large numbers of witnesses are summoned in almost every case, but that they are not examined at all in the sessions courts in 90 per cent. of the cases. We have even been told that many of these witnesses are friends or relatives of the accused, who wish to attend the trial or arrange for the defence, and who have no evidence to give; they are cited as witnesses simply to enable them to draw their travelling and diet expenses from Government. We recognise the difficulty of putting a stop to this scandal without depriving the accused of his right to summon witnesses for his defence. We suggest, however, that it could be minimised if the summons to witnesses contained a clause to the effect that the witness is not to start until he receives a second notice to do so. Sessions cases as a rule last for three days or longer, and at the commencement of the second day of hearing, the Sessions Judge could enquire from the defence pleader whether he wishes to examine any defence witness. The defence pleader has by this time studied the case, and should be in a position to state whether any witness for the defence will be required. If he wants to cite any witnesses, telegrams may be sent to them to start forthwith; if there be no telegraph office at the village, an assistant sub-inspector of police or some such officer can be sent to the place to serve the second notices on the witnesses. The above is only a suggestion which we are not in a position to elaborate; we think, however, that it should be examined, and that District and Sessions Judges should be consulted as to its feasibility.

160. Civil court vacation.—We have considered a suggestion that some reduction in the cadre of judicial officers might be effected if the civil court vacation were abolished. The vacation gives judicial officers about 18 days' more leave than executive officers. But in return for this, they are now allowed only 15 days' privilege leave in the year instead of a month, and the abolition of the vacation would, under the rules, entitle them to an additional 15 days' full pay leave. There would, therefore, be no appreciable saving in abolishing the vacation, and apart from the financial aspect, we feel that there is much to be

said in its favour. The work of the judicial officer is heavy and monotonous, he has to sit for long hours in a court which is often badly ventilated and ill-lighted, and as a rule he writes his judgments out of court hours. We are, therefore, unable to recommend the proposal.

161. **Process-servers.**—We note that Government are taking steps to effect economy by reducing the number of process-servers. There were 4,512 of these officers in June 1931. Their present strength is 4,249, and 60 more will be discharged in the near future. We believe that still further reduction is possible in view of the marked decrease in litigation. We also recommend that Government should try the experiment of serving civil processes through union boards, as is done in the case of criminal processes.

162. **Copying fees.**—It was suggested to us that copying fees might be increased. We are unable to recommend the proposal, as we believe that an increase will lead to surreptitious copying and a fall in the total receipts.

163. **Fees to pleaders.**—The scale of fees paid to Government pleaders and other lawyers has recently been reduced by 10 per cent. under the orders of Government. We have considered whether the fees can be still further reduced, but make no recommendations, as our enquiries have satisfied us that, as a rule, legal practitioners charge Government a lower fee than they charge to private parties.

164. **Minor works grant.**—We accept the proposal of the Judicial Department to surrender a sum of Rs. 15,000 under the minor works grant.

Presidency Magistrates.

165. **Central criminal court.**—We have gone carefully through the expenditure incurred at present on the Presidency Magistrates' courts in Calcutta, but are unable to recommend any reduction in the staff until the two courts are combined in one place. At present three stipendiary Magistrates sit in Bankshall Street and three at Jorabagan. The division of work between these two courts is the cause of much duplication of staff and delay. We understand that if certain alterations were made to the Bankshall Street building it would be possible to provide sufficient accommodation for all the Presidency Magistrates, but that these alterations would cost about Rs. 76,000. We recommend that this money be found as soon as possible, and a central criminal court established in Bankshall Street. As soon as the two courts are able to sit in one building, it should be possible to dispense with one Presidency Magistrate and a certain number of the staff. The saving thereby effected will be much in excess of the interest on the capital outlay.

166. **Probation officers.**—There are at present three male probation officers and one lady officer whose duty is to go round and look after juvenile offenders who have been discharged on probation or have been let off with a warning. We understand that the men have only about 30 boys each to supervise, while the lady has about 90 girls. We are of opinion that the number of male probation officers can be reduced by at least one.

Court of Small Causes.

167. **Number of Judges.**—The sanctioned strength of the Small Cause Court Judges is seven, but at the present moment only five Judges are actually working. With this staff there were arrears of only 100 cases during the three months from April to June. We recommend that the number of Judges should be permanently reduced from seven to five. If arrears accumulate, a sub-judge can be deputed temporarily to clear them up. This proposal will mean the abolition of two posts of clerks.

168. **Pay of the Judges.**—The pay of the Judges of the court should be reduced to the following figures:—

	Present pay.	Proposed pay.
	Rs.	Rs.
Chief Judge ..	2,000—100—2,500	1,200—1,800
Judges ..	1,000—50/2—1,500	750—1,200
Registrar ..	750—30—900	650—750

169. **Bailiffs.**—There are at present 31 summons bailiffs, and on an average they serve about five processes a day. It should, in our opinion, be possible for each bailiff to serve at least 10 processes a day in a town like Calcutta, with all its facilities of communication, and we recommend that the number of bailiffs be reduced from 31 to 17. The post of one European seal bailiff, which has been in abeyance for some time, should be abolished.

170. **Pleaders' sheristas.**—We are informed that a very large number of pleaders have sheristas in the Small Cause Court buildings for which they pay no rent. There is no special reason why they should enjoy this privilege, and we recommend that they should be required to pay a small monthly rent of Rs. 2 each.

171. **Stamp fee on applications.**—In mufassal courts all applications must be stamped in accordance with a fixed scale of fees, but in the Small Cause Court, Calcutta, no court-fee is charged. We see no

reason why litigants in Calcutta should be in a privileged position in this respect, and we suggest that a court-fee of Re. 1 be charged on each of the following kinds of application. We understand that our proposal will not require any amendment of the law, and will bring in a substantial revenue to Government, as a very large number of applications are filed in the court:—

Applications—

- (1) For leave to sue.
- (2) For amendment of plaint, except when address only is amended.
- (3) For execution.
- (4) For leave to sue as a pauper.
- (5) For permission to draw money—
 - (a) without plaint receipt,
 - (b) on the day of deposit,
 - (c) on a Saturday,
- (6) For permission to bid at the sale.
- (7) By a third party for permission to take certified copy of proceedings.
- (8) For cancellation of power.
- (9) On which notice is ordered to be issued on the opposite party.

172.

Item.	Estimated	
	Savings.	Increase of revenue.
	Rs.	Rs.
1. Assistant munsifs	3,16,800	..
2. Sub-judges	97,100	..
3. Additional Sessions Judges	88,700	..
4. Establishments in District Courts	91,200	..
5. Defence witnesses in Sessions cases	50,000	..
6. Minor works grant	15,000	..
7. Probation officer	1,500	..
8. Small Cause Court Judges	31,000	..
9. Bailiffs	6,600	..
10. Pleaders' sheristas .. ..	..	7,200
11. Stamp fees on applications .. ..	..	25,000
	6,97,900	32,200
Total	Rs. 7,30,100	

APPENDIX.

Institutions and disposals of suits and cases for the years 1922-31.

	1922.	1923.	1924.	1925.	1926.	1927.	1928.	1929.	1930.	1931.
(a) Judges and Additional Judges—										
Number of officers	47	39	40	43	44	45	44	48	53	49
Institutions—										
Civil ..	19,575	18,575	20,473	20,983	20,319	20,100	20,738	18,723	19,760	16,892
Criminal ..	*6,001	6,591	8,020	8,312	7,854	8,476	8,382	8,670	8,144	8,019
Disposals—										
Civil—										
Contested ..	5,706	4,586	4,492	4,917	3,815	5,363	4,997	5,106	5,387	3,621
Uncontested ..	*8,146	8,150	7,760	8,013	7,713	8,271	8,375	8,566	8,718	6,866
Criminal ..	5,820	6,534	7,849	8,262	7,912	8,132	7,935	8,640	8,170	7,547
(b) Subordinate Judges—										
Number of officers	56	58	58	55	53	61	63	66	70	68
Institutions ..	56,510	51,215	48,612	47,047	46,529	34,022	42,591	44,779	44,284	41,317
Disposals—										
Contested ..	†12,129	11,394	11,637	11,757	11,684	12,691	13,303	14,646	15,215	12,415
Uncontested ..	†51,539	47,235	43,571	40,622	40,597	39,559	37,888	39,359	42,295	35,483
(c) Munsifs—										
Number of officers	248	247	245	246	243	242	240	243	246	242
Institutions ..	10,24,081	10,00,961	10,23,816	9,85,469	9,36,591	9,68,109	9,91,670	10,23,523	10,13,679	9,98,884
Disposals—										
Contested ..	†73,569	78,629	81,298	79,399	77,565	80,141	76,078	80,537	80,274	70,302
Uncontested ..	†9,60,575	9,27,776	9,61,791	9,16,299	8,66,061	8,90,991	8,80,571	9,20,843	9,76,408	9,42,403

*Figures for Dinajpur not included.

†Excluding figures for Chittagong.

CHAPTER XI.

Jails.

173. **Increase in jail population.**—During the last two years the Jail Department has had to face a situation of very great difficulty. The daily average jail population rose from 14,004 in 1928 and 14,477 in 1929 to 20,015 in 1930 and 19,300 in 1931. We are satisfied that the jailors and the subordinate staff have their hands full, and we are unable to recommend any reduction in their number until the situation improves.

174. **Conversion of district jails into subsidiary jails.**—The last Retrenchment Committee pointed out that a large saving in annual recurring expenditure could be effected by providing more accommodation for convicts in central jails, and converting many of the district jails into subsidiary jails. This recommendation has been accepted in principle by Government, but unfortunately full effect cannot be given to it till money can be found for constructing new central jails or enlarging and adapting some district jails to serve as central jails. We think that, as soon as money can be found for capital expenditure, Government should give effect to the policy it has accepted, and thereby set free money for recurring expenditure which is what Bengal needs. In the meantime we think that it should be possible, if not immediately, at least in the near future, to convert the Howrah District Jail into a sub-jail, and send the convicts to one of the Alipore jails or to Hooghly.

175. **Jail hospitals.**—At present there is a sub-assistant surgeon attached to each district jail. The average daily population in most of the jail hospitals is small, and we do not think that he can be fully occupied. At the same time there is in each district a police hospital, to which is posted a whole-time sub-assistant surgeon whose charge is also a light one. We are of opinion that one sub-assistant surgeon should ordinarily be sufficient for the combined work of the police and jail hospitals, and we recommend that these two posts should be amalgamated unless there are cogent reasons to the contrary, as, for instance, that the jail and police hospitals are situated at too great a distance from each other to be effectively served by one officer.

176. **Administrative charge of district jails.**—Civil Surgeons are in charge both of the administrative and of the medical work in the district jails, and they draw a monthly allowance of Rs. 50 to 150 for performing the administrative part of their work. In our opinion, the

administrative charge of the district jails should be entrusted to deputy or sub-deputy magistrates with no allowance. The Civil Surgeon may continue to be responsible for the medical work, but for this he should receive no allowance, as it is part of his ordinary duties to hold medical charge of Government institutions. We realise that this proposal is open to criticism on the ground that the District Magistrate should not possess any direct control over the internal administration of the jail, but this objection seems to us to be largely academic. He very seldom tries criminal cases, and does not, as a rule, come into direct contact with the inmates of the jail in his capacity as a Magistrate. It will, we think, be possible to arrange that the officer selected for charge of the jail should be one who is not actually employed in trying criminal cases. Further, Subdivisional Officers whose work is largely magisterial are at present superintendents of the subsidiary jails. We, therefore, do not think that our proposal will, in practice, be found open to any objection.

177. **Charge of central jails.**—There are five central jails, of which three are at present in charge of I.M.S. officers, while the other two are under superintendents recruited for the Jail Department on a salary of Rs. 750—1,000 *plus* overseas pay. We recommend that three of these jails, namely, Dacca, Midnapore and Rajshahi, should be placed in charge of full-time deputy magistrates. For the other two jails, namely, the Presidency and Alipore Central Jails, it will, probably, be convenient to have in each of them an I.M.S. officer in charge both of the administrative and of the medical work, as we do not think it is possible to make the Civil Surgeon of Alipore responsible for the medical charge of the two jails.

178. **Jail Depot.**—There is a Jail Depot in Free School Street which looks after the sale of articles manufactured in the jails, and costs Government about Rs. 16,000 per annum. It has been suggested that the Depot should be closed and the work entrusted to the Bengal Provincial Co-operative Industrial Society, who, we are told, will be glad to take up the work in return for a commission on sales. The suggestion, we think, is worthy of examination.

179. **Undertrial prisoners.**—The last Retrenchment Committee commented adversely on the unnecessarily long detention of undertrial prisoners. Any decrease in the average period of detention will obviously effect a substantial economy in the expenditure of the Jails Department, but the position, instead of improving, has become worse. In 1921 the average period of detention was, in sessions cases, 39·58 days, and in other cases 19·62 days; in 1931 the figures rose to 63·56 and 26·59, respectively. We recommend that Government should once again impress upon the police and the judiciary the necessity for more prompt disposal of criminal cases and should

instruct Commissioners and other inspecting officers to pay particular attention to this matter, when inspecting the work of Magistrates.

180.

Item.	Estimated savings.
	Rs.
Sub-assistant surgeons attached to jails ..	.. 18,100
Jail allowance of Civil Surgeons ..	.. 20,400
Superintendents of central jails ..	.. 16,000
Jail Depot .. ..	.. 10,000
Total	.. <u>64,500</u>

CHAPTER XII.

Police.

181. **Cost of the police.**—The total estimate of expenditure on police in 1932-33 amounts to Rs. 2,20,85,000, of which Rs. 44,87,000 is for the Calcutta Police and Rs. 1,75,98,000 for the Bengal Police. Large as the total is, it only represents an expenditure of 7 annas per head of the population. The estimated expenditure on police in Bombay for 1931-32 amounted to Rs. 1,88,000, which, for its population of 21,931,000, works out at 13 annas per head. The estimated expenditure for Madras was only Rs. 1,72,98,000, or 5½ annas per head, but the police needs of Madras town are very different from those of Calcutta and Bombay. We recognise that Bengal has to face certain problems peculiar to itself. The terrorist movement has led to an outbreak of political crime unparalleled elsewhere. Dacoities are more frequent in Bengal than in any other province of India, as the intricate system of waterways and the isolation of the houses afford the dacoit exceptional opportunities. The collapse of the jute market and the consequent economic distress have led to a marked increase in this form of crime, as the following figures will show:—

Year.				Number of dacoities.
1928	...	...	...	874
1929	...	...	...	826
1930	...	...	...	1,544
1931	...	...	...	2,090
1932 (up to 14th September 1932)			...	1,556

Bearing these facts in mind, we have made a careful examination of the Police budget, and we are of opinion that considerable economies can be effected without materially reducing the efficiency of the force. We shall deal first with the Bengal Police.

(a) Bengal Police.

182. **Growth of the force.**—The following table shows the growth of the force since 1913-14:—

	1913-14.	1922-23.	1931-32.
Inspector-General ..	1	1	1
Commissioner of Police ..	1	1	1

	1913-14.	1922-23.	1931-32.
Deputy Inspectors-General ..	4+1*	6+1*	6
Superintendents (including Calcutta Police) ..	44+2*	52+6*	52+6*
Assistant Superintendents ..	45	52	47†
Deputy Superintendents ..	23+2*	28+2*	29+6*‡
Inspectors ..	160	200	256+54*
Sub-inspectors ..	1,478	1,709	1,826+124*
Assistant sub-inspectors and head constables ..	1,756	2,405	2,616+435*
Constables ..	13,980	19,037	19,686+1,654*

It will be noted that the force has had to be largely augmented to meet the present abnormal situation. We presume that, when conditions become normal again, the temporary increase will at once be dispensed with.

183. **Assistants to the Inspector-General of Police.**—There are two assistants to the Inspector-General, both of whom hold the rank of Superintendent of Police. One of them is in charge of discipline, and the other of accounts and clothing. We recommend that one of these posts should be filled by an officer of the rank of assistant superintendent or deputy superintendent of police. A good deal of the work is routine, and there should be no difficulty in redistributing it so that the more important subjects are allotted to the senior officer.

184. **Deputy Inspectors-General of Police.**—The districts of Bengal are divided into five ranges, each under a Deputy Inspector-General of Police. The possibility of abolishing these officers was very fully discussed by the last Retrenchment Committee, who came to the conclusion that they could not be dispensed with, but that their number might be reduced from five to three. We hold, with the last Committee, that it is not advisable to dispense entirely with range Deputy Inspectors-General, but that three will be sufficient, and the other two posts can be abolished. It is unnecessary to repeat at length the arguments put forward by the last Committee for the retention of these officers. Their total abolition would involve a considerable dislocation of the present organisation, and would certainly add very greatly to the duties of the Inspector-General of Police. He has already sufficient work to do, and we believe it would not be possible for him to cope with it if he had to correspond direct with 27 Superintendents of Police and to deal with the more important matters now disposed of by Deputy Inspectors-General. In our opinion, the organisation of almost every department of Government is already too highly centralised. Many of the Deputy Inspectors-General's duties can be delegated to

* Temporary.

† The reduction is due to the cessation of direct recruitment against superior posts filled by promotion from the Bengal Police Service.

‡ Excluding three posts sanctioned for Detention Camps.

Superintendents of Police, if their posts are abolished, but their most important powers must be transferred to the Inspector-General, with the result that the work of the department will be more centralised than ever. We also consider it important that the Inspector-General should have responsible local officers under him, who can go to the spot and supervise the work of the Superintendent of Police in difficult situations, or make enquiries when the conduct of the police has been called in question. For the maintenance of discipline in a force of over 24,000 officers and men, we think it is essential that there should be Deputy Inspectors-General between the Inspector-General and the Superintendent of Police.

185. **Additional Superintendents of Police.**—There are ten permanent posts of Additional Superintendents of Police in the cadre of the Indian Police, but four more posts have been sanctioned temporarily. Three of these officers are exclusively engaged in Intelligence Branch work, and we recognise the necessity for them in the present circumstances. Five of the permanent posts have been sanctioned for the districts of Dacca, Mymensingh, Midnapore, Bakarganj and the 24-Parganas, which are recognised as exceptionally large and heavy charges, and for which additional District Magistrates have also been sanctioned. We consider that these five posts are justifiable. But we think that in other cases, where the Superintendent of Police requires extra assistance, it should be given in the form of another assistant superintendent or deputy superintendent of police.

186. **River Police.**—The River Police and the Railway Police are each organised as a separate force working independently of the District Police. We consider that this separation is unnecessary, and that it will tend to increased efficiency if the Superintendents of Police in charge of districts are made responsible for the prevention and detection of all crime within their jurisdiction. Very considerable economies can be effected by amalgamating these forces with the District Police, and we recommend that this be done.

187. The River Police have a present strength of one Superintendent, 2 inspectors, 22 sub-inspectors, 18 assistant sub-inspectors, 2 head constables and 152 constables. They have at their disposal 15 launches, 18 floating thanas and 21 country boats. The River Police is not an investigating body but merely a preventive force, whose duty it is to patrol the big rivers of Eastern Bengal. While we consider that the River Police need not be maintained as a separate entity, we think that systematic patrol is necessary, but that it can be carried out equally efficiently by the District Police who are already responsible for investigating river crime. The Superintendent, the 2 inspectors and the 22 sub-inspectors of River Police can be abolished, as can most of the floating thanas. Some of the floating

thanas may be kept to serve as outposts where patrolling is necessary at a considerable distance from a police-station, in order to increase the mobility of the staff. As the work is patrol only, and the staff do no investigation, we do not think it is necessary to employ any officer of a higher rank than assistant sub-inspector. But we recommend that the entire subordinate staff consisting of assistant sub-inspectors, head constables and constables should be transferred to the police of the districts concerned, after deducting the staff which can be dispensed with on account of the reduction in the number of the floating craft. The sub-inspectors in charge of the police-stations to which the launches and the subordinate force are attached will be responsible for the supervision of their work and for the maintenance of discipline. Some reduction in the number of launches is, we understand, possible, and we think that this is a matter which should be investigated. The River Police Hospital at Narayanganj should be abolished.

188. **Railway Police.**—Similarly, we do not consider it necessary to retain the Railway Police as a separate force, distinct from the District Police, especially in view of the fact that all the railways now maintain large and efficient watch and ward departments. The investigation of crime should, in our opinion, be under the Superintendents of Police of the districts through which the railways run. It will be necessary to strengthen the District Police force to some extent, but a considerable reduction of the total staff will be possible. The three posts of Superintendents of Railway Police now in existence will no longer be required. Most of the Railway Police inspectors can also be dispensed with, as the circle inspectors will be the supervising officers, but it will probably be found necessary to retain one inspector for Howrah and one for Sealdah. A considerable number of the police-stations can also be abolished. There are at present 43 railway police-stations. Many of them are situated in places where there is also a district police-station close at hand. A separate police-station for dealing with railway crime should only be retained at the most important railway stations, or where there is no district police-station within a reasonable distance. We have examined the list of railway police-stations, and we think it should be possible to reduce the number to 20, which will, of course, be under the Superintendents of Police of the districts in which they lie. The number of sub-inspectors can be reduced by 67 from 97 to 30, and the number of sergeants from 19 to 12. This will allow one sub-inspector for each police-station, and ten other officers who can be posted to districts where the work of the local police will be largely increased by the transfer of the Railway Police work. The number of assistant sub-inspectors should be reduced from 80 to 40, and the number of head constables similarly from 80 to 40. We do not suggest a reduction in the number of constables, as

they will still be required for duty within the railway precincts. There is at present a railway detective department consisting of three inspectors and 12 sub-inspectors. We recommend that a special staff, consisting of one inspector and two sub-inspectors only for each railway, should be maintained to investigate cases of organised crime on the railways, and should work directly under the Deputy Inspector-General in charge of the Criminal Investigation Department. The rest of the staff should be abolished.

189. **Criminal Investigation Department.**—It has been suggested to us that the Criminal Investigation Department might be decentralised and divided among the range Deputy Inspectors-General. We think that this would be a retrograde step and are not in favour of it, especially as a complete transfer of the work could not be effected. It would be necessary to retain under central control such special branches as the Finger Print Bureau, the Photographic Bureau, the Criminal Intelligence Bureau, and the handwriting and footprint experts, as well as the preparation of the Criminal Intelligence Gazette and of the weekly statements of dacoities. We think that the Criminal Investigation Department should be retained as a central department, but we recommend the abolition of the district detective departments which have been started in six districts of the province. The staff of the district departments at present consists of 7 inspectors, 14 sub-inspectors, 13 assistant sub-inspectors and 43 constables. The Criminal Investigation Department may need some strengthening on the abolition of these departments, and we think that two inspectors and six sub-inspectors might be transferred to it, with a few assistant sub-inspectors and constables. The rest of the posts can be dispensed with.

190. **Special staff for criminal tribes.**—In Midnapore, Bakarganj and the 24-Parganas special staffs have been sanctioned for the supervision of criminal gangs and tribes declared under the Criminal Tribes Act. In each of these districts there is an inspector, with four or five sub-inspectors and a few constables. The Inspector-General has informed us that the three posts of inspectors can be abolished, the sub-inspectors and constables being attached to the police-stations in which the criminal tribes mainly reside. We accept this proposal.

191. **Number of police-stations.**—There are now 608 police-stations in Bengal, excluding the 43 railway police-stations, as compared with 453, excluding railway police-stations, in 1912. The number of stations was reduced by 28 after the report of the last Retrenchment Committee. In the present state of affairs we are not prepared to hold that any sweeping reduction is possible, but we have evidence that some further decrease in the number can be effected, for example, in the Asansol subdivision. Detailed recommendations could only be made after a full enquiry into the case for and against the retention of each

police-station, and in the time at our disposal it is not possible to undertake this task. We suggest that the District Magistrate and Superintendent of Police of each district should be directed to examine in detail the necessity for each police-station in their district, and to submit a report on the possibility of further amalgamations.

192. **Intelligence Branch.**—The nature of the work of the Intelligence Branch is such that it is impossible to estimate the staff required from a mere examination of statistics. We have been informed that a senior officer of the Indian Civil Service has recently made a full enquiry into the matter, and that, so far from any reduction being possible, an increase of staff is urgently required. With the question of increase we are not concerned, but we recognise that in the present circumstances no retrenchment is possible, nor can we recommend any reduction at present in the strength of the military and armed police.

193. **Police Conferences.**—There appears to us to be room for a reduction in the number of police conferences. The Inspector-General confers with Deputy Inspectors-General once a year, and Deputy Inspectors-General also hold range conferences annually, while district conferences are held quarterly. Circle conferences are also held at frequent intervals. These meetings must involve considerable expenditure in travelling allowance. Conferences are no doubt useful, but we think they should be reduced to a minimum.

194. **Sarda Training School.**—We have discussed the possibility of abolishing the Police Training School at Sarda, but after careful consideration we have come to the conclusion that this is not advisable. There has been a marked improvement in the morale and efficiency of the police force in recent years, and we believe that the training given to recruits of all ranks at Sarda has played no small part in bringing this about. We think, however, that the annual expenditure, estimated at Rs. 1,45,000 for 1932-33, is excessive, and can be considerably reduced by such means as enlarging the classes and drill squads, and abandoning the revisional training of sub-inspectors appointed by promotion. We are prepared to leave the details to the department, but we recommend that a saving of 15 per cent. of the present expenditure should be effected.

195. **Deputy superintendents of police.**—The Provincial Police Service was created at a time when Indians were not eligible for direct recruitment to the all-India Police Service, with the object of giving young men of good position and education an opportunity of serving in the higher ranks of the police force. This reason no longer exists, as Indians are now admitted to the all-India Police Service. The work done at present by deputy superintendents can be equally well done by senior inspectors. We recommend that this service be gradually

abolished by the stoppage of recruitment, a certain number of inspectors being promoted direct to the rank of Superintendent of Police.

196. **Pay of the Indian Police Service.**—The present scale of pay of the Indian Police is Rs. 350—700 for the junior scale and Rs. 650—1,450 for the senior scale. We recommend that the future pay should be Rs. 300—650 for the junior scale and Rs. 600—1,250 for the senior scale. The pay of Deputy Inspectors-General should be fixed at Rs. 1,350—50—1,500; and the pay of the Inspector-General should be Rs. 1,750—125—2,250. A suitable overseas pay should be given to European officers.

(b) Calcutta Police.

197. **Strength of the force.**—The jurisdiction of the Calcutta Police, including the city proper and the suburbs, extends over an area of approximately 30 square miles, with a population numbering 1,161,410 at the census of 1931. The sanctioned strength of the force is disposed as follows:—

District.	Number of Commissioners and Deputy Commissioners.	Number of Assistant Commissioners.	Number of inspectors.	Number of sub-inspectors.	Number of sergeants.	Number of head constables.			Number of constables.			Total.
						Assistant sub-inspectors.	Foot.	Mounted.	Foot.	Water.	Mounted.	
1	2	3	4	5	6	7	8	9	10	11	12	13
Calcutta Police ..	7	10	60	109	203	145	366	5	3,881	..	48	4,834
Police supplied to private individuals ..	..	..	..	1	..	..	7	..	83	..	..	91
Port Police	1	..	5	7	14	7	57	..	560	82	..	733
Total ..	8	10	65	117	217	152	430	5	4,524	82	48	5,658

N.B.—The above list is exclusive of the following temporary staff:—

- (1) Armed guard for Special Branch watch duty—2 havildars and 12 sepoyas.
- (2) Additional armed police—1 Sergeant-Major, 1 sergeant, 1 jamadar, 4 havildars, 4 naiks, 4 lance naiks and 96 sepoyas.
- (3) Detective Staff Port Police—1 assistant sub-inspector and 10 constables.
- (4) Additional staff in Special Branch—1 Deputy Commissioner, 1 assistant commissioner, 5 inspectors, 6 sub-inspectors, 13 assistant sub-inspectors and 38 constables.
- (5) Additional sergeants—31.

The work of the Calcutta Police is difficult and arduous at any time, and the events of the last two or three years have placed a heavy strain

upon them. The constables have ordinarily to work for 10 hours a day, and are on duty for even longer periods when disturbances take place or are anticipated. No public holidays are observed, and men who apply for any leave other than casual leave have generally to wait for a year before they can be spared. After careful consideration we have come to the conclusion that, except in the armed police, it is not possible to effect any reduction in the lower ranks of the force.

198. **Proposed reorganisation.**—In Calcutta, much of the police work is done by officers of a higher rank than those who perform corresponding duties in the mufassal. The work in Calcutta no doubt presents difficulties which do not arise in the districts. Not only are professional criminals more skilful and more numerous, but it is also much more difficult to keep a watch upon their movements. In the mufassal the bad character is known not only to the police but to his fellow-villagers. His absence from home is noticed and reported to the police. In a congested and densely populated area like Calcutta, effective surveillance is almost impossible. But even after making allowance for these difficulties, we consider that some of the work which is done at present by Deputy Commissioners, assistant commissioners and inspectors can be entrusted to officers of the next lower rank, namely, assistant commissioners, inspectors and sub-inspectors. For example, outside Calcutta, all police-stations are in the charge of sub-inspectors who, we may mention, draw considerably less pay than sub-inspectors of the Calcutta Police. In Calcutta, however, 12 out of the 26 investigating centres are in charge of inspectors. The higher pay drawn by the Calcutta sub-inspector should ensure that he is an officer of at least equal qualifications and ability to the sub-inspector of the Bengal Police, and we think that the 12 police-stations to which inspectors are now posted can safely be entrusted to the charge of senior sub-inspectors.

199. **Deputy Commissioners.**—There are at present seven Deputy Commissioners in charge of (1) Administration, (2) North Division, (3) South Division, (4) Special Branch, (5) Detective Department, (6) Port Police and (7) Public Vehicles Department. We consider that the Special Branch and Detective Department can be placed under the supervision of one Deputy Commissioner, and that the work of the Port Police and Public Vehicles Department can be entrusted to assistant commissioners. The number of Deputy Commissioners can then be reduced from seven to four.

200. **Assistant commissioners.**—The number of assistant commissioners is at present 10. We recommend that the cadre be reduced to seven, and that the strength be disposed as follows: (1) North Division, (2) South Division, (3) Training College, (4) Special Branch and Detective Department combined, (5) Office and Arms Act Department, (6) Public Vehicles Department, and (7) Port Police.

201. **Inspectors.**—The present cadre of inspectors is 65, of whom 12 are in charge of investigating centres. We have recommended above that these 12 officers should be replaced by sub-inspectors. There are at present seven court inspectors. We recommend that their number should be reduced to four—one for each of the courts at Bankshall Street, Jorabagan, Sealdah and Alipore—and that the other three court inspectors should be replaced by sub-inspectors. We are of opinion that it is possible to make a further reduction of five in the number of inspectors by reducing the number of Arms Act inspectors from two to one, the number of hackney carriage inspectors from two to one, the number of motor vehicles inspectors from three to two, and the number of headquarters inspectors from four to two. The strength of inspectors can thus be reduced by 20. As the number of inspectors has increased from 31 in 1918-19 to 65 in 1931-32, we do not think that this is excessive. The 12 inspectors in charge of police-stations, the three court inspectors and the two inspectors at headquarters whose posts will be abolished will have to be replaced by sub-inspectors. We think it should be possible to fill these posts from the present cadre of sub-inspectors, which numbers 117.

202. **Sergeants.**—There are 217 permanent sergeants, of whom 64 are assigned to patrol and 49 to traffic. We are of opinion that the number in these departments can be permanently reduced by 25, when the present emergency passes. In addition, the services of one mechanic sergeant and one ordinary sergeant in the Motor Vehicles Branch can also be dispensed with, as the registration of new vehicles has fallen off considerably owing to continued trade depression.

203. **Uniforms.**—The scales of pay of the Bengal Police and the Calcutta Police are shown in the following statements:—

	Bengal Police.		Calcutta Police.
	Rs.		Rs.
Inspectors ..	.. 175—300		225—350
Sub-Inspectors ..	.. 80—130		150—200
Sergeants ..	.. 175—225		200—250
Assistant sub-inspectors ..	.. 30—40		30—50

In addition to the above, all ranks of the Calcutta Police from inspectors downwards are given free uniforms, while inspectors and sub-inspectors in the Bengal Police do not enjoy this concession. It is possible to justify the higher scales of pay for the Calcutta Police, but in our opinion there are no grounds for discriminating between them and the Bengal Police in the matter of free uniforms. We recommend that the grant of free uniforms to inspectors and sub-inspectors of the Calcutta Police should be discontinued. We are also of opinion that there is no justification for giving blue winter uniforms to the Calcutta Police. They are only worn for three or four months in the year, and the cold is less severe in Calcutta than in many other parts of the province.

The Bengal Police get no winter uniforms, and we see no reason for giving them to the Calcutta Police.

204. **Calcutta Training School.**—The staff of the Training School consists of one assistant commissioner, two inspectors, five sub-inspectors, three assistant sub-inspectors and 19 head constables. We have considered the possibility of abolishing the school, but have satisfied ourselves that it plays an indispensable part in preparing recruits for the varied and difficult duties they have to perform. There has recently been a decrease in the number of recruits under training as a result of fewer casualties by voluntary retirements or resignations, and we recommend that the staff should be reduced by one assistant sub-inspector and five head constables. There is a store for the sale of supplies to recruits in the Training School, the profits of which are not credited to provincial revenues, but are spent on police charities and on comforts for the men. We have no objection to the continuance of the present system, but as the staff maintained to run the stores is paid for by Government, a proportion at least of their pay should be debited to the profits.

205. **Investigating centres.**—The last Retrenchment Committee recommended a reduction by amalgamation in the number of investigating centres, but it does not appear from the printed statement of their decision that Government took any action on this recommendation. If it was rejected, the fact is not stated. We believe that a reduction is possible, and we recommend that the point should be examined. Making full allowance for the population and area of the city, and the number of cases to be investigated, we think that the number of centres can be reduced from 26 to 20.

206. **Rescue Home.**—Government maintain at a cost of Rs. 11,000 a year a Rescue Home, which is used chiefly for the reception of girls who are rescued from houses of ill fame. There are now several homes of the kind maintained by voluntary effort in Calcutta, and we suggest that Government should investigate the possibility of sending girls to these homes on payment of a capitation grant. We understand that this is generally Rs. 10 a month, which is much lower than the per capita cost of the Rescue Home.

207. **Armed police.**—Owing to the cantoning of troops in Bengal it should be possible to obtain the services of part of the Eastern Frontier Rifles when required in Calcutta for occasions such as the Muharrum, Pujahs, etc. On this ground we recommend that the additional company of armed police which was sanctioned last year, and which costs Government Rs. 50,000 a year, should be dispensed with, and we understand that the Commissioner of Police agrees that this can be done.

208. **Xmas dinner allowance to sergeants.**—There is a provision amounting to Rs. 1,250 for Xmas dinner allowances to sergeants.

This was granted when the number of sergeants in the force was small, and their pay much less than at present. We feel that it is impossible to justify this expenditure, and recommend that it should be discontinued.

209. **Ministerial staff in Public Vehicles Department.**—We recommend that the posts of two clerks in the Hackney Carriage Branch, six clerks in the Tax Branch and six clerks in the Motor Vehicles Branch should be abolished.

210. **Bonus to recruits.**—A bonus of Rs. 6-8 is granted to each recruit on enlistment. This was sanctioned in 1916 to encourage recruitment at a time when the scales of pay were much lower. We have been informed that suitable candidates for recruitment in the Calcutta Police force are forthcoming in sufficient numbers, and no special encouragement by way of grant of a bonus is necessary at present.

211.

Item.	Estimated savings.
BENGAL POLICE.	
	Rs.
1. Assistant to the Inspector-General ..	5,000
2. Deputy Inspectors-General	80,000
3. Additional Superintendents of Police ..	25,300
4. River Police	58,400
5. Railway Police	3,98,600
6. District Detective Department ..	78,500
7. Police Training School	21,700
8. Deputy Superintendents of Police ..	79,300
	<hr/> 7,46,800
CALCUTTA POLICE.	
1. Deputy Commissioners	52,600
2. Assistant Commissioners	22,600
3. Inspectors	72,200
4. Sergeants	72,900
5. Uniforms to police officers	25,500
6. Training School	3,000
7. Investigating centres	50,000
8. Armed police	50,000
9. Xmas dinner allowances to sergeants ..	1,300
10. Establishment, Public Vehicles Department	13,100
11. Bonus to recruits	2,000
	<hr/> 3,65,200
Total ..	<hr/> 11,12,000 <hr/>

CHAPTER XIII.

Education.

Grants.

212. **Grants to Universities.**—The current year's budget provides for a grant of Rs. 5,82,000 to the Dacca University (of which Rs. 5,50,000 is a statutory obligation under the Dacca University Act) and a grant of Rs. 5,04,000 to the Calcutta University. We understand that, while the pay of all Government servants has been reduced by 10 per cent., no reduction has been made in the pay of the teaching staff of these two Universities, and we believe that there are other directions in which they can effect economies in the present crisis. We, therefore, recommend that these grants be temporarily reduced by 5 per cent.

213. **Other grants.**—We understand that Government have already cut all grants-in-aid to educational institutions and societies by at least 10 per cent., except in the case of girls' schools, madrasahs, etc. Most of the aided schools and colleges have been hard hit by the falling off in the number of students, and are in a precarious financial position. The professors and teachers in these aided institutions are, as a rule, poorly paid. We, therefore, do not propose any further cut in these grants.

Government colleges.

214. **Deprovincialisation of arts colleges.**—There are at present ten Government arts colleges for men, namely, the Presidency, Dacca Intermediate, Hooghly, Sanskrit, Krishnagar, Chittagong, Rajshahi, Islamia and two Islamic Intermediate Colleges. The question of the deprovincialisation of Government colleges and the transfer of their management to committees is an old one. It was discussed by the Bengal Retrenchment Committee of 1923, who recommended the deprovincialisation of all Government arts colleges with the exception of the Presidency College. Recently it was considered at a conference presided over by the Minister for Education. The conference declared itself in favour of deprovincialisation, but attached the proviso that the money saved should be devoted to increasing the grants given to non-Government schools and colleges.

215. The following statement shows the total cost and the average cost per student in the different classes of Government, aided and unaided colleges in this province:—

Name of College.	Number of students.	Contribution from provincial revenues (1930-31).	Total cost per head.	Contribution per head from provincial revenues.
		Rs.	Rs.	Rs.
Presidency ..	844	3,75,159	628	458
Dacca Intermediate ..	284	1,19,867	522	422
Hooghly ..	298	1,03,241	441	380
Sanskrit ..	73	63,295	871	867
Krishnagar ..	141	95,883	671	683
Chittagong ..	390	1,13,608	367	309
Rajshahi ..	606	1,52,801	350	252
Islamia ..	330	93,130	359	285
		11,16,984		
Government grant in aid to 20 private colleges (1930-31)	..	2,68,224		

The tax-payer has to pay Rs. 376 per month for each student in the Government colleges, while he pays only Rs. 30 for each student in the aided colleges. The cost, and the general recognition of the fact that the most pressing need of the province is the extension of primary education, have been the main grounds in the case for the deprovincialisation of Government colleges. We recognise that these colleges are too expensive, and shall later recommend certain measures of economy. But we believe that they fulfil a very useful function. They set up a standard of discipline, conduct and teaching which many private colleges have not yet reached. We do not think that this standard could be maintained if they were deprovincialised, and in the present situation its relaxation would be a misfortune. In the second place, the immediate savings resulting from deprovincialisation would be small. We, therefore, do not recommend the deprovincialisation of Government colleges.

216. **Increase in fees.**—The fees at the Presidency College were raised by Government in 1926 from an average of Rs. 12 per mensem to Rs. 14 in the I.A., Rs. 15 in the I.Sc. and B.A., Rs. 16 in the B.Sc. and B.A. (Honours), Rs. 17 in the M.A., and Rs. 18 in the M.Sc.

classes. But in most other colleges, the fees charged are in our opinion insufficient. At Hetampur, the I.A. fee is as little as Rs. 4 per month, and the majority of other unaided colleges charge only Rs. 5 or Rs. 6 per month. In the I.Sc. classes the charges generally range from Rs. 6 to Rs. 8, and even in the B.A. and B.Sc. classes the maximum is Rs. 10 per mensem. The aided colleges are little better. The only college that charges over Rs. 10 for the B.Sc. student is St. Xavier's College, where the fee is Rs. 11. The Government colleges themselves charge fees ranging from Rs. 6 for the I.A. to Rs. 8 for the B.Sc. It is not possible to raise the fees in the Government colleges alone, as any such step will merely drive the students to other colleges. For this purpose concerted action is necessary, and we recommend that Government should take up the question with the University with a view to arriving at an agreed standard of fees.

217. **Hours of work of teaching staff.**—We have received evidence from leading educationists that the hours of work of professors are at present too few. All professors in undergraduate classes should lecture for at least 21 hours per week. In the case of professors in the Presidency College who teach post-graduate classes, we think that 16 hours of lecturing a week should be the minimum.

218. **Principals of colleges.**—We also understand that Principals of colleges are required to do very little teaching work, on the ground that their administrative duties take up most of their time. We are unable to subscribe to this view. We have received evidence that some Principals find it possible to lecture for 12 hours a week, in addition to their other duties, and we recommend that this should be laid down as a general rule.

219. At present an allowance of Rs. 100 to 250 per month is granted to Principals in addition to their pay. There is, in our opinion, no justification for this allowance, which should be discontinued.

220. The Islamia College and the Calcutta Madrasah are situated in close proximity to each other. We are of opinion that the principalships of these two institutions should be combined.

221. **Work for the University.**—We understand that professors in the Presidency College who give post-graduate lectures at the University do not receive any additional remuneration for this work, but that professors in other Government colleges get an honorarium of about Rs. 100 per month from the University. These professors draw pay as whole-time Government servants, and if Government allow part of their time to be devoted to University work, any fee which is realised should be credited to Government.

222. **Presidency College.**—The Presidency College is the foremost college in this province. Its total cost is Rs. 5,44,720, out of which Rs. 3,75,159 comes from provincial revenues. The average cost per student is Rs. 628 per annum. This high cost is, in our opinion, due to the fact that the college is overstaffed in every direction. The professors lecture as a rule for only 10 to 16 hours a week, including the lectures which some of them deliver to the post-graduate classes of the University. We have, in a previous paragraph, proposed that professors who teach in post-graduate classes should lecture for at least 16 hours per week, while the professors in undergraduate classes should do so for 21 hours. This will leave ample leisure for those engaged in research work, for which still further opportunities are afforded by the vacation, and during the four months from January to April, when the second and fourth year classes are not held. We recommend that the above standard of work be adopted, and the staff of the college reduced accordingly.

223. We have been told that another reason for the overstaffing of the college is that an arrangement exists with the Calcutta University under which the latter can utilise the services of Government professors for post-graduate teaching in the University. We have no objection to the continuance of the existing arrangement in regard to the teaching of science subjects, but so far as the arts subjects are concerned, it should, in our opinion, be terminated, and the staff of the Presidency College should be fixed only on the basis of the requirements of the college itself.

224. The post of Steward in the Presidency College appears to us to be unnecessary and should be abolished. The number of assistant librarians should also be reduced by one. The number of clerks should be reduced by three from nine to six, temporary assistants being taken at the rush season of admissions. We also think that the number of non-teaching assistants is excessive, and that four should be sufficient for the science section. The menial staff should be very largely reduced.

225. **Sanskrit College.**—This college is intended primarily for the encouragement of Sanskrit studies, but there are, among its staff, professors in modern subjects like English and History, who lecture to the students preparing for the ordinary University degrees. We believe that considerable economies can be effected by arranging for these students to attend lectures in the Presidency College in arts subjects. The danger of the proposal is that if the Sanskrit College offers the same educational advantages in such subjects as the Presidency College, many students will take admission in the former to avoid paying higher fees in the Presidency College. This difficulty can be obviated if the present conditions as to admission to the Sanskrit College are maintained, and the number of students is limited to 80,

which is about the average number of the last five years. We recommend that effect be given to this proposal.

226. Bengal Engineering College.—This, like the Presidency College, appears to us to be overstaffed to some extent at present. There is in the college an assistant professor of Civil Engineering on a pay of Rs. 750—900 *plus* overseas pay. We recommend that this post be filled up by an officer of the Provincial Educational Service. One Provincial Service post of professor of Mathematics, which was originally intended for a teacher of Survey, should be abolished. One of the posts of Anglo-Indian foreman on a pay of Rs. 300—500 can also be dispensed with. We do not recommend any further reduction in the teaching staff in view of certain proposals we shall make in connection with the Kanchrapara and Calcutta Technical Schools. The number of clerks (excluding the workshop clerk and the store-keeper) can be reduced from eight to six. We have no objection to the posting of a medical officer at the college to look after the health of the staff and students, but the allowance of Rs. 100 per month, which is at present paid to the Civil Surgeon of Howrah for holding medical charge of the college, should be abolished.

227. Training colleges.—There are at present two training colleges, one in Calcutta and the other at Dacca. We realise the need for trained teachers to raise the standard of education in this province, and the present dearth of qualified men. But in view of the financial condition of the province we recommend that, as a temporary measure, one of the training colleges should be closed. It should, we think, be possible to increase to some extent the numbers admitted to others. At present stipends are given to students attending the courses in these colleges. We are of opinion that no new stipends should be awarded for the present.

Government schools.

228. Deprovincialisation of high schools.—There are 1,055 high schools for boys in the province, of which 41 are maintained by Government at an annual expense of Rs. 11,20,402, and 496 are aided by grants. The grants to aided schools amount to about Rs. 8,77,591. Most of the arguments for and against the deprovincialisation of Government colleges apply equally to the deprovincialisation of schools, and on the grounds we have stated in the case of colleges, we do not recommend the general deprovincialisation of schools in the present circumstances. But we consider that there should not be more than one Government school in any district. There are at present two districts in which there is no Government high school, and there are five such schools in Calcutta. The number of these schools should be reduced

from 41 to 30; the remaining 11 schools should be deprovincialised with grants which should be gradually diminished.

229. **Hindu and Hare Schools.**—The Hindu School is a very old institution, while the Hare School was started in comparatively recent years. We find no sufficient justification for Government maintaining these two schools in immediate proximity to each other. We have been informed that only caste Hindus can be admitted to the Hindu School under the terms on which it was made over to Government, and that Government must therefore maintain another high-grade institution for the education of Muhammadan and non-caste Hindu boys. We have not been able to obtain any copy of these terms, and the Education Department has been unable to furnish us with an exact account of its provisions. We recommend that the position should be investigated, and that the two schools should be amalgamated unless the legal position makes this impossible. Pending the result of the investigation, the head-mastership of the two schools should be combined. One head-master with two assistant head-masters can look after both the schools without difficulty. It came to our notice after we had concluded our enquiries that there is a small school attached to the Sanskrit College. We think that Government should examine whether this cannot be included in the amalgamation.

230. **Education of Nizamats boys.**—In the Nawab Bahadur's Institution at Murshidabad there are special arrangements for teaching the boys of the Nizamats family. These boys reside in a separate hostel under the supervision of the head-master who is assisted by an Ataliq. The number of these boys was 26 last year, and the upkeep of the hostel cost Government about Rs. 6,000 per annum. In addition, Government are under an obligation to provide a European head-master for the school. We consider that the education of the Nizamats boys is a charge which should be borne by the Central Government.

231. **Consolidation of school fees.**—School-boys have at present to pay various small fees, such as the punkha fee and the ink fee, in addition to the ordinary school fee. All these fees are collected separately and entered separately in the accounts, a practice which causes unnecessary clerical labour which can easily be avoided. All the fees should be consolidated and collected together.

232. **Normal schools.**—There are five normal schools in the province, one in each division, for the training of teachers for middle schools and for junior posts in high schools. We have received suggestions from various quarters that these should be abolished or suspended, but we are unable to accept them. We consider that the lack of trained teachers is a serious obstacle to the progress of education in Bengal, and that their training is a function which Government may

legitimately finance. The present expenditure is quite inadequate, and we are unable to recommend its reduction.

233. **Guru-training schools.**—These schools have been established for the training of primary school teachers. The Bengal Retrenchment Committee of 1923 recommended that they should be abolished. We do not endorse this recommendation. The necessity of such schools is unquestionable and will increase when effect is given to the provisions of the Primary Education Act. We have been told that the schools are ill-equipped and poorly staffed. This, if correct, is a good argument for their improvement, but is not a convincing reason for their abolition.

234. **Ahsanulla School of Engineering.**—In 1930-31 the school had a total enrolment of 476 pupils, and its upkeep cost Rs. 1,13,838, of which Rs. 79,598 was met by Government. The annual cost of educating each pupil worked out at Rs. 237, of which Rs. 166 was borne by Government. The evidence we have heard has convinced us that in the present circumstances the school is producing too many overseers and sub-overseers, and that a large number of them are unable to find employment after leaving the school. We recommend that the number of pupils in the upper and lower subordinate classes should be restricted to 200. We shall recommend in a subsequent chapter the closing of the Survey School at Comilla, and the provision of survey training at this school. This will no doubt necessitate certain changes in the staff. Some of the existing posts can be abolished, and others may have to be created to provide the requisite staff for the teaching of survey, but the total cost of the staff should not be increased.

235. **School of Art.**—In 1931 this school had 216 students and cost Rs. 52,363, of which Rs. 37,907 was met from provincial revenues. We considered the possibility of its abolition, but do not recommend this, as we are satisfied from the evidence we have received, that the school is doing useful work and that most of its past pupils find remunerative employment.

236. **Government Commercial Institute.**—This school had 315 students on the rolls in 1930-31. The upkeep of the school cost Rs. 74,942, of which Rs. 50,931 was met by Government. The cost per pupil, therefore, worked out at Rs. 189, of which Rs. 128 was borne by Government. We are informed that a proposal to impart commercial education up to the B.Com. standard in this institution is under consideration. In the present financial position there is no possibility of this being done in the near future. We do not consider that it is a duty of Government to give young men an elementary training to fit them for clerical posts in commercial firms. There are many private institutions in Calcutta at which typing, shorthand and accounts

are taught. We, therefore, recommend that the Government Commercial Institute should be closed down.

The Directorate.

237. **Director of Public Instruction and his assistants.**—The headquarters staff consists of the Director of Public Instruction, two Assistant Directors (one for Muhammadan education), one Additional Assistant Director, one Physical Director and one assistant physical director. We have received evidence that there is too much centralisation in the office of the Director, and that there are innumerable references on petty matters from subordinate officers to the office of the Director of Public Instruction; for instance, Inspectors of Schools, who have very large powers in the matter of distribution of grants, have not at present the power to sanction the leave of sub-inspectors or sub-divisional inspectors of schools. Other instances of unnecessary references to headquarters can be cited. We have been told that if an assistant master is offered some coaching during a school term, he has to apply to his head-master who forwards the application with his recommendation to the Inspector of Schools. The Inspector moves the Director of Public Instruction, who asks the Education Department for its approval. After consultation with the Finance Department, the Education Department sanctions the proposal and communicates the fact to the Director of Public Instruction, who conveys the information to the assistant master by the same devious channel, frequently after the term has finished. The same procedure is followed where a subordinate officer is offered a fee for correcting examination papers, or wishes to provide his chaprassi with an umbrella. We recommend that much more power should be delegated to divisional and district inspectors of schools, to Principals and governing bodies of colleges and to head-masters and managing committees of high schools. This would enable Government to reduce the staff in the various offices to a considerable extent.

238. We believe that it should be possible for the Director of Public Instruction to cope with his work with the help of two Assistant Directors, of whom one should be in charge of Muhammadan education, and that one post of Additional Assistant Director can be immediately abolished.

239. **Physical Director.**—We recognise the value of the work done by this officer, but we consider that an assistant physical director is unnecessary. We recommend that this post be abolished, and that the pay of the Director be fixed at the rate now sanctioned for the assistant director.

The Inspectorate.

240. **Strength of the staff.**—The table below indicates the strength of the departmental inspecting staff as it stood on the 31st March 1931:—

Inspecting staff.	Presi- dency Division.	Burdwan Division.	Dacca Division.	Chitta- gong Division.	Rajshahi Division.	Total.
Inspectors and Additional or Second Inspec- tors.	(a)4	3	3	2	2	14
Assistant inspectors for Muhammadan education.	1	1	1	1	1	5
District inspectors	6	6	4	4	8	28
Subdivisional ins- pectors.	11	16	14	7	13	(c)61
Sub-inspectors ..	(b)41	50	66	40	46	243
Assistant sub- inspectors.	6	8	Nil	Nil	Nil	14
	Presidency and Burdwan Range.		Dacca, Rajshahi and Chittagong Range.			
Inspectresses of Schools.	1			1		2
Assistant inspec- tresses of schools.	6			6		12
Inspector of Euro- pean Schools.	Bengal Presidency. 1					1

(a) Includes the post of Second Inspector of Schools, which has been kept in abeyance.

(b) Includes the post of the special sub-inspector of schools, Calcutta, for the surveillance of ex-pupils of reformatory schools.

(c) Excludes four posts not yet filled for want of funds.

The total cost of the inspectorate amounts to Rs. 13,34,186. We appreciate the importance of inspection, but we feel that this is excessive in proportion to the total amount available for expenditure on education.

241. **Inspectors of Schools.**—The main duty of Inspectors and Additional or Second Inspectors of Schools is the inspection of high

schools, the distribution of grants and the control of the subordinate inspecting staff under them. We believe that much of the inspection work can be left to district inspectors of schools who are fully qualified for these duties. Moreover, professors and lecturers of Government colleges have half time work from January to April, when the second and fourth year classes are dissolved. During this period many of them can be employed on the inspection of high schools. We accordingly recommend that the posts of all Additional or Second Inspectors should be abolished. Each Inspector should have under him an officer of the rank of district inspector for work in connection with Muhammadan education and to assist him generally in his office work.

242. Inspectresses and assistant inspectresses of schools.—There are at present two Inspectresses and 12 assistant inspectresses of schools. From the evidence we have received we are satisfied that the 12 posts of assistant inspectresses can be abolished without detriment to the cause of female education, provided they are replaced by an Assistant Directress for female education. The inspection of primary schools for girls can be done by sub-inspectors of schools. We have been assured that there will be no objection either from Hindus or from Muhammadans to the introduction of this practice, but that the inspection of middle or high schools for girls by the male inspecting staff would be regarded as objectionable by those who observe the *pardah* system. For the inspection of these schools two Inspectresses working under the Assistant Directress, who should herself inspect a number of schools every year, will, in our opinion, be sufficient.

243. District Inspectors of Schools.—These officers perform important functions, and their responsibilities will increase when the Primary Education Act is brought into force. They are the chief advisers of the local bodies in all educational matters. We do not recommend any reduction in the number of these officers.

244. Subdivisional inspectors of schools.—The main duty of these officers is to inspect middle schools and to check the work of the sub-inspectors. They were perhaps necessary at one time, but we have evidence that in recent years Government have been recruiting well educated men of a superior type as sub-inspectors. The present minimum qualification for a sub-inspector is a B.A., B.T. degree and many of the recruits are M.A.'s. We consider that the sub-inspectors can be safely entrusted with the duty of making check inspections of middle English schools within their respective charges, and recommend that all the posts of subdivisional inspectors should be abolished. We think, however, that this may necessitate the appointment of an additional district inspector in each of the five big districts of Dacca, Bakarganj, Midnapore, 24-Parganas and Mymensingh, to help the district inspectors in their work.

245. **Sub-inspectors of schools.**—The Bengal Retrenchment Committee of 1923 recommended the abolition of sub-inspectors and assistant sub-inspectors of schools who are entrusted with the duty of inspection of the primary schools in the province. The reasons given by them can be found in their report and need not be reproduced here. We have given the subject our very careful consideration, but are unable to recommend the entire abolition of these posts, though we think their number is capable of a large reduction. It is no doubt true that the inspection of primary schools is often perfunctory, and is directed rather to the collection of statistics than to advising and instructing the guru in the technique of his profession. But some inspection is necessary before the annual grants for primary education can be distributed, if only to make sure that the school continues to exist and is attended by a reasonable number of pupils. We think, however, that the duty of inspecting these schools should ordinarily be undertaken by the union boards, the members of which can divide the work between themselves. It is one of the main functions of the union boards to look after primary education in the rural areas; and their responsibilities in this matter should, in our opinion, be increased until they are able ultimately to take complete control of primary education in the villages. We recommend, however, that one sub-inspector of schools should be retained in each subdivision to make check inspections and to help the district inspector in his work. The number of sub-inspectors of schools, which is at present 243, can be reduced to about 100 under our proposal.

246. **Inspector of European Schools.**—We are of opinion that the post of Inspector of European Schools can be abolished. It has been proposed to us that the European schools should be asked to look after themselves. The heads of the schools would elect a committee to which Government could nominate a few members. An annual block grant would be made over to the committee, who would distribute it according to formulæ prescribed or approved by Government, and out of it would pay a secretary who would do all the inspections with such help as he could get from the schools. We think it is perfectly feasible to put this scheme into effect at once. We suggest that it might be possible to have a part-time secretary, and to rely for inspection on volunteers from the schools whose expenses would be paid by the committee.

Pay of the Educational Services.

247. **Separation of the teaching and inspecting branches.**—The cadres of the higher educational services comprise posts both for the teachers and for the inspectorate. Consequently a professor, in order to obtain the promotion to which he is entitled by seniority, may have to

be appointed an Inspector of Schools, however valuable he may be as a professor, and however unfitted for administrative work. The inconvenience is obvious, and can only be avoided by the unsatisfactory device of appointing an officer to a post on paper, and actually employing him in another. In our opinion the teaching branch should be entirely separated from the inspectorate, and should not be grouped in services. Government should fix a pay or a scale of pay for the different classes of teaching appointments.

248. **Teaching branch.**—We suggest below the scales of pay which would, in our opinion, be suitable for the various classes of teaching posts. For colleges our recommendations are as follows:—

- Principals of the Presidency and Sibpur Colleges—Rs. 1,200.
- Principals of other colleges—Rs. 1,000.
- Senior professors—Rs. 500—1,000.
- Junior professors—Rs. 250—650.
- Lecturers and demonstrators—Rs. 125—375.

The number of senior professors should be fixed according to the needs of the various colleges, and the other professors should be on the junior scale of pay. There should be a uniform scale of pay for lecturers and demonstrators; the present special pay-scale for the lecturers of the Presidency College should be abolished. Where we suggest a time-scale, the initial pay should be fixed according to the age of the successful candidate. This enables the appointment of men who have already made a mark in their profession, and are no longer young. If it is found necessary to recruit some Europeans as professors, they should be given a suitable overseas pay in addition to the basic salary.

249. The head-masters of schools should be paid a fixed salary of Rs. 400 per month, and assistant head-masters Rs. 225. The pay scales of the English and classical teachers in high schools should, we think, be Rs. 70—170 and Rs. 60—135 respectively.

250. **Inspecting branch.**—This branch should continue to be constituted in “services” as at present, with the following scales of pay:—

- Inspectors of Schools—Rs. 650—850.
- District inspectors of schools—Rs. 150—650.
- Sub-inspectors of schools—Rs. 60—150.

The pay of the Director of Public Instruction should in future be fixed at Rs. 1,200—1,500. An Assistant Director of Public Instruction should be given the pay of the post from which he is appointed *plus* a special pay of Rs. 100.

251. **Selection grades in the Indian Educational Service.**—We cannot conclude our remarks on the pay of the educational services,

without drawing the attention of Government to the exceptional rate of promotion at present enjoyed by officers in the Indian Educational Service. This service contains a lower selection grade on Rs. 1,250—1,500 and a higher one on Rs. 1,550—1,750. It was decided some time ago to abolish this service by the stoppage of recruitment. During the last few years, many of its senior officers have retired or obtained other employment. The total number in the service is now very small, but no reduction has been made in the number of posts in the selection grades. Consequently junior men are being promoted to selection grades much earlier than was contemplated when the pay of the service was fixed, and their promotion does not entail any additional work or responsibility. We can see no justification for this, and recommend that no officer of the Indian Educational Service should be promoted to the selection grades until he has completed the number of years of service at which he would ordinarily have been promoted in the days when the cadre and pay of the Indian Educational Service were originally sanctioned.

Miscellaneous items.

252. **Zenana classes.**—These classes cost Government Rs. 23,201 in 1930-31. We consider that they have outgrown their usefulness, and should be abolished.

253. **Board of Secondary Education, Dacca.**—We recommend the abolition of the paid post of Chairman to the Board. As there is also a paid secretary, the duties of the Chairman are very light, and we are satisfied that there will be no difficulty in finding a suitable educationist willing to undertake them in an honorary capacity.

254. **The Text Book Committee.**—This committee consists of 36 members and meets ordinarily twice a year. The travelling allowance paid to members amounts to Rs. 5,600 a year, approximately. While we are of opinion that the committee serves a useful purpose, and are opposed to its abolition, we recommend that the number of members be reduced by half.

255. **Grants to primary schools.**—The annual grants allotted to district boards for distribution among primary schools are sanctioned under 27 separate heads. The grants under each head are communicated to the boards concerned in separate letters, and they have to be acknowledged and accounted for separately. Each board does not, of course, receive 27 letters sanctioning grants, as many of these are given for special or local purposes. But from a scrutiny of the list it appears that most boards receive at least nine or ten separate sanctions. We see no reason why each board should not be addressed in one letter sanctioning all the grants to which it is entitled. Government must, of

course, be satisfied that the grants are spent on the objects for which they are sanctioned, but the accounts of the district boards are regularly audited, and statements of educational expenditure are annually submitted to the department. Any deviation will, therefore, quickly come to light. This recommendation will lead to a large reduction of work, not only in Government offices, but also in the offices of the district boards.

256.

Item.	Estimated savings.
	Rs.
1. Grants to Universities	54,300
2. Allowance to Principals of Government colleges	18,000
3. Principalship of Islamia College and Calcutta Madrasah	10,000
4. Presidency College	97,000
5. Sanskrit College	18,200
6. Bengal Engineering College	22,000
7. Training College	59,000
8. Head-mastership of Hindu and Hare Schools	6,000
9. Education of Nizamat boys	6,000
10. Government Commercial Institute	74,000
11. Additional Assistant Director of Public Instruc- tion	6,000
12. Physical Director	10,800
13. Inspectors of Schools	91,000
14. Inspectresses and assistant inspectresses of schools	44,500
15. Subdivisional inspectors of schools	1,35,000
16. Sub-inspectors of schools	2,25,000
17. Zenana classes	20,000
18. Board of Secondary Education, Dacca	14,400
19. Text Book Committee	2,800
Total	9,14,000

CHAPTER XIV.

Medical.

257. **Surgeon-General.**—We are of opinion that the post of Surgeon-General to Government is unnecessary and can be abolished. He has no public health duties to perform, and his main function is to look after the appointment, posting, transfer and discipline of the medical officers of the province. It will, in our opinion, be sufficient if an assistant surgeon of the rank of a Civil Surgeon be appointed as a Deputy or Assistant Secretary in the Medical Department to advise the Secretary on medical questions. He should get the pay of a Civil Surgeon, with an allowance of Rs. 100. On the more important questions the Minister can always obtain the technical advice of the State Medical Faculty or of senior medical officers posted in Calcutta, such as the Principal of the Medical College, the Director of the School of Tropical Medicine, and the Surgeon Superintendent of the Presidency General Hospital.

258. **Civil Surgeons.**—The medical administration of the districts is at present carried on by Civil Surgeons, who are either members of the Indian Medical Service or promoted assistant surgeons. Up to comparatively recent times, the Civil Surgeon was also the principal public health officer of the district and had many important duties to perform in that capacity. With the development of the Public Health Department and the appointment of health officers to work under the district boards, his responsibilities in this direction have ceased. The principal functions of the Civil Surgeon at present are the charge of jails, the medical care of gazetted Government servants, medico-legal work, the supervision of the hospital at the district headquarters, and the inspection of the local fund dispensaries and hospitals in the interior. We have already recommended that the administrative charge of jails should be taken away from Civil Surgeons and given to deputy or sub-deputy magistrates. We are of opinion that officers of the rank of Civil Surgeon are not indispensable for post-mortem work. Much of it is already done, even at the headquarters of districts, by assistant surgeons; and in the majority of subdivisions it is done by sub-assistant surgeons. The inspection of local fund hospitals and dispensaries can be made over to the district health officers, who are fully qualified medical men, or otherwise arranged for by the local bodies concerned. We understand, as a matter of fact, that inspections by Civil Surgeons have lately been very much restricted owing to the reduced allotments for travelling allowance.

259. In our opinion, the duties of the Civil Surgeon in the majority of districts are not sufficient to justify the employment of a whole-time medical officer. The best solution would be to pay a local practitioner a monthly allowance for the work. But the reluctance of medical men with the requisite qualifications to settle down in the mufassal presents a difficulty. We believe, however, that it should be possible to come to an arrangement of the kind in some districts, and we recommend that the experiment should be tried. This will assist to a solution of the difficulty, as the fact that Government are ready to enter into such arrangements where the services of a suitable doctor can be secured will attract better qualified men to the districts. Meanwhile, the medical charges of the province can, we think, be reduced from 27 to 18 by the amalgamation of districts. We suggest that the following distribution would be suitable:—

- | | |
|----------------------------|---------------------------|
| (1) Nadia and Mūrshidabad. | (6) Tippera and Noakhali. |
| (2) Khulna and Jessore. | (7) Rangpur and Dinajpur. |
| (3) Hooghly and Howrah. | (8) Pabna and Bogra. |
| (4) Midnapore and Bankura. | (9) Rajshahi and Malda. |
| (5) Burdwan and Birbhum. | |

We have not suggested the amalgamation of the 24-Parganas or Darjeeling with any other district, as the work requires the services of a whole-time officer. The difficulties of communication in Faridpur, Bakarganj and the Chittagong Hill Tracts are such that we consider amalgamation impossible. The Civil Surgeons are ex-officio Superintendents of the Medical Schools at Dacca, Mymensingh, Chittagong and Jalpaiguri, and in that capacity must remain in residence at these stations. There is also a Medical School at Burdwan, but Birbhum cannot conveniently be amalgamated with any other district and is so light a charge that we think it can be looked after by the Civil Surgeon of Burdwan.

260. **Indian Medical Service.**—The Indian Medical Service, which was constituted primarily to meet the needs of the Indian Army, provides Bengal at present with 33 officers for civil medical employment. These are the Surgeon-General, 13 professors and superintendents of medical colleges and schools, 12 Civil Surgeons, 4 Superintendents of Central Jails, the Police Surgeon, the Surgeon Superintendent of the Presidency General Hospital and the Surgeon to His Excellency the Governor. We recognise the debt Bengal owes to the many eminent physicians, surgeons and administrators with which this service has provided it. But we are of opinion that Bengal can no longer afford these highly paid officers, except for the posts which we mention below. A few European medical officers will be required to provide medical treatment for British officers and their families posted in the mufassal;

we consider that four will be sufficient for this purpose. We also consider that one post in the Medical College should be reserved for a European member of this service. We have previously recommended that the posts of Superintendents of the Presidency and Alipore Central Jails should be filled by members of the Indian Medical Service. With the exception of these seven posts, all the other superior medical posts in the province should be filled up partly by the promotion of assistant surgeons and partly by private practitioners on part-time allowances.

261. Military assistant surgeons.—Like the members of the Indian Medical Service, these officers are primarily recruited for military purposes, but the reserve is distributed among the provinces for employment in civil posts. Formerly, 21 appointments in Bengal were reserved for military assistant surgeons, but in 1931 Government decided to transfer five of these posts to the cadre of the Provincial Medical Service, leaving the following 16 posts as reserved for Indian Medical Department officers:—

- 1 Assistant to Surgeon Superintendent, Presidency General Hospital.
- 5 House Surgeons, Presidency General Hospital.
- 1 Deputy Superintendent, Campbell Medical School.
- 1 Deputy Superintendent, Mitford Hospital, Dacca.
- 1 Assistant Director, School of Tropical Medicine and Hygiene.
- 2 Certifying Surgeons of Factories.
- 1 Police Training College, Sarda.
- 1 Superintendent, Pasteur Institute.
- 1 First Assistant, Port Health Officer, Calcutta.
- 1 His Excellency the Governor's Staff Dispensary.
- 1 Civil Surgeony.

As the average cost of a military assistant surgeon is much in excess of that of a civil assistant surgeon, we are of opinion that the cadre of Indian Medical Department officers should be further reduced by transferring the following posts to the Bengal Medical Service cadre:—

- 1 Deputy Superintendent, Campbell Medical School.
- 1 Assistant Director, School of Tropical Medicine and Hygiene.
- 2 Certifying Surgeons of Factories.
- 1 Superintendent, Pasteur Institute.
- 1 Civil Surgeony.

262. Assistant surgeons.—There are at present 24 assistant surgeons in subdivisional charges. We have scrutinised the list, and consider that ten of these charges can be entrusted to sub-assistant surgeons. We are further of opinion that the assistant surgeons at Rajshahi, Burdwan, Comilla, Barisal and Uttarpara should be replaced by sub-assistant surgeons. We also think that the assistant to the Civil

Surgeon, 24-Parganas, should be an officer of the rank of sub-assistant surgeon. There are also whole-time assistant surgeons in charge of the hostels at Sibpur, Rajshahi and Dacca. The officers at Dacca and Rajshahi should, in our opinion, be replaced by sub-assistant surgeons.

263. **Government hospitals and dispensaries.**—Most of the hospitals in this province are maintained by local funds or from private charity, but Government also maintain a few. We have scrutinised the list of Government hospitals, and can see no justification for the maintenance of the following institutions out of provincial revenues. These should be abolished or made over to local bodies:—

- (1) Kharagpur Isolation Hospital.
- (2) Uttarpara Hospital.
- (3) Ramna Hospital, Dacca.
- (4) Barisal Isolation Hospital.
- (5) All the Government hospitals in Darjeeling district, except the Phansidewa Hospital.

Government maintain several dispensaries in the Chittagong Hill Tracts. We consider that most of the expenditure may be justifiable in view of the fact that the district is a backward area, with practically no communications, an aboriginal population and no district board, but the attendance at the three dispensaries at Lama, Barkhal and Bandarban is very low, and we recommend that the necessity for maintaining them should be examined. The medical officer should, in any case, do the dispensing work, and the three posts of compounders should be abolished.

264. **Medical College and Hospitals and the School of Tropical Medicine.**—These institutions and, particularly, the Medical College and Medical College Hospitals, are, in our opinion, considerably over-staffed, but we have neither the materials nor the knowledge to be able to suggest reductions. We recommend that a small committee including experts should examine the question. We are also of opinion that much of the work could be done by private practitioners engaged on a monthly allowance. All the ablest men of the medical profession settle in Calcutta, where the prizes of the profession are to be found. We have evidence that the best of these men would be willing to accept professorships, with the privilege of private practice, on an allowance of Rs. 500 a month. Professors of the three important subjects of Surgery, Medicine and Midwifery should, however, continue to be Government officers on special rates of pay to be determined according to the qualifications of the candidates selected.

265. The non-clinical professors, except the professors of Medical Jurisprudence, Mental Diseases, Hygiene and Dentistry, should be whole-time Government servants debarred from private practice.

Their pay should, in our opinion, be Rs. 600—1,000 *plus* a non-practising allowance of Rs. 150 per month. The four posts mentioned should continue to be held by part-time men on an allowance to be fixed in each case in accordance with the circumstances.

266. There are two Registrars of the rank of assistant surgeon in the Medical College, and one in the Tropical School. We are of opinion that these three officers should be recruited from the cadre of sub-assistant surgeons.

267. After a serious case of defalcation in the Medical College a few years ago, two secretaries were appointed to look after the accounts, one for the college and the other for the hospitals. We consider that there is no necessity for these two posts, and that one officer with an accountant's qualification should be appointed in their place on a pay of Rs. 450—600.

268. There are a number of demonstrators in the college on a pay of Rs. 150—200—25/2—450. This scale of pay appears to us to be excessive, as medical qualifications are not necessary, and we recommend that the demonstrators in the Medical College should be paid at the same rate as demonstrators in the science departments of Government arts colleges.

269. **Medical schools.**—These schools were originally started with the idea of producing medical men with the qualifications of sub-assistant surgeons in sufficient numbers to provide for the medical needs of the mufassal. These hopes have not been fulfilled. The schools produce a large number of passed students, but instead of settling in the villages, they gravitate to the towns where they find themselves in competition with men of higher professional qualifications. We recommend that Government should take no further steps towards establishing the proposed medical school at Barisal, and should examine the possibility of closing down one or more of the existing schools. For instance, we see no reason for having medical schools both at Mymensingh and at Dacca. We also recommend that Government should consider whether the staff in the medical schools might be reduced in view of the decrease in the number of students, and whether non-official medical men can undertake part of the teaching work.

270. **Scales of pay for the medical services.**—We think that the future time-scales for Civil Surgeons, assistant surgeons and sub-assistant surgeons should be the same as those now in force, less 15 per cent. The selection grade for Civil Surgeons should be abolished. We deal elsewhere with the future pay of the Indian Medical Service.

271. **Grants.**—We recommend that the emergency grant should be reduced to Rs. 10,000 from Rs. 14,000. We have been unable

to find any system or principle on which the grants to hospitals are based; it appears to us that the grants to the Howrah General and Kalimpong Hospitals are disproportionately large and should be reduced.

272. Arrangements for nursing.—The Calcutta Hospital Nurses' Association undertakes nursing arrangements in the Presidency General and Medical College Hospitals in return for a grant of Rs. 1 lakh from Government. Owing to the financial crisis there has been a serious falling off in the income of the institution from subscriptions, and Government had to agree to give extra financial assistance to the institution in the current year to the extent of Rs. 88,000. Government made a special reference to the committee regarding the future arrangements for nursing in the Medical College and Presidency General Hospitals. It seemed to us, however, that the subject was one which should be considered by a specially constituted committee comprising representatives of the medical profession, the Calcutta Hospital Nurses' Association and its subscribers. A careful examination of the arrangements in force in institutions other than the Medical College Hospitals and the Presidency General Hospital, of the possibility of increased recruitment of Indian girls for training as nurses, and of the advisability of substituting to some extent male for female nursing, seemed to us to be necessary. We, therefore, recommended that the whole subject should be investigated by a committee appointed *ad hoc* by Government.

273. Medical Stores Depot.—Under the present rules all stores for State institutions must ordinarily be obtained by indent on the Medical Stores Depot in Calcutta. Only articles which are not available in the depot, or of which the cost is excessive in comparison with market rates, can be purchased locally, with the sanction of the Surgeon-General or of Government. We understand, however, that owing to the trouble and delay involved in applying for sanction, supplies are generally obtained from the depot, even though they can be bought locally at lower prices. We recommend that heads of institutions should be authorised to purchase their stores from approved dealers without higher sanction where the market rates are cheaper.

274. Increase in fee receipts in hospitals.—Government have recently issued a circular increasing the cabin charges in the Medical College Hospitals by Re. 1 per diem and fixing a scale of charges for surgical operations. In our opinion, a small fee should be realised from all patients in Government institutions who can afford to pay. For outdoor patients it should not exceed one anna; the expenses of collection and the clerical and accounts work can be reduced to a minimum by the installation of a suitable turnstile arrangement. Indoor patients should be charged a somewhat higher fee when able

to pay. Several district boards have already introduced this system, and we are told that it is working smoothly.

275.

Item.	Estimated	
	Savings.	Increase of revenue.
	Ra.	Ra.
1. Surgeon-General	39,000	..
2. Civil surgeoncies	99,000	..
3. I.M.S. officers	2,64,000	..
4. Military assistant surgeons	7,200	..
5. Assistant surgeons	40,600	..
6. Government hospitals and dispensaries	33,400	..
7. Registrars of Medical College and Tropical School	7,200	..
8. Secretary, Medical College	8,000	..
9. Abolition of one medical school	35,000	..
10. Emergency grant	4,000	..
11. Fees from patients .. .. .	..	23,000
	<u>5,37,400</u>	<u>23,000</u>
Net saving	Ra. 5,60,400	

CHAPTER XV.

Public Health.

(a) Engineering Branch.

276. **Nature of work and establishment charges.**—The Engineering Branch of the Public Health Department is mainly concerned with the preparation, execution and supervision of water-supply, drainage and sewerage schemes on behalf of local authorities outside Calcutta. Its permanent superior staff consists of the Chief Engineer, four Executive Engineers and four assistant engineers. The establishment charges in the current year's budget are as follows:—

	Rs.
Pay of officers	... 87,560
Pay of permanent establishment	... 30,000
Pay of temporary establishment	... 41,100
Total	<hr/> 1,58,660 <hr/>

We are of opinion that the expenditure on establishment is incommensurate with the volume of work done. The staff was sanctioned on the assumption that the department would be called upon to execute, or supervise the execution of, new schemes involving an expenditure of Rs. 15 lakhs a year; on this basis, the establishment charges were estimated at about Rs. 2,10,000. Actually the value of the work done during the eight years from 1922 to 1930 has averaged about Rs. 7½ lakhs per annum, and has not exceeded Rs. 9.12,000 in any particular year, while the establishment charges have averaged about Rs. 2.10,000 per annum. It has been pointed out that the cost of labour and material has gone down in the last two years, and that the value of the work done does not adequately represent its volume. Even after making allowance for this factor, we are of opinion that the establishment charges are excessive.

277. **Our recommendations.**—We do not think it is necessary to retain the post of Chief Engineer, and recommend that the department be placed under the Chief Engineer of the Public Works Department. For the preparation of schemes and for supervision requiring specialised knowledge, he should be assisted by a staff of two Executive Engineers and three assistant engineers. One of the two Executive Engineers may be posted at Dacca, and one of the assistant

engineers should be a qualified mechanical engineer. The execution and supervision of most of the schemes require little specialised knowledge and can be done by Executive Engineers of the Roads and Buildings Branch. The subordinate establishment can also be reduced by at least half. We see no reason to think that the work is likely to increase in the near future, and, if it does, temporary additional staff can be engaged.

278. **Fees for sketch projects.**—At present no fee is charged for the preparation of sketch projects, but local authorities have to pay a small fee for the preparation of detailed estimates and drawings. It was suggested to us that a small fee should be levied for the preparation of sketch projects. We are unable to recommend this, as the financial condition of most of the local bodies is so poor that the levy of a fee, however small, will deter many of them from considering any scheme of sanitary improvement.

279. **Departmental suggestion.**—The Public Health Department has suggested a reduction of Rs. 20,000 in the grant for the Bhatpara sewerage scheme. We accept the suggestion.

(b) Public Health Branch.

280. **Nature of work.**—The main functions of the department are to collect information as to the actual sanitary condition of the country, to advise Government and local authorities in matters concerning the public health, and to provide help to local bodies in dealing with epidemic outbreaks. The department is doing valuable work, particularly through the rural health organisations which have recently been established. We are, however, of opinion that its superior staff is excessive and can be considerably reduced.

281. **Assistant Directors.**—The Director of Public Health is assisted by seven Assistant Directors, of whom four are “bureau” officers in charge of the following works:—

- (1) Bengal Public Health Laboratory,
- (2) Vaccination and vital statistics,
- (3) Malaria research, and
- (4) School hygiene.

The post of the Assistant Director in charge of vaccination and vital statistics is now in abeyance. Besides these four bureau officers, the Director of Public Health has under him three Assistant Directors in charge of territorial circles, whose principal functions are to inspect municipalities, and to supervise the work of the rural health units.

282. We are satisfied that the work in the public health laboratory requires a whole-time Assistant Director. It has been suggested that the post of Assistant Director for Malaria Research can be abolished,

the survey work being undertaken by district boards, and the research work at the School of Tropical Medicine. We are unable, however, to recommend any division of responsibility for this work, which is of vital importance to the province. Moreover, survey and research cannot be entirely divorced, and the labours of professors in Calcutta cannot be expected to yield results of practical value if they are based on information collected by a staff over which they have no control. The post of Assistant Director of Vaccination and Vital Statistics, which is now vacant, should be abolished. The remaining four posts of Assistant Directors can, in our opinion, be reduced to three. We believe that the Director should be able to administer the department efficiently with the help of five Assistant Directors.

283. **Publicity bureau.**—We are satisfied from the evidence we have received that the Publicity Superintendent and his assistants have been doing most useful work in spreading among the people some knowledge of the principles of hygiene and of the value of elementary sanitation in the villages. We are unable to recommend any reduction in the staff of the bureau.

284. **School hygiene bureau.**—This bureau looks after school hygiene and the medical inspection of school children. The work is under the charge of an Assistant Director, with the assistance of a Medical Inspector of Schools and three medical practitioners who are paid Rs. 50 per month for visiting schools in Calcutta. The last Retrenchment Committee recommended the abolition of this bureau in its entirety. While we are not prepared to go so far, we are of opinion that the staff is excessive. The services of the three medical men may be retained, but the posts of the Assistant Director and of the Medical Inspector of Schools should be abolished. The whole work can be supervised by one of the five Assistant Directors whose retention we have recommended, in addition to his other duties.

285. **Public health laboratories.**—We recommend that the Dacca branch laboratory be transferred to Calcutta. We understand that all the articles which are at present sent to the public health laboratories are of a non-perishable nature, and that there will be no difficulty on account of the delay in sending articles from places like Chittagong and Noakhali to Calcutta. The transfer of the Dacca laboratory to Calcutta will save some overhead charges, even if no reduction in the number of analysts is possible.

286. We also recommend that the excise part of the work done in the public health laboratory in Calcutta should be placed under the Chemical Examiner. The post of Assistant Chemical Examiner of Excise can then be abolished, and the additional accommodation available for the public health laboratory will enable it to undertake more work and earn more fees.

287. **Teacher of hygiene.**—We understand that classes for the teaching of hygiene to sanitary inspectors have been discontinued. The post of the teacher of hygiene should be formally abolished.

288. **Inspector of septic tank installations.**—The work of this officer consists in inspecting the septic tank installations in factories situated on the river Hooghly. His work is partly of an advisory nature, and his pay should, in our opinion, be met by the levy of a small fee from factories which have septic tank installations.

289. **Personal assistant.**—The Director of Public Health has at present a non-technical personal assistant on a pay of Rs. 420—20—600. We recommend that in future the pay of the personal assistant should be that of a head assistant in the office of the head of a department.

290. **Pay of public health officers.**—At present Assistant Directors get a pay of Rs. 500—900 rising to Rs. 1,000 after 20 years of service, with an additional 33½ per cent. In the post-war years, when the pay of most services was revised, these officers were given this percentage increase, pending a revision of their pay, but this revision has never been effected. We recommend that in future Assistant Directors should be given the same pay as promoted Civil Surgeons. We also recommend that the pay of district health officers should be fixed at Rs. 250—450. As half the pay of these officers is provided by Government grants, our proposal will mean a proportionate reduction in the Government contribution to district boards on this account.

291.

Item.	Estimated	
	Savings.	Increase of revenue.
	Rs.	Rs.
1. Chief Engineer	26,600	..
2. Executive Engineers, assistant engineers and subordinate establishment	78,000	..
3. Bhatpara sewerage scheme	20,000*	..
4. Assistant Director of Public Health	14,500	..
5. School of Hygiene Bureau	19,000	..
6. Dacca Branch Laboratory	6,700	..
7. Assistant Chemical Examiner of Excise	6,600	..
8. Teacher of Hygiene	3,000	..
9. Septic tank installations .. .. .	..	5,100
	<u>1,74,400</u>	<u>5,100</u>
Total	Rs. 1,79,500	

* Non-recurring.

CHAPTER XVI.

Agriculture.

(a) Veterinary.

292. **Nature of work.**—The Veterinary Department consists of two branches, one of which is responsible for the administrative side of the work, and the other for instruction and research. Instruction is imparted at the Bengal Veterinary College at Belgachia. It contains a fully-equipped research laboratory, but we understand that little research work is actually being done at present. The administrative branch controls the veterinary officers throughout the province, and deals with the prevention of contagious diseases, and the treatment of sick animals.

293. **Staff for superintendence.**—The administrative branch of the work is under the Director, Civil Veterinary Department, who is also the Veterinary Adviser to Government. He is assisted by two Assistant Directors in charge of the Eastern and Western Ranges. Under them are eight veterinary inspectors, who are wholly paid for by Government and are employed on supervising the work of the veterinary assistant surgeons. These are distributed as follows:—

Employed under local bodies	...	110
In charge of the hospitals at Alipur Duars and Dacca	...	2
Staff officer	...	1
Reserve officers	...	12

Two-thirds of the average cost on account of the pay, allowances, leave and pension of the 110 veterinary assistants are paid by the local bodies under whom they are employed, while the cost of the others falls wholly on Government. The reserve officers form the leave reserve of the staff employed under local authorities. The staff officer, and any of the reserve who are not at the time working under local bodies, are sent out to the mufassal to deal with serious outbreaks of cattle disease.

294. The last Retrenchment Committee were of opinion 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. We agree with this view, and at the same time we accept the proposition laid down by the Royal Commission on Agriculture that, broadly speaking, control of contagious diseases is the duty of the State, while other forms of public veterinary assistance are the duty of local bodies, though we would modify it by adding that, at the present stage in the development of veterinary work, Government should exercise some supervision over the staff employed by local authorities. We think that one Director, one Assistant Director, five inspectors and six veterinary assistants are sufficient for epidemic duties and for the work of supervising the district veterinary assistants. These district veterinary assistants should, in our opinion, be placed entirely under the control of the local authorities, who should then bear the whole of their cost. The leave reserve maintained by Government can then be abolished, and the local bodies should be responsible for filling up leave-vacancies. We have been told that the control of veterinary work should remain in the hands of Government, as local bodies are prone to neglect this important duty and cannot, under the existing law, be compelled to incur expenditure on veterinary work. We do not attach much weight to this objection, as Government can always enforce the proper performance of veterinary work by reducing or withholding the augmentation grant.

295. **Bengal Veterinary College.**—In 1930-31 the receipts of the college from fees, etc., were Rs. 40,629, while the expenditure was Rs. 1,92,228. The number of students in the same year was 141, so that the tax-payer has to pay over Rs. 1,000 per annum for the training of each student. Moreover, most of these students come from other provinces. In 1930-31, the number of Bengali students was only 50 out of 141. It is, therefore, necessary either to reduce the expenditure or to increase the fees. Unfortunately, it is likely that any increase in the fees may lead other Governments to withdraw their students and establish their own veterinary colleges, as the Government of Bihar and Orissa did in 1930, when the Government of Bengal demanded an increased contribution towards the cost of the college. The remedy must, therefore, be found in reducing the cost.

296. We do not see any necessity for the post of manager, and consider that it should be possible for the Vice-Principal to do the work in addition to his other duties. The duties of Principal of the college can, we think, be efficiently discharged by an Indian, on considerably lower pay than at present, and without an overseas allowance. The maximum, in our opinion, should not exceed Rs. 1,000 a month. The riding school, which is not essentially necessary for veterinary teaching, should be abolished. The trained veterinary assistant surgeon in the mufassal is mainly engaged in the treatment of cattle. With the

increase in motor transport, his services are less and less required for horses and ponies, and, except in the hills, a bicycle is almost invariably his means of locomotion. There are 91 menials in the college, and their number can be largely reduced. In the time at our disposal it is impossible for us to examine the menial establishment under Government, but we are convinced that in every department it is largely in excess of requirements. The cultivation of the compound should be run on commercial lines; if this is impossible, it should be abandoned. Tenders should be invited for the annual supplies of food-grains at the time of year when prices are lowest; this, we understand, is not done at present.

297. **Glanders and farcy staff.**—The Principal of the college has under him a staff of nine inspectors for preventing and dealing with outbreaks of equine diseases in the town of Calcutta and in the suburban areas. On the recommendation of the last Retrenchment Committee, the Corporation of Calcutta were asked to take over this work, but they did not agree to do so. We recommend that the matter be taken up again with the Corporation of Calcutta and the suburban municipalities, and that they be required, by legislation if necessary, to accept the responsibility for this work. It is inequitable that the tax-payer of Bengal should be required to bear this expenditure for the benefit of the residents of Calcutta and its suburbs. If these diseases break out in epidemic form, the local authorities may reasonably look to Government for assistance in preventing their spread. But it is not the duty of Government to maintain a staff merely to detect outbreaks of disease or to deal with sporadic cases.

298. **Grant to Calcutta Society for the Prevention of Cruelty to Animals.**—We recommend that in the present financial condition the annual grant to this Society should be reduced to Rs. 70,000 per annum.

299. **Poll-tax on cattle.**—Every year large numbers of cattle are imported into Bengal from upper India and sold at the *melas* held at many places in the province and especially in North Bengal. It has been suggested to us that a poll-tax should be imposed on these cattle. We recommend that the possibilities of this proposal be examined by Government. It would almost certainly be unprofitable to collect the tax directly through the agency of Government servants, but the right to collect it might be farmed out by auction, and we believe that this would bring in a substantial revenue.

(b) Agriculture.

300. **Nature of work.**—The business of the Agricultural Department is to popularise the adoption of better methods of farming and

the use of improved seeds, fertilisers and implements among the cultivators of the province. Its main functions are, therefore, research and experiment in the first place, followed by demonstration and propaganda. The research staff works at the central research station at Dacca. The results they obtain are tested at the experimental farms. Demonstration and propaganda begin when the department is satisfied with the results obtained.

301. **Research staff.**—Research must obviously be the foundation of the work of the department, but if its researches are to have any practical results, their value must be proved to the satisfaction of the cultivator. Propaganda and demonstration should keep pace with research and experiment, but we consider that, in Bengal, the department has concentrated its energies on the scientific experimental side of its work, to the detriment of the rest, and that the number of specialist officers can be considerably reduced. The research staff at Dacca consists of a fibre expert, two economic botanists, an agricultural chemist, an agricultural engineer and a live-stock expert. There are, in addition, an assistant fibre expert, an assistant economic botanist and an assistant agricultural chemist. One of the economic botanists is at present officiating as Director of Agriculture. His post should be abolished on his confirmation as Director. The work of the fibre expert is being carried on by an administrative officer, and this post also can, we think, be abolished. The assistant fibre expert should carry on the work under the immediate control of the Director. We consider that the post of agricultural engineer is unnecessary and should be abolished. The work on which he is engaged can be entrusted to the industrial engineer, whose work is of a similar nature, and requires the same qualifications. Its volume, in our opinion, is not sufficient to justify the two posts. We also think that cattle breeding should be transferred from the Agricultural Department to the Veterinary Department. This will enable Government to dispense with the live-stock expert, whose duties should be made over to the Veterinary Adviser to Government. In dealing with the Veterinary Department we have made proposals which will leave him sufficient time to undertake this additional responsibility. The result of our proposals is that the number of superior research officers will be reduced from six to two, viz., one economic botanist and one agricultural chemist. The three posts of assistants should remain.

302. **Cattle farms.**—There are at present two cattle farms, one at Dacca and the other at Rangpur. We see no necessity for maintaining two farms, and recommend that one of them be closed down.

303. **Agricultural farms.**—There are 26 agricultural farms scattered over the province, in addition to a tobacco farm at Rangpur. The

tobacco farm aims at improved methods of production of a valuable crop and may continue. The other farms divide their activities between experiment and demonstration. There are, in most of these farms, "economic areas" set aside for the purpose of showing that scientific agriculture on the lines recommended by the department is a paying proposition. Unfortunately, an examination of the financial results of these areas reveals the fact that they rarely show any real profit; in 1930-31 there was all-round loss. The reservation of economic areas seems to us to be useless unless they are made to pay. The peasant of Bengal is a shrewd practical man with very limited means, and he will only adopt new methods if he is convinced that they are likely to yield him an increased profit. For experimental purposes a few farms only are necessary. The last Retrenchment Committee recommended that the farms then in existence should be reduced, and that there should be one farm for each area with distinctive features of soil and climate. The view of the department is that this would mean an increase in the number of farms, as even within a district there are great variations in soil and climatic conditions, and the basis of distribution suggested by the Committee would mean several farms for each district. The argument is not convincing, nor is it supported by the practice of the department. We find, for instance, in the report of the department for 1930-31, that four centres were sufficient for the selection of pure lines and hybrids of paddy suited to the varying needs of the province. For experimental purposes, we think that five farms should be sufficient for the whole province. The rest of the farms should be made over to local bodies and associations, or leased out to persons who would run them on commercial lines. We desire here to draw attention to the view expressed in the Report of the Royal Commission on Agriculture that demonstration on cultivators' own fields is preferable to demonstration on a Government farm. With this we are in complete agreement.

304. *Kalimpong farm.*—This farm was started by the St. Andrew's Colonial Homes in 1907, and functioned as a semi-Government institution till 1928, when it was taken over by Government on a lease. At present it works at a loss. We recommend that an endeavour should be made to run it on commercial lines; if it cannot be run except at a loss, the lease should be terminated.

305. *Administrative staff.*—There are at present an Assistant Director, as well as three Deputy Directors in charge of the Eastern, Western and Northern Circles. We see no necessity for the post of Assistant Director and recommend that it be abolished. The Deputy Directors are responsible for all agricultural work, other than research, within their respective charges, and their duties include the supervision of the experimental and district farms. In consequence of the

reduction in the number of farms proposed by us, we consider that two Deputy Directors should be sufficient in future. There are at present five superintendents, one of whom is in charge of the Kalimpong farm. If this farm has to be closed down, the number of these officers should be reduced to four. We do not propose any further reduction in their number, though, in our opinion, the services of these officers are not fully utilised at present; one of them was lately employed for some time on the work of rearranging and recataloguing the library at the Dacca farm. We think, however, that they can be fully and usefully employed in propaganda and in supervising and controlling the work of the district agricultural officers and in the five experimental farms. There should be one district agricultural officer for each district, and the cadre of the service should be fixed at 30. The post of Inspector of Agricultural Schools should, in our opinion, be abolished.

306. **Travelling allowance.**—We consider that the amount spent by this department on travelling allowance is excessive and can be considerably curtailed.

(c) Sericulture.

307. In the last century silk was one of the great industries of Bengal. For many years now it has been in a moribund condition, owing partly to foreign competition and partly to the spread of disease among the silkworms. The area under mulberry cultivation in the province has dwindled to about 25,000 acres. The work of the sericultural department consists mainly in the production of pure line and disease-free seed, and the annual expenditure is about Rs. 1,50,000. This amount cannot possibly be recouped from the sale of seed. In 1930-31, the receipts from the nurseries amounted only to Rs. 27,886.

308. We have considered the possibility of abolishing the department, but do not feel justified in recommending this. It would inevitably result in the extinction of the industry within a few years, and in the impoverishment of the considerable number of agriculturists who still rely upon it either as their sole means of livelihood or as an important subsidiary source of income. At the same time we consider that the present expenditure cannot be justified. We think that Government should continue to maintain the nursery at Piasbari for the production of disease-free seed. The others should be abolished, or leased out to local associations or individuals, if any can be found to take them. Of the two sericultural schools, only the one at the Piasbari nursery should be retained. The superior staff of the department should be reduced to one Deputy Director and one superintendent.

(d) Botanical and other gardens.

309. **Royal Botanic Gardens.**—This garden, which was established in 1787, affords recreational and educational facilities to the people of Calcutta, but its main usefulness lies in the fact that it is the headquarters of the Botanical Survey of India. From that aspect its value is Imperial and not provincial, and, in our opinion, the expenditure should be a charge on the revenues of the Central Government. The transfer of the garden to the Government of India was considered in 1921-22, but eventually that Government decided to postpone the question indefinitely on the score of financial stringency. We consider that the matter should again be taken up with the Central Government, and it should be explained to them that in the event of their refusal, the Government of Bengal will be unable to do more than maintain an overseer and a small staff of *malis* to keep the garden in order.

310. **Lloyd Botanical Garden, Darjeeling, and the Dalhousie Square Garden.**—We see no reason why the cost of these two gardens should be borne by the tax-payers of Bengal. We recommend that they be made over to the Darjeeling municipality and the Calcutta Corporation, respectively. As the Darjeeling garden has some educational value, Government may reasonably make a suitable contribution towards its upkeep.

(e) Co-operative Societies.

311. The expenditure on this department, which was Rs. 4,10,417 in 1924-25, will be about twice this amount in the current year. There has been a corresponding increase in the number of societies from 11,081 in 1924-25 to 23,677 at the end of 1930-31. The last Retrenchment Committee were of opinion that the movement should not be kept under official tutelage, but should be left, in accordance with co-operative ideals, mainly to non-official organisation and control. On the basis of this principle, sweeping economies were recommended by them. We are, however, unable to recommend at the present moment any relaxation of Government control. There is a network of village societies and central banks spread over Bengal, in which very large sums of petty shareholders' and depositors' money are invested, as well as a considerable amount of funds belonging to public institutions, such as hospitals and schools. The present economic crisis has imposed a severe strain on many of the societies, and any relaxation of Government control and audit in existing circumstances might have very serious consequences. We are, however, of opinion that there should be no further expansion in

the activities of this department at present, and that all propaganda aiming at the formation of new societies should be stopped.

312.

Item.	Estimated savings.
	Rs.
<i>(a) Veterinary—</i>	
(1) Assistant Director	6,300
(2) Veterinary inspectors	5,900
(3) Veterinary assistant surgeons	1,11,700
(4) Manager, Bengal Veterinary College	2,700
(5) Riding class, Bengal Veterinary College	1,900
(6) Glanders and Farcy staff	18,500
(7) Grant to Calcutta Society for the Preven- tion of Cruelty to Animals	46,000
<i>(b) Agriculture—</i>	
(1) Economic Botanist	18,100
(2) Fibre expert	12,600
(3) Agricultural engineer	22,000
(4) Live-stock expert	16,700
(5) Cattle farms	19,100
(6) Agricultural farms	89,300
(7) Assistant Director	16,900
(8) Deputy Director	24,000
(9) District agricultural officers	7,500
(10) Inspector of Agricultural Schools	7,000
(11) Travelling allowance	15,000
<i>(c) Sericulture</i>	1,26,300
<i>(d) Botanical and other gardens—</i>	
(1) Royal Botanic Gardens, Calcutta	1,12,400
(2) Lloyd Botanical Garden, Darjeeling, and Dalhousie Square garden	17,000
Total	6,96,900

CHAPTER XVII.

Industries.

313. **Nature of work and gazetted staff.**—This department was formed in 1919 as a result of the report of the Industrial Commission, with the object of stimulating the development of industries in the province by means of demonstration and propaganda, research, technical advice and the provision of technical and industrial education. The headquarters staff consists of the Director of Industries, an industrial chemist, an industrial engineer, a superintendent of textile demonstrations, the Superintendent of the Bengal Tanning Institute, an inspector of technical and industrial institutions, and an assistant inspector of weaving schools. We have examined the necessity for these posts and are unable to recommend the abolition of any of them, except those of the superintendent of textile demonstrations and of the assistant inspector of weaving schools. The industrial chemist is engaged on important researches, of which those relating to the soap-making industry have already given practical results. The industrial engineer has also achieved results which justify the retention of the post. In a previous chapter we have proposed that the work now done by the agricultural engineer should be entrusted to this officer. The post of the inspector of technical and industrial institutions cannot, in our opinion, be dispensed with.

314. **Assistant inspector of weaving schools.**—This post was created in 1928, on the transfer of the control of the outlying district and peripatetic weaving schools and demonstration parties from Serampore to the Director's office. After its creation it remained vacant for a period of about two years, without apparently causing any serious inconvenience to the department. We recommend the abolition of the post.

315. **Weaving schools and demonstration parties.**—The Central Weaving Institute is located at Serampore. Weaving education is carried on in the interior by the district and peripatetic weaving schools and by demonstration parties. We do not recommend the abolition of the weaving schools, but we consider that district boards should be required to pay at least Rs. 400, instead of Rs. 150 as at present, towards the cost of each peripatetic school, which averages about Rs. 1,500 a year. The demonstration parties performed valuable work when the fly-shuttle loom was a novelty in Bengal, and they were sent out to

demonstrate its use to the weavers in the villages. These looms are now in common use all over Bengal, and we think that the demonstration parties can be abolished. With the abolition of these parties the post of superintendent of textile demonstrations becomes unnecessary. We also recommend that the grant to the Kalimpong Weaving School should be reduced from Rs. 6,000 to Rs. 3,000.

316. **Bengal Tanning Institute.**—We have received evidence that this institute has done very useful work, and has given a great impetus to the tanning industry in Bengal by its researches. It has been suggested to us that the industry is now so well established that it can take care of itself, without any further assistance from Government. We are, however, unable to subscribe to this view, as we believe that the possibilities of improvement have not yet been exhausted, and that the researches and experiments carried on in the institute will be of value to the industry for some time to come. We are also of opinion that the tanning demonstration parties are doing good work and should be continued.

317. **Kanchrapara Technical School.**—This school, which was established for the purpose of giving theoretical training to the apprentices at the Kanchrapara railway workshops, cost Government, in 1930-31, Rs. 44,049, while the approximate cost to the Eastern Bengal Railway was Rs. 52,080 in the shape of the pay of the apprentices. The maximum number of apprentices which the school has had on its rolls at one time is 72, so that their training costs Government over Rs. 600 a year for each student. We do not consider that this can be justified. The East Indian Railway has a different method of training its apprentices. We have been informed that they spend nine months each year in the workshops at Lillooah and Jamalpur, and are then sent for the other three months to the technical school at Jamalpur. We recommend that this system be introduced for the apprentices at Kanchrapara, and that the Technical School there be abolished. The apprentices should do nine months a year in the workshops there, and should be sent to the Bengal Engineering College at Sibpur for three months for the theoretical part of their training. We have evidence that the present staff at Sibpur could undertake this work, with the addition only of a lecturer-demonstrator in mechanical engineering.

318. **Calcutta Technical School.**—This institution receives an annual grant from Government of about Rs. 38,000. We think that a similar arrangement to that which we have proposed for the apprentices at Kanchrapara could also be made for those under training at this school, which could then be closed. There are several institutions where the pupils other than apprentices can be trained.

319. **Mining classes.**—These classes were established in 1923 with the co-operation of the Indian Mining Federation and the Indian

Mining Association, which contributed between them a sum of Rs. 5,500 towards the total cost of Rs. 23,234. Both the Federation and the Association discontinued their grants from 1928-29, and Government curtailed the expenditure on the classes to some extent. There is much unemployment in this industry owing to the present depression, and we see no object in adding to the number of trained men until conditions improve. We, therefore, recommend that these classes be temporarily abolished.

320. **Survey School at Comilla.**—Besides training amins, this school also provides second year survey final classes. We are of opinion that it can be entirely closed down. The second year survey classes should be held at the Ahsanulla School of Engineering at Dacca, and the amin classes abolished. This will not involve any hardship, as amin classes are also held at the technical schools at Rajshahi, Burdwan, Pabna and Rangpur.

321. **Technical schools.**—There are four Government technical schools at Rangpur, Pabna, Bogra and Barisal. These schools serve a useful purpose and should be continued, but we recommend that the possibility of making them over to district boards should be examined by Government.

322. **Grants-in-aid.**—We recommend that grants-in-aid should be reduced by 10 per cent., as in the case of grants to institutions under the Education Department.

323. **Ministerial staff at headquarters.**—The clerical staff at headquarters consists at present of a superintendent on a pay of Rs. 500, 10 upper division assistants (9 on Rs. 120—350 and 1 on 125—200) and 25 lower division assistants. We have considered the volume and nature of the clerical work in the office of the Director of Industries, and are satisfied that neither the number, nor the rates of pay, of the staff can be justified. We recommend that the post of superintendent should be abolished, and that the number of clerks should be reduced by half, only one-fourth of whom should be in the upper division.

Cinchona cultivation.

324. **Sale to the trade.**—The budget provision for expenditure under this head in the current year is Rs. 3,42,000, while the estimated receipts are Rs. 6,37,500. The profits would have been much larger but for the restrictions placed on the sale of quinine by the Government of India. The Local Government are permitted to sell it only to Government departments and to local fund hospitals and dispensaries. Sale to the trade is prohibited for reasons of which we have been unable to get a clear explanation. The Local Government hold at present a stock of quinine worth about Rs. 8 lakhs. We have been told that the cost of quinine, including interest on capital, may roughly be estimated at

Rs. 10 a pound. The trade price is about Rs. 25 a pound. Government could, therefore, sell much below the market rate, and at the same time make a substantial profit. It seems to us essential that steps should be taken to reduce the stock in hand, and that the Government of India should be asked to remove the present embargo on sales to the trade. Production can only be curtailed by sacrificing capital outlay, and we do not think that its curtailment would be sound policy.

325. **Superintendent of Cinchona Plantations.**—The Superintendent of the Royal Botanic Garden is also the Superintendent of Cinchona Plantations, with an allowance of Rs. 200 a month for the work. We think this is unnecessary, and recommend that either the Quinologist or one of the managers at Munsong and Mungpoo should be the head of the department without an additional allowance.

326.

Item.	Estimated	
	Savings.	Increase of revenue.
	Rs.	Rs.
1. Assistant inspector of weaving schools ..	6,000	..
2. Peripatetic weaving schools ..	..	2,500
3. Demonstration parties ..	18,200	..
4. Superintendent of textile demonstrations ..	3,100	..
5. Kalimpong Weaving School ..	3,000	..
6. Kanchrapara Technical School ..	41,000	..
7. Calcutta Technical School ..	38,000	..
8. Mining classes ..	15,000	..
9. Survey School at Comilla ..	22,000	..
10. Ministerial staff in Director of Industries' office ..	30,600	..
11. Grants-in-aid ..	11,300	..
	<u>1,88,200</u>	<u>2,500</u>
Total ..	Rs. 1,90,700	

CHAPTER XVIII.

Commerce and Marine Departments.

327. **Boilers Fund.**—This is a local fund, the income of which is derived from the levy of fees for the inspection of steam boilers. These fees are payable in accordance with the provisions of the Steam Boilers Act of 1923. The total receipts are somewhat in excess of the expenditure. We do not think that there are any grounds for treating this as a local fund, and we recommend that the receipts and expenditure should be provincialised. The fact that the jurisdiction of the Boilers Commission extends to Bihar and Orissa and Assam presents no real difficulty. A *pro forma* account should be maintained after the fund has been provincialised, so that the fees may be increased if at any time the expenditure exceeds the receipts. The fees paid to Commissioners attending meetings should be reduced from Rs. 32 to Rs. 20.

328. **Smoke Nuisances Commission.**—We do not consider that the cost of the Smoke Nuisances Commission can be properly debited to provincial revenues. The work of the Commission is confined to Calcutta and its suburbs, and the whole of the staff is located in this area. We recommend that Government should retain control of the work, but that the whole of the cost should be recovered from the municipal bodies of the area benefited. This will require legislation.

We recommend that the fees paid to Commissioners for attending each meeting should be reduced from Rs. 32 to Rs. 20.

329. **Inspection of factories.**—It is the duty of factory inspectors to inspect all important factories at least once a year and to see that the provisions of the Factory Act are being observed. The total number of registered factories was 1,603 in 1931. In view of this we cannot recommend any reduction in the staff, except that the post at Jalpaiguri for the inspection of tea gardens should be abolished. It is not, in our opinion, necessary to inspect all tea gardens annually; it would be sufficient if one-fifth of them were inspected every year by an officer deputed from Calcutta in the working season.

330. **Electrical Department.**—The functions of this department are entirely distinct from those of the electrical branch under the Public Works Department. Its main work consists in looking after the administration of the Indian Electricity Act and in seeing that

its provisions are not infringed by private licensees. The electrical branch under the Public Works Department is solely concerned with the maintenance and repairs of electrical installations in Government buildings. The amalgamation of these two departments, which was suggested to us from many quarters, does not appear to us to be feasible, as the functions of the two branches are distinct, and, if the reduction in the staff of the Public Works Electrical Department, which we recommend in a subsequent chapter, is effected, no further saving would result from amalgamation, and no further reduction of staff would be possible. The work is heavy and is steadily increasing. We think, however, that some part of the cost of this department should be recovered by the levy of fees, and that Government should examine this possibility, which will involve legislation.

331. **Pay and Indianisation of the services.**—We find that most of the superior officers in the Factories, Boilers and Electrical Departments are Europeans in receipt of overseas pay and passage concessions. It was necessary at one time to recruit Europeans for these posts on account of the dearth of properly qualified Indians. We have been informed that this necessity no longer exists, and that Indians with suitable qualifications are available. The further recruitment of Europeans for these posts seems, therefore, unnecessary, and they should in future be filled by qualified Indians. The pay in the Factories and Boilers services can then be reduced to Rs. 300—600, while a considerable reduction in the pay of the electrical posts should also be possible.

332. **Marine Department.**—A subsidy of Rs. 4,500 is paid at present to steamship companies for furnishing pilots to Government vessels. We have some evidence that the serangs of Government vessels are qualified to navigate their launches without extraneous help, and we recommend that the necessity for this subsidy be examined. We also recommend that the fees for the survey of inland vessels should be increased so as to cover the entire cost.

333. **Irrigation launches.**—Under the present system the launches of all departments except Forest, Police and Irrigation are included in a pool and are obtained by officers on a requisition made to the controlling officer. We think that the exclusion of the launches belonging to the Forest and Police Departments is justifiable. The officers of the Forest Department use their launches almost continuously for the greater part of the year, and police officers must be able to set out on tour on the shortest notice. These reasons do not apply with the same force in the case of the Irrigation Department, and we recommend that its launches should be brought into the pooling scheme. Some reduction in the total number of launches maintained will then be possible.

334. **Commissioner for Workmen's Compensation.**—This post is at present a part-time one, and is held by an Additional Judge of Alipore. When it becomes a full-time post it should, in our opinion, be taken out of the cadre of the superior Judicial Service and filled by a selected subordinate judge.

335.

Item.	Estimated	
	Savings.	Increase of revenue.
	Rs.	Rs.
1. Boilers Fund .. ..	.. ..	13,200*
2. Smoke Nuisances Commission	39,600	..
3. Inspection of factories	12,200	..
4. Electrical inspection fees .. ..	.. ..	27,300
5. Subsidy to steamship companies	4,500	..
6. Survey of inland vessels .. ..	.. ..	10,000
	56,300	50,500
Total	1,06,800	

*The closing balance of the Fund, estimated at about Ra. 83,000, will also be credited to the provincial revenues.

CHAPTER XIX.

Public Works.

336. **Suggested reorganisation of the department.**—The Public Services Commission, in their report on the Public Works Department, observed that it should confine itself to work that cannot be discharged either by private enterprise or through the agency of district boards and municipalities with the necessary financial support from Government. This was endorsed by the Public Works Department Reorganisation Committee. It was also accepted by the last Retrenchment Committee, who made proposals for giving effect to it. They recommended that all original building work of an estimated cost of over Rs. 50,000 should be constructed under the supervision of an Architect, assisted by temporary and non-pensionable clerks of works. Except in Calcutta, all other original works and all repair works to buildings other than petty repairs should be done through the agency of district engineers, and district boards should be paid for the services rendered by their engineering staff. The Committee considered that if this system were introduced, the permanent staff of the Public Works Department could be reduced to two Superintending Engineers, six to eight Executive Engineers and a few assistant engineers. It will be noted that these proposals assume, firstly, that district boards will agree to take over the work, and secondly, that all district engineers can spare the time from their present duties. Further, the possibilities of friction cannot be ignored, and Government will have no effective control over the district engineers, who are servants of the district boards. On receipt of the report, Government consulted district boards as to the proposal. Thirteen of them expressed their inability to take over the work, several attached unacceptable conditions, and all of those that agreed to undertake it asked for at least 15 per cent. on the expenditure as their remuneration.

337. **Our recommendations.**—The following figures show the cost of original and repair works done during the last four years, for which

accounts are available, together with the net establishment charges in each year:—

nr.	Original works.			Repair works.			Grand total.	Net establishment charges.	Percentage of establishment charges on cost of works.
	Buildings.	Communi-cations.	Total.	Buildings.	Communi-cations.	Total.			
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.			
.28	25,48,957	6,77,719	32,26,676	25,41,084	25,38,942	50,80,026	83,06,702	17,05,652	20.5
.29	21,97,275	5,82,333	27,79,608	26,20,006	23,92,284	50,12,290	77,91,898	15,79,656	20.2
.30	23,04,384	2,16,037	25,20,421	25,99,862	23,51,297	49,51,159	74,71,580	17,52,497	23.4
.31	27,52,784	5,18,916	32,71,700	28,13,254	21,61,071	49,74,325	82,46,025	16,93,768	20.5

It will be seen that the average establishment charges amount to about 21 per cent. of the cost of the works executed. Consequently, on the works taken over by the district boards, Government would save 6 per cent. on the cost of establishment, but they would, at the same time, have to pay for the departmental staff whose retention was recommended by the Committee. After careful consideration, Government decided that the proposals would not lead to economy and did not accept them. We have given much consideration to this matter, and we have come to the conclusion that the decision of Government was justified, but that the reduction in the staff of the Public Works Department proposed by the Committee can be effected without transferring any of its work or making any payment to district boards.

338. The expenditure of the Public Works Department fluctuates very widely. When the finances of the province are prosperous, large sums are allotted for new construction. When times are hard, the easiest and most obvious economy is to stop new construction and to cut down the grants for repairs. We, therefore, consider that the staff of the department should be merely a nucleus which will be fully occupied when expenditure is at the minimum, and which can be expanded by temporary appointments when more money becomes available. We do not forget that the construction of new roads financed from the Road Fund will continue, but, on the other hand, the recommendation which we make in a later paragraph regarding the provincial roads will greatly reduce the work of the department. The danger of employing temporary staff to supervise the disbursement of large sums of public money will be avoided if all permanent appointments in the department are filled up from those who have done satisfactory work on temporary agreements.

339. **Economies already effected.**—We should here mention that the department deserves credit for the very considerable retrenchments it has effected during the last year. The Jalpaiguri and the Duars Roads divisions have been amalgamated, and it is proposed to abolish the Third Calcutta division. Eight subdivisions and seven sections have been abolished. Rupees 70,440 have been saved by the reduction of the temporary outdoor staff from 59 to 23 and of the temporary ministerial staff from 193 to 115. We are, however, of opinion that large reductions, especially in the superior staff, are still possible.

340. **Superintending Engineers.**—There are at present four Superintending Engineers in charge of the Presidency, Northern, Eastern and Central Circles. We do not think that it would be safe to dispense altogether with these officers. Their supervision and advice is valuable both to Government and to their subordinates. In a department which spends very large sums of public money, superior controlling officers are necessary to ensure that the money is properly spent. Faulty designs, inaccurate estimates, and defects in execution may involve Government in heavy losses, and it would be false economy to dispense with the control exercised by Superintending Engineers. But we think two such officers should be sufficient for the whole of Bengal.

341. **Reduction in the number of divisions and in the staff.**—The divisions, each in charge of an Executive Engineer, can, we think, be largely reduced in number. In the Presidency Circle there are now three divisions. The staff employed is 3 Executive Engineers, 10 assistant engineers, 21 overseers, 2 lower subordinates and 3 accountants. It is in contemplation to abolish one of these divisions. The work is, however, likely to be confined to repairs for a long time to come, and we think that all the three divisions can be safely amalgamated into one, with a staff of 1 Executive Engineer, 6 assistant engineers, 15 overseers, 1 lower subordinate and 2 accountants.

342. In the Northern Circle there are three divisions, with a staff of 3 Executive Engineers, 12 assistant engineers, 24 overseers, 9 lower subordinates and 3 accountants. Formerly there were four divisions, but the Jalpaiguri and the Duars Road divisions have recently been amalgamated. We recommend that the whole area should be divided into two divisions, with a staff of 2 Executive Engineers, 6 assistant engineers, 18 overseers, 6 lower subordinates and 2 accountants.

343. Similarly, in the Eastern Circle the number of divisions can be reduced from three to two. The total staff can be reduced from 3 Executive Engineers, 11 assistant engineers, 23 overseers, 5 lower subordinates and 3 accountants, to 2 Executive Engineers, 6 assistant engineers, 15 overseers, 3 lower subordinates and 2 accountants.

344. The Central Circle consists of the Burdwan and Hijli divisions. We do not consider that the number of divisions can be reduced,

but are of opinion that the staff can be curtailed from 8 to 5 assistant engineers and from 18 to 12 overseers.

345. The personal assistant to the Chief Engineer is at present an officer of the rank of Executive Engineer. We are of opinion that the post should, in future, be held by an assistant engineer. We also recommend that experienced overseers should be used much more freely as subdivisional engineers.

346. In the above recommendations we have used the term assistant engineer in a general sense, to cover assistant executive engineers and the few remaining upper subordinates.

347. The result of our recommendations is that the superior staff of the Public Works Department should be reduced to 2 Superintending Engineers, 7 Executive Engineers and 23 assistant executive engineers or assistant engineers. This is practically the staff which the last Committee recommended should be retained after making over a large amount of work to district boards and paying them 15 per cent. on its cost as establishment charges. Our recommendations avoid the administrative difficulties involved in that proposal, and at the same are far more economical.

348. **Electrical Circle.**—Up to 1930 the installation and maintenance of electrical equipment in Government buildings was managed by one Executive Engineer, who had an assistant engineer in Calcutta and an electrician at Dacca to help him. The branch was reorganised in May 1930, when three divisions, each under an Executive Engineer, were formed, and a Superintending Engineer was placed at their head. We have been told that the reason for this reorganisation is that, as new electrical power stations are being built, the activities of this branch are steadily increasing. We think, however, that if it was possible to manage with the old organisation up to 1930, it should be possible still. It is improbable that much money will be available for new electrical installations in Government buildings in the near future. We, therefore, recommend that the circle be abolished, and that the whole work be placed as before under one Executive Engineer. He should work under the direct control of the Chief Engineer, and should have three assistant engineers to help him. One of these will be in charge of the workshop, another will be posted at Dacca, while the third will be directly under the Executive Engineer and available for general duty in Calcutta or elsewhere. The number of overseers should be reduced from 7 to 3, of lower subordinates from 6 to 3, and of accountants from 3 to 2.

349. **Plumbing Branch.**—The staff employed at present in the Plumbing Branch consists of one Plumbing Expert on a pay of Rs. 500—800, an assistant plumbing expert on Rs. 250—490, a plumbing inspector on Rs. 60—250, a correspondence establishment costing

Rs. 4,564, and a drawing and estimating establishment costing Rs. 6,098 a year. It seems to us to be the duty of engineers in charge of buildings to keep themselves acquainted with developments in plumbing work, and that it is unnecessary to maintain a separate staff for it. Most of the work is in Calcutta where there are many firms who are competent to carry out new works without specialist supervision, and the permanent staff of the Public Works Department is presumably capable of seeing that their contractors execute repair work in a satisfactory manner. We recommend that the whole of this department be abolished.

350. **Consulting Architects.**—The Local Government has a Consulting Architect and an Assistant Architect. In present circumstances we do not think that the retention of the two posts can be justified. We recommend that the services of the Consulting Architect or of the Assistant Architect be dispensed with.

351. **Drawing offices.**—The Public Works Department (including the Electrical Circle) and the Irrigation Department have between them 17 drawing offices in Calcutta. We consider that some of these can be pooled. The drawing office of the Superintendent of the Governor's Estates, which consists of one draftsman, may remain, but the rest should be amalgamated into five, as follows: (1) the Chief Engineers, Public Works Department and Irrigation, (2) the Architect, (3) the Electrical Division, (4) the Superintending Engineers and (5) the Executive Engineers. This should result in a very considerable reduction of staff, in addition to that which will result from our proposals regarding the future number of Superintending and Executive Engineers.

352. **Expenditure on original and repair works.**—The current year's budget makes the following provision for works:—

ORIGINAL WORKS.

	Rs.
Buildings	4,63,854
Communications (cost met from provincial revenues) ..	2,60,646
Communications (cost met from the Central Road Fund)	15,98,000

REPAIR WORKS.

Buildings	23,14,800
Communications	20,90,200

We have scrutinised the list of original works and find that they consist chiefly of works in progress which cannot be abandoned or postponed without the probability of incurring claims for compensation. The grants for repairs have already been largely reduced, but

we think that they can be still further curtailed. The prices of materials and wages of labour are now much lower than at any time during the last decade. We recommend that the grant for repairs to roads should be cut down by 10 per cent., and the expenditure on repairs to buildings should be limited to Rs. 20 lakhs.

353. **Provincial roads.**—The Public Works Department maintains 925 miles of metalled roads and 726 miles of unmetalled roads. Some of the metalled roads, such as the Grand Trunk Road, are important through lines of communication, and may reasonably be maintained out of provincial revenues. But the rest of the metalled, and all the unmetalled, roads are of purely local importance, and should not be kept up at the cost of the general tax-payer. We think that they should be handed over, as proposed by the last Committee, to local authorities, and maintained at the expense of those who are benefited. The distribution of the motor vehicles tax will, we believe, give Government an opportunity of negotiating with district boards, and thereby ensuring that these roads are maintained in reasonably good condition.

354. **Public Works Department dispensaries.**—Several dispensaries are maintained by the Public Works Department to provide medical relief for their subordinate staff employed in out-of-the-way places. We recognise the necessity for these dispensaries when a large construction work is in progress in an unhealthy area, such as the Duars. We find, however, that several are still maintained where new construction has ceased, and we recommend that Government should examine the possibility of closing them down.

355. **System of accounts.**—The whole accounts system of the Public Works Department is extraordinarily complicated. We have evidence that the time devoted to accounts by every member of the department, from the Superintending Engineers down to the subdivisional officers, is out of all proportion to the time spent on the professional part of their duties. The statement below shows the cost of the total ministerial staff employed in three of the more important divisional offices in the province:—

Heads.	1st Calcutta.	Darjeeling.	Dacca.
	Rs.	Rs.	Rs.
Accounts	.. 12,559	10,086	9,835
Correspondence	.. 10,926	7,351	11,063
Technical (Drawing and Estimating Branch)	.. 12,877	10,718	16,211

The average of the three divisions works out as follows:—

	Rs.
Accounts	.. .. 10,860
Correspondence	.. .. 9,780
Technical	.. .. 13,237

It has also to be remembered that the correspondence branches of Public Works offices devote a very considerable portion of their time to correspondence in connection with accounts.

356. In our opinion, the whole system of Public Works accounts should be remodelled on simpler lines. The last Retrenchment Committee made a similar recommendation, in consequence of which Government constituted a committee. Its report unfortunately has borne little fruit. We do not believe that an official committee can find a remedy for the present state of things. The only course is for Government to secure the services of an accountant with a thorough knowledge of the accounting system of large engineering firms to overhaul thoroughly the Public Works Department system of accounts. It has been brought to our notice that the Public Works accounts staff is interchangeable with the civil accounts staff, so that a division is liable at any time to have an accountant posted to it who has had no previous experience of the complex system of Public Works accounts. We recommend that such transfers should be avoided as far as possible.

357. **Schemes prepared for the Central Government.**—The preparation of projects for the Government of India is done by the staff of the Provincial Government which receives no remuneration from the Government of India for the services of its officers until the work is actually carried out. We have been told that many of the projects drawn up for the Central Government are infructuous, and that no payment is received by the Provincial Government for the time and labour spent by its officers, particularly the Architect, on the preparation of plans and estimates. Of the total number of hours spent by the Consulting Architect on work for the Central Government, 42·5 per cent. have been spent on work that has never been carried into execution. We consider that the Government of India should be required to pay a fee for the preparation of all projects, sufficient to cover the time spent upon them by officers serving under the Local Government.

358. **Dacca Government House.**—Government have taken on lease a building in Dacca known as "Dilkusha" on a rent of Rs. 25,000 per annum, for the accommodation of His Excellency the Governor during his visits to the town. In our opinion the cost is excessive, in view of the fact that, during recent years, the period of the Governor's residence at Dacca has been very much curtailed. There are two good circuit houses at Dacca, and we think that the larger of these could, with some structural alterations, be made suitable for His Excellency's occupation. The lease of the present Government House contains a provision for its termination after the expiry of a certain period of notice, and we recommend that advantage be taken of this to terminate it at the earliest possible date.

359.

Item.	Estimated savings.
	Rs.
1. Superintending Engineers	1,20,000
2. Presidency Circle	1,65,800
3. Northern Circle	1,04,300
4. Eastern Circle	1,07,500
5. Central Circle	29,600
6. Electrical Circle	96,800
7. Plumbing Branch	25,000
8. Consulting Architect	18,600
9. Drawing offices	70,000
10. Personal assistant to Chief Engineer ..	4,300
11. Repair to buildings	3,14,800
12. Maintenance of roads	13,23,800
13. Government House, Dacca	56,700
Total	<u>24,37,200</u>

CHAPTER XX.

Stationery and Printing.

360. **Government Presses.**—The main Government press which is situated at Chetla is a large concern costing Government over Rs. 7 lakhs. There are two branch presses; one at Darjeeling and one attached to the office of the Private Secretary to the Governor. There is also a special press, for printing forms only, in the Alipore Central Jail. It is run by convict labour under professional supervision.

361. **Bengal Government Press at Chetla.**—The superior staff of this press consists of a Superintendent and three deputy superintendents. We are of opinion that the work can be managed by a Superintendent with two deputy superintendents, and we recommend that the third post of deputy superintendent be abolished. The work of the press is of so technical a nature that the strength of the supervisory and subordinate staff required could only be determined after a much fuller investigation than we have been able to make. It cannot be checked with reference to the staff of the Government of India Press in Calcutta, as the work is of an entirely different nature. That press is engaged mainly in printing reports and other publications which are not of an urgent character. Instead of a limited number of big jobs, the Bengal Government Press has to deal with hundreds of small jobs, many of which are urgent. There is also a considerable amount of confidential work. We have reason, however, to think that the wages paid to the industrial workers of the press are higher than those paid to the same class of workmen in private concerns. In 1928 sanction was accorded to the recommendation of the Piece-workers Committee by which the grade pay of all piece-workers could rise to the maximum grade of Rs. 150 irrespective of the work on which they are employed. This, we understand, has resulted in increased wages, and we consider that a maximum should be fixed for each class of workers. The Superintendent has submitted to Government proposals for the revision of the pay both of piece-workers and of salaried employees. The savings on the rates of pay for piece-work cannot be estimated; the savings on the pay of the salaried staff will eventually amount to over Rs. 33,000 per annum. We have considered his proposals and recommend that effect be given to them.

362. **The Jail Press.**—This is engaged in printing forms for use in Government offices. The last Retrenchment Committee pointed out that the number of different forms in use was excessive and should be reduced. An officer was placed on special duty to examine the matter, and, as a result of his recommendations, a very considerable reduction was effected. We find, however, that the number is again increasing year by year. We think that this will only be stopped if every officer now authorised to prescribe new forms is required to obtain the sanction of Government before doing so. We have also evidence that there is a considerable wastage of forms in many Government offices, and that indents are not always properly checked before submission. There is an effective system of check in force in district and subdivisional offices, but in many other offices the work is generally done very perfunctorily. We suggest that the head of every office should be required to satisfy himself that the stock of forms and stationery is properly checked once a year, and that inspecting officers should be instructed to pay special attention to this matter.

363. We notice that many postal and telegraphic forms of the Government of India are printed at private presses. We suggest that Government should make enquiries as to the possibility of this work being undertaken by the Jail Press. As far as prices go, the Jail Press should be able to do the work at lower rates than private firms can charge.

364. **Darjeeling Press.**—The Darjeeling Press is maintained to do printing work for the Secretariat and heads of departments when Government are in the hills. It also prints for the Darjeeling municipality and Improvement Fund, and earns about Rs. 8,000 a year in this way. Its annual cost amounts to about Rs. 36,000. When Government are in Calcutta, non-urgent work is sent up to it to keep the staff employed. The Private Secretary's Press remains in Calcutta, and, during the absence of the Governor and his staff, work is provided for it from the main press at Chetla. We do not think that a staff should be maintained for the Darjeeling Branch Press. In view of the curtailment we have recommended in the stay of Government at Darjeeling, it will only be required for three months in the year. One or two operatives should be kept on to take care of the plant and keep it in running order. When Government go up to Darjeeling, the staff of the Private Secretary's Press, reinforced by extra hands deputed from the Chetla Press, should accompany it. We think that there should be no difficulty in sparing them from Chetla when the Government are absent from Calcutta. This will save the cost of practically the whole staff of the Darjeeling Press.

365. **Unnecessary printing.**—We consider that a good deal of printing is done which is not really essential, and suggest that, in order to

maintain a check on this, each department should be allotted a certain annual sum for expenditure on printing, and should not be allowed to exceed its allotment without the express sanction of Government. This system has been effective in restricting the consumption of stationery, and we believe that it will be equally effective in checking unnecessary printing.

366. **Prices of Government publications.**—We have received complaints that the prices fixed for Government publications are often much too high, and there are grounds for believing that their sales would expand largely if the charges were more reasonable. The price of each publication is fixed by the department concerned. The Superintendent of Government Printing reports to it the actual cost of the printing, but the department is at liberty to fix any price that seems to it to be reasonable. Most of these publications must, in any case, be printed for the use of Government, and the cost of printing additional copies for sale is practically the cost only of the paper, ink and binding. In the case of such publications, we think that the price should ordinarily be based on the cost of printing these extra copies only. There is certainly good ground for the complaint. Examining a number of recent publications we have found remarkable variations in the prices fixed in proportion to the number of pages, and many cases of excessive prices. However interested one may be in excise for instance, one might well think twice before paying Rs. 6-9 for the last annual report of the department consisting of 133 pages. The price of the annual report of the Irrigation Department for 1928-29, which includes a number of maps and charts, is Rs. 16-10. In such cases, a price might be fixed for the report itself, and an extra charge made for the maps. For example, we notice that the annual report of the Calcutta Improvement Trust is priced at Re. 1, or, with plan, Rs. 2. We think it important that all Government publications should be priced as low as possible in the hope of expanding the demand for them, and thereby disseminating more widely a knowledge of the activities of Government.

367. **Printing of voters' list.**—Government spend large sums of money at every general election on the printing of these lists, which is done locally. This is, of course, convenient, and we are satisfied that it would be impossible to have the work done by Government presses in Calcutta. But we have been told that, in some districts, the local presses take advantage of this, and charge excessive rates for the work. We recommend that Government should fix maximum rates for the work and that, if the local presses refuse to do it at or below these rates, it should be done elsewhere even at the cost of some inconvenience.

368. **Stationery.**—Considerable economies have been effected under this head as a result of the recommendations of the last Retrenchment Committee. We think, however, that the total grants can, in the present circumstances, be reduced by Rs. 1,25,000, chiefly from the allotments made to the presses.

369.

Item.	Estimated savings.
	Rs.
1. Bengal Government Press	47,000
2. Darjeeling Branch Press	23,000
3. Stationery	1,25,000
Total	<u>1,95,000</u>

CHAPTER XXI.

Miscellaneous Grants and Allowances.

370. **Reduction of grants.**—The Government of Bengal make annual grants to a large number of local bodies and public institutions, for most of which provision is made in the budget estimates of the Medical, Public Health, Education and Industries Departments. Before the appointment of this Committee, Government had made substantial reductions in most of these grants, and in the preceding chapters we have recommended certain further cuts. Such reductions inevitably cause embarrassment to the institutions and local bodies affected, as, generally speaking, they are in a weak financial position and have no reserves to fall back on. We have endeavoured to make proposals which will not necessitate a serious reduction in their activities, but we recognise that if the financial position should continue to deteriorate, Government may find it unavoidable to make still further reductions. We have now to deal with certain grants and allowances for which money is provided under the budget heads “30—Scientific Departments,” “37—Miscellaneous Departments” and “47—Miscellaneous.”

371. **Miscellaneous grants.**—We recommend that the grants mentioned below be reduced as follows:—

	Present amount.	Proposed amount.
	Rs.	Rs.
Asiatic Society	11,680	10,000
Barendra Research Society	2,400	2,000
Dacca Museum	3,120	2,500
Darjeeling Museum	3,600	3,000
Victoria Memorial	30,000	20,000

The provision of Rs. 50,900 under “47—Miscellaneous” for “Other donations for charitable purposes” should, in our opinion, be reduced by 10 per cent.; so should the grant of Rs. 5,000 which is made to the Asiatic Society for the preservation and translation of ancient manuscripts.

372. **Allowances to detenus.**—During the last eight or nine months the question of these allowances has been carefully examined by Government, and substantial reductions have been effected. The majority

of us have no recommendation to make on the subject. Mr. Birkmyre, while agreeing that the diet allowance is reasonable, is of opinion that the personal allowance should be reduced from Rs. 15 to Rs. 10 per month.

373.

Item.	Estimated savings.
	Rs.
Miscellaneous grants	18,900

Part II.

CHAPTER XXII.

Pay of the Services.

374. **Cost of the services.**—The actual expenditure of Government on pay in 1930-31 amounted to Rs. 5,44,81,676. Its distribution among the various classes of Government servants is shown in the following statement. We give the details, as we believe there is a general impression that the Imperial and Provincial Services absorb the greater part of the money spent by Government in salaries. It will be seen that they cost Rs. 1,93,96,000, which does not greatly exceed one-third of the total expenditure. The cost of the all-India services amounted only to Rs. 53,95,000.

Actuals of 1930-31.

HIGH OFFICIALS.

	Rs.
His Excellency the Governor	1,20,000
Members, Executive Council (non-I.C.S.)	1,27,999
Ministers	1,75,747
President, Legislative Council	41,000
Judges, High Court	7,15,198
Advocate-General, Standing Counsel, Solicitor to Government	90,000
	<hr/>
	12,69,944
	<hr/>

ALL-INDIA SERVICES.

Security Services—	
I. C. S.	20,80,216
Police	10,64,809
	<hr/>
	31,45,025
Non-Security Services	22,50,542
	<hr/>
	53,95,567
	<hr/>

PROVINCIAL SERVICES. (INCLUDING SPECIAL POSTS.)

	Rs.
Provincial Executive	37,13,051
Provincial Judicial	31,09,197
Provincial Police	3,02,561
Other Provincial Services	68,76,275
	<u>1,40,01,084</u>

SUBORDINATE SERVICES.

Police	1,30,79,499
Other Subordinate Services	63,73,302
	<u>1,94,52,801</u>

CLERICAL SERVICES.

Secretariat	16,42,013
Heads of departments (excluding Commissioners of Divisions)	30,93,847
Commissioners of Divisions	1,83,761
Collectors	20,43,679
Other clerical staff	32,08,071
	<u>1,01,71,371</u>

MENIAL STAFF.

Menial staff	26,07,962
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TEMPORARY ESTABLISHMENT.

Temporary establishment (including clerks and menials)	15,82,947
Total salary ..	<u>5,44,81,676</u>

375. **Present scales of pay.**—Most of the present scales of pay were fixed between 1920 and 1922. The question was fully investigated by the Public Services Commission, who laid down the criterion that Government should pay their employees only so much 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, however, had to be applied in the light of conditions prevailing in the post-war years, when the prices of all commodities rose to an abnormal height. Even in the case of services whose pay was fixed at a later

date, the increase granted was based, not on the conditions existing at the time, but on the scales fixed between 1920 and 1922. Since 1922 there has been a remarkable fall in prices, with the result that, in our opinion, the pay of practically every service is now unnecessarily generous, and can be substantially reduced. That a reduction must be effected, will not, we think, be contested. The financial position of Bengal is such that Government simply cannot afford to continue the present scales of pay.

376. **Proposed reductions.**—In suggesting scales of pay which would, we think, be adequate in future, we have borne in mind the criterion laid by the Public Services Commission. Integrity does not depend entirely on the pay which an officer draws, but also on his personal character and the traditions of the service to which he belongs. But too low a scale undoubtedly increases temptations. We think, however, that the reductions we propose are sufficiently moderate to avoid this danger.

377. We have, in previous chapters, suggested scales of pay for certain particular services and posts. We propose now to deal with the question in a general way. In doing so we have kept in mind the fact that Government have already imposed a cut of 15 per cent. on the pay of all provincial and subordinate officers drawing more than Rs. 80 a month, who were recruited after the 21st July 1931. These officers were appointed on a provisional basis, pending a final decision as to future scales of pay, and we recommend that they should now be brought on to the scales proposed by us. It would, in our opinion, be inequitable to apply the new scales of pay to officers who were in the services of Government prior to the 21st July 1931, but we think that, in view of the remarkable fall in the cost of living since 1922, the temporary ten per cent. cut imposed on the pay of all officers drawing more than Rs. 40 should be made permanent in the case of all officers drawing more than Rs. 80 a month.

378. **superior services.**—There are only five all-India services to which recruitment is still being made, namely, the Indian Civil Service, the Indian Police Service, the Indian Forest Service, the Indian Service of Engineers (Irrigation) and the Indian Medical Service. We have dealt with the Indian Civil Service and the Indian Police Service, in earlier chapters. We have recommended that certain posts in the Medical and Jails Departments should be reserved for officers of the Indian Medical Service. Their pay may continue to be regulated in accordance with their military rank, but should be reduced and brought into line with the pay we have proposed for District Magistrates.

379. We have previously recommended that the Forest and Irrigation Services should be provincialised. Superior Provincial Services have already been or are about to be constituted to replace the former all-India services in the Agriculture, Veterinary, Education and

Public Works Departments. Similar services should be constituted to replace the all-India Forest and Irrigation Services. We think that the pay of all these superior services should be fixed on a time-scale of Rs. 300—1,000, except in the case of the Education Department regarding which we have made specific proposals elsewhere.

380. **Provincial Services.**—The present scales of pay of the principal Provincial Services are as follows:—

Services.	Time-scale.		Selection grade.
	Minimum.	Maximum.	
	Rs.	Rs.	Rs.
Bengal Civil Service	250	850	1,000
Bengal Junior Civil Service	150	400	450
Bengal Excise Service	250	850	1,000
Bengal Forest Service	200	750	..
Bengal Civil Service (Judicial)	275	850	} 1,000 & 1,200
Bengal Police Service	250	700		800
Bengal Educational Service	250	800	..
Bengal Veterinary Service	250	750	..
Bengal Agricultural Service	200	750	..
Bengal Engineering Service	250	750	..

We have already recommended the abolition of the Bengal Police Service, and have discussed the future pay of the Bengal Civil Service (Executive and Judicial) and of the Bengal Junior Civil Service. We have also considered the pay of the educational services and posts. We recommend that the pay of the other Provincial Services should be on a scale of Rs. 150—650, which means an average reduction of roughly 20 per cent. This pay will, in our opinion, lead to no falling off in the quality of candidates, or in the efficiency and integrity of the services.

381. **Heads of departments.**—We recommend that the pay of heads of departments, regarding whom we have made no specific proposal elsewhere, should be ordinarily fixed at Rs. 1,200—1,500.

382. **Subordinate Services other than ministerial.**—These services include a large number of posts of different degrees of responsibility, and their pay varies from Rs. 20 to over Rs. 500 per month. It is not, in our opinion, feasible to reduce the pay of these services to the same extent as that of the Provincial Services. We recommend that, in general, the pay of these services should be reduced by 15 per cent., but that no pay of Rs. 80 or less per month should be cut.

383. **Ministerial officers.**—The standard pay of lower division ministerial officers in the districts is Rs. 35—35—40—2—68—3/2—80.

Assistants in the Secretariat and in the offices of heads of departments are recruited on the basis of an open competitive examination and get special rates of pay, while clerks in the other Calcutta offices get district rates of pay *plus* a town allowance of 10 per cent. We consider that the scale of pay of lower division clerks in offices other than the Secretariat and those of heads of departments almost touches the subsistence minimum, and is not capable of any reduction. A Bengali clerk comes from the same stratum of society from which Indian officers of the higher services are recruited. He has the same social and family obligations; he has to provide a college education for his son and a dowry for his daughter on marriage. His pay leaves him little or no margin for saving, and any reduction in it, however small, will cause him financial anxiety. We accordingly recommend that this scale of pay should remain intact, and that the 10 per cent. cut should be withdrawn as soon as the financial position permits.

384. All ministerial officers appointed after the 21st July 1931 to posts carrying a pay of more than Rs. 80 a month should be treated on the same basis as officers of the Subordinate Services, and their pay should be reduced by 15 per cent.

385. We have, in the previous chapters, indicated a few instances in which economies might be effected by reduction in the ministerial staff. But it is impossible, in the time at our disposal, to investigate the strength of the clerical staff required in the different offices under Government. The magnitude of the enquiry may be gauged from the fact that the Ministerial Officers' Committee, which was appointed in August 1905, took about ten months to submit a report on the ministerial staff of Commissioners, Collectors and Judges' offices only.

386. **Menials.**—The menial staff costs Government over Rs. 26 lakhs per annum. Although we do not recommend any reduction in their pay, we are of opinion that their number can be considerably reduced in many offices. The office of the Board of Revenue, for example, employs 21 servants, and it is difficult to see how they can be fully employed. The heads of all offices should be required to examine the matter and recommend reductions. We think that no officer should ordinarily be allowed more than two orderlies.

387. **Indianisation of the Services.**—We recommend that the posts under the Local Government should be Indianised as far as possible. This will enable considerable economies to be effected in overseas pay and passage allowances. A certain percentage of officers in the two security services (the Indian Civil Service and the Indian Police Service) will continue to be Europeans for a considerable time to come. Certain posts such, for example, as those of the Superintendent of the Presidency General Hospital, and of the head-master of the school for European boys at Kurseong, must be held by Europeans on account of the nature of the work. There may also be some posts

for which suitable qualified Indians are still not available, or for which it may be desirable to recruit a European in the interest of the province. Leaving out posts of this nature, of which a list should be prepared and maintained by Government, all other posts should, in our opinion, be filled by Indians, and should carry no overseas pay or passage concessions.

388.

Item.	Estimated savings.
	Rs.
Pay of the services (including special pay)	.. 48,00,000

CHAPTER XXIII.

- Special Pay.

389. Special pay is an addition, in the nature of pay, to the emoluments of a Government servant, which is granted in consideration of (a) the specially arduous nature of his duties, (b) a specific addition to his work or responsibility, or (c) the unhealthiness of the locality in which the work is done. It is distinguished from compensatory allowances like travelling and house-rent allowances, as these are not intended to be an addition to an officer's emoluments, but to meet expenditure necessitated by the special circumstances in which he has to perform his duty. All kinds of special pay have already been reduced by 10 per cent., for present, and 15 per cent. for future, incumbents of the posts to which they are attached. We consider, however, that in most cases special pay has been fixed on an unnecessarily generous scale and can be still further reduced, and that, in certain cases, it should be abolished altogether. These observations, however, do not apply to the allowances granted on account of the unhealthiness of the locality in which the officers drawing them are stationed. Officers posted to the Sundarbans or to the Chittagong Hill Tracts, for example, have not only to serve in unhealthy and uncongenial surroundings, but are frequently unable to keep their families with them and have to maintain a second establishment. The case of the special pays attached to many posts in Calcutta is, however, different. Calcutta has itself definite attractions, consisting not only in the amenities of a city life, but also in the educational facilities it provides, which are a very important consideration to an officer with a family to bring up. These advantages appeal most strongly to Indian officers, but we have reason to believe that European officers also are, as a rule, prepared to face some extra expenditure for the sake of being posted to Calcutta. We think that this may reasonably be taken into account in considering which appointments in Calcutta should carry special pay, and what that pay should be. On the other hand, we consider that some special pay should be attached to posts in which the work is of a special nature or involves increased responsibilities, wherever the officer concerned may be stationed. Bearing these points in mind, we have examined a list of special pays which was recently furnished to Government by the Accountant-General, Bengal, and we append to this chapter a statement showing the allowances which should, in our opinion, be reduced by more than 15 per cent. or abolished. In making our recommendations, we have aimed generally at a 50 per cent. reduction,

but we have been obliged to deviate from this in many cases, in view of the great variations in the nature of the duties and in the amount of the allowances. We have confined our examination to the list furnished by the Accountant-General. If there are omissions, each case should be considered by Government and brought into line with the rest.

390. **Combination of appointments.**—When a Government servant is appointed temporarily to hold charge of two different posts at one time, he draws, under Fundamental Rule 49, the pay of the post carrying the higher salary, and he may also be given an additional allowance which is limited to half of the pay attached to the other post. We think it is logical that he should draw the pay of the higher post, but that there is no justification for any additional allowance. Government pay for the full-time services of its officers, and they may reasonably be called upon occasionally to do a little extra work when the exigencies of the public service require it.

391.

Item.	Estimated savings.
	Rs.
Reduction of special pay as recommended in the appended list	2,10,700

APPENDIX.

Item No.	Designation of officer.	Present rate.	Proposed rate.
		Rs.	Rs.
	LAND REVENUE.		
1	Director of Land Records and Surveys.	250	100
2	Settlement Officers ..	150	100
3	Assistant settlement officers ..	100	75
4	Deputy collectors deputed to survey work.	100	75
5	Personal assistant to Director of Land Records.	100	75 (only if taken direct from settlement work).
6	Officer-in-charge, Bengal Traverse Party.	100 (duty) 150 (charge)	50 100
7	First assistant, Bengal Traverse Party.	100	50
8	Deputy collector, Barisal ..	100	Nil
9	Tahsildars, Khas Mahal establishment, Jalpaiguri.	35	25

Item No.	Designation of officer.	Present rate.	Proposed rate.
	LAND REVENUE.	Rs.	Rs.
10	First Land Acquisition Officer, Calcutta.	200	Nil
11	Officers of the Bengal Civil Service and Bengal Junior Civil Service appointed as Land Acquisition Officers.	100 or 50	Nil
	STAMPS.		
12	Collector of Calcutta	150	100
13	Probate deputy collector	100	Nil
	FORESTS.		
14	Silviculturist	150	Nil
15	Managers, Cinchona Plantations, Munsong and Mungpoo.	100	50
16	Director, Bengal Forest School ..	100	50
17	Divisional Forest Officer, Darjeeling Division.	50	Nil
	REGISTRATION.		
18	Sub-registrars appointed as sadar sub-registrars.	75 to 100	50 to 75
	IRRIGATION.		
19	Executive Engineer, Damodar Canal Division.	100	Nil
20	Assistant Executive Engineer, Canal Division.	75	Nil
21	Circle Officer, Canal Revenue Division.	75	50
22	Upper Subordinates and members of the Subordinate Engineering Service holding charge of subdivisions.	75	50
	GENERAL ADMINISTRATION.		
23	Secretary, Legislative Council ..	200	Nil
24	Deputy Secretaries and Under-Secretaries.	200	100
25	Deputy collectors appointed as Assistant Secretaries.	200	100

Item No.	Designation of officer.	Present rate.	Proposed rate.
	GENERAL ADMINISTRATION.	Rs.	Rs.
26	Head assistants, Secretariat ..	100	50
27	Stenographers, Secretariat ..	150 and 75	80 and 40
28	Commandants, Detention Camps ..	200	100
29	Police reporters ..	50	Nil
	JUDICIAL.		
30	Chief Presidency Magistrate ..	200	100
31	Additional Presidency Magistrate ..	150 or 100	Nil
	JAILS.		
32	European Jailors, Alipore Central and Presidency Jails.	100	Nil
33	Deputy superintendents of sub-jails.	20	15
	POLICE.		
34	Assistant to the Inspector-General of Police.	200	100
35	Principal, Police Training School, Sarda.	100	Nil
36	Principal, Calcutta Training School	50	Nil
37	Superintendents of Railway Police	150	Nil
38	Assistant superintendents of police or deputy superintendents of police in charge of subdivisions other than headquarters subdivisions.	25	Nil
39	Assistant or deputy superintendents of Railway Police.	100	Nil
40	Special Superintendent, Intelligence Branch.	200	100
41	Superintendent of Police, Central Intelligence Branch.	150	100
42	Assistant or deputy superintendent of police, Intelligence Branch.	100	50
43	Inspector, Intelligence Branch ..	60	40
44	Sub-inspectors, Intelligence Branch	40	30
45	Inspectors, District Intelligence Branch.	50	35
46	Sub-inspectors, District Intelligence Branch.	30	25
47	Assistant Commissioner of Police, Special Branch, Calcutta.	100	50
48	Inspectors, Special Branch, Calcutta	60	40

Item No.	Designation of officer.	Present rate.	Proposed rate.
	POLICE.	Rs.	Rs.
49	Sub-inspectors, Special Branch, Calcutta.	40	30
50	Personal assistant to the Deputy Inspector-General, Criminal Investigation Department.	100	50
51	Deputy superintendent of police, Criminal Investigation Department.	75	30
52	Deputy superintendent of police, Finger Print Bureau.	75	30
53	Inspectors, Criminal Investigation Department.	50	25
54	Sub-inspectors, Criminal Investigation Department.	30	20
55	Inspectors, Detective Department, Calcutta Police.	50	25
56	Sub-inspectors, Detective Department, Calcutta Police.	30	20
57	Inspectors, Police Training School, Sarda.	25 to 50	Nil
58	Sub-inspectors, Police Training School, Sarda.	10	Nil
59	Inspectors, Calcutta Training School	25	Nil
60	Sub-inspectors, Calcutta Training School.	20	Nil
61	Five officers attached to Motor Vehicles Department.	50	40
62	Eastern Frontier Rifles ..	1 to 10	Should be examined by Government.
63	Head constables and constables attached to the Bengal Veterinary College.	20 and 7	Nil
64	Armed Police, Calcutta ..	2 to 20	Nil
	EDUCATION.		
65	Assistant Directors of Public Instruction.	150	100
66	Principals, Government Art Colleges, B. E. College, Training Colleges, and Calcutta Madrasah.	100 to 250	Nil
67	Principal, Ahsanulla Engineering School.	100	Nil
68	Principal, Bethune College ..	100	Nil
69	Inspectors of Schools ..	150	100

Item No.	Designation of officer.	Present rate.	Proposed rate.
	EDUCATION.	Rs.	Rs.
70	Bursar, Presidency College ..	150	75
71	Lecturer in Shorthand and type-writing, Government Commercial Institute.	125	Nil
72	Superintendents of hostels ..	..	The maximum should be limited to Rs. 100.
73	Teachers, Government high schools (library allowance).	20	Nil
74	Drill master, Hooghly Branch School	10	Nil
75	Maulvi, Government Moslem School, Dacca.	5	Nil
76	Drill master, Taki School ..	5	Nil
77	Drawing master, Hooghly Training School.	12/8	Nil
78	Head maulvi, Hooghly Branch School.	10	Nil
79	Assistant master, Ballyganj Government High School.	20	Nil
80	Assistant master, Dacca Normal School.	50	Nil
81	Assistant master, Chittagong Normal School.	10	Nil
82	Typists and clerks (shorthand allowance).	25 to 30	20
83	Clerks, subdivisional inspector of schools, Noakhali.	15	10
84	Clerks, assistant inspectress of schools, Dacca.	15	10
85	One clerk, Bengal Engineering College.	5	Nil
86	Foreman instructor, Dacca Ahsanulla School.	20	Nil
87	Draftsman, Bengal Engineering College.	10	Nil
	MEDICAL.		
88	Director, School of Tropical Medicine and Hygiene.	500	Nil
89	Professor of Pathology, Medical College.	300	100
90	Professor of Pharmacology, Tropical School.	300	100
91	Resident medical officers, Medical College Hospitals.	200	100

Item No.	Designation of officer.	Present rate.	Proposed rate.
	MEDICAL.	Rs.	Rs.
92	Deputy superintendent, Mental Observation Ward, Bhowanipore.	100	50
93	Police Surgeon, Calcutta ..	200	100
94	Civil Surgeons as Superintendents of Medical Schools.	200	Nil
95	Civil Surgeon, Dacca Mitford Hospital.	200	Nil
96	Civil Surgeon, Voluntary Venereal Hospital.	150	Nil
97	Civil Surgeon, Howrah ..	100	Nil
98	Regimental medical officer, Barrackpore.	100	Nil
99	Civil Surgeons as medical officers of jails.	50 to 150	Nil
100	Civil Surgeon, Bankura Borstal School.	50	Nil
101	Chemical Examiner ..	150	100
102	Teachers of medical schools ..	75 to 150	Nil
103	Assistant professors, Medical College and Tropical School.	75 to 150	Nil
104	Surgeons and physicians, Out-patient Department, Medical College.	75 to 150	Nil
105	Assistant surgeons in charge of Government hostels.	10 to 80	The maximum should be limited to Rs. 50.
106	Medical officer in charge of Government hostels, Dacca.	87/8	Nil
107	Assistant surgeons, Sambhunath Pandit Hospital.	15	Nil
108	Deputy superintendent, Ronaldshay Medical School.	25	Nil
109	Assistant surgeon, Asansol (for jail duties).	25	20
110	Assistant surgeon, Asansol (for giving lectures on first aid).	20	Nil
111	Teaching staff, Dacca Medical School.	25	Nil
112	Teacher, Medical School, Dacca ..	15	Nil
113	Senior demonstrator, Dacca Medical School.	10	Nil
114	Senior demonstrator, Campbell Hospital.	10	Nil
115	Teacher, Compounder class, Mymensingh.	25	Nil
116	Medical officer, Dacca Medical School.	15	Nil

Item No.	Designation of officer.	Present rate.	Proposed rate.
	MEDICAL.	Rs.	Rs.
117	Sub-assistant surgeons in charge of subdivisinal dispensaries (medico-legal allowance).	10	Nil
118	Sub-assistant surgeon in charge of Victoria Hospital, Darjeeling.	25	Nil
119	Peripatetic sub-assistant surgeons, Kalimpong.	10	Nil
120	Sub-assistant surgeon, Dacca Medical School.	20	Nil
121	Sub-assistant surgeon, Police Hospital, Rangpur.	10	5
122	Sub-assistant surgeon, Berhampore Hospital.	10	5
123	Sub-assistant surgeon employed as Instructor in First Aid in Calcutta Police.	25	15
124	Sub-assistant surgeon in charge of New Surgical Pavilion.	20	10
125	Sub-assistant surgeons attached to jail hospitals at Bogra and Pabna.	10	Nil
126	Sub-assistant surgeon, Diamond Harbour.	20	Nil
127	Sub-assistant surgeon, Police Training College, Sarda.	10	Nil
128	Sub-assistant surgeon, Serampore Hospital.	10	Nil
129	Sub-assistant surgeon, Pabna-Bogra Police Hospital (for lectures on first aid).	10	Nil
130	Sub-assistant surgeon, Agricultural Farm, Dacca.	40	Nil
131	Sub-assistant surgeon, Government Hospital, Kharagpur.	10	Nil
132	Sub-assistant surgeon, Barisal Isolation Hospital.	15	Nil
133	Sub-assistant surgeon, Voluntary Venereal Hospital.	20	Nil
134	Sub-assistant surgeon, Nagrakalta dispensary.	10	Nil
135	Sub-assistant surgeon, Jainti dispensary.	12/8	Nil
136	Sub-assistant surgeon, Rangpo (medico-legal allowance).	10	Nil
137	Head clerk, Civil Surgeon's office, Hooghly.	5	Nil

Item No.	Designation of officer.	Present rate.	Proposed rate.
		Rs.	Rs.
	PUBLIC HEALTH.		
138	Director of Public Health ..	200	100
139	Director, Public Health Laboratory	300	100
140	Assistant Director of Public Health, Malaria Research.	200	Nil
	AGRICULTURE.		
141	Principal, Bengal Veterinary College	100	Nil
142	Assistant Principal, Bengal Veterinary College.	100	Nil
143	Chief glanders inspector, Bengal Veterinary College.	50	30
144	Court veterinary inspector ..	50	30
145	Staff veterinary assistant surgeon ..	30	25
146	Fibre Expert ..	150	Nil
147	Durwan, Bogra farm ..	4	Nil
148	Superintendent, Royal Botanic Garden.	200	100
149	Curator of the Herbarium, Royal Botanic Garden, Sibpur.	100	50
150	Curator, Royal Botanic Gardens, Sibpur.	150	Nil
151	Curator, Lloyd Botanical Garden, Darjeeling.	50	Nil
152	Deputy collectors appointed as assistant registrars of co-operative societies.	100	50
	INDUSTRIES.		
153	Hostel superintendents of Malda Weaving School, Bogra Industrial School and Pabna and Rangpur Technical Schools.	15	10
154	Superintendent, Bengal Survey School, Tippera.	40	20
155	Superintendent, E. B. Technical School, Pabna.	15	7/8
156	Junior Lecturer, Government In- stitute, Serampore.	10	Nil
157	Head clerk, Government Weaving Institute, Serampore.	30	15
158	Accountant, Government Weaving Institute, Serampore.	15	10
159	Jobber, Government Weaving Institute, Serampore.	15	10

Item No.	Designation of officer.	Present rate.	Proposed rate.
	COMMERCE AND MARINE.	Rs.	Rs.
160	Deputy Chief Inspector of Boilers	200	75
161	Tindal, SS. "Rohtas" ..	4	Nil
	PUBLIC WORKS.		
162	Personal assistant to Chief Engineer, Public Works Department.	200	Nil
163	Executive Engineer, Duars Division	125	Nil
164	Inspector of Aerial Ropeways ..	75	50
165	Assistant engineer, Western Duars subdivision.	50	25
166	Assistant engineer, Eastern Duars subdivision.	50	25
167	Overseer, Governor's estate, Darjeeling.	65	Nil
168	One assistant in the Public Works Secretariat.	20	15

CHAPTER XXIV.

Compensatory Allowances.

392. These allowances fall under certain well-defined categories, and in the following paragraphs we make recommendations regarding each category. We have also examined the list of compensatory allowances recently furnished to Government by the Accountant-General, Bengal, and shall indicate under each head the cases in which the cuts should, in our opinion, be more than the general percentage reductions recommended by us.

393. **Allowances for expensiveness of living.**—In view of the recent fall in the prices of staple commodities, Government have recently reduced all these allowances by 10 per cent., subject to the proviso that no reduction will be made in the allowances of inferior servants or of superior servants whose allowances do not exceed Rs. 10 per month. We recommend that the reduction be increased to 15 per cent.

394. The allowances of Rs. 100 per month drawn by Deputy Commissioners of Police, Calcutta, should, in our opinion, be abolished. The Secretary, Board of Revenue, gets an allowance of Rs. 200, which appears to us to be of the nature of special pay. It should be reduced to Rs. 100. The Commandant, Eastern Frontier Rifles, is in receipt of an allowance of Rs. 50 per month, while the Assistant Commandants draw Rs. 100 each; the apparent anomaly has been explained to us, but we consider that the latter allowances should be reduced to Rs. 50. The military assistant surgeon attached to His Excellency's staff gets a hill allowance, which is not given to any other gazetted officer, and should, in our opinion, be discontinued. We do not see any justification for the town allowances granted to inspectors of excise stationed in Calcutta. No such allowance is granted to sub-deputy collectors who are on the same scale of pay. The town allowance paid to the excise prosecutor should also be withdrawn.

395. **Calcutta house allowance.**—The object of the scheme is to grant to officers of the superior services, who are living with their wives and children in Calcutta, Alipore or Howrah, a measure of assistance in obtaining suitable house accommodation at a rent proportionate to their salaries. The scheme is based on the principle that officers should not be under the necessity of paying more than 10 per

cent. of their pay for house accommodation. The scale of the allowance is as follows:—

Pay.	Amount of allowance.
	Rs.
Under Rs. 300 ..	45
From Rs. 300 to Rs. 499 ..	80
From Rs. 500 to Rs. 1,249 ..	125
From Rs. 1,250 to Rs. 1,999 ..	Actual rent (subject to a maximum of Rs. 350) <i>less</i> 10 per cent. of pay.
From Rs. 2,000 to Rs. 2,499 ..	Actual rent (subject to a maximum of Rs. 400) <i>less</i> 10 per cent. of pay.
From Rs. 2,500 to Rs. 3,000 ..	Actual rent (subject to a maximum of Rs. 450) <i>less</i> 10 per cent. of pay.

We realise that some relief is necessary to married officers, who are used to comfortable quarters, when they are transferred to Calcutta from the mufassal, where the rent charged to them is limited to 10 per cent. of their pay. A married Joint Magistrate on a pay of Rs. 600 pays a maximum rent of Rs. 60 in the mufassal; he will hesitate to accept the post of Under-Secretary to Government, as he cannot find suitable accommodation in Calcutta for less than Rs. 200 per month. But we are of opinion that the allowance should be given only to officers who are in receipt of a pay not exceeding Rs. 2,000, and we recommend the following scale:—

Pay.	Amount of allowance.
	Rs.
Under Rs. 300 ..	45.
From Rs. 300 to Rs. 499 ..	80.
From Rs. 500 to Rs. 1,249 ..	Actual rent (subject to a maximum of Rs. 200) <i>less</i> 10 per cent. of pay.
From Rs. 1,250 to Rs. 2,000 ..	Actual rent (subject to a maximum of Rs. 300) <i>less</i> 10 per cent. of pay.

We also recommend that the proviso under rule III of the Calcutta House Allowance Rules be deleted, and that the allowance be inadmissible to an officer living in his own house or in the house of his father, mother, wife, son or daughter.

396. **Other house-rent allowances.**—These are generally granted to officers stationed in Calcutta or in other towns where house-rents are inordinately high. We recommend that all these allowances of over Rs. 25 per month be reduced by 20 per cent.

397. Many superior police officers (*i.e.*, those above the rank of inspector) stationed in Calcutta, Alipore or Howrah are given house allowances. We see no justification for these allowances and recommend that they be discontinued; the officers may draw Calcutta house allowance if they are otherwise eligible for it. Similarly, we are of

opinion that the house allowances granted to Principals of colleges and Inspectors of Schools should be abolished. A Subdivisional Officer (other than one at headquarters) is provided with rent-free accommodation which is of the nature of special pay for the responsibilities of the post. Where free Government quarters are not available, he draws an allowance of Rs. 3 per diem for the first three months, and Rs. 50 thereafter; we recommend that in such cases the allowance should be Rs. 40 per month for the whole period.

398. **Rent-free quarters.**—It is difficult to lay down general principles to cover the cases of all officers who should be allowed free quarters. We think, however, that the privilege may reasonably be granted to officers who are required to live in or close to an institution in order that they may be available at any time of the day or night, or whose duty compels them to live in a particular locality in which they would not voluntarily choose to reside. These principles would cover such cases as officers of the Jail and Medical Departments who have to live in or beside jails and hospitals, educational officers required to live in residential schools or colleges, and police officers living in police-stations. We think, however, that the concession has been granted too generously, and that the list of officers enjoying it should be examined by Government. The allowance should be continued where it is justifiable on principle, or where the grant of free quarters was taken into consideration in fixing the pay of a post. In all other cases, officers should be required to pay rent in accordance with the ordinary rules for the occupation of Government residences. Many police officers, for instance, in Calcutta and its suburbs occupy rent-free quarters. We think that those above the rank of inspector should be required to pay rent, unless they come under the principles we have suggested. We see no reason for granting free quarters to Principals of non-residential colleges and recommend that they should be charged rent.

399. At present the Collectors of Howrah and Alipore are given rent-free quarters. No other District Officer is granted this concession. It is no doubt true that the Collectors at Howrah and Alipore have to pay heavy municipal rates, as they are required to live in houses of a higher annual valuation than they would ordinarily occupy. This is perhaps a ground for charging them rent at a reduced rate, but we can see no justification for exempting them altogether from the payment of house-rent.

400. We understand that the staff of His Excellency the Governor who do not live in Government House do not pay the cost of the electric current consumed in their quarters. We can see no reason for this concession and recommend that it be withdrawn.

401. **Miscellaneous allowances.**—We recommend that all other allowances which do not fall in the above categories, be reduced by 15

per cent., except uniform allowances to nurses which should only be reduced by 10 per cent.

402. **Non-practising allowances.**—The amount of these allowances to medical officers who are debarred from private practice can only be fixed arbitrarily, as it is impossible for Government to assess the value of the privilege. We are of opinion that it should not exceed Rs. 150 per mensem in the case of any medical officer.

403. **Free passages.**—Officers of the all-India services get free passages by sea from Bombay to London. In our opinion, only the fare from Calcutta to London, which is much lower, should be allowed, as in the case of the provincial officers who have been given the concession under the Bengal Passage Rules. Indian officers of the Indian Civil Service, who are in receipt of overseas pay, are also entitled to this concession; we see no justification for this and recommend that the concession be withdrawn.

404.

Item.	Estimated savings.
	Rs.
Compensatory allowances .. ..	.. 80,000

CHAPTER XXV.

Travelling Allowance.

405. **General remarks.**—The expenditure on account of travelling allowance during the last three years for which figures are available is as follows:—

			Ra.
1927-28	...	...	35,56,245
1928-29	...	...	35,53,500
1929-30	...	...	36,53,074

The opinion has been freely expressed to us that travelling allowance is in many cases a source of considerable profit. The rates of travelling allowance have recently been reduced by Government. We have gone carefully through the rules now in force, and we are of opinion that they still allow a few loopholes for making a profit. It is impossible to prevent all possibilities of abuse by tightening up the rules; Government must rely for this on stricter supervision by controlling officers. We feel that the chief defect of the rules in force before their recent amendment lay in the fact that they encouraged flying visits instead of systematic touring. We have evidence that officers who make regular tours in the districts and have to convey their luggage by road for long distances are sometimes out of pocket. The amendments made by Government and those which we suggest will to some extent diminish the attractions of hurried trips out and back, as compared with prolonged tours. We shall confine ourselves to the rules prescribed for first grade officers, but our recommendations apply with equal force to other officers, for whom the allowances should be proportionately reduced. We think that the present rates for menials should remain unchanged.

406. **Grades of officers.**—For the purpose of calculating travelling allowance, Government servants are divided into four grades. The first grade includes all officers in receipt of pay exceeding Rs. 750 per month, as well as all officers belonging to all-India services or the superior provincial services which have recently been constituted. These officers are entitled to first class railway fares. We are of opinion that officers belonging to the superior provincial services should not get first class travelling allowance unless their pay exceeds Rs. 750 per month. There should be no differentiation in this respect between officers of the superior and ordinary provincial services.

407. **Railway and steamer fares.**—Formerly a Government servant was allowed double the fare of the class in which he was entitled to accommodation. On the recommendation of the last Retrenchment Committee, this rate was reduced to one and three-quarter fares, except in the case of some specified journeys. Recently Government have still further reduced the ordinary rate from one and three-quarter fares to one and three-fifth fares. We recommend that the ordinary rate for journeys by railway or steamer be reduced to one and a half fares; the additional half fare should be sufficient to cover the fares of servants, if any, and the miscellaneous expenses, such as cooly charges, to which an officer is put on the journey. One and three-fifth fares may, however, be allowed for journeys under 75 miles, combined with an absence from headquarters of more than 24 hours, or for journeys of Government servants required to accompany Government to Darjeeling. The present rates should continue in force for journeys on transfer.

408. **Road mileage.**—An officer of the first grade is entitled to annas 8 per mile for journeys by road, with the provisos that for the first 20 miles he can only draw his daily allowance, and that only half mileage may be drawn for any excess over 30 miles. We recommend that the rate should be reduced from annas 8 to annas 6 per mile. The existing provisos should of course continue.

409. **Daily allowance.**—Formerly the daily allowance of a first grade officer was Rs. 5. It was subsequently increased to Rs. 6. We consider that an allowance of Rs. 5 per diem is sufficient to cover the expenses of a first class officer, and recommend that the rate be again reduced to this sum.

410. **Journeys in Chittagong Hill Tracts and Tippera.**—At present an additional 50 per cent. is given on daily allowance and mileage for journeys in these tracts. We recommend that this addition should be limited to 33½ per cent.

411. **Boat allowance.**—We understand that the rates of boat hire have fallen all over the province, and we recommend that boat allowances be reduced by 20 per cent. Some of the allowances which are at present classed as permanent travelling allowance (e.g., the allowance of Rs. 125 per month to the Colonisation Officer, Bakarganj), or as unconditional conveyance allowance, are really intended for the upkeep or hire of boats, and should be subject to this reduction.

412. **Conveyance allowance.**—Conveyance allowance is granted to a Government servant who is required to travel extensively at or within a short distance from his headquarters, under conditions which do not render him eligible for travelling allowance under the ordinary rules. Government recently made certain reductions in these allowances. All

motor car allowances were reduced from Rs. 150 or Rs. 100 to Rs. 80 per month, all bicycle allowances were reduced by 25 per cent., and all other conveyance allowances by 20 per cent., except that no horse or pony allowance was reduced below Rs. 20 per month. We are of opinion that these reductions do not go far enough. All Government officers have to provide their own means of getting to office and back. Most of the officers who draw motor car allowances would in any event keep motor cars for this purpose and for their private use. We think that Government should only pay them an allowance sufficient to meet the cost of petrol and oil consumed on journeys made within five miles of headquarters, and we think that this should be fixed at Rs. 30. Practically all the officers affected are stationed in Calcutta. Those who would not have kept cars but for the present allowances, must come to office by some means of conveyance, and they will be able to make journeys within the five-mile radius by the same means and meet the cost from an allowance of Rs. 30. In this connection we desire to point out that the allowances of the Principal of the Veterinary College, the Assistant Inspector of Smoke Nuisances, the Superintending Engineer, Presidency Circle, and the sub-deputy collector appointed as Registrar of the Chief Presidency Magistrate's Court, which have been classed as permanent travelling allowances, are really of the nature of conveyance allowances; these allowances should all be reduced to Rs. 30 per month. We also recommend that all bicycle allowances should be reduced to Rs. 2-8 per month; a new and serviceable bicycle can now be obtained for about Rs. 40, and the present allowance for its upkeep, which is generally Rs. 7-8 per month, appears to us to be unnecessarily high.

413. There are conveyance allowances which do not fall under the categories of boat, pony, bicycle or motor car allowance, and can be drawn without certifying the possession of a means of conveyance. These have been recently reduced by 20 per cent. We recommend a reduction of 33½ per cent., as the cost of transport has decreased to a large extent all over Bengal, and particularly in Calcutta, where most of these allowances are drawn. We are also of opinion that this kind of allowance should not exceed the motor car allowance recommended by us and should therefore be limited to a maximum of Rs. 30 per month.

414. Some of the officers who are in receipt of motor car allowance are occasionally required to travel beyond the five-mile limit in their cars. We recommend that, in such cases, they should be given a petrol allowance of annas 2 per mile for every mile which they travel outside the five-mile radius. Under the exception to Subsidiary Rule 33, certain classes of officers in receipt of a conveyance allowance of Rs. 80 per month are permitted to draw travelling allowance under the ordinary rules for journeys by car beyond a radius of

five miles from headquarters, even when the journey out and back is completed in one day. In 1930-31, 40 officers were so exempted; one of them drew Rs. 3,203 during that year under this rule, another received Rs. 2,254, while seven more drew over Rs. 1,000. We consider that this concession is unduly generous. If any officer is, on account of the nature of his duties, required to travel extensively outside the five-mile radius, he should be given the option of coming under the ordinary travelling allowance rules, instead of drawing a car allowance of Rs. 30 and an allowance of annas 2 per mile for journeys extending beyond five miles from headquarters.

415. The managers at Munsong and Mungpoo are each provided with two ponies, the upkeep of which is paid for by Government; in addition, each of them draws allowances for two ponies which they purchase themselves. Similarly, each assistant manager gets a Government pony and draws an allowance for one private pony. We consider that one and two ponies should be sufficient for each assistant manager and manager, respectively, and recommend that the practice of providing Government ponies be discontinued.

416. **Journeys to attend non-official conferences.**—Certain Government servants are at present given permission to attend the annual meetings of the Institute of Engineers, Science Congress, Philosophical Congress and similar functions which are held in rotation in various important centres. Formerly, when permission was given, they were allowed to draw full travelling allowance for these journeys. Recently Government framed a rule authorising heads of departments to reduce the travelling allowance in such cases at their discretion, as the cost of these long journeys is high, and the presence of Government servants cannot be said to be directly in the public interest. We recommend that this responsibility should not be placed on heads of departments, and that officers permitted to attend such conferences should, in all cases, get only the usual daily allowance, and the actual cost of a return railway ticket. We recommend that the actual cost of the ticket should be allowed, as these journeys are generally made at times when concession fares are available.

417. **High officials.**—Members of Council and Ministers, when travelling by railway, are entitled to a reserved first class carriage which consists of two compartments. We think that they are entitled to reserved accommodation, but that a compartment should be sufficient, and we understand that they have recently agreed to reserve compartments and not carriages. This arrangement, however, is purely personal, and does not affect their successors in office. We, therefore, recommend that the rule should be amended accordingly.

418. **Headquarters of District Judges.**—Some revenue districts have been amalgamated for judicial purposes. When a District Judge

holds the judicial charge of two districts, his headquarters are fixed at one station, and he draws halting allowance for the days which he has to spend in the other district. We find that the headquarters of Judges holding combined charges have not, in all cases, been fixed with due regard to economy. For instance, the headquarters of the District Judge of Darjeeling, Jalpaiguri and Dinajpur are at Dinajpur, but the Judge usually spends the greater part of the year at Darjeeling and Jalpaiguri. We recommend that this matter be examined, and that in all such cases the headquarters of the District Judge be fixed at the station where he has to spend most of his time.

419. **Travelling allowance for journeys on transfer.**—In the chapter on Registration we had occasion to refer to the grant of travelling allowance to officers who are transferred at their own request. Subsidiary Rule 111 clearly lays down that travelling allowance cannot, as a rule, be drawn by an officer transferred at his own request or in consequence of misconduct. This rule, which we consider a wholesome one, has been stultified by the audit instruction under it, which lays down that, in the absence of an endorsement stating the reasons for the transfer, the audit officer shall assume that the Government servant has been transferred for the public convenience. The authority responsible for the transfer does not always state in the order whether the Government servant has been transferred at his own request or not; many officers are probably not even aware of the rule and the audit instruction under it. We recommend that the rule be amended to the effect that, in all cases, the authority ordering the transfer shall state whether the officer has been transferred in the public interest, at his own request, or on account of misconduct.

420. **Frequency of transfers.**—We have already referred to the frequency of transfers in Chapter VI in discussing the Registration Department, but as we explained, our remarks do not apply only to that department. Instances have been cited which justify us in thinking that transfers of officers, both gazetted and non-gazetted, can be largely curtailed in practically every service. We recommend that the attention of all departments should be drawn to the necessity of reducing the number of transfers to a minimum.

421.

Item.	Estimated savings.
	Ra.
Travelling allowances .. ..	.. 6,80,000

CHAPTER XXVI.

Contingent Expenditure.

422. **Expenditure during the last decade.**—We understand that, acting on the suggestion made in paragraph 449 of the Report of the last Retrenchment Committee, Government appointed an experienced accounts officer, with a suitable staff, in 1923-24 to examine in detail the contingent expenditure of all the offices in the province. That officer visited 138 offices in all and submitted 110 reports, in which he criticized the administration of the contingent grants both from the accounts point of view as well as from the point of view of economy, and recommended a total reduction of about Rs. 7,47,000 against the estimated saving of Rs. 10 lakhs calculated in paragraph 454 of the last Retrenchment Committee's Report. From the figures given below, we find that, immediately following these recommendations, the contingent expenditure was reduced by about 11·3 per cent. in 1925-26 as compared with the actuals of 1922-23:—

Actuals.	Rs.
1921-22	... 1,81,95,000
1922-23	... 1,61,51,000
1925-26	... 1,43,28,000
1926-27	... 1,51,68,000
1930-31	... 1,60,96,000
Budget estimate.	
1932-33	... 1,60,22,000

The very large drop in contingent expenditure in 1922-23 as compared with the actuals of 1921-22 was, we understand, due to the 5 per cent. cut imposed by Government as a measure of general retrenchment.

423. The average expenditure in 1925-26 and 1926-27 was Rs. 1,47,48,000, but the average of the actuals of 1930-31 and the budget estimate of 1932-33 (the actuals of 1931-32 being not yet available) is Rs. 1,60,59,000. The expenditure in six years has, therefore, risen by about 8·8 per cent. The increase, we understand, is partly due to the introduction of new schemes which necessarily involve some increase in contingencies, and partly to the very large expenditure that Government have had to incur since 1930-31, to deal with the present political situation.

424. **Proposed percentage reduction.**—It has not been possible for us to go into the details of the very large number of contingent heads of the various departments, including "Supplies and Services," "Contract Contingencies" and "Other non-contract charges," but we feel that the total expenditure is susceptible of a considerable reduction. For instance, it is common knowledge that there is always a rush of expenditure during the last few days of March to avoid the risk of a cut in the next allotment by the rule of actuals. This necessarily encourages extravagance. Other directions in which laxity prevails are the local purchase of stationery, the purchase of furniture not immediately necessary, payments made from contingent grants to avoid audit objections, indiscriminate payment of cooly hire, the use of service stamps in postage where messengers could be employed, and the despatch of several separate letters to the same addressee and on the same day, where a single cover might have been well used. A large number of extraordinary gazettes are being issued at present; much postage can be saved if they are sent out with the weekly gazettes to all officers other than those directly concerned. Many officers in the Secretariat are supplied with newspapers at the expense of Government; it should be possible to pool the supply under the Political Department. We think that disbursing officers, with other more important duties to perform, are apt to pay too little personal attention to these minor details of routine administration, and leave the control of contingent expenditure too much in the hands of subordinates. We, therefore, believe that, with the co-operation of disbursing officers, it should be feasible to impose a further all-round cut of 5 per cent. on contingent expenditure except where it is obligatory, as, for instance, payments of rents, rates and taxes, and we recommend that this be done. It may be necessary to exempt from the cut the grants for postage and telegrams in view of the increased charges imposed last autumn. In the subsequent paragraphs we make recommendations regarding certain items of contingent expenditure which, we think, cannot be adequately dealt with by a cut of 5 per cent.

425. **Liveries.**—We are of opinion that the expenditure on liveries for Secretariat orderlies is excessive. We think they should normally get only two white uniforms and two warm vests per annum; winter uniforms may be given biennially to those who are required to go to Darjeeling. The supply of blankets and umbrellas should be biennial. We think that the expenditure of Rs. 20 a year on the dagger-tassel for the head orderly of each Member and Minister should be discontinued. The rules regarding the supply of liveries to peons and orderlies in the mufassal have been examined by us, and we consider them reasonable, but we are informed that they are not always adhered to. Instructions should be issued to all heads of offices that deviations are not permissible.

426. **Telephones.**—The subscribers to the Bengal Telephone Corporation pay Rs. 144 per annum and Re. 1 for every 12 calls, while the Regent service charges a flat rate of Rs. 250 per annum. We have made some rough calculations and are of opinion that the Regent rates are excessive, especially as the Bengal Telephone Corporation are bound, under the terms of their contract, to give a rebate of 25 per cent. in the case of Government telephones. We recommend that the Regent service should be asked to reduce their rates substantially, and that a change should be made over to the Bengal Telephone Corporation if they refuse.

427. We have gone through the list of free connections in the residences of officers and are of opinion that some of them are not necessary in the public interest and should not be paid for by Government. The telephones in the houses of Superintending Engineers, the Deputy President of the Legislative Council and the Secretary to the Board of Revenue are cases in point.

428. **Rented buildings.**—There is a provision of about Rs. 2,82,000 in the current year's budget for the rent of buildings hired as police offices and for the accommodation of the Calcutta Police force. All officers of the Calcutta Police are entitled to rent-free quarters and are provided with accommodation in buildings owned or hired by Government. The rent of quarters hired for officers has recently been reduced to some extent, but a still further reduction seems to us possible. A number of offices of other departments are also located in rented buildings at a considerable cost to Government. The owners of all hired buildings should, we suggest, be called upon to reduce their rents to 75 per cent. of the amounts which they received in the beginning of 1931. There are good reasons to believe that most of them would agree to do so if they were given clearly to understand that the current leases would not be renewed in case of refusal.

429. We inspected the accommodation available in Writers' Buildings, and we consider that room could be found in the eastern block of the ground floor for the office of the Director of Industries. Similarly, the Irrigation offices can be located in the Rotunda rooms. These are now-a-days seldom used for conferences, for which, we understand, they are reserved.

430.

Item.	Estimated savings.
	Rs.
Contingencies	7,00,000

CHAPTER XXVII.

Leave and Holidays.

431. **Curtailment of leave.**—The ordinary leave rules apply to all Indian officers except a few who were formerly under the European Services Leave Rules in the Civil Service Regulations. Officers of non-Asiatic domicile and the few Indian officers mentioned above are under the special leave rules which are somewhat more liberal. Subject to certain maxima, an officer who is under the ordinary leave rules earns leave at the rate of two-elevenths of the period spent by him on duty, while the leave account of a Government servant under the special leave rules is credited with five-twenty-seconds of the period spent on duty. All this leave cannot, however, be taken on full pay; there are limitations on the grant of full pay leave (or leave on average pay as it is called), to which we shall refer later. Even after taking the restrictions into account, we are of opinion that the leave terms are much too liberal both for Europeans and for Indians; they are much in excess of the terms which are granted to their employees by mercantile and other firms. We are of opinion that the amount of leave admissible to European and Indian officers should be reduced from five-twenty-seconds and two-elevenths to two-elevenths and three-twenty-seconds respectively.

432. It has been suggested to us that less leave should be allowed to staffs which are recruited locally and serve within easy reach of their homes. This would apply principally to ministerial officers. We do not, however, support this proposal. It is not possible to draw a clear line of differentiation between locally recruited staff and others. Ministerial officers are not always recruited locally, and they are in some cases liable to transfer.

433. **Leave on average pay.**—The maximum amount of full pay leave admissible to a European officer is one-eleventh of the period spent on duty (which corresponds to the old privilege leave) *plus* one year during the whole of his service. The same terms are admissible to an Indian officer who either takes leave on medical certificate or spends it elsewhere than in India or Ceylon; otherwise, he is entitled to full pay during privilege leave only. As leave is often taken on medical certificate or spent outside India or Ceylon, the rules have placed Indian and European officers on the same footing in the matter of full pay leave. This, in our opinion, is clearly wrong, as an officer who is serving in his own country obviously needs less leave than one

whose domicile is in England. We recommend that the leave on average pay which is admissible to an Indian officer should ordinarily be one-eleventh of the period spent on duty, an additional six months being allowed if the leave be taken on medical certificate. We do not consider it necessary to grant Indian officers an additional period to enable them to spend their leave outside India.

434. **Leave reserve.**—Nearly every service under Government has a leave reserve which is calculated on the number of posts in the service; the percentage is usually 10 to 12½. Our proposals, if accepted, will enable some reduction to be made in the leave reserves. We understand that Government have recently issued a circular to the effect that leave vacancies of less than six weeks should not be filled up. We recommend that this rule be made permanent, as it will enable Government to reduce leave reserves still further. The question of the leave reserve which will be required for each service in future will have to be re-examined.

435. **Leave salary.**—The salary admissible during full pay leave is at present calculated on the average pay received by an officer during the 12 months immediately preceding the leave. This rule is unnecessarily generous. An officer who has acted for a time in a post carrying a special pay or a higher rate of pay frequently takes leave when he reverts to his substantive post, and thus gets a leave salary which is in excess of the pay which he would have drawn if he were on duty. We recommend that the rule should be so amended that the leave salary should, in no case, exceed the pay to which an officer would be entitled if he were on duty.

436. **Study leave.**—This kind of leave is at present granted to officers of certain departments for the study of scientific or technical subjects in Europe. Such leave is on half pay with an additional allowance, and is not debited to the leave account of the officer concerned. We are doubtful whether the results of study leave generally justify the additional expenditure; in any event, we recommend the stoppage of all study leave during the present financial crisis.

437. **Holidays.**—The number of holidays excluding Sundays in the year in executive offices is 43, of which 30 are under the Negotiable Instruments Act; in addition, there are usually six or seven local holidays. There can be no question that the number of holidays is excessive; but we are informed that political pressure makes any reduction difficult, if not impossible. Agreement between the communities concerned would be necessary, and we can only suggest that a small committee of members of the Legislative Council, representing the different communities, should be appointed to consider the matter and recommend some reductions.

438. **Working hours.**—The office hours in the Secretariat are from 10-30 a.m. to 5 p.m., and in other offices from 11 a.m. to 5 p.m. Clerks are expected to remain later than 5 p.m. if they have not finished their work, and witnesses have told us that they generally do so. While we do not recommend any change in these hours, we are of opinion that head ministerial officers should set an example of punctuality and should see that their subordinates follow it. We went round the Secretariat one morning between 10-30 and 11 a.m. and found that the attendance was very poor. We have had complaints that many gazetted officers in the mufassal arrive late in office. As a remedy we suggest that every officer should keep a diary (which should be periodically put up before his superior officer) and enter in it with his own hand the hours of his arrival and departure every day. At present diaries are kept only by officers working in a judicial capacity, and the entries are frequently made by the bench clerk.

439.

Item.	Estimated savings. Rs.
Leave reserves . . . . .	.. 9,00,000

CHAPTER XXVIII.

Compulsory Retirement.

440. **Reduction of staff.**—Many of the recommendations we have made involve considerable reductions of staff. We regret the necessity, but it is unavoidable if economies are to be effected within a reasonable time. Recruitment of new officers must, of course, be stopped except in cases in which it is impossible to fill any post from among retrenched officers. An embargo must also be definitely placed on the grant of any extensions of service to officers other than ministerial. But the above measures will only touch the fringe of the problem. A large number of officers in permanent employ will have to be discharged. We shall, in the following paragraphs, suggest measures which will, to some extent, mitigate the hardship involved in compulsory premature retirement.

441. **Retirement of senior officers.**—There are in every service a number of senior men who have lost interest in, or capacity for, their work, and Government should, in our opinion, first select these officers for discharge. They should be followed by those who have earned their full pensions, and whose retention is not essential in the public interest. If the number of officers in these two categories is insufficient to make up the quota to be discharged, Government should invite applications for retirement on the terms we propose in the next paragraph. Should the number still be short, then Government will have to select for discharge those officers whose services can best be spared. In selecting officers for compulsory retirement, we think that Government should begin with senior men, and that junior officers should be discharged only when the number to be retired cannot otherwise be made up. Discharge is less of a hardship to a senior man who has earned a pension, than to a junior man who will only receive a gratuity and will, in most cases, be unable to find new employment in the present conditions. The retirement of senior officers is also more economical. The discharge of a deputy magistrate on Rs. 800 a month, for instance, will mean a saving of Rs. 400, though he draws a pension of Rs. 400; whereas the discharge of an officer at the bottom of the scale will only effect a saving of Rs. 250.

442. **Terms for retrenched personnel.**—We consider that fairly liberal terms should be granted to all discharged officers who are in

permanent employ. We include in this category quasi-permanent men such as settlement kanungos, who, although temporary in name, are permanent for all practical purposes. Many of these officers have been in service for more than 20 years, and it would be inequitable to discharge them without any pension or gratuity, particularly when pension schemes have been sanctioned but have been held in abeyance for want of funds. We recommend that all leave due not exceeding 28 months should be granted to an officer prior to his final discharge, and that such leave should count towards total qualifying service for ordinary pension. Pensionary benefit should be extended for qualifying service of not less than seven completed years; the rate of pension for qualifying service of not less than seven but less than ten completed years will be one-sixtieth of each year of service. Full pension should be given after 25 years of qualifying service. A gratuity of half a month's pay for each year of service up to 15 years should be given in cases of premature retirement; if the completed years of service exceed 15, the gratuity should diminish thereafter by half a month's pay for each completed year in excess of 15.

J. A. L. SWAN.

JATINDRA NATH BASU.

H. BIRKMYRE.

M. AZIZUL HUQUE.

SUPPLEMENTARY NOTES.

Note by Mr. J. N. Basu.

Universities.—The Committee has recommended a reduction of 5 per cent. in the aggregate grants to the two Universities of Calcutta and of Dacca.

2. In the case of Government colleges, the Committee had data placed before it, showing the expenditure on each college and the annual contribution by the State towards the education of each student in the college. The Committee had no information as to the aggregate expenditure on teaching work at the Universities and the average annual cost of the Universities for each student, and the proportion of State contribution towards such cost.

3. The Government should, in collaboration with the two Universities, make enquiries as to the cost of University education per student and regulate expenditure on the basis of the figures ascertained on such enquiry. The State should not contribute an excessive proportion of the cost per student incurred by the two Universities. The enquiry suggested here is likely to lead to a reduction in the State expenditure on this head.

JATINDRA NATH BASU.

Note by Khan Bahadur M. Azizul Huque.

General remarks.—While I am in full agreement with the recommendations of the Committee, I deem it necessary to record a few words explaining and supplementing the conclusions arrived at by us. I realise that our recommendations, on the whole, constitute a distinct advance on the existing position. In concurring with these decisions, I am deeply impressed by the fact that Bengal finances are in a critical position, and on occasions like this, every one must be prepared to make some sacrifices, and Bengal expects everyone to do his best to tide over the present difficulties. I must also candidly explain that our task was to find out avenues of retrenchment in a Government

which is an established institution, with its roll of officers and employees under contracted terms of emoluments and prospects. We were not to fix terms and conditions for men to be employed for the first time. It is extremely difficult in such circumstances to go further than we have done, however much we would wish it if we were to work on a clean slate. The fact that we are also on the eve of far-reaching constitutional changes weighed very greatly with me against suggesting violent changes in the mechanism of Government, as I am perfectly sure that that will be putting difficulties in the way of smooth beginning in the working of the new constitution. Integrity and efficiency are also the most important factors in public services, and it would be false economy to settle emoluments on the principle of demand and supply. Even though it is possible to get numerous graduates on a pay of Rs. 40 and even less, it would be nothing short of disaster to fix the pay of a graduate at Rs. 40 if a service needs an efficient contented officer of honesty and integrity and required to take the responsibility of making decisions in matters of administration. In some departments such as the Police, I would have gladly gone in for more retrenchments, but I must frankly state that within the time at our disposal, I have not succeeded in finding out how more economy could be possible. All the suggestions that were received by us from all sources have been fully explored, and we ourselves have examined the expenditure in close detail.

2. Members of Council and Ministers.—I accept the recommendation of the Committee that the number of Members in the Provincial Cabinet should be five, subject to the proviso that the number of Ministers is not less than the number of Members. I am influenced in this view by the fact that we are on the eve of constitutional changes which will have the effect of establishing a Cabinet constituted entirely of Ministers, and it would be a retrograde measure if, at this stage, the number of Ministers is less than the number of Members. I would far prefer to have a Cabinet consisting of an equal number of Members and Ministers, rather than have the Ministers' number less than the number of Members at this stage.

3. Listed posts.—While I agree that in future ten posts should be listed as open to members of the Bengal Civil Service, I am of opinion that this should be only for the immediate future. As the number of European recruitments fall off, the number of listed posts should be correspondingly increased till the number of listed posts and directly recruited Indian members reach equality, and this proportion should be maintained.

4. Cadre of the Bengal Junior Civil Service.—I concur in the recommendation of the Committee that the future strength of the Bengal Civil Service and Bengal Junior Civil Service should be fixed at 200 and 400. I am, however, of opinion that the cadre of the

Bengal Junior Civil Service is still capable of further reduction. We have to bear the following facts in mind in fixing the cadre. At present the actual number on deputation, including survey and settlement and miscellaneous duties, is only 55. This number is not likely to be increased. Eighty-six posts are provided in the cadre for these purposes. The actual number of officers on leave is only 19. The leave reserve is maintained at 50. So it will be sufficient if the leave reserve is maintained at 20. The number of actual training reserve is now 20. This will be correspondingly reduced. I am, therefore, of opinion that detailed enquiry will possibly show that the cadre of the Bengal Junior Civil Service may be reduced still further than we have recommended.

5. **Hindu, Hare and Sanskrit Collegiate Schools.**—I am definitely of opinion that the Hare and the Hindu Schools and the Sanskrit Collegiate School ought to be combined in one institution, under one head-master—if necessary, future classes being divided into sections. The justification for maintaining these three schools is that the Hindu School and the Sanskrit Collegiate School are only open to caste Hindus. Whatever might have been the origin or history of such exclusive institutions, it is time that liberal views should unite in removing this barrier and open these institutions to all. I am definitely of opinion that every public institution maintained by the Government, whether it is the Calcutta Madrasah or Sanskrit Collegiate School or Hindu School or Bethune School, should be thrown open to all. If they continue to be maintained as exclusive institutions, a demand for State institutions for other castes and religions will obviously arise, and larger expenditure will be incurred by the State unnecessarily. A perusal of the history of the Hindu School will also show that Government can easily throw the school open to all.

6. **Industries Department.**—While I agree with all the recommendations of the Committee about the Industries Department, I am afraid that on account of the abolition of posts of the assistant inspector of weaving schools, and the superintendent of textile demonstrations, a certain amount of additional administrative work will devolve on the Director of Industries. The operation of the State Aid to Industries Act, for which a Board of Industries has just been constituted, will also result in increased work in the department. It is understood that the post of the Deputy Director of Industries, now held in abeyance as decided by the Government of Bengal, is likely to be revived with the operation of the State Aid to Industries Act. If this is decided upon, in view of the financial stringency, I am of opinion that, instead of creating an additional superior post, one of the existing superior staff, say, the industrial engineer, should be appointed the Deputy Director in addition to his own duties and on his own pay, but with an additional allowance, and an assistant industrial engineer

should be appointed on a much lower salary, say, Rs. 125 to Rs. 375. This will mean considerable saving.

7. **Expenditure on Calcutta.**—My colleagues have briefly referred in the introductory chapter to the fact that, except Bombay, no other province has to provide for the needs of a great city like Calcutta, but have suggested no remedy for the same. Bengal has, in my opinion, been sufficiently mulcted in the interest of Calcutta, and it is time that the citizens of Calcutta should be asked to accept the responsibility of meeting at least a part of these charges. Is there any justification for maintaining at the cost of rural Bengal the beautiful Maidan roads for evening drives of the citizens of Calcutta? Why should the outdoor sections of the Calcutta hospitals be at the cost of Bengal revenues? Instances can be multiplied where Bengal has to pay for the amenities of Calcutta life and for the needs of Calcutta. Rural Bengal has to pay over 60 lakhs of rupees, if I mistake not, to meet the cost of chaukidars (rural police), yet provincial revenues have to bear the entire charges of the Calcutta Police costing about 45 lakhs of rupees.

8. The following is a statement of some important items whose cost is met from provincial revenues, though incurred in the interest or for the benefit of Calcutta:—

- (1) Calcutta Police.
- (2) Glanders and Farcy Department.
- (3) The Eden Garden.
- (4) The Dalhousie Square Garden.
- (5) Sibpur Botanic Gardens.
- (6) The maintenance of Calcutta and Eastern canals (the construction of the bridges alone has cost many lakhs).
- (7) Dredging the Bidyadhari.
- (8) The treatment of about 200,000 outdoor patients in Calcutta hospitals.
- (9) Maintenance of about 14 miles of Maidan and Strand Roads, also the maintenance of many miles of metalled roads in and near Calcutta.
- (10) The maintenance of the Maidan including Curzon Gardens.
- (11) Annual grant to the Calcutta Improvement Trust.
- (12) Grant to Victoria Memorial and other institutions in Calcutta.

These are enough for my purpose.

9. I trust it will now be realized that charges for all such services which are in the interest of the metropolis alone should be borne, at least in a substantial measure, by the citizens of Calcutta.

M. AZIZUL HUQUE.

NOTES OF DISSENT.

Notes by Mr. J. N. Basu.

Excise Department.—Until about 17 years ago, there was no separate Excise Department. Excise work was a part of the work of the Revenue Department, and revenue officers used to look after the excise work within their respective jurisdiction.

2. Since that time, excise work has become better organised. With central distilleries under direct State control, with a revised system of assessment, and with other improvements, the work has now become more of a routine nature than previously.

3. There is no need now for a separate department to look after excise work. The Subdivisional Officer may look after the excise work in his subdivision. In localities in which work is heavy, he may be assisted by one or more subordinate officers to assist him. The work consists of assessment, collection, supervision and prevention. Prevention is even now done largely with the assistance of the police. There is some special prevention work required in and near Calcutta and at the large railway junctions, the number of which is small. The ordinary revenue officer should be able to perform the excise work as a part of his ordinary duties. So far as Bengal is concerned, the Excise Department is substantially a branch of the Revenue Department. By posting excise officers in the same localities in which revenue officers are posted, there is duplication of staff and duplication of supervision. The revenue officers, such as the Subdivisional Officer and the District Collector, have not yet been divested of the authority they formerly had in the matter of excise work. But they do not exercise that authority except by occasional inspection and by acting as the intermediary for conveying communications from the local Excise Superintendents to the Commissioner of Excise at the centre.

4. Excise administration may suffer by having a separate staff for whom there will not be many openings for advancement. The officers of the Excise Department will have in prospect only two or three high appointments, viz., those of the Commissioner and of the two Deputy Commissioners of Excise. Most of the officers know that they cannot reach the status or emoluments of those appointments. Such a feeling is likely to affect the morale of the service. If the officers were a part of the Revenue Department, they would have a large number of appointments of high status and substantial pay open to

them. It should be remembered that the excise officer has large powers affecting excise revenue. A close excise service not only results in duplication of staff, but the efficiency and integrity of the service may also suffer.

5. There is hardly any apprehension of a diminution of the income from excise by reason of excise work being entrusted to and being supervised and controlled by the revenue staff.

6. **Commissioners.**—I am unable to agree that Commissioners of Divisions should be continued.

7. The Commissioner of a Division exercises certain administrative and judicial functions. He is the intermediary between the district administration and the centre.

8. The judicial or quasi-judicial functions now exercised by the Commissioner may be divided between the Collectors of districts, the Board of Revenue and the civil courts. Judicial functions like contested land registration cases and like matters may be entrusted either to the Collectors or the Board of Revenue or the civil courts. In the administration of criminal law, no function has to be performed by the Commissioner of a Division. Revision and appeal in criminal cases go direct from the Magistrates in the districts to the judiciary.

9. If the judicial or quasi-judicial work is divided between the Collectors, the Board of Revenue and the civil courts, the work that will remain in the hands of the Commissioners will not be such as to require the continuance of such an intermediate authority.

10. Work in connection with local self-government, public health, communications, etc., have, with the growth of specialised departments, gradually passed out of the hands of the Commissioners. The Bengal Municipal Act recently passed by the Bengal Legislative Council takes away a considerable part of the Commissioner's work in the matter of revision and regulation of municipal budgets and of inspection of and control over municipalities.

11. As regards advising Government and District Officers, the function does not appear to be essential. Communications have become easier and more expeditious than they were in the days when Commissioners were first appointed. Calcutta is easier of approach from some districts than the headquarters of the division to which the districts belong. The centre, with wider knowledge of conditions throughout the province, is in as good, if not in a better, position to offer advice than the Commissioner, who may not have served as Collector in any of the districts in his division. If decentralisation is aimed at, what is needed is the transfer of more administrative powers to District Officers, who, by reason of being in close touch with local

conditions, are likely to be in a better position to deal promptly and satisfactorily with matters confronting them than an officer whose knowledge is to a great extent indirect.

12. In matters of revenue administration, the District Officer, whenever he deems necessary, may directly consult the Board of Revenue, the Revenue Department, the Department of Land Records, the Excise Department or such other department which deals with the matter in question. Thus the department concerned will deal directly with the District Officer, and there will be greater expedition and less correspondence. The work at the centre will not be much added to, as it will be distributed over several departments.

13. In matters of executive administration, the centre will be in closer touch with the districts. The Commissioners are no doubt officers of experience. But if the office of Commissioners of Divisions ceases to exist, there will be some more senior officers in the districts. The Commissioners are not ordinarily in direct touch with district work. It should also be remembered that District Officers have always at hand the advice and ready assistance of the experienced local officers of the central and provincial services, some of whom are senior men, and have worked in difficult situations. In addition to the centre, the District Officers may also consult the heads of neighbouring districts in cases of emergency.

14. It has been stated that, on occasions of floods and similar calamities and of public commotions, the Commissioners are available on the spot. These special circumstances require the services of the Public Health, Medical, Agricultural, Police and such departments. Some of them have District or Divisional Officers of senior standing. There does not appear to be any difficulty in the department concerned, on requisition from the District Officer, or the centre, being on the spot to deal with the situation. Such a course will bring into greater frequency the co-ordination of the State services, so necessary for successful administration. It should also be remembered that the centre is acquainted with conditions prevailing all over the province, and has control over all provincial resources. The advice and assistance required by the districts will be more effectively rendered, if District Officers communicate directly with the centre.

15. The need for inspection of the District Officer's work has also been urged as a ground for retention of Commissioners. Each district is inspected by the Commissioner once a year, and each subdivision once in two years. With the lightening of the burden of the District Officer's work, the work which may require inspection is revenue administration and general administration. The subdivisional offices are inspected every year by District Collectors. There is no

need for a biennial inspection of those offices by the Commissioner. As regards the district offices, they may be inspected on the revenue side by a Member or the Secretary of the Board of Revenue, or the Revenue Secretary, and on the administrative side by the Secretary or Deputy Secretary of the department concerned, who, in the near future, will be relieved of all direct work on the legislature.

16. It has been said that there may be difficulty, if the new constitution, which is expected to come into operation in a short time, has to function at the commencement with an administrative machinery to which the province is not accustomed. It should be remembered that the success of the new system will principally depend on the administrative machinery being less cumbrous and more economical. In actual working there should be no difficulty in the absence of Commissioners. District Officers will have more powers and will be in a position to act with greater promptness.

17. **The Hare School and the Hindu School.**—I do not agree with my colleagues that the Hare School and the Hindu School should be amalgamated. Both the schools are old, and have a tradition and history of their own. The proposed amalgamation is something akin to the suggestion that Eton and Harrow should be amalgamated. The amalgamation is not likely to result in any appreciable saving in expenditure, as there will be practically no reduction of staff, having regard to the number of students.

18. The schools owed their origin to endowments from generous donors. The steps suggested should not be taken unless the approval of the successors of the original founders and of the public concerned is first obtained. It is likely that a portion of the endowments for the old Hindu School was diverted to the Presidency College, which was constituted out of the senior classes of the Hindu School. The question of the liability of Government to account for and render back the investments has not been investigated.

19. **Sanskrit Collegiate Schools.**—The school attached to the Sanskrit College is conducted on a different method from the ordinary matriculation schools and for a different purpose. Sanskrit studies form an important part of the curriculum. Amalgamation with an ordinary matriculation school will radically alter the nature and quality of instruction, as special attention will cease to be given to advanced Sanskrit studies for which the school was originally established.

20. **Assistant Director and Divisional Assistant Inspectors of Muhammadan Education.**—The evidence shows that there is no need for these officers. Most of the work done by them does not relate to Moslem education.

21. In view of what happens in practice, the continuance of a separate Assistant Director and of separate Assistant Divisional Inspectors of Muhammadan Education is not called for in the interests of Moslem education. If it is proposed to utilise the money saved by the abolition of these posts, regular stipends may be paid to a large number of deserving Moslem students for the purpose of carrying on their studies. Such a course is likely to be of great help in advancing Moslem education.

22. **The Text Book Committee.**—The Text Book Committee came into existence at a time when there were no suitable text-books, either in the English language or in the vernaculars, for the schools that were then being established. At present, instead of a dearth, there is a large number of suitable text-books from which the teaching staffs and the governing bodies of schools may make their choice. There is no compulsion on any of the schools to accept the recommendations of the Text Book Committee. The powers of that Committee are merely advisory and not mandatory. If it is necessary for the guidance of State schools that suggestions should be made about the choice of text-books, the Education Department may make the necessary selections and publish its recommendations, which may be availed of not only by the State schools but also by other schools.

23. **Stationery and Printing.**—The Government printing presses appear to be overmanned, particularly in the superior grades. There are large private printing concerns, some doing considerable Government work. It may be ascertained with what staff, both superior and subordinate, those concerns carry on their work, and what is the remuneration paid by them to the staff. There is no need for a much larger amount of supervision in Government presses than in large private presses doing the same kind of work. There should be reduction in the numerical strength both of the supervising staff and of the subordinate staff. The superior staff should be paid a lower scale of pay, and there should also be reduction in the pay of other employees in receipt of a monthly salary of more than Rs. 80.

JATINDRA NATH BASU.

Notes by Mr. H. Birkmyre.

River Police.—While I am in entire agreement with the rest of the Committee that the River Police should be brought under control of the districts, I cannot agree to such drastic reductions in the number of floating thanas and launches as my colleagues have recommended. Admittedly one or two launches (those used by the

Superintendent of River Police and his assistant) might be done away with, and undoubtedly it is possible to reduce the number of floating thanas to some extent. It must, however, be remembered that these floating thanas serve as depots for refuelling the patrol launches which are small and of very limited cruising range. They have, moreover, the advantage of mobility, as they can be towed from place to place as the situation requires.

2. The improved transport facilities now available are unfortunately as accessible to the river dacoit as to the peaceful citizen, and the smaller river stations are, therefore, as open, if not more open, to attack than in days gone by. This, to mind, makes efficient and constant patrolling of the rivers of East Bengal more essential in these troublous times than during the past.

3. **Calcutta Police.—Inspectors.**—While I am in entire agreement that a certain number of inspectors of the Calcutta Police are unnecessary and can be done without, I do not agree that the total cadre of inspectors and sub-inspectors should be reduced, by as many as 20. I consider that those inspectors whose services are dispensed with should be replaced by an equal number of sub-inspectors. We have recommended drastic reductions in the number of Deputy and Assistant Commissioners, and so to obtain the best results from the Force, both as regards discipline and the effective carrying out of its duties, I consider we should not take the risk of reducing the investigating officers to such a very great extent.

4. **Sergeants.**—I am also strongly against any reduction in the number of sergeants at present, but when the situation improves sufficiently to warrant it, the temporary staff of sergeants should be dispensed with.

5. **Bengal Tannery.**—I am not in agreement with the rest of the Committee that the Bengal Tannery should be continued. While conceding the fact that it has done excellent work in the past, I maintain that it has now fulfilled its function as a pioneer and should be deprovincialized or sold as a going concern. There are, in and around Calcutta alone, no less than 300 tanneries, and I consider that this industry should now be in a position to conduct its own research work and train its own apprentices. These last two functions are two of the main planks in the case for the retention of the Bengal Tannery.

H. BIRKMYRE.

APPENDIX

Chapter No.	Department or Head.	Estimated	
		Savings.	Increase of revenue.
		Rs.	Rs.
II	Land Revenue	2,72,400	1,29,000
III	Excise	1,88,900	..
V	Forest	2,71,600	..
VI	Registration	6,93,400	..
VII	Scheduled Taxes	10,000	..
VIII	Irrigation	4,58,500	..
IX	General Administration	17,69,500	1,26,000
X	Administration of Justice	6,97,900	32,200
XI	Jails	64,500	..
XII	Police	11,12,000	..
XIII	Education	9,14,000	..
XIV	Medical	5,37,400	23,000
XV	Public Health	1,74,400	5,100
XVI	Agriculture	6,96,900	..
XVII	Industries	1,88,200	2,500
XVIII	Commerce and Marine Departments	56,300	50,500
XIX	Public Works	24,37,200	..
XX	Stationery and Printing	1,95,000	..
XXI	Miscellaneous Grants	18,900	..
XXII	Pay of the Services	48,00,000	..
XXIII	Special Pay	2,10,700	..
XXIV	Compensatory Allowances	80,000	..
XXV	Travelling Allowance	6,80,000	..
XXVI	Contingencies	7,00,000	..
XXVII	Leave Reserves	9,00,000	..
Total ..		1,81,27,700	3,68,300
Total ..		Rs. 1,84,96,000	

Note.—The pensionary and other charges on account of compulsory premature retirements have not been taken into account.

REPORT
OF THE
COMMITTEE TO ADVISE
ON
RETRENCHMENTS



SUPERINTENDENT, GOVERNMENT PRINTING,
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1932.

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THE OFFICE OF THE HIGH COMMISSIONER FOR INDIA, Public Department, India
House, Aldwych, London, W. C. 2.

Report of the Committee to advise on retrenchments.

1. In the August session of the Bihar and Orissa Legislative Council a resolution was adopted, on the motion of Babu Srikrishna Prashad, to the effect that in view of the financial condition of the province a committee should be appointed to consider the reduction of the pay, cadre and conditions of service of various services. During the debate upon this resolution, the local Government indicated the difficulties which, at the present stage of the constitutional developments, render inadvisable the appointment of a committee with the exact terms of reference proposed. At the same time, an undertaking was given that, if the necessity for further retrenchment arose, the advice of non-official members of the Legislative Council would be taken. Introductory.

2. At the beginning of November, when it first became possible to frame a reliable revised estimate of the prospects of the year, it became apparent that, even after allowing for the 10 per cent cut in pay, the necessity for which had then become clear, it would be necessary to effect further economies to the total amount of about 30 lakhs in order to balance the budget of 1932-33. Government therefore took steps to implement the undertaking which they had given in the Legislative Council, and invited the members of this committee to undertake the task of advising what measures should be taken to retrench expenditure. The committee assembled on the 19th November 1931, and, at their preliminary meeting, had the honour of discussing the situation with His Excellency the Governor and of hearing his views on the general financial situation and the functions of the committee. His Excellency did not impose any rigid terms of reference upon the committee. He indicated the lines of enquiry which seemed to promise the best results, but left full discretion to investigate any matter in which the members considered that there were possibilities of economy. They then proceeded to examine in detail the budget estimates for 1932-33. The general procedure was to request the officer or officers who are responsible for expenditure under each head to state in what manner retrenchments could best be effected and to explain what practical consequences would ensue if those measures were put into effect. The committee then went through the budget estimate and selected those items in which they thought that there was a possibility of further retrenchment. These Appointment
of the
Committee.

further proposals were discussed with the officers concerned and provisional conclusions were reached. The sittings continued with short breaks up to the 19th December, upon which date the examination of all the budget estimates was completed. The committee had been informed that, owing to the fact that the budget estimates for 1932-33 had to be compiled early in January, their proposals for effecting definite reductions in those estimates would be necessary by the end of December. Accordingly, a preliminary report was drawn up on the 19th of December and submitted to the local Government. This report, which forms Annexure I to the present report, was confined exclusively to recommendations which could be expected to effect alterations in the budget figures for 1932-33.

3. During the examination of the budget estimates a number of proposals were discussed which could not be incorporated in the preliminary report. Some of these measures were of such a nature that immediate effect could not be given to them, while others required more detailed consideration than could be given during the November and December sittings of the committee without prejudicing the primary object of those meetings. Before the committee broke up in December, a list of these matters was compiled and the various departments of Government prepared memoranda on them which were furnished to the committee before the end of January. The members reassembled on the 3rd of February 1932 for the purpose of formulating their conclusions on all the outstanding matters which had not been included in the preliminary report. Before they did so, His Excellency, in response to a request which the members had made in November, kindly consented to meet the committee again. His Excellency explained in detail the action which Government had taken on their preliminary report and informed the committee that, out of a total of 25 lakhs of retrenchments which they had recommended therein, the local Government had been able to incorporate into the budget actual retrenchments to the extent of 21 lakhs 15 thousand. They then proceeded to consider the memoranda and on the 4th of February 1932 they came to conclusions on all outstanding points.

Arrangement
of the
report.

4. Their views upon these points are set forth in the remaining paragraphs of this report, while, as has already been indicated, those of their recommendations which were intended to affect the budget of 1932-33 are contained in the preliminary report which forms the first annexure. That report was compiled primarily for Government and its form renders it difficult

to understand without access to the actual proposals which were placed before the committee. A selection of these papers has therefore been printed in appendix II and references to them have been incorporated in the text.

5. The possibility of effecting economy by placing the Agricultural, Co-operative and Industries Departments under one head was examined in great detail, and various proposals¹ for effecting such a change were discussed. A detailed examination of the implications of the scheme has convinced the committee that the practical difficulties are such as to require far fuller consideration than could be given to it by a committee whose principal business is to reduce the expenditure of Government. Each of these departments requires at headquarters an officer who has the expert and technical knowledge which is necessary to guide the work of the department, and to ensure that Government in deciding questions of policy is correctly informed on questions of fact. Though it is possible that the provision of one administrative head for the three departments would have certain advantages in co-ordinating the activities of these departments and might ensure that purely departmental considerations were not given undue weight, it seems clear that, if these three departments are to work in future on the scale which they have already attained, they will still require expert advice. The head of the combined departments would have to be an officer of considerable standing and authority, and his pay would probably outweigh any savings which could be obtained by economizing over the pay of the expert advisers. On the materials which have been placed before them the committee do not think that they would be justified in advising Government to make any change in the arrangements at present. But the committee are of opinion that further investigation in the matter is desirable.

Combination
of Agricultural,
Co-operative
and
Industries
Departments.

6. The committee are of opinion that the staff maintained in the Public Health Engineering department is excessive as a permanent measure, in view of the probability that in future years large sums of money are not likely to be available for expenditure on important schemes.² They are prepared to accept the statement of the experts that the programme of work for which money has actually been provided could not be carried out efficiently if there was an immediate reduction in the number of divisions. But with the completion of the important new works now in progress at Puri, Patna and

Public
Health
Engineering
Department.

(1) Annexure II, pages 34—51.

(2) Annexure II, pages 51, 59 and 125.

Daltonganj, the scope of the department is likely to be small. Contracts with the staff should be so regulated as to avoid incurring commitments beyond the minimum period necessary to make substantial progress with these three schemes, and if the financial conditions which the committee anticipate materialize, the department should then be reduced to one specialist division. When that position is reached, the necessity for a separate head of the department will not exist, and the department should be placed under the supervision of the Chief Engineer, Roads and Buildings.

Irrigation
and Public
Works.

7. The financial conditions which are likely to prevail in the future seem to necessitate considerable reductions in the strength of the engineering staffs which have been maintained during the past decade—a period in which the equipment of the province with the necessary buildings has involved abnormal expenditure over public works.

In the first place, there is scope for considerable economy in terminating the arrangement, introduced largely for constitutional reasons, by which separate engineering staffs are maintained in the Irrigation and the Buildings and Roads branches. It does not appear that the termination of this separation would involve any loss of efficiency. A scheme for reamalgamation¹ was put before the committee in a joint memorandum, dated the 16th January 1932, by the Chief Engineers. The committee recommend that this scheme should be brought into effect at an early date. It will involve the reduction of one Superintending Engineer's office, as the supervision of the Son Canals will be carried out by the Chief Engineer, Irrigation, direct. Five subdivisional officers and twenty sections can be abolished and net savings of about one lakh are to be expected. The committee think that it should be possible to go further and to place one circle in direct charge of the Chief Engineer, Roads and Buildings. The amalgamation would presumably terminate the existing arrangement whereof this officer acts as Superintending Engineer for Orissa, and the proposal is therefore unlikely to involve a very heavy increase in his work, especially under conditions which preclude any large expenditure on new works.

A suggestion which was considered by the committee was that the three existing divisions at Hazaribagh, Ranchi and Sambalpur could be reduced to two. Owing to the uncertainty whether Orissa will continue to form part of the province,

(1) Pages 52—58.

they prefer not to pursue this matter for the present, though they record the view that if Orissa remains in the province, the justification for three divisions should be investigated with reference to the amount of work in the area at present included in these charges.¹

Duplication of engineering staff also exists as between the District Boards and the Roads and Buildings branch.² The District Boards maintain a District Engineer and a subordinate staff in order to construct and maintain their roads and buildings, while Government maintain a parallel staff for those works which are under their charge. The important buildings at the provincial headquarters at Patna and Ranchi and the net-work of main roads in Chota Nagpur will probably require to be supervised by officers of Government. For this reason Patna and the whole of Chota Nagpur division should be excluded from the scheme. It would be uneconomical to maintain a staff for Ranchi and the Chota Nagpur roads and to hand over buildings in this area to the local bodies. Possibly the relative poverty of the Orissa Boards also render that area unsuitable for experiment. But in the rest of the province the maintenance of the Government buildings and roads and the construction of new works ought not to be beyond the capacity of the District Engineers. One objection which has been indicated is that it is difficult for Government to rely for their works on an agency which is not fully under their control. The difficulty undoubtedly exists, but so does the possibility of considerable saving. It is possible that district boards, which would receive payment for the work, would welcome an arrangement which would enable them to improve their engineering staff and it is also possible that the exercise by Government of the requisite amount of supervision is a matter in which a working solution can be reached by agreement. A somewhat similar problem in the sphere of public health work is being solved with success by the system of deputing officers from the Government cadre to work as District Health Officers. Recognizing that there are considerable obstacles, which can only be overcome by practical experiment, the committee would advise that the experiment should be tried in some of the more important districts. If it works well, it should be extended to other areas. This gradual extension would also have the advantage of allowing the absorption of superfluous staff with the minimum of dislocation.

(1) Page 60.

(2) Pages 59 and 61.

Police.

8. An examination was made of the possibility of reducing the number of Deputy Inspectors-General of Police by abolishing the Central Range, which was most recent of the three territorial ranges to be created. It has been pointed out¹ that the change would involve a serious diminution in the standard of supervision which is exercised over the details of police work, and that the geographical fact that only the less important portions of the present Central Range could be attached to the Southern Range would result in two very unequal charges. The committee consider that, apart from other considerations which could be urged for and against the proposal, the facts that the Civil Disobedience movement is at present taxing fully the energies of the police and that it is uncertain whether Orissa will continue to be attached to Bihar render the present time inopportune for the further discussion of the proposal.

Medical,
Public
Health and
Prisons.

9. Three departments under the local Government, Civil Hospitals, Public Health and Prisons have for their heads officers of the Indian Medical Service. This fact has led the committee to consider whether there is any scope for economy in combining the work of one or other of these departments.² There has been very considerable growth both in the Medical Department and in the department of Public Health since the Retrenchment Committee of 1921 made proposals to amalgamate the Medical and the Public Health Departments. The medical institutions proper have developed greatly, owing to the establishment of the Medical College, the increase in Medical Schools; the growth of the mental hospitals, and the initiation of various other activities. In consequence the work of the Inspector-General of Civil Hospitals has increased to a considerable extent. At the same time, the experience which has been gained in preventive medicine (which is the special sphere of the Public Health Department) has shown that progress can best be maintained by a separation of the staff employed in the two departments. For this reason the committee are not prepared to advise that the headships of the departments of Civil Hospitals and of Public Health should be amalgamated. On the other hand, they think that the post of Inspector-General of Prisons could be combined with one or the other of these two charges. They do not propose to lay down any hard and fast principle as to which combination is the most practicable. In the management of prisons there is considerable scope for special knowledge both of curative and

(1) Pages 62—72.

(2) Pages 73—76.

preventive medicine. The important factor is that, it is necessary that the head of the Prisons Department should be acquainted with modern developments in the science of penology. The committee are of opinion that there should be combination, that either of the combinations would be feasible, and that the arrangement which is eventually decided upon should be permanent. The committee also think that the somewhat expensive arrangement of retaining a wholetime officer of the Indian Medical Service as Superintendent of each of the Central Jails is ~~not~~ necessary. They believe that considerable economy could be obtained without loss of efficiency, if suitable officers of the Assistant Surgeon class could be utilized for these posts. They recognize that at the present moment there are probably no officers of this class who have the requisite expert knowledge of penology. But they believe that it would not be a matter of difficulty to select suitable Assistant Surgeons and to give them adequate training in penology. They would recommend that steps should now be taken to train such officers with a view to their employment as Superintendents of Central Jails.

10. The committee examined the revised rates of travelling allowance which were introduced by the local Government in August 1931.¹ They also had the advantage of studying the action which has been taken in certain other provinces for the reduction of travelling allowance rates. They have come to the conclusion that an officer who tours in a conscientious manner cannot make any profit out of his travelling on the present rates and they are therefore unwilling to suggest any further modification of the rules for the present.

11. It has been explained to the committee that the rate fixed for the temporary cut in salaries depends ultimately on the action taken by Parliament to effect a cut in the pay of officers of the all-India Services, and that for other Government servants under the rule-making powers of the local Government it was thought advisable to follow the system adopted by the Government of India and in other provinces.² The committee, however, wish to place on record their view that the cut should be a graduated one at the following rates:—

	Rs.			
Salaries	40—999	...	...	10 per cent
..	1,000—1,499	...	...	15 per cent
..	1,500—2,499	...	...	20 per cent
..	2,500 and above	...	...	25 per cent.

(1) Pages 76 to 78.

(2) Page 78.

They consider that the cut should be in force for three years from the 1st January 1932 and that, if at the end of that period finances have not improved, the question of making the cut permanent should be considered.

Reduction in
pay of new
entrants.

12. The reduction in the rates of pay offered to new entrants is the most important financial measure which has come under the consideration of the committee.¹ About half of the total expenditure of the local Government is in the form of pay, and they believe that, if prices remain low and there is not a considerable improvement in the financial position, it will be essential to reduce the pay of new entrants. Apart from this, the committee consider that the resources of the province, even in normal times, necessitate a reduction in the cost of the administrative machinery. The object is to obtain more money for the extension of beneficent services. They advise that the matter should be taken into consideration immediately. The actual determination of scales of pay is an intricate business which is best left to those who are expert in such matters. The committee were informed that the work of the local Government would be facilitated if their recommendations took the general form of an indication of the percentage of reduction on the present scales which they consider should be made, having regard to their knowledge of social conditions and kind of pay which should be sufficient, under the given conditions, to attract recruits who can be expected to discharge the duties of the different services in an honest and contented manner. The committee concur fully in this view and, though in some cases they have suggested the maxima and minima for the new scales, they have done this chiefly for the purpose of illustration and it is the percentage basis which forms the effective part of their recommendation.

For the Indian Civil Service they consider that the time-scale should run from Rs. 400—1,600, the object being to obtain a reduction of between 20 and 25 per cent. For other all-India Services a general reduction of 15 per cent appears to be suitable. For the Provincial Services they consider that a general reduction of about 20 per cent is indicated and, for the purpose of illustration, they would suggest Rs. 200—800 for the Provincial Civil Service. For Subordinate Services a scale of pay starting on Rs. 100 and rising to Rs. 300 would appear suitable. In all these services the increments should be so arranged as to bring an officer to the maximum of the time-scale in about 25 years. Where higher posts exist above

(1) Pages 78 and 79 to 83.

the time-scale, the reduction should be proportionate to the reduction proposed in the time-scale. The committee do not think that there should be any reduction in the pay of ministerial services or in the pay of executive officers of non-gazetted rank. For the Judicial Civil Service the reduction on the present scale should be 15 per cent instead of 20 per cent. In recommending a distinction between the pay of this service and the pay of the Provincial Civil Service, the committee are actuated by the belief that the work of a judicial officer is harder and less congenial than that of an executive officer. In the Provincial Services they consider that it would be both just and economical to revert to the system advocated by the Islington Commission by which the services would be organized in two parts, a lower time-scale to the top of which an average officer could rise by seniority, and an upper time-scale, definitely limited in number, to which an officer could secure promotion only if he showed the capacity to hold the more important posts in the service. They consider that this arrangement is sounder than the present system which seeks to prevent less efficient officers rising to the top of the time-scale by the device of efficiency bars. As a general rule they would advise that the strength of the upper time-scale should be limited to the number of posts in the service which can be distinguished as requiring special capacity in their holders. They are inclined to think that in the Provincial Service the lower time-scale should stop at Rs. 500, but they regard the exact point as a matter which can best be settled by Government when the details of the new time-scale are worked out.

In the Police service they consider that there should only be one class for the officers who do the work of Assistant and Deputy Superintendent of Police and that the scale of pay for these officers should be the present scale of the Deputy Superintendents reduced by 15 per cent.

Though they recognize that the matter is not one primarily concerned with retrenchment, they desire to place on record their view that, as a general rule, one-third of the posts in the higher services should be filled by promotion from Provincial Services and that in making such promotions the interests of the administration would be better served if the younger men who showed merit got promotion at a comparatively early age, than if promotion is confined to officers who have only a comparatively short time to serve before reaching the age of superannuation.

Leave terms. 13. The committee understand that the revision of the leave rules for new entrants is likely to be taken up in the near future.¹ The subject is one in which the discussion of the technical details by laymen tends to be infructuous and the few remarks which they have to make are intended to apply to general principles rather than to individual details. They understand that the present leave rules tend to allow Government servants who serve in their own country more leave than they actually take. There is much to be said for the view that the rules should be revised so as to bring about a closer agreement between the amount of leave admissible and the amount usually taken. Though they do not feel able to pronounce a definite opinion on the matter, they are satisfied that social, economic and climatic conditions in India justify a standard of leave which is considerably in excess of the standards prevailing in Western countries. In one respect they think that the present rules are definitely too liberal. If an officer, during the twelve months preceding his leave, has been in receipt of emoluments greater than he would normally receive, it is possible for him to draw more money by going on leave than he would have received had he remained on duty. This is an extravagance which ought to be removed.

Veterinary college.

14. A scheme² has been placed before the committee which indicates that the receipts of the Veterinary College could be improved materially if a larger number of students could be attracted from outside the province. The only expenditure involved is the construction of an upper storey to the hostel, at the cost of 20,000 rupees. The proposal depends on the possibility of securing students from outside on a reasonably permanent basis. If Government are satisfied on this point, the expenditure would appear to be justified, as the staff, laboratory and class room accommodation are already sufficient to deal with the increased numbers.

15. The possibility of economizing in the Co-operative Department by employing honorary Assistant Registrars was considered³. It transpired that the point was under investigation by the committee on co-operation, and for this reason this committee prefer to make no recommendation on this point.

16. The committee discussed generally the possibility of doing without Commissioners and considered in particular a proposal to divide up the Bhagalpur Commissionership between

(1) Pages 83 to 85.

(2) Pages 90—91.

(3) Pages 85 to 89.

Patna, Tirhut and Chota Nagpur¹. The conclusion at which they have arrived is that Government should consider the advisability of abolishing all the Commissionerships and that these posts should be abolished as soon as the requisite legislation can be passed to provide for the exercise of the statutory functions of a Commissioner. In general, the appeals which at present lie to the Commissioner should be transferred to the Board of Revenue, but some restriction in the right of appeal would be proper. In the meantime, the number should be reduced by amalgamating the area under one Commissioner with one or other of the remaining four divisions. Mr. Ghosh is not able to subscribe to the recommendation for the total abolition of Commissionerships. He is of the opinion that the retention of the Commissionership of Chota Nagpur is essential for the well-being of that division, but agrees that the number should be reduced to four, provided that a Commissioner is retained for Chota Nagpur.

17. In paragraph 32 of the preliminary report, a statement has been furnished showing the reductions in expenditure anticipated from the measures advocated in that report. A more detailed calculation which was subsequently made gave a net reduction of TRS. 25,02. It has not been thought advisable to attempt a similar estimate of the exact effect of the measures advocated in paragraphs 5 to 16 of this report. The most important of these measures, the reduction in the pay of new entrants, will take effect gradually, as the public services come to be filled by officers recruited under the new terms; and, ultimately, there will also be a reduction in pensionary charges, because the pay during the last three years of service, upon which most pensions are calculated, will be on a lower level than it is at present. Most of the other measures will require time for their introduction and the actual amount of economy which they will effect will depend largely on the manner in which the details work out. Speaking generally, it would seem probable that the amount of additional savings will ultimately be not less than the economies indicated for the budget of 1932-33, and may exceed that sum.

18. In conclusion, the committee thanks the Hon'ble the Finance Member for his sympathetic guidance and the Finance Secretary for his friendly and helpful co-operation. The

committee further records its appreciation of the ready help and courtesy of the heads of departments and other officers concerned.

SRI KRISHNA PRASAD.
RAJANDHARI SINHA.
SRI NARAYAN MAHTHA.
SAIYID MUHAMMAD HAFEEZ.
NANDA KUMAR GHOSH.

The 19th February 1932..

APPENDIX I.

**Preliminary report of the Committee to Advise on
Retrenchments.**

Preliminary report of the Committee to advise on retrenchments.

The committee was appointed in pursuance of an undertaking given in the Legislative Council that if further retrenchments became necessary the local Government would take the advice of elected members of the Legislative Council on the retrenchments which should be made. The main purpose of the committee has been to advise Government what measures are necessary to effect retrenchments which will balance the budget of 1932-33, and this report is therefore confined to those recommendations which can be expected to effect that object. During the deliberations of the committee, a number of proposals have been discussed which cannot affect the budget for 1932-33, either because they require the orders of higher authority or because they involve further enquiries or measures of reorganization which will occupy a considerable period. The committee hope to submit a further report on these matters early in the new year.

2. The method of working has been to discuss with the head of each department the definite proposals for retrenchment which he has submitted, and the committee have indicated in this report which of these proposals they endorse, and which they consider should not be brought into effect. Where it has appeared to the committee that the proposals submitted to them do not represent the maximum retrenchment which can be effected in the coming year, the committee have discussed with the heads of departments the consequences which would ensue if effect was given to various retrenchments, other than those put forward by the department. They have endeavoured to assess these consequences, and to advise Government whether or not, in view of the financial situation, those consequences should be faced.

3. The Hon'ble the Finance Member and the Finance Secretary have taken part in the discussions but left the committee to formulate its own proposals, since the function of the committee is to advise Government as to the measures which must be taken, and it did not seem suitable that in such circumstances a Member of Government should commit himself to any proposal upon which Government as a whole would subsequently be called upon to decide. Therefore they have not signed the report.

4. The various heads of expenditure have been discussed *seriatim* in the order in which they appear in the budget. Unless the context indicates the contrary, the phrase 'budget estimate' is used in this report to indicate the draft budget estimate for 1932-33 as submitted to Government. The phrase 'final budget estimate' means that estimate as it will stand if the recommendations of the committee are accepted.

5. As considerable retrenchments have already been effected in the estimates, as compared with the budget estimates for 1931-32, a note giving the total reduction on these estimates is appended to each head.

6. *Heads of the budget which do not admit of any retrenchment.*—There are certain heads of the budget in which retrenchments cannot be considered. The expenditure shown under the heads 14—Interest on irrigation works, 19—Interest on ordinary debt, 20—Interest on other obligations, 21—Appropriation for reduction or avoidance of debt, represents commitments which cannot be affected by any action open to the local Government in the way of retrenchment. The same is true of the expenditure under head 45—Superannuation allowances and pensions, and 45A—Commutation of pensions financed from ordinary revenues. Under the former of these two heads there is an item of expenditure amounting to Trs. 95 which represents the cost of the increase in small pensions sanctioned in 1921. This is not expenditure to which Government are finally committed. But in view of the circumstances in which these additional pensions were granted, the committee fully agree that they cannot be discontinued. Under the head, Commutation of pensions, the committee approve the measures taken by Government to restrict the proportion of pension which can be commuted by a non-entitled pensioner to one-fourth. They do not think that any further reduction in the proportion is advisable.

7. Another head which can conveniently be considered here is 43—Famine. The provision of Trs. 85 made in the budget is considerably in excess of the average actual expenditure in the past ten years, which has amounted to Trs. 35. Though this figure indicates a possibility of reduction, the expenditure, cannot be limited, if famine occurs, and the committee consider that it would be unsound finance to reduce the provision as a measure of retrenchment.

8. 5—*Land Revenue.*—This budget consists of two main heads, Survey and Settlement, and various miscellaneous heads under the Board of Revenue. Under the former head, the

Director of Land Records submitted a statement giving savings under a number of heads amounting in all to Rs. 34,438 on a budget estimate of Trs. 9,73. The committee have accepted all these proposals as suitable; in addition they consider that the proposal to commence the settlement of Dhalbhum should be abandoned, involving a saving of Trs. 10. The contribution to the Survey of India, amounting to Trs. 2, should be discontinued, since it is understood that the professional advice of the Survey of India officers is not essential to the department. They understand that the local Government propose to amalgamate the posts of Director of Land Records and Settlement Officer during the hot weather, but to retain separate officers during the next cold weather. They consider that, in view of the financial situation, the combination of these two posts should be effected as a permanent measure, that the post of the Personal Assistant to the Director of Land Records should be abolished and that the strength of the Director of Land Records' office should be reduced to about 8 clerks. These proposals should give a further net saving of about Trs. 7, the component items being the special pay of the Personal Assistant for the whole year, that of the Director for six months, and the saving on the office staff estimated for half the year only, as delay may occur in absorbing surplus staff. The total saving under Survey and Settlement therefore amounts to Trs. 53. The budget estimate under 5—Land Revenue would actually be reduced further by the transfer of the pay of the Director and Personal Assistant to the head 22—General Administration. But as this is merely a change of classification no credit can be taken for the amount.

9. Under the other heads of the budget, the Board of Revenue has suggested savings amounting to Rs. 67,983 out of a budget estimate of Trs. 12,06. The greater part of this occurs under the head "Management of Government Estates". The committee understand that about Rs. 20,000 of these savings will materialize in departments the cost of which is recovered from local bodies or private persons, and for the purpose of estimating the net savings they therefore deduct this sum from the total. They add, however, savings of Trs. 5 under Contingencies, non-contract, under Government Estates which were reported to them separately by the Secretary to the Board as being feasible. They also consider that a further Rs. 5,000 should be reduced in the expenditure on improvements in Government Estates other than the Santal Parganas. No reduction had been proposed in the grant of Rs. 37,000 for improvements in the Government Estates in the Santal Parganas.

The committee consider that a cut of Rs. 18,000 is possible under this head, since it is not clear why the allotment for improvements in this district should be greatly in excess of that in other districts, even allowing for the size of the Government Estates in the Santal Parganas.

The total savings under the heads directly controlled by the Board of Revenue are therefore Trs. 76. The budget estimate of 21,79 will thus be reduced by Trs. 1,29 and the final budget estimate will be of Trs. 20,50. The reduction as compared with the budget estimate of 1931-32 is 2,84.

Pages 93—
95.

10. 6—*Excise*.—The budget estimate amounts to Trs. 16,00.

The proposals made by the Commissioner of Excise are to abolish the special pay of one Sub-Inspector in charge of the Bureau, to reduce the boat establishment in Orissa, to suspend the training of excise peons at the Constables' Training School, and to reduce the provision for travelling allowance by Rs. 10,000, by discontinuing the experiment of replacing Sub-Inspectors by Inspectors. The effect of these proposals, which the committee endorse, would be a reduction of Trs. 13 in the budget. The committee also consider that the post of Deputy Commissioner should be abolished as a measure of retrenchment. This is roughly estimated to give a net saving of Trs. 7 in 1932-33. An increase in receipts of about Trs. 40 is possible if the contractors are relieved from keeping a clerk at each warehouse and the work is done by the Excise Sub-Inspectors, a contribution being payable by the contractors. This proposal has not reached a stage which justifies including it in the definite retrenchment proposals. Further retrenchments could only be effected by rationing travelling allowance and rewards. This would mean a diminution of supervision and detection, involving a heavy loss of revenue, which could not be faced. The committee consider that the post of Excise Commissioner should be a listed post, with special pay of Rs. 150 and that the change should take effect from the departure on leave of the present Commissioner. The savings, which would accrue under the head General Administration, are put at Rs. 1,200 a year.

The retrenchments advocated amount to Trs. 20, giving a final budget estimate of Trs. 15,80.

The reduction as compared with the budget estimate of 1931-32 is 86.

Pages 95—
97.

11. 7—*Stamps*.—The budget estimate is Trs. 2,27.

The only variable items of expenditure under this head are the charges for discount on the sale of stamps and establishment. Government have recently reduced the rates of discount on non-judicial stamps to those in force in the larger towns—a measure which is estimated to involve a saving of TRs. 14. This saving has already been allowed for in the budget. The establishment consists of two clerks in the Board's office and nine clerks at the headquarters of those districts where there are branches of the Imperial Bank of India. The committee do not consider that any immediate reduction in the establishment is possible, largely because the system of supply of stamps is under reorganization. They think, however, that when this reorganization is over and the work is running on routine lines, the possibility of reducing the staff in the Board's office should be considered. They also accept the proposal that the work of embossing stamps, which is now limited to the embossing of receipt stamps for certain commercial concerns, should be transferred to the Press. The staff of one pressman on Rs. 38 and one wheel turner on Rs. 12 at present employed has not enough work to do in the Board's office and if transferred to the Press could find fuller employment and might enable the staff at the Press to be reduced. With this change, the Board can surrender Rs. 50 under non-contract contingencies.

No further reduction of discount is advisable and the committee are therefore unable to advise any further retrenchments under this budget head. The budget provision for 1931-32 was 2,79, so that the reduction on that figure is 52.

12. 8 and 8A—*Forests*.—The budget estimate is TRs. 8,42. Page 97.

Retrenchments amounting in all to Rs. 27,393 have been proposed by the Conservator of Forests. After hearing the Conservator's account of the manner in which he proposed to effect these retrenchments, the committee consider that they should be put into effect. The chief problem in this department is the reduction of the establishment to a figure which will enable a profit to be made at the lower price of timber anticipated in future. The committee is of opinion that the expenses under the head Forests are very heavy, and that the number of Imperial Service posts should be reduced. They understand that special enquiries are being made as to the measures of reorganization which are necessary and they therefore refrain from suggesting any further retrenchments, on the understanding that when these enquiries have been completed, the establishment will be reduced.

The final budget estimate is therefore Trs. 8,15. As the budget estimate for 1931-32 was Trs. 9,82, the total reduction is Trs. 1,67.

Pages 97—
98.

13. 9—*Registration*.—The budget estimate is Trs. 6,61.

Retrenchments amounting to Rs. 31,823 have been proposed by the Inspector-General, the chief of which are a reduction of Rs. 15,000 in the pay of temporary establishment, Rs. 5,000 to be obtained by refraining from filling vacancies and a similar sum by discontinuing the re-binding of old registers. The committee think that these proposals should be put into effect, but would reduce the estimate by Rs. 2,400, representing savings on grain compensation allowance, which would in any case be disallowed, and contract contingencies. Certain further proposals which were discussed are—

- (1) A proposal to close four unremunerative offices. The committee do not think that this is advisable, since the danger of losing revenue is greater than the saving.
- (2) The possibility of reducing the scale of piece-work from Re. 1 to 14 annas for 16 pages should be investigated and put into effect, if possible.
- (3) The possibility of introducing a system of copying by photographic means should be actively examined and if found feasible introduced and extended as opportunity arose.

The final budget estimate is Trs. 6,32. The reduction on the budget estimate of 1931-32 is 32.

The possibility of increasing the number of districts not under district sub-registrars should be investigated.

Pages 99—
100.

14. XIII—*Irrigation Working expenses 15 and 16, Irrigation*.—The budget estimate under these three heads is Trs. 24,48. Proposals for reducing this figure by Trs. 1,22 have been put forward by the Irrigation Department, the economies being secured by omission of the provision for new buildings, discontinuance of the temporary Project Division and the abolition of the Balasore Embankment Division. The committee accept the present necessity for these reductions, to which they have certain additions to make. They consider that Trs. 8 can be saved under contingencies by imposing a 10 per cent cut on reducible items and Trs. 7 by further reductions in temporary staff. They also think further reductions of Trs. 25 can be made under the provision for repairs and maintenance for the Son

Canals and TRs. 20 under the same head for the Orissa Canals. TRs. 5 can also be reduced from the provision for repairs and maintenance of the Orissa embankments. The committee consider that the Project Division should be revived as soon as the necessary legislation has been passed. The final budget estimate is therefore TRs. 22,61. The saving over the 1931-32 estimate of TRs. 27,29 is TRs. 4,68.

15. 22—*General Administration*.—The budget estimate is TRs. 73,73. Retrenchments totalling TRs. 2,63 have been proposed by the different departments concerned. The committee consider that these should be put into effect. In particular, they accept with gratitude and regret His Excellency's decision to disband the escort and to postpone the purchase of one motor car. Mr. Hafeez was inclined to suggest that the former decision might be reconsidered from the point of view of its effect on the safety of His Excellency. The committee further consider that, as a temporary measure, there should be no direct recruitment to the Provincial and Subordinate Civil Services, including in this recommendation persons selected by the Selection Board, but not actually appointed. It is estimated that a saving of TRs. 14 will accrue from this proposal. Savings of TRs. 1 will occur under this head from the conversion of the Excise Commissionership into a listed post (paragraph 10). The proposed retrenchment will thus be raised to TRs. 2,77 giving a final budget estimate of TRs. 70,96. The decrease as compared with the 1931-32 budget of 73,19 is 2,23. Pages 101—
104.

16. 24—*Administration of Justice*.—The budget estimate is TRs. 40,65. Retrenchments totalling Rs. 50,335 have been suggested by the Judicial Secretary and further retrenchments amounting to Rs. 1,650 by the Registrar of the High Court. In discussion with the former officer it appeared that further savings amounting to Rs. 5,000 were possible under the head "Civil and Sessions Courts—Process Serving Establishment—Pay of Establishment" and Rs. 6,000 under "Criminal Courts—Diet and travelling allowance of witnesses". The committee consider that these two items should be added to the total and they therefore recommend total retrenchments of TRs. 61 on this budget other than the High Court. Pages 104—
107.

Under the High Court they accept the savings amounting to Rs. 1,650 suggested by the Registrar. They also consider that the two Additional Judges of the High Court should only be retained up to 31st March, instead of up to the beginning of the Civil Court vacation. Net savings of about TRs. 3 would

thus arise. They would also recommend that the number of telephones in the High Court should be reduced by discontinuing the telephones in the High Court building given to the Hon'ble Judges, other than the Chief Justice and the Judge in charge of the English Department. The office telephone of the Registrar may also be discontinued in view of the fact that he himself considers that it is not necessary. The committee consider that the supply of telephones at the public cost to the residences of the Puisne Judges, other than the Judge in charge of the English Department cannot be justified, having regard to the amount of official business for which these telephones are likely to be used. The savings under this head are estimated at about Rs. 2,000. The committee believe that the number of holidays in the High Court operates to slow down the rate of disposal to an appreciable degree and consider that the holidays should be reduced by 30 days in the year. They do not advise any reduction in the holidays allowed to Civil Courts other than the High Court.

The effect of these proposals, other than that for the reduction of holidays, will be to reduce expenditure by Trs. 68, giving a final budget estimate of 39,97. The reduction on 1931-32 estimate of 41,50 is 1,53.

Pages 107--
108.

17. 25—*Jails and Convict Settlements*.—The budget estimate is Trs. 18,03. The Inspector-General has submitted proposals for retrenchment amounting to Trs. 80. These are Trs. 19 under rations, Trs. 36 under clothing by utilising a portion of the camp jail stock, Trs. 5 under "Extraordinary charges for live-stock, tools and plant" and Trs. 20 under Jail manufactures. The committee do not advise the purchase of a cheaper quality of rations, which they understand to be involved in the first proposal, and they therefore exclude this saving. It has transpired during the oral examination that a further saving of Trs. 6 was possible under Contract Contingencies under District Jails and Trs. 3 under Subsidiary Jails.

The total savings possible amount to Trs. 70, giving a final budget of Trs. 17,33. The budget estimate for 1931-32 was Trs. 21,42. The total reduction on this figure is therefore Trs. 4,09.

Page 108.

18. 26—*Police*.—The budget estimate is Trs. 87,00. The Inspector-General's proposals are to effect retrenchment of Trs. 1,67. The committee accept the necessity for these retrenchments.

They think that Government should take up the question of abolishing as many as possible of the police-stations where the

crime figures do not justify retention, and that some of the staff thus released should be used for the Hazaribagh Mica Force, thereby avoiding increased expenditure on that force. Babu Rajandhari Sinha adds the rider that police-stations should not be abolished unless it was the view of the department that their abolition would not involve loss of efficiency. The committee also consider that the posts of Deputy Inspectors-General of Police, Northern Range and Central Range, should be amalgamated, though they recognize that, since this would involve the sanction of the Secretary of State, it could not affect next year's budget. With regard to the Jamshedpur Mounted Police Force the committee think that it should not be retained. Their view is that, as the province receives nothing in respect of income-tax from the Tata Iron and Steel Company, it is not right that it should be called upon to bear the expense of this force and that the Tata Iron and Steel Company should be made to pay for it. The amount should be shown as a saving.

They also think that the justification for the amount provided under the head " Other allowances " should be investigated and the amount omitted or reduced, if possible.

A majority of the committee consisting of Babu Rajandhari Sinha, Babu Sri Krishna Prashad, Babu Sri Narayan Mahtha and Mr. Hafecz think that police officers drawing over Rs. 40 but under Rs. 160 should be subjected to a 5 per cent cut in their salaries. Mr. Ghosh is opposed to this proposal. The view of the majority is that the services of the police during the last Civil Disobedience movement would be sufficiently recognized if their cut is made lower than that of other Government servants and that considering that many other classes of Government servants had also had to work under great difficulties it is right that some cut should be made in the pay of the police.

Mr. Ghosh's view is that the cut should not be made, as the life of the police is more hazardous than that of other Government servants.

The financial effect is as follows :—

The savings proposed by the department are 1,67. To this should be added the amount of a 5 per cent cut on Sub-Inspectors' pay, roughly estimated at 50, and the savings to be obtained by abolishing police-stations 1,00. It is recognized that the whole of the latter saving cannot be expected to accrue at once. The saving over the Jamshedpur mounted force is 30.

The total saving is therefore 3,47 which would give a final budget 83,53, and a saving on the 1931-32 figure of 5,11.

19. 30.—*Scientific Departments.*—This budget consists of three heads—

- (1) Donation to scientific societies,
- (2) Museum, and
- (3) Ethnological grant.

The budget estimate stands at Trs. 41, against the same figure for 1931-32. Under the first head a retrenchment of Rs. 500 on account of subscription to the journal of the Research Society and Rs. 650 under "Library grant" should be made. The telephone allowed to the Secretary of the Research Society should not be paid for from public revenues. Under the head "Museum" the grant under contingencies should be reduced from Rs. 9,519 to Rs. 6,000. Economies which would seem feasible under this head are reduction of expenditure on furniture and on the upkeep of the garden. A reduction of Rs. 100 should be made under "Allowances" and Rs. 1,500 under "Purchase of antiquities". The Ethnological grant should be reduced to Rs. 2,900, the exact utilization of the balance being left to the gentleman to whom the grant is paid. It was thought that the work could be carried on within the confines of Chota Nagpur without any allowance for travelling outside that area. The retrenchments advised by the committee amount to Rs. 9,629 thus reducing the final budget estimate to Trs. 31. The reduction on the 1931-32 figure is the same.

20. 31.—*Education.*—The conclusions of the committee regarding the Education budget are as follows :—

- (a) They endorse the proposal to substitute research scholars for a portion of the permanent staff at the Government Colleges, but they recognize that this would not affect the budget for the next year. Mr. Hafeez does not agree to this recommendation.
- (b) The majority are not in favour of increasing the fees of Government Arts Colleges by Re. 1, though Mr. Ghosh is prepared to increase them, since the expenditure falls mainly on pupils of the better classes.
- (c) For the purpose of next year's budget, the committee accept the proposal to reduce the pay of part-time law lecturers and to increase the fees at the Law College to Rs. 10, so as to make the institution pay for itself. They consider, however, that ultimately the proper course is to abolish the Law College,

provided that arrangements could be made to enable private students to appear at the law examinations. Babu Rajandhari Sinha and Mr. Hafeez are opposed to the reduction in the pay of the law lecturers beyond 10 per cent. Mr. Ghosh thinks that if the part-time law lecturers are cut, the whole-time staff should be cut a further 10 per cent. in addition to the general 10 per cent. cut in pay. Mr. Hafeez is opposed to the raising of fees in the Law College.

- (d) All members are opposed to the proposal to increase the fees in Government high schools.
- (e) The committee are strongly opposed to reducing the grants to local bodies for primary education and agree with the Director of Public Instruction in this matter.
- (f) The committee agree to the detailed retrenchments amounting to Rs. 70,322 referred to in paragraph 5(1) of the Director of Public Instruction's printed note. They advise, however, that as grants for minor works have generally been cut to half, the non-recurring grant to non-Government secondary schools should be reduced by Rs. 25,000 instead of by Rs. 8,333 as proposed.
- (g) The provision for rewards and stipends to Sanskrit teachers and tols and Maulavi Fazils amounting to Rs. 11,000 should be discontinued altogether for one year.
- (h) The proposals in paragraphs 5(2)—(9) of the Director's printed note are approved by the committee subject to the following qualifications :—
 - (i) In the Training Colleges the number of stipends in the Diploma classes should be reduced to 15 at Patna and 10 at Cuttack, but students who receive no stipends should be given a lump sum of Rs. 50 for purchase of books.
 - (ii) In the Elementary Training schools the scale of the arrangements should be reduced so as to take in only 1,000 pupils and the stipends should be reduced to a flat rate of Rs. 6. Three members of the committee think that the Elementary

Training schools should be abolished altogether and their teachers used to strengthen the inspecting staff for primary education.

- (i) The committee, with the exception of Mr. Hafeez, are in favour of amalgamating the post of Principal of the Science College and of the Patna College on the ground that the two posts are already amalgamated in the Presidency College at Calcutta and the number of students and the number of subjects taught at Patna are smaller than at that College.
- (j) It is also recommended that Professors and Lecturers should be required to teach 21 periods instead of 18 in certain subjects where the existing number of teachers admit of economy being attained by this measure.
- (k) The majority also desire to recommend that there should be only three Divisional Inspectors instead of five and that they should devote themselves to inspecting the standard of teaching, leaving the District Inspectors to do the rest of the work. Mr. Hafeez and Babu Rajandhari Sinha do not agree to this proposal.

The financial effect of the recommendations is as follows :—

The draft budget estimate is 87,06 (Accountant-General's figure).

The retrenchments accepted by the committee total 2,25 omitting the items referred to in paragraphs (i), (j) and (k) above, the savings on which cannot be stated accurately at present, or which require higher sanction, and the increase in income from fees at the Law College.

The final budget estimate will be 84,81. The reduction on the budget estimate of 88,59 for 1931-32 is 3,78.

Pages 119—
121.

21. 32—*Medical*.—The budget estimate is TRs. 27,25. On the receipt side the committee endorse the Inspector-General's suggestion that Government share of fees for Radium, X-Ray and Pathological work should be increased, the increase of income involved being Rs. 6,335. On the expenditure side, the Inspector-General has proposed reductions amounting to Rs. 25,806 and Rs. 9,720 to be obtained by various measures. The committee consider that these should be put into effect. In addition to the measures suggested in the statement put up

by the department, the committee think that the grant to Leper Asylums should be reduced by Rs. 12,000 by reducing the capitation grant to Rs. 3 a head : it is hoped that the fall in grain prices will enable the asylums to meet this cut. The fees at the rate of Rs. 32 at present paid for certain lectures at the Medical College should be reduced to Rs. 16, involving a saving of Trs. 5. A further reduction in the non-contract contingencies of the Medical College by Trs. 3 should be effected and the allowances paid to the senior House Surgeons should be reduced from Rs. 100 a month to Rs. 75 a month, involving a saving of Rs. 2,700.

The committee consider that when a Government servant performs an operation in a Government hospital, for which he is entitled to a fee, half the fee should be credited to Government for the use of the instruments, apparatus and operating theatre. The income from this measure cannot be stated at present.

These proposals will effect a reduction of Trs. 58 in the expenditure side of the budget and increase of Trs. 6 on the receipt side. The final budget estimate will thus stand at Trs. 26,67.

The decrease on the 1931-32 estimate of Trs. 28,87 is Trs. 2,20. In this connection it should be noted that considerable additions are usually made to this budget in the second edition.

22. 33—*Public Health*.—The budget estimate is Trs. 11,74. Pages 122—132.
This includes Trs. 95 under the head "Grants for public health purposes" for two lump grants for rural water-supply, and contributions to district boards and municipalities for water-supply, sewerage and drainage. The committee record the opinion that these should not be provided in the budget for 1932-33 and as they have already been excluded from the budget for the current year, they take the budget estimate at Trs. 10,79. The Director of Public Health has submitted proposals for retrenchments amounting to Rs. 23,504. These measures should be put into effect. The committee think that great economies are possible under the head "Inspectors and Sub-Inspectors of vaccination" if the Patna or Muzaffarpur system of arranging for vaccination is introduced into the eleven district boards which at present have Health Officers. They consider that immediate measures should be taken to put this into effect and estimate a saving of Trs. 30 as a result. An equivalent saving could be obtained in other districts which at present have no Health Officers by extending the system under which the services of Government

officers, who otherwise remain at headquarters, are lent to district boards. The possibility of doing this should be investigated. They also consider that one post of Assistant Director of Public Health should be kept in abeyance for the present and that the Publicity Bureau should be abolished. The two latter measures will give savings of TRs. 12 and 2, respectively. The grant for destruction of water hyacinth can be reduced by TRs. 5 as the greater part of the work has been done.

The total reduction on this part of the budget is TRs. 73.

23. In the Engineering Branch the proposals submitted by the department are a general reduction in clerical and subordinate staff, saving Rs. 14,869, the abolition of the Mechanical Division, giving a net saving of Rs. 15,940 in 1932-33, and savings amounting to TRs. 24 in the provision for major and minor works. The committee accept the necessity for all these retrenchments. They consider that a further saving of TRs. 13 can be obtained by reducing the provision for minor works to half, i.e., to Rs. 12,000 and Rs. 18,000 under Reserved and Transferred, respectively. They consider this to be justified in view of the fact that a similar reduction is already in force in the Public Works Department. Further, the committee do not consider that more than one civil division is necessary in this department, having regard to the amount of work in prospect and the fact that for some years to come Government will be unable to find any more money for public health works. They think that by slowing down the work, it can be reduced to the amount which one civil division can manage. They therefore think that one of the two existing civil divisions should be abolished during the course of the year 1932-33. The exact saving to be obtained by this measure cannot be stated exactly at present. Omitting this item for the present, the retrenchments proposed in the Engineering branch are TRs. 67.

Mr. Hafeez is of opinion that there should be one civil and one mechanical division and considers that by adopting this organization, a saving of Rs. 75,000 could be secured.

The total reduction on the budget estimate of TRs. 10,69 is thus TRs. 1,40, giving a final budget estimate of TRs. 9,39.

The reduction on the budget estimate of 1931-32 which was TRs. 11,02 is TRs. 1,70.

24. 34—*Agriculture—Agriculture.*—The budget estimate is TRs. 7,31.

Savings amounting to Rs. 53,473 have been proposed by the Department. These are to be obtained partly by the

discharge of certain temporary staff and partly by savings under Non-Contract Contingencies and various other heads. The committee consider that effect should be given to these proposals. In addition they consider that no further steps should be taken to establish the new farms at Dumka and Muzaffarpur, which will effect further savings of TRs. 18 and 28, respectively. Finally, they think that the hospital maintained by the Department at Sabour should be discontinued as being no longer necessary, thus effecting a further saving of TRs. 3. The committee had been of opinion that the Gaya farm should be closed. On hearing the further views of this department, and on being informed that alternative savings of about Rs. 25,000 could be obtained, they agree to accept this saving in lieu of the abolition of the Gaya farm. The total savings to be effected in the budget for 1932-33 are therefore TRs. 1,27.

This will give a final budget estimate of TRs 6,04.

The reduction on the 1931-32 estimate of TRs. 7,34 is TRs. 1,30.

25. *34—Agriculture—Veterinary.*—The budget estimate is TRs. 4,63. Pages 133—137.

Various miscellaneous economies totalling Rs. 27,209 have been proposed by the department. The committee consider that these should be put into effect, but after a careful scrutiny of the budget are unable to suggest any further economy which would not cripple the department. The total economies proposed are therefore TRs. 27.

The final budget estimate is 4,36, which exceeds the provision for 1931-32 by TR. 1.

26. *34—Agriculture—Co-operative Credit.*—The budget estimate is TRs. 3,62. The department has proposed a saving of Rs. 17,752 to be obtained partly by savings under leave salary and partly by reducing the grant paid to the Federation and other institutions. The committee consider that these economies should be put into force. They also consider that the circumstances of the department no longer justify the grant of special pay at the rate of Rs. 100 a month to Deputy Collectors employed as Assistant Registrars. They consider that the figure should be fixed at Rs. 50. Further, they are unable to advise the retention of the present system by which Assistant Registrars draw travelling allowance at first grade rates irrespective of their grade. They consider that in future these officers should draw the rates of travelling allowance which they would receive in the Pages 137 and 138.

general line. It is estimated that these two measures will produce a further saving of Trs. 7 and Trs. 12, respectively. The total savings which the committee propose in this department are therefore Trs. 37.

The final budget estimate will be Trs. 3,25.

The reduction on the 1931-32 estimate of 3,64 is 33.

For the three sub-heads under 34—Agriculture the budget estimate is Trs. 15,56, the savings 1,91 and the final budget estimate is 13,65. The reduction on the 1931-32 estimate of 15,33 is 1,68.

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and 139.

27. 35—*Industries*.—The budget estimate is Trs. 8,35. Retrenchments amounting to Rs. 33,085 have been proposed by the department. These are to be obtained by not filling the vacant post of Industrial Engineer, discontinuing certain temporary establishment under the head "Industrial Development" and discontinuing sericulture work and industrial experiments. The committee consider that all these measures should be put into force. They think that there should be further economies and would advise the abolition of the whole of the Fisheries Department involving a saving of Trs. 12. The weaving and dyeing demonstration parties should be reduced to one half, thereby saving Trs. 25. It was thought that the reduced parties might with advantage be concentrated in a limited area. The knitting and toy making section of the Cottage Industries Institute should be discontinued, since it does not seem likely that the teaching of these industries will be of permanent benefit to enable the pupils to earn their living. This will bring a saving of Trs. 6. Mr. Ghosh dissented from these further proposals. The total savings are therefore estimated at Trs. 76.

The final budget estimate is 7,59.

The reduction on the 1931-32 estimate of Trs. 8,96 is 1,37.

28. 37.—*Miscellaneous Departments*.—The budget estimate under this head is Trs. 76. The committee consider that the province cannot afford to conduct factory inspection on the present scale. They think that instead of the present arrangement of a Chief Inspector and one Inspector, there should be one Inspector on a pay of Rs. 250 rising to Rs. 450 and two Assistant Inspectors on a pay of Rs. 150 rising to Rs. 250. If the present Chief Inspector cannot be accommodated in some other post he should be retired and compensated. It was recognized that this arrangement would leave the province without any officer of sufficient professional standing to insist

on measures the necessity of which for the protection of workmen was disputed by factory managers in large concerns. The proposed organization is estimated to cause an excess in 1932-33 of Trs. 2 over the present cost of the department but a saving in future years of Trs. 19.

No savings are possible under the head "Inspection of motor vehicles" since this is largely counterbalanced by receipts. But the committee desire to indicate that in the large towns it would be preferable to employ an officer to inspect vehicles on a definite rate of pay or special pay instead of allowing him to appropriate the fees. This might ultimately involve a reduction in the fees payable by the owners of vehicles.

Under the head "examinations" the post of the second clerk in the Board's office, who is meant to deal with the pasting of correction slips, should be discontinued, a temporary clerk being employed when necessary. A saving of Rs. 400 will occur from this measure. Allowances amounting to Rs. 600 are paid to certain officers of Government for conducting the departmental examinations. Having regard to the facts that prior to the introduction of the present system no allowance was paid for this work, and that the officers of the local Government who undertake the more laborious work of correcting the answers and setting the papers receive no allowance, the committee consider that allowances to the President and to the two members should cease and that they should be required to do the work without any additional remuneration. The allowances of the two invigilators and the clerk should continue.

A retrenchment of Rs. 200 should be made in the provision for the Language Examination Committee.

Saving of Trs. 2 will arise from the economies approved by the committee but will be balanced by increased expenditure of Trs. 2 in 1932-33.

The final budget estimate is thus Trs. 76.

The budget estimate for 1931-32 was 68.

29. 41—*Civil Works*.—The committee do not propose to come to any finding on the provision for original works, since they understand that Government do not intend to provide for any original major works other than those which have reached a stage at which curtailment is impossible. They consider that the provision for minor works should be reduced to the figure which was provided in the budget for 1931-32, i.e., half the

normal figure. They do not consider it necessary to make any recommendations regarding the provision for grants-in-aid, the details of which have not been settled at the time of their examination.

Excluding these items, the budget under 41—Civil Works is Trs. 33,73. The department has suggested the possibility of a cut of Trs. 2,61 under "Repairs". The committee consider that this figure should be raised to Trs. 3,00, the distribution of the additional cut being decided by Government. They consider that the financial situation necessitates some deterioration in the standard of upkeep. They accept the retrenchments totalling Trs. 88 under "Establishment", and those of Trs. 23 under Tools and Plant.

These retrenchments amount to Trs. 4,11 and the final budget estimate will therefore be Trs. 29,62. As compared with the budget estimate of Trs. 32,85 under these heads for 1931-32, the reduction is Trs. 3,23.

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and 144.

30. 46—*Stationery and Printing*.—The budget estimate is Trs. 9,60. The proposals put before the committee are the abolition of one of the five sections at Gulzarbagh, involving the discharge of 37 compositors and 14 salaried staff and a saving of Trs. 26, the reduction in the indent for stores by Trs. 27 and various miscellaneous economies amounting to Trs. 15 altogether, which had been proposed in sending up the budget proposals. These proposals are considered suitable by the committee and they further think that the supply of new file boards should be discontinued, and the supply of cloth-lined envelopes cut down to one half,—measures which will involve a further saving of Trs. 12. The total savings therefore amount to Trs. 80 and will give a final budget of Trs. 8,80. In effecting the reductions in staff, employees who will receive pensions should be selected for discharge as far as possible.

The budget estimate for 1931-32 was Trs. 9,65. The reduction on this figure is Trs. 85.

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31. 47—*Miscellaneous*.—The budget figure under this head for 1932-33 is Trs. 1,60 and various economies totalling Trs. 12 have been proposed by the departments concerned. The committee consider that these should be brought into effect, but are unable to suggest any further reduction in this budget, which will amount to Trs. 1,48. The budget estimate for 1931-32 was Trs. 1,86. The reduction on this figure is Trs. 38.

32. The financial effect of the measures advocated in this report is estimated as follows, subject to corrections which detailed calculation of the requisite changes in actual budget provision may necessitate.

HEAD.	Budget, 1932-33 (before retrenchment).	Budget, 1932-33.	
		Retrenchment.	1st edition (final).
	TRs.	TRs.	TRs.
5.—LAND REVENUE	21,79	-1,29	20,50
6.—EXCISE	16,00	-20	15,80
7.—STAMPS	2,27	...	2,27
8.—FOREST	8,40	-27	8,13
8A.—FOREST CAPITAL OUTLAY CHARGED TO REVENUE.			
9.—REGISTRATION	6,56	-29	6,27
14.—INTEREST ON IRRIGATION WORKS FOR WHICH CAPITAL ACCOUNTS ARE KEPT.	20,45	...	20,45
XIII.—IRRIGATION WORKING EXPENSES	21,57	-1,41	20,16
15.—IRRIGATION REVENUE ACCOUNT—OTHER REVENUE EXPENDITURE FINANCED FROM ORDINARY REVENUE.	2,91	-46	2,45
19.—INTEREST ON ORDINARY DEBT ...	51	...	51
20.—INTEREST ON OTHER OBLIGATIONS	1,24	...	1,24
21.—APPROPRIATION FOR REDUCTION OR AVOIDANCE OF DEBT.	55	...	55
22.—GENERAL ADMINISTRATION ...	73,73	-2,77	70,96
24.—ADMINISTRATION OF JUSTICE ...	40,55	-68	39,87
25.—JAILS AND CONVICT SETTLEMENTS	17,03	-70	16,33
26.—POLICE	27,00	-3,47	23,53
30.—SCIENTIFIC DEPARTMENTS: ...	41	-10	31
31.—EDUCATION	86,80	-2,25	84,55
32.—MEDICAL	27,06	-64	26,42

HEAD.	Budget, 1932-33 (before retrenchment).	Budget, 1932-33.	
		Retrenchment.	1st edition (final).
33.—PUBLIC HEALTH	Trs. 10,36	Trs. —1,40	Trs. 8,96
34.—AGRICULTURE	15,73	—1,91	13,82
35.—INDUSTRIES	8,20	—76	7,44
37.—MISCELLANEOUS DEPARTMENTS	76	...	76
41.—CIVIL WORKS	49,35	—4,11	45,24
43.—FAMINE	85	...	85
45.—SUPERANNUATION ALLOWANCES AND PENSIONS.	31,80	...	31,80
45A.—COMMUTATIONS OF PENSIONS FINANCED FROM ORDINARY REVENUES.	3,75	...	3,75
46.—STATIONERY AND PRINTING	9,52	—80	8,72
47.—MISCELLANEOUS	1,60	—12	1,48
TOTAL	5,66,75	—23,63	5,43,12

This statement includes the effect of measures which will increase receipts.

The figures in the last column are about 39 lakhs below the provision made for the same items in the current budget.

The effect on the 1st edition budget figures, as far as can be estimated at the date of this report is that the total revenue is likely to be Trs. 5,00,29 and expenditure charged to revenue Trs. 5,03,02.

The 19th December 1931.

SRI KRISHNA PRASAD.
 RAJANDHARI SINHA.
 SRI NARAYAN MAHTHA.
 S. MUHAMMAD HAFEEZ.
 NANDA KUMAR GHOSH.

APPENDIX II, PART I.

Memoranda submitted to the Committee.

**Note on the proposal to amalgamate the Departments of
Agriculture, Co-operative Credit and Industries
under one officer.**

It might be useful at the outset to trace the history of these departments. The Department of Agriculture was first constituted in 1885 under the direction and control of the Director of Land Records. In 1911 when the work had grown into considerable importance two separate Heads of Departments were created, viz., the Director of Agriculture and the Registrar of Co-operative Societies, the Director of Agriculture being also in charge of Veterinary. In 1915 as a result of the growing recognition of the vital importance of industrial development to the future of the country, it was decided to appoint a separate Director of Industries and in anticipation of this appointment, the control of technical schools was transferred from the Director of Public Instruction to the Registrar of Co-operative Societies. In 1920 the post of Director of Industries was created mainly on the recommendation of the Indian Industrial Commission. In the same year, a separate Head of the Veterinary Department was appointed in recognition of the growing importance of the work and the difficulty experienced by the Director of Agriculture in managing another technical department in addition to his own work. In 1923 the Bihar and Orissa Retrenchment Committee recommended the amalgamation of some or all of these departments under a Development Commissioner. This recommendation could not be accepted because it was felt that if the departments were to do anything in reality, and not merely in name, each must have a skilled expert as its immediate head and it would be impossible to get any one man possessing sufficient expert knowledge of various branches to be Development Commissioner. Enquiries made from Burma where a Development Commissioner had actually been appointed in 1920 showed that instead of retrenchment, the appointment involved increased expenditure with less satisfactory results. It was also felt that it would be almost impossible to avoid a Development Commissioner having a bias in favour of one of the departments under his control to the detriment of other departments. The proposal to amalgamate the various departments under one head was, therefore, abandoned. At the same time, certain economies were effected by abolishing the post of Deputy Director of Industries and personal assistant to the Director and by amalgamating the post of Director of Industries of which the work was then in its infancy with the post of

Education Secretary. Experience, however, convinced even an able and hardworking man like Mr. Collins that it was absolutely essential, if any real work was to be done, to separate these two jobs and give the Director of Industries sufficient time to study all the very intricate problems with which he was faced. A wholetime Director was therefore appointed in 1926 since when there has been further growth and accumulation of experience which would seem to make it impossible now to go back on what has already been accomplished and unwise to relegate the nation-building activities of the Department to the position in which they were situated prior to the Montford Reforms.

2. So far as the policy of the Agricultural and Industries Departments are concerned the last word has been said by the Royal Commission on Agriculture and a reference is invited to paragraphs 251, 376, 505 and 547. These paragraphs will show that it is clearly impossible to expect one person to combine all the qualities which are admittedly required for the superior control and direction of the various development departments. I refrain from repeating what has been said by the Royal Commission for want of space and also because a reference to the original is absolutely necessary in order to appreciate the vital importance of the subject.

3. Actual experience has shown that the Director of Agriculture has a wholetime job. His work and responsibility has considerably increased since the appointment of the Imperial Council of Agricultural Research which is spending vast sums of money on various kinds of research and which has constituted expert committees to deal with various problems like sugarcane, oil-seeds, etc. Attendance on these committees itself entails a vast amount of labour and the present wholetime Director has not been able to attend all meetings due to pressure of other work. It is not unlikely that the replacement of a wholetime Director by a Development Commissioner would lead to a stoppage of grants by the Imperial Council of Agricultural Research for the two sanctioned schemes of rice and sugarcane research for which the Council has voted a grant of over Rs. 4 lakhs. Needless to say the disappearance of a whole-time Director would mean the stoppage of further grants for new schemes from the Imperial Council. The hands of the clock would thus be set back to the pre-reform days.

4. As regards the Registrar of Co-operative Societies the post of personal assistant was abolished in 1926 and replaced

by a Deputy Registrar. Since then successive Registrars have found it impossible to carry on the work and Government have sanctioned the appointment of a personal assistant, though effect has not been given to the scheme for want of funds. It is clear from Mr. Anson's letter that the Development Commissioner will not be able to work as Registrar. He will require a senior officer of the Provincial Civil Service to work virtually as Registrar under him. Both officers will require separate personal assistants and the net result will be a good deal of extra expenditure instead of retrenchment with unsatisfactory results because the Registrar will not have the status and authority which is needed by a Registrar in dealing with Central banks, the Federation Council and the Provincial Bank. It is not known what the recommendations of the Committee on Co-operation are likely to be, but it may be safely anticipated that the work of the Registrar will largely increase. Mr. Anson has also referred in his letter to the necessity of appointing junior members of the I. C. S. to serve as Assistant Development Commissioners and this will mean still further increase in expenditure. I need only draw attention to one thing more and that is that in spite of this increased expenditure Mr. Anson expects the Development Commissioner to take charge of only part of the duties of the Director of Industries, leaving technical education to be taken over by the Director of Public Instruction.

It does not seem to be adequately realised how very hardworked the Registrar, Co-operative Societies, is at present. Government had to give him only recently a Senior Deputy Collector assistant registrar to help him with his work in connection with the Committee on Co-operation and a request for a permanent personal assistant is awaiting availability of funds. Mr. Anson's estimate of requirements of a Development Commissioner therefore seems to be thoroughly justified.

5. So far as the Department of Industries is concerned economy has already been effected by keeping the post of Industrial Engineer in abeyance. Mr. Gupta's note gives some idea of the multifarious duties and responsibilities of the Director of Industries. Even if technical education were handed over to the Director of Public Instruction the Development Commissioner will immediately begin to clamour, not only for a personal assistant, but for a Deputy Director of Industries who will also act as Industries Engineer and take charge of all the various activities which are not proposed to be closed down. It is true that in the present state of Provincial finance there may be little or no money available for the next few years for Industrial experiments and State

aid or technical scholarships, but it is also true that the only hope of salvation lies in a determined effort to develop industries in this country and that no such development is possible in the absence of a wholetime Director who will combine business capacity with administrative genius and help to re-organize industries and thus promote rural welfare. Before long there will be a demand for overhauling the State Aid to Industries Act which it might be mentioned has been recently copied in Bengal. So far back as 1918, the Government of India accepted two general propositions :—

- (1) That the improvement of Indian industries is of vital importance to the future of the country, that it will throw on Government many new and serious responsibilities and that it requires a consistent and co-ordinated effort for its achievement;
- (2) that in view of the past history of Indian industrial development and of the present conditions of industrial success in other countries, no real progress can be expected without an expert study of industrial possibilities and expert advice and assistance in undertaking the solution of industrial problems and that the necessary staff can be best obtained and most advantageously employed by the creation of organised services.

6. Compared with other departments which have been in existence for long, the achievements of the Department of Industries may appear to be insignificant, but it must not be forgotten that this department was only created in 1920. It must also be remembered that the need of a Department of Industries is felt not only in backward countries but even in the most advanced countries and vast sums are being spent on industrial research in England, and in the Dominions of Canada and Australia not to mention Germany and other countries in Europe and America. The initial path of progress is bound to be strewn with failure and disappointments. No country has achieved industrial growth without throwing away vast sums of money on preliminary experiments.

7. What should be more likely than that a Development Commissioner flooded with complicated questions and enquiries from various technical departments under his control should adopt a policy of *laissez-faire* in regard to industrial development and allow the Department of Industries to die of neglect and inattention. It stands to reason that faced with the

growing complexities and responsibilities of the Co-operative Department, the Development Commissioner will have his whole time engaged with the affairs of that department to the detriment of other departments under his control. Is it reasonable for instance to expect the Development Commissioner to read the recent report of the Royal Commission on Labour and take an interest in labour conditions? The Department of Industries as originally conceived, was also to take charge of the subjects of Commerce, Electricity, Factory Inspection and so on which are at present Reserved Subjects. It is quite possible that before long all these departments may be brought under one head. After all, industrial development is not possible without co-ordination of various factors such as railways rates, tariffs, banking, business organization and so on. The difficulties of co-ordination have been rightly stressed by Sir Arthur Salter in his recent report advocating the establishment of Central and Provincial Advisory Economic Councils which might enable this country to take her proper place in the sphere of industries. Considering all these aspects one cannot say that the work of the Department has been disappointing.

8. Turning to the question of technical education it is not clear whether the Retrenchment Committee propose to transfer technical education to the Director of Public Instruction or leave it with the Development Commissioner. From what I have already said, it is clear that the Development Commissioner will neither have the time nor the ability to control technical education. Leaving out of consideration any particular incumbent of the post, the Director of Public Instruction will ordinarily be a teacher of literary subjects without any idea of technical education. The very reasons which led Government in 1915 to transfer technical education from the Director of Public Instruction to the Registrar, Co-operative Societies, in the absence of a separate Director of Industries would seem to be sufficient to condemn the proposal. The raising of the Bihar College of Engineering to its present status, the starting of technical schools in Tirhut and other places, the reorganization of the industrial diploma classes and various other advances in technical education in this province date from the separation of technical education from the Department of Public Instruction. To go back on the present arrangement would effectively discourage technical education and lead to the same being treated as a side-line and a nuisance by the Director of Public Instruction even if he is given a special allowance in addition to his own pay in order to look after it. Incidentally this step may also lead to a demand

for the immediate filling up of the post of Special Officer of Primary Education in the headquarters office of the Director of Public Instruction which has been held in abeyance for some time in view of the financial stringency.

9. To sum up, a Director of Agriculture on the pay which has been proposed for Provincial Directors would be cheaper and more effective than a part-time Development Commissioner with a Deputy Director of Agriculture at headquarters. Similarly, a Director of Industries would be cheaper than a part-time Development Commissioner assisted either by an Industrial Engineer or by a Deputy Director of Industries. Finally as regards Co-operative Credit a Development Commissioner cannot possibly act as Registrar, while a Registrar of Co-operative Societies working under a Development Commissioner would not have the necessary prestige and authority to carry on the work of the Department. Unless and until therefore we have the money to appoint a senior official to act as Development Commissioner over and above the present Heads of Departments it seems essential that the necessary co-ordination between the activities of these departments and their general control and supervision should be vested in the Ministry of Education as at present. It would be a mistake not to profit by the example of Burma where the costly experiment of a Development Commissioner was tried and abandoned.

B. K. GOKHALE,

Offg. Secretary to Government.

Note by the Director of Agriculture.

I. (a) Both the Royal Commission on Agriculture and the Bihar and Orissa Agricultural Committee of 1921 clearly recognised the necessity of an expanding Agricultural Department. They have also, in no uncertain terms, stated the necessity for a wholetime Director of Agriculture having long agricultural experience combined with administrative abilities. If then the Department is to be retained on the lines laid down by the Royal Commission and previous Agricultural Committees the Director of Agriculture must remain as at present as otherwise we will be going back on the considered recommendations of a commission which comprised experts of world-wide fame and which commission might just as well have never been appointed if its recommendations were to be ignored as is proposed now. As far back as 1919 it was decided that

it was impossible for the Director of Agriculture in charge of such an important and highly-technical department, to supervise the working of the Veterinary Department in addition to his own as both were expanding rapidly and consequently Veterinary Department was separated. Since then the Agricultural Department has expanded considerably and it is difficult to visualize how a non-technical officer in charge of three large departments, two of which at least are of a highly technical nature, can efficiently cater to their needs. If the future of any two departments must be considered jointly then the possibilities of combining Veterinary Department with Agriculture would appear much more appropriate as the live-stock work in the two Departments overlaps.

(b) Even from the financial point of view the proposal to abolish the post of the Director of Agriculture does not appear to be sound. Assuming that there was one officer in charge of the three departments as suggested, at least $\frac{1}{3}$ rd of his pay and allowances will have to be debited to the Agricultural Department. The committee further suggest that he should be assisted by a Deputy Director of Agriculture at headquarters. One-third the pay and allowances of the head of the Departments *plus* the pay of the Deputy Director of Agriculture will not be much less than the proposed pay of the Director of Agriculture in the new scale.

(c) Another financial problem arising out of the abolition of the post of the Director of Agriculture that will have to be faced at once will be under section 96-B of the Government of India Act. At present there are four officers of the Indian Agricultural Service including the Director of Agriculture serving in this province. They are all protected by the section referred to above and heavy compensation will have to be paid to all four of them under this section for loss of *existing and accruing rights*. It is for the committee to consider whether this can be called real retrenchment.

(d) It must also be pointed out that the Imperial Council of Agricultural Research has granted to this province up to date a total sum of Rs. 3,76,065 spread over five years. The Council obviously gave this grant on the supposition that the Bihar and Orissa Government had a properly qualified Director of Agriculture at the head of the Agricultural Department as at present constituted capable of administering these grants. Under the proposed amalgamation and reorganisation schemes these conditions would no longer exist and

the funds granted will have to be refunded. Grants from the Imperial Council of Agricultural Research cannot be regarded as a subvention towards the normal work of the Provincial Department. If the Department is cut down the way it is proposed it is clear that the money must be refunded.

(e) Rice and sugarcane are the two major crops of this province and the department has been able to secure very handsome grants as stated under (d) above from the Imperial Council of Agricultural Research. These two schemes can only be given effect to and the province can only get the full benefit from these if the department as organised at present remains. It would be impossible for a non-technical officer at its head to give any useful guidance whatsoever to the Rice and Sugarcane Specialists. Similarly, he will not be in a position to guide either the Deputy Directors of Agriculture, the Agricultural Engineer, the Chemist or the Botanist, all of whom are absolutely essential links in the chain of these research schemes.

(f) It would have been an entirely different matter if the three departments proposed to be amalgamated under one non-technical officer had been routine departments like Registration where nothing new is to be done or attempted and only general supervision is called for. Agriculture is a highly technical subject and the Department being such and of an expanding nature a wholtime technical Director of Agriculture is essential otherwise the whole edifice will crumble. In this connection it is essential once again to refer to the recommendations of the Royal Commission on Agriculture in paragraph 547 of their report where the qualifications of the head of the Agriculture Department are laid down very clearly. These have the additional support of the Bihar and Orissa Agricultural Committee of 1921.

(g) Sooner or later it is essential that we undertake agricultural education in this province. The Royal Commission on Agriculture had some hard things to say about the non-existence of an Agricultural College in this province and as a result the local Government have been pleased to accept the recommendations in principle and an Agricultural College will be started when finances permit. It is difficult to see in what way a non-technical head of the Agricultural Department could possibly help in shaping the destinies of a highly-technical institute. In fact, it will be impossible for him to give any lead in the matter.

II. If, however, the reorganisation scheme for the Agricultural Department as suggested by the Retrenchment Committee, i.e., to have only three Deputy Directors of Agriculture, three Assistant Directors of Agriculture and four Experimental Farms, is ever given effect to, and to which suggestion, with all due deference to the Retrenchment Committee, it is impossible for the Department to agree, then there would not appear to be any necessity for a separate Director of Agriculture *as there will be nothing to direct*. It must not, however, be forgotten that even in this case consideration notes under (b) and (c) of paragraph I above would still apply and Government will have to face *payment of large sums in the way of compensation to the four officers of the Indian Agricultural Service*.

III. The abolition of the post of the Director of Agriculture and the reduction of the Department will, I submit, not save Government anything financially or very little. On the other hand it would be ruining one of the most important Development Departments on which the enhanced prosperity of a major portion of the population of this province depends. In support of this I need only cite one example. The White Sugar Industry in North Bihar produces half the sugar manufactured in India. This industry last season purchased for hard cash, when money was scarce everywhere, the produce of 70,000 acres of sugarcane. The great majority of this was from seed originally supplied by the Agricultural Department consisting of improved Coimbatore varieties. Similarly in South Bihar there are at present nearly 90,000 acres under these improved canes. These are only the beginnings and similar progress is expected from other crops such as rice, wheat, etc. The money being spent on the department is thus fully justified and but for a technical Director of Agriculture these results would have been impossible of achievement. I, therefore, respectfully submit that the contemplated abolition of the post of the Director of Agriculture in view of all the facts stated above is not a sound proposition and should be abandoned. If need for economy be really so very great there are other ways of effecting retrenchment rather than substitute a non-technical man for a technical officer of long experience at the head of the Department.

Note by the Registrar, Co-operative Societies.

So far as the Co-operative Department is concerned the amalgamation suggested by the Committee would necessitate

following one of two courses, viz., (1) the Development Commissioner would be in general charge of co-operative work along with agricultural and industrial work but would not himself be the Registrar of Co-operative Societies for the purposes of the Act, etc., or (2) he would himself be Registrar as well as Director of Agriculture and Director of Industries. In the first case it would be necessary to appoint a senior officer of the Provincial Civil Service as Registrar, and in view of his relations with non-officials in the Co-operative Federation and Provincial Bank he would have to be a selection grade officer. He would require exactly the same staff as the Registrar has at present and would need a personal assistant. There would therefore be no saving in cost so far as the Co-operative Department is concerned, and there would be the additional expenditure of the proportionate cost of the Development Commissioner's post and that of his staff.

The second alternative, viz., that the Development Commissioner should himself be the Registrar is, I understand, what is actually contemplated by the committee. This alternative would, however, involve certain difficulties. It would be necessary to place the Bihar area under the charge of a Deputy or Joint Registrar of a status similar to that of the Deputy Registrar in Orissa. The Deputy Registrar is at present in charge of the societies in nine districts numbering 331 and 23 central banks. In the remaining twelve districts of the province there are 5,848 societies and 44 central banks. It would obviously be out of the question for the Development Commissioner to continue in direct charge of this area, and the Deputy or Joint Registrar who is appointed to have charge of it will find considerable difficulty in coping with the work. Moreover, the Registrar is at present Governor of the Federation and deals with the whole of its administrative work, including all matters relating to audit and the control of the audit staff, which placed directly under him (instead of under the Governor in Council) by the by-laws of the Federation owing to the fact that the Registrar is statutorily responsible for the proper audit of societies. If the Development Commissioner were Registrar he would certainly be unable to deal with this work himself. It would therefore be necessary for the ordinary work of the Federation other than audit to be delegated to the non-official Deputy Governor whom the Federation now proposes to appoint, and for all work relating to audit to be delegated to the Deputy or Joint Registrar, who would have to be an *ex-officio* Councillor of the Federation. The Development

Commissioner would probably be able to continue to represent Government as Registrar upon the Board of the Provincial Bank. With this additional work it is very doubtful whether it would be possible for the Deputy or Joint Registrar to cope with the volume of work without a personal assistant. The Development Commissioner would also certainly require a personal assistant for co-operative work. It is difficult to make any estimate as regards staff, but it may perhaps be assumed for the present that the headquarters staff for the Joint or Deputy Registrar and the Development Commissioner (as Registrar) would not be appreciably greater than the existing staff.

The most feasible scheme for giving effect to the Committee's suggestion, however, might be to amalgamate the three offices under three Superintendents with two Assistant or Deputy Development Commissioners, one of senior Deputy Director of Agriculture and the other a Deputy Registrar of Co-operative Societies. Each of these officers should be supplied with a personal assistant, in view of the fact that they would have to be continually on tour themselves, and they would work directly under the Development Commissioner who would also require a personal assistant. If it were possible, it would be most desirable that the Development Commissioner should also be supplied with an assistant from the cadre of the Indian Civil Service of the standing of a Joint Magistrate, since otherwise it is difficult to see how any officer of that service would ever obtain the requisite experience for appointment in the future. I am having a rough estimate prepared to show the comparative cost of such a scheme with the present cost, and this estimate will be sent to you along with this letter. I am afraid, however, that I shall not be able to scrutinise it myself. The full effect of the scheme in relation to the present arrangements can of course only be judged by taking into account the savings it will effect in all the three departments. I have assumed that technical education in the Industries Department would be transferred to the Director of Public Instruction. If this is not the case the superior staff suggested would not suffice.

ESTIMATE OF COMPARATIVE COST PREPARED AS PER DIRECTION.

EXISTING.		PROPOSED.	
<i>Scheme II.</i>			
	Rs.		Rs.
Pay of Registrar as per 1931-32 budget.	25,413	Pay of Development Commissioner.	30,000
Special pay ...	1,800	Special pay ...	6,000
Oversea pay excluded.		(Overseas pay £30.)	
		Deputy Registrar 1,000	13,200
		—1,200.	
			49,200
Director of Agriculture as per 1931-32 budget.	27,000		
Overseas pay excluded.			
Director of Industries ...	28,730		
	82,943		
		Other staff as at present :—	
<i>Scheme III.</i>		As above ...	49,200
As above ...	82,943	Add to this—	
Add to this—		Personal Assistant to	5,400
Personal Assistant to Director of Agriculture as per 1931-32 budget.	8,078	Development Commissioner Rs. 300 to Rs. 600.	
		Personal Assistant to Deputy Development Commissioner (Agriculture) Rs. 200 to Rs. 400.	3,600
		Personal Assistant to Deputy Development Commissioner (Deputy Registrar, Co-operative) Rs. 200 to Rs. 400.	3,600
	91,021		61,800
		(I. C. S. Officers for training.)	

EXISTING.	Rs.	PROPOSED.
Clerks of the Registrar, Co-operative Societies.	20,992	Reduced staff by amalgamation and distribution of work accord- ing to section and not departments.
Clerks of the Director of Agriculture.	20,653	
Clerks of Director of Industries as per 1931-32 budget.	24,269	
	<hr style="width: 10%; margin: 0 auto;"/> 65,914 <hr style="width: 10%; margin: 0 auto;"/>	Saving can be calculated after actual working.

Director of Industries' note.

1. *Summary of conclusions.*—It will be seen from a perusal of the report of the Industrial Commission that even before industries became a provincial and transferred subject, the various provincial Governments in formulating an industrial policy of their own from time to time found it necessary to create a separate Department of Industries under a wholtime Director to carry on the functions pertaining to one of the other phases of industrial development.

2. The proposal of the Committee while admittedly recognising the necessity of maintaining the structure of the departmental organization intact as far as subordinate posts and present activities are concerned, aims at substitution for a wholtime Director with technical qualification and industrial experience of a part-time Director having purely administrative experience.

3. This proposal not only goes against the plan which was deemed to be essential in the past by the various Provincial Governments but represents a menacing challenge and complete overthrow of the weighty conclusions and recommendations of the Industrial Commission which has since received further support from another important Royal Commission, viz., the Agriculture Commission (*see* page 13 of the report).

4. The proposal also runs counter to established practices in foreign countries, as for instance, Canada where there is a separate wholtime Director of technical education and industrial training and in France, the German States and Switzerland where technical education and Industrial developments are controlled by the Ministry of Commerce, trade and industries (*see* page 11 of the report).

5. As this report will show conclusively all the duties and functions of the Department of Industries called for the application of a compact mass of technical and industrial experience, knowledge and practices and principles. In short, the fundamental aim and object of the Department is to educate an industrial disposition throughout the province. This renders it all the more urgent and necessary that the control, direction and supervision of this Department, if it is to live up to its *raison d'être*, must be carried out by an officer who should be able to make the task his sole and continuous business and to bring to bear on the day-to-day problems his own store of technical knowledge and industrial experience. Failure to do this is sure to open up the way for vacillation and inefficient compromise and disorder. Responsibilities divided only serve to invite evasion.

6. The two broad divisions of the duties of the Department of Industries, technical education and industrial training and industrial development, have as their objective a common goal, viz., greater industrialisation of the country. In other words technical education shades into industrial development and *vice versa*.

Sir John Hewett's observation in 1907 on the progress of technical education and industrial training in India quoted on page 9 that he knew of no subject on which more had been written or said and yet so little accomplished only goes to prove that the poor progress registered could only be ascribed to its control, direction and administration being vested in purely academic men, entirely devoid of any knowledge and experience of the industries.

This has given rise to glaring deficiency in India's industrial progress by preventing her from sharing in the industrial revolution of the west.

7. The observation of the Government of India in their despatch of 1915 (*see* page 1 of the report) that "The need for an industrial policy which will enable technical education in India to produce its best result and which will lighten the pressure on purely literary courses of studies and reduce the excessive demand for employment in the services and callings to which these courses lead up" is another way of saying that the real aim of technical education and industrial training should enable those receiving the benefits thereof to find easy admission into gainful occupations in the existing industries

to expand and improve them as well as to initiate new industries and enterprises.

8. This utilitarian goal so markedly differentiates technical education from general education as to place its control and direction at once beyond the pale of academic pundits or administrators having no experience whatsoever of the industries and their needs and requirements.

9. It also postulates that whoever directs technical education and industrial training in India should himself be the product of the same education and training which had enabled him to enter the industrial field successfully thus turning away from employment in the services and callings to which purely academic and cultural studies lead up.

10. As regards the other activities of the Department of Industries, grouped under the category of industrial development, it has been shown that the so-called Industrial Engineer does not exist in India. The kind of men generally available are not of such calibre as to obviate the necessity of applying constant check, scrutiny and supervision over his work by the Director of Industries himself.

11. The Director of Industries will be called upon frequently to correctly analyse industrial problems and projects, bring out their strong points and to make suggestions for the improvement of their weak ones. He should also have more than a passing acquaintance with the nature of equipment of modern power plants and practices, uses and applications of machine tools and industrial machineries, some knowledge of various industrial processes, raw materials of industries, labour supply, markets, labour condition in industries, management, system of cost finding, pricing and many other rather intangible factors which can only be had by experience reaped from long contact with manufacturing concerns in all lines of activities. A part-time Director with no industrial bias will therefore be entirely out of place as Director of Industries.

12. The foregoing also applies equally in regard to development and improvement of cottage industries.

13. All these activities resting on the shoulders of the Industrial Engineer or the Textile Expert will suffer for want of proper co-ordination and guidance.

14. An officer with purely administrative experience only will not be able to probe into the proposals of the technical officers which will undoubtedly lead to faulty schemes being approved entailing heavy losses at times.

15. He will also be inclined to shelve proposals of the Industrial Engineer or Textile Expert as he will perhaps find it very difficult to appreciate their utility.

16. The Textile Expert, or the Industrial Engineer when he is appointed will not have easy access to the Development Commissioner who will be otherwise engaged and will thus be denied the benefit of frank discussion and constant consultation which only a wholtime Director with proper qualification can render.

17. If the post of the Director of Industries is abolished and a competent Industrial Engineer is not appointed till financial conditions improve, the province will almost go behind 1920 when the Department of Industries was created and when there was only a textile branch.

18. In the absence of a wholtime and technically-qualified Director of Industries and the Industrial Engineer technical assistance to the small industries will cease to function. It will not be possible to give any advice regarding Industrial Engineering work to the public nor will it be possible to check the work of the circle officers or advise them on such technical matters as they now find necessary to frequently refer to the Director.

19. A Civilian head of the department will have preponderant bias for work of administrative nature. The work of the Co-operative Department is, therefore, likely to receive greater attention at the cost of the other two technical departments, viz., the Departments of Agriculture and Industries.

20. The Government will have considerable difficulty and be at a great disadvantage in formulating their industrial policy in the absence of a competent and experienced Director of Industries with wide outlook and first-hand knowledge and experience of industries and their needs and requirements to advise them on all such matters.

21. The policy in respect of technical education, fisheries collection and collation of information and statistics will have a complete set-back and much of the work that has been done

in the past will be forgotten and wasted, and much of the experience gained in respect of working of the State aid and the small industries of the province will not be available.

22. It will thus be seen that :—

- (a) The weighty arguments advanced by the Industrial Commission for the creation and maintenance of a separate Department of Industries under a wholetime Director possessing high technical qualification and having industrial experience remain to-day just as solid and sound as they were when the report was written.
- (b) The Industries Department in Bihar and Orissa by reason of the improvement and expansion it has brought about in technical education and industrial training and many practical economic and other benefits it has conferred on the cottage and small industries has fulfilled all the anticipations and expectations of the Industrial Commission in advocating this type of organization. Its preservation intact, therefore, is absolutely essential if the province is to take its rightful share in the coming industrial evolution of India. No other province possesses such an extensive wealth of natural resources as Bihar and which are only awaiting the genius of her people to transform them to serve not only their own needs and wants but as well as those of India as a whole. This they can do only by means of right kind of technical education.

Taking the human factor to be what it is, it is not likely that an officer placed in charge of the three departments proposed will take equal interest in all. It is not difficult to see which department will attract the chief attention of an administrative officer without technical knowledge and training. It will certainly not be the Department of Industries. This Department may, in modern life be called one of the most important nation-building departments which is still in its infancy in this province. In a department like this it is not enough to merely administer and carry on. It requires for its efficient growth the undivided attention, energy, technical knowledge, sympathy and interest of a head who has made industry the profession of his life and who keeps himself in touch with industrial development in other countries. The

first head of the department Mr. Collins was, it is well known, an officer of exceptional administrative ability and energy. Yet a time soon came when he found it unmanageable along with his other work, and for reasons which must have appeared fully convincing to Government at the time a separate Director of Industries with technical qualifications and of industrial experience was appointed in 1926. It is to me inconceivable that Government on a due consideration of all the facts will now, after the department has grown and expanded in the manner indicated in the body of my report, put the hands of the clock back by placing it along with two other departments in the charge of an officer without technical qualifications and training and possibly insufficient interest in the subject however able as an administrator for a small saving of about Rs. 10,000 a year.

Memorandum by the Secretary, Local Self-Government Department on a proposal for the amalgamation of the Public Health, Engineering Department with the Public Works Department.

I regard the Engineering Branch of the Public Health Department as one which has in recent years abundantly proved its utility, and that the great advance which it has made has only been possible because it has been a separate department under a separate head.

2. The work is highly specialised and undoubtedly requires separate staff and separate supervision. Municipal water-supply, drainage and sewerage schemes could neither be drawn up nor carried out without a separate staff specially trained in this work.

3. Apart from the abovementioned work of preparing and executing schemes for local bodies a very important branch of the department's activities consists in the supervision of existing municipal water-supply and drainage systems and in the case of Patna of the maintenance of those systems. This work again is highly specialised work, which could not be tacked on to Public Works Department staff.

4. The head of the department must be constantly on tour and must keep in touch with local bodies.

5. Generally speaking the effect of abolishing the Engineering Branch of the Public Health Department as a separate department would mean inevitably the loss of

initiative and efficiency in the administration of a department which has already expanded enormously and which has a big future in front of it.

Memorandum on proposed amalgamation of the Roads and Buildings and Irrigation Branches of the Public Works Department and of the charges of the Superintending Engineer, Son Circle and Chief Engineer, Irrigation.

Previous to the year 1923 the Circle, Divisional and other Subordinate charges included both Roads and Buildings and Irrigation works but there were separate Chief Engineers for the two branches of the Public Works Department each of whom was also a Secretary to Government. The separation of the two branches was effected mainly because Irrigation remained a reserved subject while Roads and Buildings was placed under a Minister. Separate lists of establishment of the Indian Service of Engineers were prepared but only for audit purposes and it was laid down at the time that this establishment is interchangeable.

Separation has not been economical as it has involved a good deal of overlapping of charges especially in subdivisions and sections and in the interests of economy it would seem advisable now to re-amalgamate the two branches. It is very likely that as recommended by the Simon Commission Irrigation will no longer remain a reserved subject but even with the existing administration there should be no difficulty in re-amalgamating especially if there are as before separate Chief Engineers and Secretaries for Irrigation and Roads and Buildings.

There would undoubtedly be too much work for one Chief Engineer and Secretary to manage or even for one Chief Engineer as a Head of Department under a non-technical Secretary. It would therefore seem necessary to retain the old arrangement of two Chief Engineers each of whom would be a Secretary to Government. A separate Chief Engineer for Irrigation, Embankments and Drainage would also conduce towards due attention being given and progress effected on works of this class for which there is a keen popular demand.

In the present state of progress on this class of Public work it is undoubtedly the case that the Irrigation Chief Engineer has the relatively lighter charge and it is for this

reason that in the reorganisation proposals now roughly drafted he has been allotted the additional direct charge of the portion of the Son Circle which comprises the Arrah, Dehri and Revenue Divisions.

This arrangement would lead to a reduction of one Superintending Engineer's post which could be reintroduced after sufficient expansion of the activities of the Irrigation, Embankment and Drainage Branch of the Department. Other possible reductions of posts are indicated in the reorganisation statement. The Divisional charges must remain unaltered at any rate until some experience has been obtained of combined working.

The duties of Secretary for Railways which are at present carried out by the Irrigation Secretary would be delegated to the Buildings Branch Secretary as the former would need some relief after assuming so much work of the Son Circle. The latter would have some corresponding relief by the proposed placing of the Cuttack Division under the Superintending Engineer, Orissa.

As brought out in the reorganisation statement the anticipated saving in establishment charges that would probably be effected by reamalgamation is about 1 lakh of rupees annually.

H. A. GUBBAY,

*Secretary,
Public Works Department
(Buildings and Roads).*

E. L. GLASS,

*Secretary,
Irrigation Department.*

16th January 1932.

Proposed organization for amalgamated Public Works Department.

I. HEADQUARTERS.

1 Chief Engineer for Roads and Buildings and Electricity who would also be Secretary to Government for Public Works Department (Roads and Buildings) and Railways.

1 Chief Engineer for Irrigation, Embankments and Drainage who would in addition hold direct charge of the portion of the existing Son Circle which comprises the Arrah, Dehri and Revenue Divisions. He would also be Secretary to Government for Irrigation.

1 Under-Secretary in charge of office of Chief Engineer and Secretary (Roads and Buildings) with a Registrar and assistants as in Buildings and Roads branch at present increased by 1 clerk for the additional charge of Railways.

1 Assistant Secretary in charge of office of Chief Engineer and Secretary, Irrigation, with clerical establishment as now in office of Chief Engineer and Secretary, Irrigation and Railways, together with Drawing office establishment and four clerks and two peons of the clerical and menial establishment of the Superintending Engineer, Son Circle.

II. NORTH BIHAR CIRCLE.

1 Superintending Engineer stationed at Muzaffarpur,

1 Executive Engineer stationed at Motihari.

1 Executive Engineer stationed at Muzaffarpur,

1 Executive Engineer stationed at Bhagalpur,

with office establishment as at present.

10 Subdivisional officers and their offices.

30 Sectional officers and their offices.

On reopening of the Temporary Project Division it would be in this Circle.

III. SOUTH BIHAR CIRCLE.

1 Superintending Engineer stationed at Patna,

1 Executive Engineer stationed at Bankipore,

1 Executive Engineer stationed at Patna,

with office establishment as at present.

8 Subdivisions and 28 sections.

The Temporary University Division would be in this Circle.

IV. CHOTA NAGPUR CIRCLE.

1 Superintending Engineer stationed at Ranchi,

1 Executive Engineer stationed at Ranchi,

1 Executive Engineer stationed at Hazaribagh,

1 Executive Engineer stationed at Sambalpur,

with office establishment as at present.

9 Subdivisions and 36 sections.

V. ORISSA CIRCLE.

- 1 Superintending Engineer stationed at Cuttack,
 1 Executive Engineer (Mahanadi Division),
 1 Executive Engineer (Puri Division),
 1 Executive Engineer (Cuttack Division),
 1 Revenue Division, at Cuttack,
 1 District Engineer stationed at Angul,
 with office establishment as at present.
 13 Subdivisions and 49 sections.

Abstract.

Chief Engineers	...	...	2
Superintending Engineers	...	...	4
Divisional Officers	...	...	13
Subdivisional Officers	...	...	51
Sectional Officers	...	...	180

Anticipated reductions over provision in 1932-33.

- 1 Superintending Engineer and his office (less increase in Chief Engineer's office).
 5 Subdivisional officers and their offices.
 20 Sectional officers and their offices.
 A statement of savings is attached.

H. A. GUBBAY,

*Secretary,**Public Works Department
(Buildings and Roads).*

E. L. GLASS,

*Secretary,**Irrigation Department.**The 16th January 1932.*

**Statement showing anticipated reductions over provision in
1932-33 on account of proposed organization for amalga-
mated Public Works Department.**

*Statement showing anticipated reductions over provision in 1932-33 on account of proposed organization for amalgamated
Public Works Department.*

Particulars	Estimated cost of anticipated reduction.	Remarks.
1	2	3
<p>(1) <i>Reduction of one Superintending Engineer and his office (less increase in the Chief Engineer's office) as calculated below :-</i></p> <p style="text-align: right; margin-right: 20px;">Rs.</p> <p>(Average pay of one Superintending Engineer Rs. 2,218 <i>minus</i> average pay of one Executive Engineer on senior scale Rs. 1,264 <i>plus</i> average pay of one Assistant Executive Engineer Rs. 657) × 12 = 19,332</p> <p>Net savings due to abolition of Superintending Engineer's office :-</p> <p>Total estimated cost of Superintending Engineer's office Establishment Rs. 21,324 (a) less increase of staff in Chief Engineer's office Rs. 7,746 (b) = 13,578</p> <p style="text-align: right; margin-right: 20px;"><u>Total of item (1) above ... 32,910</u></p>	<p>Rs.</p> <p>32,910</p>	<p>(a)</p> <p>Rs</p> <p>13 Clerks 11,040</p> <p>3 Draftsmen, Estimator and Tracer 3,312</p> <p>5 Daftari and peons 672</p> <p>Travelling allowance 3,700</p> <p>Contingencies... .. 2,600</p> <hr style="width: 100%;"/> <p style="text-align: right;">Total ... 21,324</p> <p>(b)</p> <p>(i) 4 Clerks and typists- 1(150), 1(100) 1 Typist (Rs. 40-3-70 average pay 55 × 12) 1 Diarist (Rs. 30-1-45 average pay 37½ × 12). } 4,110.</p>

(2) Reduction of 5 Subdivisional Officers and their offices as calculated below :—	
[One Subdivisional Officer provincial Engineering Service, average pay Rs. 373 plus his office Establishment Rs. 60 (c)] × 12	= 5,196
Travelling allowance of one Subdivisional Officer at the rate of Rs. 100 per month ...	1,200
Contingencies in one Subdivisional Office ...	500
Total cost for one Subdivisional Officer and his office ...	6,896
∴ Cost of 5 Subdivisional Officers and their offices	Rs. 6,896 × 5 = 34,480
(3) Reduction of 20 sectional officers and their offices as calculated below :—	
(One sectional officer, average pay Rs. 111 plus his office peon Rs. 10) × 12	= 1,452
Travelling allowance of one sectional officer @ Rs. 25 per month ...	300
Total cost for one sectional officer and his office	1,752
∴ Cost of 20 sectional officers and their offices	Rs. 1,752 × 20 = 35,040
Total ...	1,02,430

34,480	(ii) 2 peons I(14), I(13) ...	324
	(iii) 3 Drafts men, Estimator and Tracer.	
	1 Estimator (Rs. 125—5—150 average pay 138 × 12)	} 3,312
	1 Draftsman (Rs. 60—4—120 average pay 90 × 12)	
	1 Tracer (Rs. 35—1—60 average pay 48 × 12).	
	Total (b) ...	7,746
35,040	(c)	
	One Subdivisional clerk ...	40
	2 peons (1 orderly peon and 1 office peon) @ Rs. 10 each	20
	Total ...	60
	Say one lakh rupees recurring expenditure.	

Memorandum by the Chief Engineer, Roads and Buildings Branch.

(1) *Amalgamation of the Public Health Engineering Department with the Public Works Department.*

Apart from the consideration that the staff of the Public Works Department are inexperienced and untrained and therefore cannot carry out specialist's work of the Public Health Department there are administrative reasons against the proposed change. Public Health Department's work is mainly with the local authorities and if the Public Works Department take over Public Health Department for Secretariat purposes, Secretary, Public Works Department, would in each of these cases have to refer to Government in the Local Self-Government Department and would therefore be acting as a post office. The volume of purely Government work done by the Public Health Department is very small.

(2) *Possibility of effecting reduction in the staff of the Roads and Buildings Department by handing over to district boards the maintenance and repairs of buildings and roads other than those in Patna, Ranchi and the main roads in Chota Nagpur.*

If the Retrenchment Committee's proposal had been given effect to, repairs to be done by the district boards in 1930-31, would have been to the value of approximately Rs. 12 lakhs and in the coming year 1932-33 about Rs. 9 lakhs.

In 1921 the question of handing over of Public Works Department roads and buildings work including original works and repairs to district boards was considered but it was dropped in 1923 after a careful examination of all the aspects of the proposal by Government. The present proposal is for handing over maintenance and repairs only to district boards in certain parts of the province. There is no mention as to who is to do the original works, such as they are in the area, to be handed over to district boards. It is quite true that during the year 1932-33 there are few large original works to be done but the minor works grants for original works amount approximately to Rs. 3,40,000.

There is no mention in the committee's recommendation to hand over original works to district boards. Public Works Department will have to maintain Executive Engineers and Subdivisional Officers and other supervising staff who would in normal circumstances do repairs as well as original works. There can be no economy therefore in handing over maintenance

and repairs to district boards for which Government will obviously have to pay a fee to the district boards concerned in addition to the cost of maintenance of their own staff. If, therefore, the committee have in mind that there will be no original works in future, Executive Engineers and their construction staff will have to be disbanded and eventually when better times come along, original works will have to be undertaken by district boards. This again is the proposal which was made in 1921 but which was dropped in 1923.

There are constitutional objections to the proposal which have been raised by the Secretary to Government in the Local Self-Government Department.

It is by no means likely that all the district boards concerned—if this proposal was carried through, have competent staff though some of them may have them, and as the volume of district board work, maintenance and repairs, is small relatively to that of the Public Works Department it would appear to be a better business proposition for the district boards to hand over to Public Works Department for execution sums allotted by them for repairs and maintenance of their own district board roads and buildings.

If the committee's proposal were accepted it would affect reamalgamation of the Irrigation Department and Roads and Buildings because in Irrigation where there are canals and embankments a duplicate staff would have to be maintained.

(3) *Possibility of abolishing one post of Superintending Engineer in the Roads and Buildings Department, one taking Bihar and the other Chota Nagpur and Orissa.*

Even with the present volume of work the Superintending Engineers who are also Inspectors of Local Works, this proposal would be physically impossible if the officers are to do their work at all. If accepted, it would upset reamalgamation of the Irrigation Department and Roads and Buildings Department.

(4) *Possibility of reducing the three divisions Ranchi, Hazaribagh and Sambalpur to two.*

Even with the present volume of work this change would be impossible if the Executive Engineers are to do their work at all.

Memorandum by Local Self-Government Department on the possibility of effecting reduction in the staff of the Roads and Buildings Department by handing over to district boards the maintenance and repairs of buildings and roads other than those in Patna, Ranchi and the main roads in Chota Nagpur.

This proposal is mainly the concern of Public Works Department, as the only justification given for it is to enable the staff of the Roads and Buildings Department to be reduced. Local Self-Government Department's opinion is really not therefore required unless and until it is shown that such a reduction in staff would be practicable; and the Secretary to the Public Works Department, Roads and Buildings, whose memorandum on the subject has been shown to me, does not consider that any such reduction is practicable. It is unnecessary therefore at this stage for me to do more than indicate what seem to me the more important implication of the proposal in its effect on district boards.

2. It does not seem to me that Government could reasonably be expected to hand over wholesale the maintenance and repairs of their public buildings and of buildings occupied by Government servants and of roads the efficient maintenance of which is essential to Government administration over a larger area than that of a particular district (i.e. presumably those roads which are at present maintained by Government) unless Government assume effective control over District Engineers. Effective control over District Engineers would not be possible unless a provincial cadre of District Engineers were created. The appointment, pay, punishment, discharge and dismissal of whom would rest with Government.

3. Even if Government could obtain effective control over District Engineers by these means there would remain the objection that in many districts a great part and probably in several districts the greater part of the District Engineer's work would often be Government work and this would inevitably lead to a decrease in the efficiency of District Engineers from the point of view of the district boards' own work.

4. The object which the Retrenchment Committee have in view is to effect savings to Government; but it would not be proper to effect such savings at the expense of district boards, and the whole system of divided allegiance to two masters in which the proposal would result would I think be impracticable as a working proposition.

Memorandum on the proposal to abolish one of the three Ranges.

Before 1921 there were only two Ranges and the Government Railway Police were under the Deputy Inspector-General in charge of the Criminal Investigation Department. In that year the 3rd Range was created and the Railway Police were placed under the Range Deputy Inspectors-General. The reasons for the change are set forth in the accompanying extract from the letter in which the proposal was made.

Since the 3rd Range was created, a higher degree of supervision and control over Superintendents has been exacted from the Range Deputy Inspector-General, particularly in the matters of (1) the conduct of the force, (2) its relations with the public, (3) outbreaks of crime, (4) training and (5) departmental expenditure and stores. It is now an accepted principle of police work that not only every important case, but every important event which touches his force, in any way, must receive the Deputy Inspector-General's personal attention. An insistence on this principle, while increasing his work, has increased his importance in the administration and tended to make his position what its designation indicates: that of the Inspector-General's Deputy. This increase of importance was clearly marked in the Northern Range in 1930, where, in all matters which concerned, however remotely, the police, the Deputy Inspector-General was of great assistance, not only to the Inspector-General, but directly to Government also.

The post has increased in importance in another respect also. Owing to the Inspector-General's constantly growing work at headquarters, his touring is now much more restricted than it was when this Range was created and the inspection for which he can find time is proportionately less, both in extent and in quality. As an inspecting agency, therefore, the Deputy Inspector-General's post has grown much in importance during the past ten years. A thorough inspection, at least once a year, of all branches of police work and departmental working must be regarded as an essential in a police force, and any change which will impair the quality and thoroughness of the inspection is a step backwards. If the range of inspection is to be extended by the addition of several districts, however, either its quality must be impaired or the standard must be maintained at the cost of the important miscellaneous work which has, in recent years, so added to the Deputy Inspector-General's usefulness.

The scope of the Deputy Inspector-General's usefulness has been recently extended by the motor tax, for the collection of which only a few clerks have been sanctioned as a special staff. Constant vigilance on the part of the police will be necessary to prevent widespread evasion of the tax, and the supervision of superior officers will be needed to keep the police up to the mark. A Deputy Inspector-General in a Range of moderate size will be most useful for such supervision. The Deputy Inspector-General in charge of the Central Range has been chosen as the compiling officer for the annual returns, through which the payment of the tax will be watched. In his present charge he is well placed for he can give the time needed to watching the collection of the tax, but this is a function which he could not well combine with the charge of the enlarged Northern Range.

Another objection to reverting to the two Ranges is the difficulty of distribution which the configuration of the province presents. The Central Range contains six districts (Patna, Gaya, Shahabad, Palamau, Hazaribagh and the Santal Parganas), the Police Training College, the East Indian Railway police and a squadron of mounted police at Arrah. Owing to physical situation only the lightest part of the charge could be transferred to the Southern Range: that is Palamau, Hazaribagh and the Training College. That transfer, while making the already unwieldy Southern Range still more unwieldy, would throw the greater burden of the Central Range where it could least be borne: on to the Northern Range: and both the resulting Ranges would be over-burdened, one by police work and the other by sheer distance. The impossibility of a satisfactory distribution between the two Ranges was emphasized when the 3rd Range was proposed.

Statement I attached, shows details of the three Ranges. Statement II shows the same details under two Ranges, Palamau, Hazaribagh and the Training College having been transferred to the Southern Range and the remainder of the Central Range to the Northern. It will be seen that in every respect the proposed Northern Range is overweighted. In a charge so much heavier than the present, the scope of the Deputy Inspector-General's activities would have to be narrowed into a much smaller compass and much of his usefulness would be lost.

The abolition of one of the Deputy Inspector-General's posts would be a retrograde step; in fact any reduction in supervising staff must tend to make us lose some of the ground won from corruption and oppression.

R. J. HIRST,

Inspector-General of Police.

The 19th January 1932.

No. 362-I.G.-19, dated Ranchi-Secretariat, the 28th June 1919.

From—The Hon'ble Mr. R. T. DUNDAS, C.I.E., Inspector-General of Police, Bihar and Orissa,

To—The Chief Secretary to the Government of Bihar and Orissa.

In view of the unequal distribution of work between the Deputy Inspectors-General of this province and the general unsatisfactory nature of the arrangements by which the districts are grouped in two administrative charges known as Ranges, I have the honour to submit for the consideration of Government the following proposals to regroup the districts in three Ranges, to create another appointment of Deputy Inspector-General, and to afford relief to the Deputy Inspector-General, Crime and Railways, by transferring the control of the railway police to the Ranges.

2. On the formation of the Police in 1861 the superior cadre was arranged on a liberal basis and a Deputy Inspector-General was allowed for each Commissioner's Division. In the reductions of 1868 and 1872 the number was reduced to two for the province. Both officers were stationed in Calcutta and their principal duty was the inspection of the district police. At other times they assisted the Inspector-General in administrative work but were not charged with the responsibility or control of any particular branch of the administration. This arrangement continued till 1892 when a policy of decentralization was introduced, two Ranges were created with headquarters at Calcutta and Bankipur and the Deputy Inspectors-General were given separate territorial jurisdiction for the first time, each taking over a number of Commissioners' Divisions. A certain amount of administrative control devolved on them at the same time, but was limited to minor matters of discipline and non-professional crime. Not long after this the Training School for sub-inspectors was established and placed under their control, and with the introduction of the system of Range promotion of sub-inspectors, another duty devolved on the Deputy Inspectors-General. District inspection continued, however, to be their chief duty, though with an average of 22 districts apiece to inspect they were never able to complete the round of inspection within the year.

3. The next change occurred in 1906 on the partition of Bengal when an additional Deputy Inspector-General was appointed, and three Ranges were constituted, with an average of 11 districts in each, still following the Commissioner's Division. In 1908 a very heavy addition was made to their duties, the principal items of which were :—

- (1) dealing with professional and heinous crime of all kinds except in so far as the C. I. D. took up such cases;
- (2) review of the quarterly return of serious crime and the annual crime reports;
- (3) dealing with reports of unfavourable comments made on the Police by the Courts;
- (4) control of the grant for petty construction and all that it entails in the matter of checking and passing plans and estimates and seeing that building projects are properly carried out;
- (5) control of funds for purchase of accoutrements, tents, departmental stores, etc.;
- (6) hearing of departmental appeals.

4. Apart from these additions to their work, the Deputy Inspectors-General are now required to make a much closer inspection, during their annual visit, of the measures taken for the prevention and detection of crime, where formerly the annual inspection was a mechanical affair confined principally to registers, returns and office management without going deeper into police work than the criticism of tabular crime returns. The general policy, followed since 1908, of giving Deputy Inspectors-General a larger share of executive control has increased their work and, particularly, their office work to an extent that does not leave them as free as they should be to move about in their charges and deal personally with matters in which the District Superintendents may need their help and advice. It will be seen that the whole position has altered and where the Deputy Inspectors-General were formerly merely assistants to the Inspector-General in the work of inspecting districts, they are nowadays charged, as they should be, with a large measure of administrative control. The aim in view should obviously be to increase their usefulness in this direction.

5. In 1912, on the creation of the province, the railway police of the East Indian system remained under the control of Bengal. The other two large systems, the Bengal-Nagpur and

the Bengal and North-Western, were placed, for administrative purposes, under the Deputy Inspector-General, Crime, according to the practice of the time. The East Indian Railway force was taken over from Bengal four years later and was similarly placed under the control of the Deputy Inspector-General, Crime, who now has all the railway work in addition to the C. I. D. The districts were divided into two Ranges, the Northern Range with headquarters at Bankipur, taking the divisions of Patna, Tirhut and Bhagalpur, and the Southern, with headquarters at Cuttack, taking the divisions of Orissa and Chota Nagpur. No other reasonably satisfactory allotment in two Ranges was, or is possible, having regard to the natural features of the province, the means of communication and the placing of the different classes of population and subordinate police in harmonious groups.

6. The general distribution described above has proved far from satisfactory. It is inevitable that the Crime appointment carries far greater responsibility than the Ranges and, if the inequality went no further, there would be no need of readjustment, but even in respect of the daily volume of work, there is a marked difference to the disadvantage of the Deputy Inspector-General, Crime, who has more to do than either of the Range Deputy Inspectors-General. Of the Ranges the Northern is a heavy charge, distinctly too heavy for one officer. The 11 districts allotted to it include all the more important districts with large populations, large cities, large forces of police, and a comparatively heavy local incidence of crime. It has certain advantages in that it is compact and possesses good communications by rail, but all things considered, the Deputy Inspector-General's duties under this arrangement are too much, and his charge is too extensive to allow free scope for initiative and for giving individual attention to districts. The Southern Range with 10 districts, nearly all unimportant from the police point of view, is a comparatively light charge, though on account of the scattered area, the want of a central station for its headquarters and the circuitous communications by rail, the Deputy Inspector-General is out of touch with a good many of his districts. The amount of work in this Range may be estimated at two-thirds that of the Northern Range, if as much. Comparative figures will be seen in the statement attached to this report. To put the matter briefly, the Deputy Inspectors-General of Crime and of the Northern Range are in need of relief if their duties are to be discharged efficiently, and though the Deputy Inspector-General of the Southern Range has no more than a comfortable amount of work, his charge is too scattered to allow of close supervision.

7. The only way of reducing the work of the Deputy Inspector-General, Crime, is to relieve him of the administrative control of the Railways, and the only means of affording relief to the Deputy Inspector-General, Northern Range, is to reduce the extent of his charge. So long as there are only three Deputy Inspectors-General and two Ranges, it is not possible to do anything in this direction, for the only light Range, the Southern Range, is too remote to take over a share of the administrative control now appertaining to the others. The only solution of the problem is to create a third Range, and to appoint another Deputy Inspector-General for it. Ample justification for this course is to be found on a consideration of the number of Deputy Inspectors-General employed in the neighbouring provinces and the size of their charge. Comparative figures are given in the statements attached, from which it will be seen that in Bengal there is a Deputy Inspector-General for each Commissioner's Division, and on an average his Range consists of about five districts. In the United Provinces there are four Deputy Inspectors-General to ten Commissioners' Divisions, and the average number of districts in a Range is 12. In respect of the area of the average Range, the number of police-stations, and the strength of the force to be controlled, Bihar and Orissa is at a considerable disadvantage compared with those two provinces, while as regards the number of cases, we have more, by 10,000 per Range as compared with Bengal and less by approximately the same figure than the United Provinces. Bengal has forged ahead in the matter of forming self-contained sub-groups for administrative purposes with a Commissioner and a Deputy Inspector-General to each, an excellent arrangement opening up the way to decentralization. The United Provinces have not progressed nearly so far; nevertheless they are well in advance of this province in the matter under consideration. The necessity of a third Range and another Deputy Inspector-General was pointed out as far back as 1913 in my memorandum of matters to be laid before the Royal Commission on Public Services, and again in my evidence before the Commission. The matter was also urged on the Commission by the Government in paragraph V of their "Memorandum containing supplementary information regarding the Police service in Bihar and Orissa".

* * * * *

10. The case for relieving the Deputy Inspector-General of the Northern Range of a part of his jurisdiction is based, in general terms, on the fact that it is a heavier charge than any

in Bengal or the United Provinces. Of the 11 districts comprised within it, Champaran and Darbhanga are perhaps the two least important but even they are by no means insignificant in point of crime. The remaining districts are all important. Several of them would be considered heavy districts even in Bengal, where the districts generally run larger than in this province. For efficient working, I venture to think any two of the three Divisions comprising it would be sufficient to form a Range which would give full occupation to a Deputy Inspector-General.

11. It is hardly worthwhile considering seriously whether the Southern Range could relieve the others by taking over the Railways from the Deputy Inspector-General, Crime, or some of the districts of the Northern Range. Readjustment on these lines is obviously impossible. The map will show at a glance the peculiar position of the headquarters of the Southern Range in relation to its outlying districts. The jurisdiction covers several detached blocks, separated by the Feudatory States, with great distances between them, which not only mean time and expense in travelling to and fro, but also in receiving information by post, so that there is considerable delay in attending to matters which may require a personal visit from the Deputy Inspector-General in the remoter parts. There was a good instance of this recently when a sudden occasion arose in Palamau for the Deputy Inspector-General's presence, but owing to the distance he would have to cover and the time it would take him, the Deputy Inspector-General of the Northern Range was deputed to deal with the situation in his stead.

12. Creation of a third Range will remove most of the difficulties of the existing situation by relieving the Deputy Inspectors-General, Crime, and the Northern Range of part of their jurisdiction.

13. Dealing first with the railway question, it may be said that if the railway police are not to remain under the control of the Deputy Inspector-General, Crime, the best course is to distribute them among the Ranges through which the line passes. This course has the advantage of bringing the district and railway police working side by side under the same Deputy Inspector-General. It is a course to which the conformation of the province and the lie of the railways naturally lend themselves, and it makes for ease of interchange of officers and men between the railways and the districts. On the other hand it is

obviously not a sound arrangement to make over all the railways to any one of the Range Deputy Inspectors-General as none of the latter is conveniently placed for purposes of control.

* * * * *

STATEMENT I.

	Total civil police force.	Population.	Area in sq. miles.	Cognizable crimes.	Number of police districts.	Number of inspectors' circles.	Number of police-stations and out-posts.	Number of Military police.	Number of dacoities (1930).	Number of heinous and important cases (1930).
1	2	3	4	5	6	7	8	9	10	11
N. Range ...	4,784	16,037,611	25,749	17,162	8	31	266	112	231	689
C. Range ...	5,035	9,353,017	28,548	14,091	7	35	265	147	122	520
S. Range ...	4,446	8,611,561	28,864	10,938	10	31	229	222	61	512

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STATEMENT II.

N. Range ...	8,752	23,380,388	42,360	29,304	13	60	467	259	330	1,037
S. Range ...	5,513	10,621,901	40,801	12,837	12	37	293	222	84	634

Unofficial no. 167-P., dated Patna, the 27th January 1932.

From—M. G. HALLETT, Esq., I.C.S., Chief Secretary to the Government of Bihar and Orissa,

To—The Finance Department.

With reference to your memo. no. 39/44-F., dated the 4th January 1932, asking for a memorandum on the suggestion of the Retrenchment Committee that one post of Deputy Inspector-General should be abolished, I am directed to say that the Political Department agree fully in the note which has been submitted by the Inspector-General of Police, in which he has explained clearly the need for the retention of the post. The Inspector-General has emphasized the important point that the Deputy Inspector-General is not merely an inspecting officer but a controlling officer coordinating the work of the offices subordinate to him and guiding and advising those who are inexperienced. It is important to realise that the real value of an inspecting officer's work lies not in his annual inspections of a district or office but in controlling the work at all times and giving junior officers the benefit of his experience. In the opinion of the Political Department it is a great benefit to the general public if there is an experienced and reliable police officer in direct touch with Superintendents of Police in the districts under his charge and they consider that the Deputy Inspectors-General are almost the most valuable police officers in the province. A reduction in number would make it impossible for them to do their work properly.

2. Further, I am to point out that it is undesirable to decide this question till the question of Orissa is decided; if Orissa is separated, one Deputy Inspector-General will probably become Inspector-General of the new province and the present Central Range will have to take over the districts of Chota Nagpur (Ranchi, Manbhum and Singhbhum) at present under the Southern Range. The Northern Range is already a heavy charge owing to the dense population and the criminality of large areas and also in recent years owing to the spirit of lawlessness caused by the civil disobedience movement, it would not, therefore, be possible to add to this charge.

3. Finally, it is in the opinion of the Political Department most undesirable for drastic administrative changes to coincide with the constitutional changes; if they do so coincide it may endanger the whole new constitution. It is essential to hand over to the new Government an efficient administrative machine.

**Memorandum on the possibility of amalgamating the posts of
Inspector-General of Civil Hospitals and the Director of
Public Health.**

A note on this subject prepared jointly by Lieutenant-Colonel L. Cook, C.I.E., I.M.S., the present Inspector-General of Civil Hospitals and Lieutenant-Colonel J. A. S. Phillips, I.M.S., the present Director of Public Health is attached.

2. This question was considered in 1923 in connection with a similar recommendation by the Bihar and Orissa Retrenchment Committee. Similar views to those recorded in the attached note were emphasised at that time both by Colonel Austin-Smith and by Colonel Ross who then held the offices of Inspector-General of Civil Hospitals and Director of Public Health respectively.

3. From my own experience both as District Officer and for the last four years as Secretary in the Department I would unhesitatingly oppose the proposal. The main points may be briefly summarised as follows :—

First. The whole policy of the Ministry since its inception has been to separate the administration of curative medicine in hospitals and dispensaries from preventive work outside. The Civil Surgeon used to attempt to combine these functions; but the Ministry has consistently advocated the creation, so far as finances permit, in every district of a separate public health department under a health officer. Financial reasons alone have prevented full effect from being given to this policy; but it has been carried out in a large number of districts and the Ministry is still trying to extend this policy by the loan of Government health officers to district boards. It is essential to the success of this policy that the Public Health Department should be under a separate administrative head and that this officer should be in much closer touch with local bodies than it would be possible for the Inspector-General of Civil Hospitals to be.

Secondly. Not only must there continue to be a separate cadre of officers in the Public Health Department if public health work is to continue to develop but there must be a separate head of that department. As is emphasized by that two present heads of

these departments the outlook of these two heads of departments must necessarily be different; nor, though there should of course be co-operation between them, can their duties be efficiently carried out by one man.

Thirdly. It is not physically practicable for the Inspector-General of Civil Hospitals to undertake any more work without very serious loss of efficiency.

4. In fact the proposal would be definitely retrograde and would certainly hinder the development of the Public Health Department which is every year assuming greater importance.

G. E. OWEN.

The 19th January 1932.

Since the last Retrenchment Committee sat in 1922 at which this question of the amalgamation of the posts of Director of Public Health and Inspector-General of Civil Hospitals was discussed to some purpose, the expansion of both departments has proceeded slowly but continuously. At that time there was one medical school in the province—there is now one Medical College and two medical schools. The small Lunatic Asylum at Patna has given place to a large Indian Mental Hospital at Ranchi. Such institutions as the Itki Sanatorium and the Pasteur Institute have come into being.

The Inspector-General is Secretary of such collateral charges as the Victoria Memorial Scholarships Fund, the Lady Dufferin Fund and the Provincial Committee of the Maternity and Child Welfare Society. With the increasing ramifications of the interests of the Medical Department, the work in the Inspector-General of Civil Hospitals' office has become too much for one man to cope with. As proof of this statement one may instance the fact that Colonel Willmore retired a nervous wreck, and his successor Colonel Houston, who was a most conscientious worker, appeared to have died an early death from overwork. Colonel Mills, who acted as Inspector-General of Civil Hospitals for four months in 1930, gave his views in writing on vacating the post, that it was an impossibility for one man to cope with the work, and the present Inspector-General has had sufficient experience emphatically to endorse this view.

Similarly since 1922 the Public Health Department has expanded considerably and indeed practically the whole of its present cadre was formed in 1926. In 1922 the Public Health Cadre consisted of the Director of Public Health, three Assistant Directors of Public Health, a Superintendent for the Vaccine Depot at Ranchi, and the Public Analyst of the Public Health Laboratories.

Since 1926 in addition to the above, there has been added a fourth Assistant Director of Public Health, five School Medical Officers and a Lady School Medical Officer, five Assistant School Medical Officers, three health officers of municipalities and thirteen officers of the epidemic cadre.

District boards receive greater assistance from Government in times of epidemics both in personnel, disinfectants and vaccine than before, and a closer touch is maintained between the district boards and the Public Health Department. If it is agreed that decentralization makes for efficiency, and it is evident that separate posts were made for these departments with this as the main object, it would appear to us to be a retrograde movement to attempt now to amalgamate what are at present two efficient departments, and so render null and void the progress which has been so laboriously built up at Government expense.

It is a generally accepted fact that essential differences exist in the work and administration of the two departments—the medical department aims at curing the individual, and its personnel is fully occupied in achieving this end. The Public Health Department, on the other hand, protects the community by preventing the spread of epidemic diseases. An example of attempting to combine curative and preventive medicine is afforded in the efforts that were made in the Gaya district in 1923 and 1924 with the Gaya Rural Intensive Sanitation Scheme. In a very short time sanitation and public health were subordinated to what developed into almost a purely medical organization.

In most countries the subject of Hygiene, and instruction in the laws of health are included in the curricula of all schools and colleges; and in this province part of the School Medical Officers' duties is to lecture to the students on these subjects. This would appear to be an attempt at linking up the subject of hygiene and preventive medicine with that of general education. But whereas we do not contemplate that such a linking up would eventually lead to an amalgamation of the Public Health Department with the Education Department, the

drift however of the Public Health Department is rather towards Educational and Social Services than towards purely medical administration. This drift of the Public Health and Preventive Medical Department from the General Medical line would appear to be beneficial and the required policy to be adopted as the benefits that have accrued in the districts by the separation of the two departments have been so obvious.

In 1924 Government resolution no. 1453, dated the 5th February 1924, recommended the creation of separate public health organisations in districts, to deal especially with sanitation and the prevention of disease. This was after the failure of the Gaya Rural Intensive Sanitation Scheme, when it was proved that the combination of medical and sanitary work resulted in the almost complete neglect of preventive medicine for curative medicine.

At the present moment eleven out of the 21 districts have health organisations under the supervision of fully-qualified health officers, and most of the others have health staffs of some kind working independently of the medical organisation. The result is that public health and the prevention of diseases is not now neglected, and is dealt with by an organisation especially created for the purpose, which is separate and distinct from the medical organisation.

Applying this to the Heads of the two departments, we consider, that whilst there should be close co-operation between them, as there now is, an amalgamation would be a mistake. It is human nature to be prejudiced in favour of the particular line we are most interested in, and by combining the two departments, one is sure to receive preferential treatment at the expense of the other, depending on the interests of the particular Head of the two departments at the time.

Memorandum on the reduction in the rates of travelling allowance.

The reductions in travelling allowance introduced by the local Government in August 1931 were definitely dictated by the necessity for reducing the total expenditure under this head, which was estimated to be 25 lakhs a year. Except in the cost of travelling by motor, the local Government had no reason to believe that the expense of travelling had decreased. In fact, a good deal of evidence is forthcoming to show that when an officer travels slowly and camps in the mufassal, so

that he may obtain adequate knowledge of the conditions of the people in his charge, the travelling allowance admissible did not cover his additional expenses. The revision therefore aimed at making the greatest reduction in the rates admissible for travelling by motor car particularly when the journey did not involve a night's absence from the headquarters.

2. The actual measures taken were as follows:—

(1) The rate admissible for travelling by rail was reduced, from twice the fare of the class admissible, to $1\frac{3}{5}$ th, except in the case of transfer where the heavy expenses involved made a reduction of rates inequitable. Measures have, however, been taken to restrict the number of transfers.

(2) The rates admissible to a first class officer for travelling by motor car were reduced from 8 annas a mile to 6 annas a mile if he spent a night away from the headquarters. If he returned to headquarters the same day the rate was reduced from 6 annas to 4 annas. In the case of second grade officers the rate was reduced from 4 annas to 3 annas a mile where the officer travelled in a motor car and returned to his starting point on the same day. The rates of mileage allowance by road for other forms of transport were not reduced, because it was considered that the short length of journey possible by such means would mean that the savings to be effected by a reduction of the rates would be inconsiderable and it was also thought such journeys were usually undertaken in connection with regular tours for which the expenses are already considerable.

3. Another important change was that for journeys by public motor lorries the travelling allowance was limited to double the fare actually paid. This was extended to the first three grades of officer. Hitherto a second or third grade officer had been able to draw several times more of the fare which he actually paid. The rules reducing the rate of mileage for journeys by taxis and in motor cars not belonging to the Government servant concerned were also tightened up.

4. Concurrently with this revision the special rates of travelling allowance allowed in certain expensive localities have been either abolished or reduced.

5. Government also considered the possibility of effecting savings by raising the limits at which an officer is reckoned a second or a first grade officer for the purpose of travelling allowance. It was decided not to alter this classification because it would have meant that many officers who had equipped themselves with means of transport suitable to their grade would be put to serious losses. A statement* showing the recent changes in the travelling allowance rates in certain other provinces and a rough estimate of the cost of running a motor car are appended to this memorandum.

Dated Patna, the 25th January 1932.

From—M. G. HALLETT, Esq., I.C.S., Chief Secretary to the Government of Bihar and Orissa,

To—The Finance Department.

I am desired to refer to your memo. no. 39—44-F., dated the 4th January 1932, forwarding a list of items which concern the Appointment Department, which will be discussed by the committee at their further meetings.

2. (1) Possibility of a higher cut in the pay of higher paid posts. In regard to the cut in pay Government have followed the example of the Government of India and consider that it is very desirable that all provinces should be uniform in a matter of this kind. If a further reduction is made in the pay of officers in the higher-paid posts it will mainly affect officers under the control of the Secretary of State. Hence it could not be effected without further Parliamentary legislation. The Government of India have stated that there will be no further cut in the pay of the services and hence it does not appear very profitable for the Retrenchment Committee to discuss this point.

(2) Revision of the pay of new entrants. It has already been agreed that this retrenchment should be undertaken and Finance Department have, I understand, prepared a note for circulation to the members of the committee. Candidates for Provincial Judicial Service have also been warned that the question of the revision of the pay of new entrants is under consideration and that the pay of future entrants will probably be reduced.

(3) Possibility of reducing the number of Commissioners by dividing Bhagalpur between Tirhut, Patna and Chota

Nagpur. The general arguments against the abolition of the posts of Commissioners which apply to some extent to the question of a reduction in the number of posts were given in my speech addressed to the Council on the 16th of March last in reply to a budget motion which was negatived without being pressed to a division. There are considerable administrative difficulties involved in splitting up the Bhagalpur Division between Patna, Tirhut and Chota Nagpur. If Bhagalpur and Purnea were added to Tirhut the total area under the Commissioner would be 21,000 square miles with a population of 14 million. Difficulty would also be experienced because of the fact that a large portion of the Bhagalpur district is south of the Ganges. Similarly if Monghyr were added to Patna difficulty might arise owing to the fact that a portion of this district is north of the Ganges. The main difficulty, however, is in regard to the Santal Parganas. The Commissioner of Chota Nagpur has already a large Division and though there the revenue work is lighter than in some Divisions he has many miscellaneous functions to perform and may have important duties to carry out in regard to the industrial areas such as Jamshedpur and the coalfields. Santal Parganas is historically and geographically connected with Bhagalpur and if the system of administration continues whereby the Commissioner is the chief revenue and judicial authority for that area it would be extremely inconvenient to the Santals and other inhabitants of that district if their connection with Bhagalpur was severed and they were attached to the Chota Nagpur Division and forced to go to the distant headquarters at Ranchi. The main reason, however, why Appointment Department are averse to making reduction at the present time is that they consider that it would be extremely unwise to do so at a time when great constitutional changes are pending. Any dislocation in the present administrative system might make the reformed constitution far more difficult to work and this is no doubt an argument which will appeal to the Secretary of State with whom the final decision rests.

REDUCTION OF PAY OF NEW ENTRANTS.

This memorandum deals with those services which are under the rule-making power of the local Government. By standing orders the local Government is precluded from placing

before the committee proposals affecting the pay of services under the control of the Secretary of State. It is understood that the question of the rate of pay for future entrants in the all-India Services is under the consideration of the higher authorities, along with the whole question of the future of those services.

2. The principle on which Government has hitherto fixed the pay of the services is that the pay should be as much as, and not more than, is necessary to attract suitable recruits and keep them honest and contented throughout their service. The actual settlement of the details of new scales of pay involves extremely complicated investigations and details could not be worked out in a committee of this nature. The continuance of the present low prices will presumably involve an early consideration of the reduction in the pay of new entrants and the consideration of this question by Government would be greatly facilitated if the committee were able to advise Government generally on the percentage by which pay should be reduced in the different services, leaving the working out of the details and the construction of proper scales to Government. From their knowledge of general social and economic conditions, the committee will doubtless be in a position to advise Government as to what reduction on the present rate will secure recruits of the proper stamp on the principle enunciated above.

3. A further point upon which advice from the committee would be welcome is this. Previous to 1919 the pay of most of the services was on the graded system, that is, an officer could not secure increased pay unless a vacancy occurred in a higher grade to which he could be promoted. The disadvantages of this system are well-known, and the Islington Commission which sat just before the war, recommended in general that for most of the provincial services there should be a time-scale of pay up to a certain limit to which all reasonably efficient officers could rise by seniority. The higher ranks of the services would consist either of grades or a separate time-scale to which officers from the lower time-scale could only be promoted when vacancies arose. The actual scales adopted in 1919 departed from this recommendation, in that the selection grades were reduced to a very small percentage of the strength of the services and the normal time-scale was extended to cover all other posts. The difficulty with regard to this type of time-scale is that, though by the device of efficiency bars attempts are made to prevent mediocre

officers from rising to the top of the time-scale and thus securing higher pay than their work deserves, in practice, this device has not proved satisfactory. It is much more difficult to keep an individual officer below the efficiency bar on the evidence of his general record, than it is to have a closed compartment, containing, say, the upper one-third of the service, to which officers can only be promoted when vacancies occur and a choice made between several candidates. There are reasons for supposing that a reversion to the type of time-scale advocated by the Islington Commission would be more satisfactory than the present system. It would certainly be more economical. The advice of this Committee on this point would be valuable.

4. The services under consideration may be divided into three classes, Provincial, Subordinate and Ministerial. It is proposed in the present memorandum to take typical instances of the time-scales of each of these classes, since the points at issue can better be illustrated in this manner than by entering into a mass of detail.

5. The typical service of the Provincial class is the Provincial Civil Service. The pay of this service is Rs. 300 rising by increments of Rs. 50 every second year to Rs. 850 and a selection grade for 3 per cent of the total cadre on Rs. 1,000. Probationers receive Rs. 250 a month in their first year and Rs. 275 in the second year, and start on regular time-scale on confirmation. The rates of pay in this service are the same as in Bengal. In most other provinces, e. g., the Punjab and the United Provinces, the actual pay is about 10 per cent higher than in Bihar and Orissa. Though the starting and final pay do not differ very greatly, increments are given with much greater rapidity in those provinces. The Government of Bengal have provisionally introduced a reduction of 15 per cent for all new entrants. In the United Provinces Retrenchment Committee Report it is stated that the local Government intend to reduce their rates by 33 per cent. The Punjab Retrenchment Committee recommends Rs. 150 to Rs. 600, that of the Central Provinces from Rs. 200 to Rs. 500. But in the absence of details as to increments, etc., it is impossible to estimate the real extent of reduction proposed.

6. Other services in this class are the Provincial Educational, Police and other services. In the Education Department a new service, called the Class I Service, has been introduced to take the place of the old Imperial Service to which recruitment has now been stopped. The scale of this

service rises from Rs. 360 to Rs. 1,250 in 25 years. Services of this type are intermediate between the Bihar and Orissa Civil Service and the all-India Services.

7. The typical Subordinate Service is that of Sub-Deputy Collectors, recruited for work of less responsibility than falls to the Deputy Magistrates. There are similar services in other departments for the less important posts. The pay of this service in Bihar and Orissa is Rs. 100 in the first year and Rs. 125 in the second year for probationers and on confirmation Rs. 150 rising to Rs. 300 in the 24th year, or from Rs. 200 to Rs. 400 according to whether the officer has passed the higher departmental examination or not. The reduction in Bengal already mentioned would apply to the Bengal Subordinate Executive Service. Similar services exist in other provinces but their work differs so greatly from those in Bihar and Orissa that it is difficult to make any comparison.

8. *Ministerial Officers.*—The rates of pay vary for different classes. In the Secretariat which is the highest paid, lower division assistants start on Rs. 55 and rise to Rs. 100 and upper division start on Rs. 150 and rise to Rs. 275 with the chance of promotion to posts of Head Assistant and Registrar. The rates in the offices of Heads of Department are lower. In the office of the Inspector-General of Police, the lower division assistant starts on Rs. 45 and rises to Rs. 100, the upper division on Rs. 125 and rises to Rs. 250.

9. The pay of the largest class of ministerial officers, those serving in districts, can best be seen in the Collectors' offices. The lower division starts on Rs. 30 rising by annual increments of Rs. 2 to Rs. 70. The upper division consists of individual posts varying in pay from Rs. 75 to Rs. 250. Owing to various reasons it is difficult to compare the rates of pay for ministerial officers in Bihar and Orissa with those in other provinces. The rates for the Secretariat are considerably lower than in most other provinces and it is believed that same is the case with regard to the pay of other ministerial officers. The action taken in other provinces appears to be as follows. In Bengal all posts carrying Rs. 80 and over are being subject to the 15 per cent. In the Punjab the Retrenchment Committee advocated no change in pay below Rs. 40 and reduction of 15 per cent between Rs. 40 and Rs. 200 and of 20 per cent in posts above Rs. 200. The Central Provinces Retrenchment Committee apparently

proposes Rs. 40—80 for lower division and Rs. 80—125 for upper division clerks with higher pay for Superintendents.

10. It should be noted that the Government of Bihar and Orissa has always been of opinion that the increase given to its ministerial staff in 1919 was not sufficient in view of the rise of price at that time and considered that a further increase would be necessary if prices did not fall.

Memorandum for the Committee to advise on Retrenchments.

(Leave terms.)

The point raised by the committee was whether the fact that average pay leave salary was based on the average pay of the last 12 months, did not lead to undue expense. The history of this rule is as follows :—

2. Under the Civil Service Regulations leave was of two kinds—privilege leave and furlough. On privilege leave the officer drew leave salary equal to the pay which he would have drawn had he been on duty; on furlough the officer drew half pay based on three years' average. Privilege leave could only be accumulated up to four months. When the Fundamental Rules were introduced the object was to translate the leave terms enjoyed under the Civil Service Regulations into the new system laid down by the Fundamental Rules. Under the Fundamental Rules, which have been followed in the Bihar and Orissa Service Code, privilege leave has been replaced by "leave on average pay". It was found that if the three years' average, upon which leave salary was formerly calculated, was retained, Government servants would lose very heavily during the earlier portion of their leave (corresponding to the period which they would have spent on privilege leave under the old system). This is due largely to the fact that time-scales had been introduced. It was calculated that if the leave salary was calculated on the average pay of the last 12 months, officers would lose a little on privilege leave but would gain rather more on furlough.

3. The question of a reversion to the three years' average system has been considered at various times but no definite conclusion has been reached. The present system undoubtedly leads to an officer taking leave immediately after he has reverted from a more highly-paid post, and in some cases he thus gets more pay on leave than he would have received on duty.

4. The whole question of the revision of leave terms is under consideration. Government do not propose to ask the committee to go into the exceedingly intricate questions which are involved, but they would be glad to have their opinion on certain broad issues which are likely to arise. The issues stated are as follows :—

- (1) The present leave terms for officers of Indian domicile, though they allow less leave than the corresponding rules for officers of European domicile, do in fact tend to allow an officer more leave than he actually takes and possibly allow more than an officer who is serving in his own country is entitled to get. In general, officers tend to take all the leave on average salary which is due to them and take other forms of leave only when they are ill. In practice, this means that an officer of Indian domicile takes four months' leave on average salary every three or four years. Do the Committee consider that this amount is too great? There is also the provision that though the ordinary period of leave which an officer of Indian domicile can actually take on average salary is four months, the period is eight months if he is on medical leave or the leave is spent outside India. It is for consideration whether these two special provisions are justified. From the point of view of economy, the most important step to be taken would be to reduce the period which could be taken at one time on average salary.
- (2) In nearly all cases it is found that officers do not take anything like the full amount of leave which is allowed to them by the rules, though they do tend to take the full amount of average pay leave. Should the full amount of leave allowed by the rules therefore be cut down? It may be argued on the one side that if an officer does not take the full amount of leave due to him, there is no additional expense except in isolated cases; and on the other hand that if officers in practice do not take the full amount of leave, the amount of leave which they can take should be reduced so as to correspond to actual facts.

- (3) The third question is whether any further reduction in leave terms should be made for Government servants who serve in the districts in which their homes are situated. In practice, if there was a restriction of this nature it could only be applied to those classes which usually serve within their own districts, such as mufassal clerks, etc.; it could hardly be applied to individual cases according to the place of residence. One suggestion is that such Government servants should be limited to one month's leave on full pay, a year, which could not be accumulated; another is that it should be accumulated up to a maximum of three months. It may be noted that in Government offices in England it is unusual for any Government servant whether an officer or a clerk to get more than one month's leave in the year and he is not allowed to accumulate such leave.

The 21st January 1932.

Increase of receipt in the Bihar and Orissa Veterinary College.

MEMORANDUM.

It is proposed to raise the income of the Bihar and Orissa Veterinary College by increasing the number of students in the college from outside the province. In order to do this it is absolutely necessary that the existing hostel building which has accommodation for only 52 students, should be so extended as to ensure the admission of more candidates from other provinces and Native States.

The Principal has drawn up a scheme with statements showing the estimated receipts and the approximate expenditure to be incurred in this connection, which is herewith enclosed for perusal.

The Principal intends to reserve 38 seats for the Bihar and Orissa candidates and expects 66 students from outside the province and proposes to add a second storey to the present hostel building for the accommodation of 104 students (38 *plus* 66). The estimated receipt and the approximate cost of this proposal will be Rs. 25,170 and Rs. 20,000 respectively, as shown in statement B. This is so far correct. But I am not so optimistic as the Principal in view of the present financial

depression all over the country. Other provinces and States are as hard up as Bihar and Orissa. I am therefore not sure if 66 students from outside the province are likely to come forward for admission in this college. On the other hand, more students cannot be accommodated unless the hostel is extended as proposed by the Principal. It would, therefore, be better I think, to first ascertain from the authorities concerned what will be the actual number of students from outside the province during the next session before we finally decide on extending the hostel building. The extension of the hostel building by putting on another storey is the main means of increasing the revenue of the college.

P. B. RILEY, MAJOR, I. V. S.,

Director of Veterinary Services, Bihar and Orissa.

MEMORANDUM.

There is a three years' course of instruction at this college and the classes are accordingly limited to three in number. The total number of students in the college during 1930-31 was 52. This number was made up as follows:—

Bihar and Orissa	...	...	...	38
United Provinces	...	...	...	6
Hyderabad State	...	...	...	6
Keonjhar Estate	...	...	...	1
Central Provinces	...	...	...	1
				<hr/>
				52
				<hr/>

The total receipts of the college during 1930-31 on account of fees from students and contribution from other Governments were Rs. 9,912 as shown in the attached statement 'A'.

2. Although no definite decision has so far been reached, it has been held that in consideration of the size of the lecture theatres and the laboratories, the maximum number of students that could be entertained in a class should not at any time exceed 35, so that the total number of students under training during any one session should not exceed 105. The number of applications that were refused last year both from private students and States and the applications received from Hyderabad for 10 more students and from the Government of United Provinces for 6 more students this year would justify the

expectation that if seats were open to these applicants it will not be long before a total of 104 students would be attending this college. According to our anticipation this total number will be made up as follows:—

Bihar and Orissa	...	...	...	38
Hyderabad State	...	...	...	12
United Provinces	...	...	...	12
Central Provinces	...	...	...	6
Orissa Feudatory States	...	...	...	6
Jammu and Kashmir	...	...	...	6
Private students from outside the province	...	...	...	24
				104

As a result of this increase in the number of students the total receipts of the college will rise to Rs. 28,790. Out of this amount Rs. 3,620 will be on account of fees from the students of this province and the remainder will be from the 66 students from outside the province as shown in the statement " B " attached.

3. So far the number of students at this college has had to be governed by the number of seats that could be made available for their accommodation in the hostel which at present actually provides accommodation for only 52 students. If a second storey is added to this building, accommodation will be available for double the number, viz., a total of 104 students and this will enable the college to admit the maximum number of students. The total approximate cost of erecting a second storey on the present hostel building and equipping it with furniture, etc., is estimated to be about Rs. 20,000. The increase in the annual receipts of the college as well as the extension of teaching facilities to the students from other provinces certainly more than justifies this initial expenditure. If the different provinces and the native states are circularised and acquainted with the facilities afforded by this province for teaching Veterinary Science to their students, there would be no difficulty in securing students to the maximum extent desired.

P. G. MALKANI,
Offg. Principal, Bihar and Orissa
Veterinary College, Patna.

STATEMENT A.

Showing receipts of the Bihar and Orissa Veterinary College during the year 1930-31.

			Rs.
Admission fee	...	...	260
Tuition fee	...	...	1,875
Examination fee	...	...	260
Diploma fee	...	...	150
Caution money deposit	...	...	260
Seat Rent ...	...	...	1,107
Contribution from other Government		...	6,000
	Total	...	<u>9,912</u>

STATEMENT ' B '.

Receipts.	Total number of students on reaching the full complement.	Expenditure.	Rs.
1. From Hyderabad State on an average 4 stipendiaries per year	...		12
2. " United Provinces ditto 4 ditto	...	Approximate cost of erecting a second storey on the present Hostel building.	12
3. " Central Provinces ditto 2 ditto	...		6
4. " Jammu and Kashmir ditto 2 ditto	...		6
5. " Orissa Feudatory States ditto 3 ditto	...	Furniture	2,000
	<hr/>		<hr/>
	42		
Private students from other provinces on an average 8 students per year	...		20,000
	<hr/>		<hr/>
	66		
	Rs.		
Contribution from other Governments and Native States for 42 students at Rs. 500 per student per annum.	...		21,000
Fees from 42 stipendiaries of other Governments and Native States at Rs. 35 per year	...		1,470
Admission fee and caution money from 14 new stipendiaries of other Government and Native States at Rs. 20 per year.	...		280
Diploma fee from 14 (Class C) stipendiaries of other Governments and Native States at Rs. 10 per year.	...		140
Fees from 24 private students of other Provinces at Rs. 85 per annum	...		2,040
Admission fee and caution money from 8 new private students every year at Rs. 20 per annum.	...		160
Diploma fee from 8 (Class 'C') students of other provinces at Rs. 10 per annum	...		80
	<hr/>		<hr/>
	25,170		<hr/>

Memorandum on the question of employing Honorary Assistant Registrars in the Co-operative Department.

Proposals for the appointment of honorary Assistant Registrars have been put forward time to time and a recommendation to this effect was made by the Federation Congress in 1925. The proposal was not, however, accepted by Government for the reasons stated in their letter no. 2666, dated the 2nd December 1925, a copy of which is placed below. As stated therein, the system was tried in Madras but was condemned on all hands, and on reference to the Punjab it was ascertained that there was only one such officer employed in the province who had worked as an honorary Inspector for 10 years in a limited circle, sending a fortnightly diary and undergoing a full training, before he was promoted to the post of honorary Assistant Registrar. The Registrar, Mr. Calvert, was emphatically of opinion that an honorary Assistant Registrar whose training was superficial or whose activities were intermittent was a source of weakness rather than of strength.

Education and Development Department entirely endorse this consensus of opinion. Unless the person appointed to such post were to possess adequate qualifications and had received proper training and were prepared to perform all the duties required of paid Assistant Registrars and submit to the same extent of departmental discipline and control, such an appointment would not only be useless but would be a grave source of weakness, and it would obviously be very difficult, if not impossible, to obtain the services of anyone who would satisfy these conditions and would be prepared to work full time without remuneration.

It may be added that this point was specifically mentioned in the questionnaire of the Committee on Co-operation which may therefore be expected to express its views on the subject.

Copy of letter no. 2666-D., dated the 2nd December 1925, from the Secretary to the Government of Bihar and Orissa, Education and Development Department, to the Registrar of Co-operative Societies, Bihar and Orissa.

With reference to your letter no. 7011-C.S., dated the 6th June 1925, I am directed to say that Government after careful consideration regret that they are unable to accept the proposal of the Bihar and Orissa Co-operative Federation for the appointment of one honorary Assistant Registrar in every division.

2. It is not proposed to give these officers any of the statutory powers of an Assistant Registrar. The duties

proposed for them are merely those which the office-bearers and directors of central banks or unions already carry out or should carry out in their respective areas. The only novel feature of the proposal is that the honorary Assistant Registrar would have an official position in areas outside that of his own central society. In these circumstances, Government are unable to understand what the advantages of creating such an appointment would be. The Assistant Registrar in charge of the circle will not be relieved of any work, while the passage of all audit notes and diaries of inspecting clerks through this new channel is bound to lead to delay. Further, there are at present far too few honorary workers ready to give up their time to the supervision and inspection of societies. If any gentleman is appointed to do this work outside his own area, it is sure to result in his giving up less time to his own central bank and societies. Moreover, the duties suggested seem to be too great for any honorary worker to undertake except in restricted areas such as that of a single central bank, while his inspections and remarks are quite likely to lead to friction. The only province in which appointments of this kind have received any trial is Madras and there, after a number of years, the co-operative conference by a majority of 100 delegates to 14 voted for its abolition. I am to suggest that some of the letters and articles on this subject which have appeared in the *Madras Bulletin of Co-operation* should be circulated in Bihar and Orissa.

3. In the opinion of Government such appointments would lead to the development of the co-operative movement on entirely wrong lines. It is the hope of Government and of all co-operators that the movement in time will be able to stand on its own legs and that official supervision will eventually be reduced to the smallest possible dimensions. Much of the work that is now being done by Government officials will then be left in the hands of bodies like the Provincial Co-operative Bank and the Federation itself. Co-operators, therefore, ought not to aspire to these *quasi*-official titles. Their ambitions ought to be directed towards being members of the Council of the Federation, directors of the Provincial Bank and Chairmen and vice-chairmen of central banks and unions. Such power as they quite legitimately wish to exercise should be exercised in these capacities and not in the guise of Government servants. Government trust therefore that when the experience of Madras has been brought to the notice of the Federation, it will not wish to press this proposal any further.

APPENDIX II, PART II.

Selection of papers relating to Retrenchment proposals.

5.—LAND REVENUE.

Statement showing possible retrenchments in the budget estimates for 1932-33 under "5—Land Revenue"

			Rs.
Charges of Administration—			
Tauzi establishment	...	...	2,100
Ditto (Angul Schedule)	...	...	40
Certificate establishment	...	...	1,750
Kanungo ditto	...	...	1,550
Ditto (Angul Schedule)	...	...	729
Partition establishment	...	...	18,800
Management of private estates	...	...	949
Land Registration	...	...	1,225
Management of Government estates (including Santal Parganas as reported up till September 1931)	...	...	36,220
Ditto (Angul Schedule)	...	...	4,620
Total			67,983
Survey and Settlement including maintenance of Land Records in Sambalpur	...	...	34,438
Grand Total			1,02,421

6.—EXCISE.

Statement of retrenchments proposed in the Excise Budget for the year 1932-33.

Sub-heads and Primary units.	Amount of retrenchment.	Remarks.
Rs.		
1. <i>Superintendence—Pay of Establishment—Special pay of one Sub-Inspector in charge of the Excise Intelligence Bureau—1(20).</i>	240	On the creation of a mobile force to check illicit distillation in districts, there is a dearth of executive officers and the Bureau Sub-Inspector has been transferred to revenue work in district where he will draw no special pay.

Sub-heads and Primary units.	Amount of retrenchment.	Remarks.
	Rs.	
2. <i>District Executive Establishment—Pay of Establishment—Boat Establishment.</i>	1,500	As a result of reduction of boatmen in the vessels of the Excise and Salt Department in Orissa a probable saving of Rs. 1,500 is anticipated. As the posts of the boatmen will not be abolished but kept vacant so that temporary appointments may be made when necessary the anticipated saving will be Rs. 1,500 and not Rs. 1,900.
3. <i>District Executive Establishment—Contingencies—non-contract—Contribution to the Police Department for the training of excise peons at Nathnagar.</i>	955	It will be possible to suspend training of excise peons at Nathnagar next year also.
4. <i>District Executive Establishment—Allowances—Travelling Allowance.</i>	10,000	The provision in the next year's budget for travelling allowance (Rs. 2,38,000) can be reduced by Rs. 10,000, if the experiment of replacing Sub-Inspectors by Inspectors for better supervision of sliding scale shops in certain districts is discontinued. The question will be separately submitted to Government for decision shortly.
5. <i>Cost of opium supplied to Excise Department.</i>	...	The provision in the next year's budget (Rs. 3,96,495) can be reduced by curtailing the stock of opium in the treasuries on 1st April 1933 but there is always a great risk in case we are unable to supply opium to Feudatory States due to delay in receiving consignments of opium from Ghazipur and the States applying to India for direct supply. The issue of opium from the treasuries in Bihar and Orissa during 1930-31 was 693 maunds 6 seers and in making a provision for the purchase of 534 maunds from Ghazipur during 1932-33 the existing stocks in the treasuries are being exhausted to a large extent.

6. At present there is one Sub-Inspector in charge of a country spirit warehouse, though in some districts two small warehouses have been placed under one Sub-Inspector. The contractors are also required to keep an English-knowing clerk in each warehouse.

It is proposed to relieve the contractors from keeping a clerk at each warehouse, the work on behalf of the contractors being done by the Excise Sub-Inspectors. The contractors will be asked in exchange to pay a contribution to Government at a fixed rate of Rs. 30 to Rs. 40 per warehouse (to be settled by correspondence with the contractors). The amount of contribution will be Rs. 34,200 to Rs. 45,600 (according as the rate is Rs. 30 or Rs. 40) per year for the existing 95 warehouses in this province. Thus, this amount will be a sort of set-off against the existing provision in the budget under "District Executive Establishment—Pay of Establishment".

NOTE.

7.—STAMPS.

The budget for '7—Stamps' consists of the following minor heads:—

- (1) Superintendence, (2) Value of Stamps (Judicial and non-Judicial) supplied from Central Stores, and
- (3) Charges for sale of stamps (Judicial and non-Judicial).

(1) *Superintendence*.—It will appear from page 17 of the Civil Estimates for 1931-32 that under the primary unit "Pay of Establishment" is included expenditure on pay of 11 clerks, one pressman and three servants. Of the 11 clerks two are employed in the Board's office and nine at the headquarters of districts where there are branches of the Imperial Bank of India. The pressman is attached to the Board's office and of the three servants one wheel-turner works in the Board's office and two peons are employed in district offices. It is not possible to reduce the Stamp establishment in district offices which is the minimum required, there being only one stamp clerk in each district which has transactions with the Imperial Bank of India. No reduction has been suggested by the District Officers who were consulted in the matter.

In the Board's office the Stamp establishment consists of one clerk on Rs. 100, one on Rs. 45, one pressman drawing Rs. 38

in the grade of Rs. 30—1—40 and one wheel-turner drawing Rs. 12. The work in connection with the embossing of stamps is also done by this establishment. In 1923 the Board was entrusted with the work of embossing and impressing one-anna and two-anna stamps on certain instruments, e.g., cheque books used by wards estates, district and local boards, municipalities and other local bodies, forms of pay slips sent by the Tata Iron and Steel Company, Jamshedpur, etc. The posts of one assistant on Rs. 100, one pressman and one wheel-turner were sanctioned for the purpose. Since July 1927 owing to the abolition of stamp duty on cheques, the work of the embossing section is confined to embossing stamps on forms of pay slips sent by the Tatas as it is no longer necessary to emboss stamps on cheques of private parties and local bodies. The Board was however called upon in 1928 to take up the work of receiving, scrutinizing and consolidating forecasts and indents of stamps for the district offices and performing other supervisory functions in that connection. The Board asked for the creation of a new post on Rs. 150 a month to deal with this. In view of the decrease of work in the embossing section Government sanctioned only one post of an assistant on Rs. 45 a month to help the assistant in charge of the Stamp and Embossing Branch (on Rs. 100) with the routine work and maintenance of new registers.

The Board suggests that the work of embossing stamps may be transferred to the Government Press for the following reasons:—

On an average 175,000 pay slips from the Tata Iron and Steel Company are embossed in a year. Two thousand four hundred slips are embossed in a day and sorting, counting and packing of slips take about 12 days in a year. Thus the whole work is done in 85 working days out of a total of say 260 working days in a year. The correspondence (both receipts and issues) in this connection do not exceed 100 in a year. But the receipts of the Stamp Branch alone come up to nearly 1,500. If the work of embossing stamps is taken away from the Board's office there will be no appreciable decrease of work in the Stamp Branch and therefore the same number of assistants will still be required to run the branch. Only the pressman and wheel-turner may be transferred to the Government Press where they can be fully employed *throughout* the year. As the correspondence in connection with embossing stamps is very light it will not add to the work of the Press. It may be noted here that for the embossment of 175,000 pay slips the Tatas deposit annually

about Rs. 11,000 in the Singhbhum treasury. This amount is credited to provincial revenues.

(2) *Value of Stamps supplied from the Central Store.*—No retrenchment is called for under this head. If there is a fall in stamp revenue there will be simultaneously a reduction in the value of stamps supplied from the Central Stamp Store.

(3) *Charges for sale of stamps (judicial and non-judicial).*—Under orders of Government the Board has recently reduced the rates of discount on the sale of non-judicial stamps. The estimate under this head for the current year has accordingly been reduced by Rs. 14,400. For the next year a sum of Rs. 80,175 has been budgeted for as against Rs. 1,10,275 provided in the budget estimate for 1931-32. No further retrenchment is possible under this head.

SUMMARY OF RETRENCHMENT PROPOSALS UNDER
"8—FORESTS".

	Normal budget.	Retrenchment proposal.		
	Rs.	Rs.	Rs.	
Works and buildings ...	69,800	4,000	}	8,208
	11,137	4,208		
Regeneration ...	12,060	2,000		
Fire protection ...	15,000	4,000		
Subordinate and depôt establishment.	1,40,000	6,100		
Sowing and planting ...	7,700	3,000		
Other retrenchments ...	...	4,085		
		27,393		

STATEMENT SHOWING POSSIBLE RETRENCHMENTS UNDER
MAJOR HEAD 9—REGISTRATION.

	Budget Estimate, 1932-33 (1st edition).	Proposed retrenchment. As proposed by controlling officer.
SUPERINTENDENCE.	Rs.	Rs.
Pay of Establishment—		
Officiating arrangements	300
Allowances—		
Grain compensation allowance	128
Contingencies—		
Contract	1,500
	...	150(c)

(a) This retrenchment is feasible by not taking any substitutes when menials are given leave with allowances.

(b) This retrenchment is feasible provided no grain compensation allowance is sanctioned during 1932-33.

(c) This retrenchment is possible provided the postal rates do not increase.

	Budget Esti- mates, 1932-33 (1st edition).	Proposed retrenchment. As proposed by controlling officer.
	Rs.	Rs.
DISTRICT CHARGES.		
Pay of officers	2,78,145	5,400 (d)
Pay of Establishment— Temporary Establishment ..	85,000	15,000 (e)
Allowances— Travelling allowance	10,600	3,500 (f)
Grain Compensation allowance ..	2,112	2,112 (b)
Contingencies—Contract— Binding charges... ..	5,465	5,465 (g)
Angul Schedule—(non-voted)— Allowances	12	12 (b)
Total (Retrenchment proposed) ...		31,623

(d) This retrenchment is possible if no appointment be made in the chain of the vacancies that have already taken place and are likely to take place by death and retirement in the current year (1931-32). No vacancy in the ordinary course is likely to take place in 1932-33.

(e) This retrenchment is feasible by imposing restrictions on the normal entertainment of extra clerks as has been done in the current year (1931-32) since July 1931. Completion of documents and consequently return of registered documents to registrant public will be delayed by the proposed restrictions.

(f) This retrenchment is possible by imposing restrictions on transfers and the grant of leave to District Sub-Registrars, Sub-Registrars and clerks, and by reducing inspections of sub-registry offices by District Sub-Registrars to half.

(g) This retrenchment is possible if no amount be spent on the binding and rebinding of old and dilapidated register books from which considerable revenue is derived annually—(Rs. 1,13,706 in 1930-31).

Further proposals which will be put forward are—

(1) Economy of stationery by typing correspondence on half sheets in memo or express letter forms.

(2) Closure of non-productive Sub-Registry offices and employment of staff thus released in big offices till absorption.

(3) Introduction of the system of copying documents registered, according to the method of photo-copying, such as is done in Bombay, at once in two or three convenient centres and so restricting the mufassal Sub-Registry offices to the work of receiving and returning documents.

(4) Destruction of permanent records more than 60 years old, so economising space and saving new buildings and records costs.

XIII.—IRRIGATION.

IRRIGATION DEPARTMENT.

MEMORANDUM.

Under the orders of Government in the Finance Department, a cut of Rs. 1,31,120 was made in August 1931 in the current year's budget estimate of expenditure of the Irrigation Department, viz. :—

Rs.	
1,15,000	under " Works and Repairs ", and
16,120	under " Establishment ".

In the budget estimate of 1932-33 a reduction of Rs. 1,49,530 has already been proposed. A further possible retrenchment of Rs. 1,22,000 is now proposed to be effected in the next year's budget by reduction of expenditure in the manner following as detailed in the statements attached :—

Rs.	
(1)	22,000 from the provision for new buildings in the Son Circle.
(2)	2,000 from the provision for Tools and Plant in the Son Circle.
(3)	11,000 from the provision for new buildings in the Orissa Circle.
(4)	30,000 from the provision for project surveys including the total estimated expenditure for the temporary project division.
<hr/>	
	65,000
(5)	57,000 from the provision for establishment charges (as per details shown separately in the statement) which would probably be saved during the year 1932-33 mainly by the abolition of the Palasore Embankment division and its amalgamation with the Puri division.
<hr/>	
Total	1,22,000
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This is now over 10 per cent of the retrenched budget of 1931-32. As the above proposals involve the reduction of one permanent division and one superior post of Executive Engineer in the cadre of the Indian Service of Engineers of the Irrigation

Department, sanction of the Secretary of State will be required under paragraph 72 of the Public Works Code. The proposed reduction could, however, be put into operation in advance of sanction of the Secretary of State up to a limit of three months under rule 25 of the Civil Services (Classification, Control and Appeal) Rules.

E. L. GLASS,

The 10th December 1931.

Secretary to Government.

ESTABLISHMENT.

Statement showing possible savings in the Establishment charges of the Irrigation Department by the abolition of the Balasore Embankment Division and its amalgamation with the Puri division.

	Rs.
(a) Saving in the reduction of one Executive Engineer, non-voted.	16,150
(b) Saving in the overseas pay of one Executive Engineer—non-voted.	4,800
(c) Saving in the officiating pay of the present Executive Engineer, Balasore division.	1,800
(d) Reduction of two posts of Subdivisional officers (Assistant Engineers, owing to the reduction in the number of subdivisions in the Balasore and Puri divisions combined) from 6 to 4.	6,000
(e) Reduction of five posts of overseers owing to the reduction in the number of sections.	3,600
(f) Reduction in the office, accounts and petty establishments of the Balasore division.	21,695
(g) Saving in the travelling allowance of the Balasore division.	7,000
(h) Saving in the contingencies of the Balasore division	3,000
(i) Saving in the Navigation Establishment of the Orissa Coast Canal (suggested by the Superintending Engineer, Orissa Circle).	3,000
Total ...	67,045
<i>Deduct</i> rough estimated cost for leave allowance, compensation and pension of the establishment to be dispensed with.	10,000
Net estimated saving	57,045
or say	57,000

**RETRENCHMENT PROPOSALS UNDER THE HEAD
22—GENERAL ADMINISTRATION.**

Minor head.	Budget for 1932-33 (as proposed by controlling officer).			Retrenchment proposed in column 2.	Final estimate for 1932-33.
	Rs.	Rs.	Rs.		
Salary of Governor ...	1,00,600	...	1,00,600	...	1,00,600
Sumptuary allowance ...	6,000	...	6,000	...	6,000
Staff and household ...	...	...	...	...	...
Expenditure from contract allowance ...	2,97,730	48,228	2,49,502		
Tour expenses ...	...	...	...	...	...
Executive Council ...	...	...	2,55,902	...	2,55,902
Ministers ...	...	...	...	...	...
Legislative Council ...	1,56,689	6,860	1,49,829		
Elections ...	1,250	...	1,250		
Civil Secretariat ...	8,01,690	...	8,01,690		
Board of Revenue ...	1,82,139	3,418	1,28,721		
Inspector-General of Stamps ...	33,015	...	33,015		
Local Fund Audit Establishment (share)	1,59,782	18,000	1,41,782		
Commissioners ...	3,90,136	8,210	3,81,926		
General Establishment ...	38,95,232	53,339	38,36,893		
Subdivisional Establishment ...	3,30,330	4,000	3,26,330		
Other Establishment ...	2,35,997	19,926	2,16,071		
Discretionary grants ...	1,15,000	84,700	30,300		
Miscellaneous ...	747	...	747		
Reserve at the disposal of Government...	...	...	...
Stores—High Commissioner ...	...	...	...
Angul ...	1,01,175	7,728	93,447		
Expenditure in England ...	3,59,160	3,093	3,56,067		
Grand Total	73,72,574	2,62,502	71,10,072		

His Excellency has decided to disband the escort permanently. This will save Rs. 31,028. Sir James Sifton has also decided, as a measure of economy, to purchase only one new motor car out of two to which he is entitled. The saving is Rs. 16,900. Additional expenditure under this head is inevitable, as there will be a change of Governor and certain equipment

grants have to be provided. A saving of Rs. 300 is possible in the Private Secretary's budget under leave salaries and temporary establishment.

		Budget for 1932-33 (as proposed by controlling officer).	Retrenchment proposed in column 3.	Final estimate for 1932-33.
		Rs.	Rs.	Rs.
Civil Secretariat	...	8,01,690	Nil	8,01,690

CIVIL SECRETARIAT.

The cost of the Civil Secretariat consists entirely of salaries and allowances except for the item "Contingencies" of which the details are given at page 85, Civil Budget Estimates. Under this latter head the charge for rents, rates and taxes has been reduced and the electric current charges have also been reduced by the adoption of a sliding scale system. Under the head "Miscellaneous contingencies" and under the head "Telephone charges" a saving of about Rs. 3,500 can be obtained if the proposal to establish a departmental exchange proves feasible. Rs. 1,000 could be saved by cutting down the supply of liveries to menials.

2. As already stated, by far the greater portion of the cost of the Secretariat consists of salaries and no substantial economy is possible unless there can be a reduction in strength. Nothing can be saved by refusing leave as in other offices, because all departments contain a leave reserve and substitutes are not taken in when leave is granted. A sum, roughly estimated at Rs. 6,000, could be saved if no new direct appointments were made in the office. But it is doubtful whether the reduction in strength which this would entail is feasible.

3. A statement showing the cost and the strength of the Secretariat in various years is attached. The number of Secretaries and Under-Secretaries has remained more or less stationary since 1923; the number of assistants has risen by 50 per cent. But briefly, the reason why under modern conditions the strength of the Secretariat has risen is that whereas in the pre-reform days orders were taken from an official head who was fully conversant with the details of the administration and needed not advice, but a statement of the facts, under the present system orders are taken from Ministers who are not expected to be familiar with the details of the administration and require not only a statement of facts but also advice.

This fact is obvious from a perusal of any of the old Bengal proceedings in which there is practically no noting at all except a statement of the facts and a reference to the previous papers. A modern Secretariat file, particularly in the Transferred Departments, contains long and elaborate notes, records of discussions with heads of Departments and an elaborate survey of the pros and cons of quite minor proposals. A further reason for the increase of the Secretariat is the large amount of work thrown upon it by the nature of modern work in the Legislative Council.

Civil Secretariat.

				1923-24.	1926-27.	1931-32.
				TRs.	TRs.	TRs.
Total cost	...	...	...	6,75	6,66	8,28
STRENGTH.						
Secretaries and Under-Secretaries	...		...	7	7	7+1 Deputy Secretary.
Assistant Secretaries and Registrars	...		...	5	5	6
Assistants	...	...	...	154	177	223
Servants	...	...	...	75	108	103
CONTINGENCIES.				TRs.	TRs.	TRs.
Books	...	...	...	7	6	6
Typewriters	...	...	...	1	1	2
Taxes	...	...	...	16	17	32
Electric current	}		...	62	45	64
Miscellaneous			...			
				Rs.	Rs.	Rs.
Share cost of the	Local Fund	Audit	Establishment.	1,59,782	19,000	1,41,782

Measures have been put into effect which will involve a saving of TRs. 13 or about 12½ per cent of the total cost (after allowing for reductions in recoveries): these savings are only possible by discharging permanent staff. Charges in connection with the discharge of permanent staff will, however, have to be incurred.

The savings under Board of Revenue, Commissioners, General Establishment, Subdivisional and other Establishment,

are to be obtained by holding ministerial posts in abeyance, curtailing leave and travelling and rigid economies in contingencies.

	Rs.	Rs.	Rs.
Discretionary Grants	1,15,000	84,700	30,300
Discretionary Grants at the disposal of the Deputy Commissioner of Angul.	500	500	...

Discretionary grants at the disposal of Commissioners of Divisions and District Officers amounting to Rs. 75,000 and Rs. 10,200, respectively, are proposed to be omitted.

STATEMENTS SHOWING CUTS PROPOSED IN THE BUDGET ESTIMATES FOR 1932-33 UNDER 24—ADMINISTRATION OF JUSTICE SO FAR AS JUDICIAL DEPARTMENT IS CONCERNED.

	Budget estimate for 1932-33.	Cut proposed in the estimate for 1932-33.
	Rs.	Rs.
24.—Administration of Justice—High Court (excluding pay of officers voted and non-voted and cost of passages).	3,75,530	1,650
Law Officers—L. R. and High Court Pleaders—Pay of officers—non-voted (L. R.'s pay).	28,800	...
Pay of officers—voted (3 law officers' pay) ...	43,500	500
Pay of establishment	11,215	100
Allowances—non-voted	800	140
Allowances—voted	24,300	750
Contingencies—contract	2,500	400
Contingencies—non-contract	6,355	77
Total—L. R. and High Court Pleaders ...	1,17,470	1,967

	Budget estimate for 1932-33.	Cut in the estimate for 1932-33.
	Rs.	Rs.
Law officers—Mufassal establishment—Pay of establishment.	27,240	Nil.
Law officers—Mufassal establishment—Travelling allowances.	2,100	100
Law officers—Mufassal establishment—Other allowances (Pleaders' fees).	1,46,154	4,366
Contingencies	160	Nil.
Total—Law officers—Mufassal establishment.	1,75,654	4,466
Law reporter	8,448	Nil.
Civil and Sessions Courts—Pay of establishment	6,62,942	1,342
Ditto. —Travelling allowances —non-voted.	5,500	500
Civil and Sessions Courts—Travelling allowances—voted.	26,000	2,232
Civil and Sessions Courts—Other allowances— (language rewards, compensatory allowances, remuneration to copyists and allowances to jurors and assessors).	2,43,842	10,030
Civil and Sessions Courts—Contract contingencies.	53,600	1,800
Civil and Sessions Courts—Maintenance of furniture.	7,125	1,475
Civil and Sessions Courts—Non-contract contingencies—		
Rent, rates and taxes	22,453	100
Purchase of typewriters	3,260	2,210
Purchase of cycles	225	225
Miscellaneous contingencies	7,639	1,518
Purchase of mathematical instruments	150	20
Diet and travelling allowance to witnesses	41,229	4,350
Fees for custody of Wills	172	30
Copying fees for obtaining copies of documents.	2,890	400
<i>Deduct</i> —Probable savings	—1,000	...
Total—Non-contract contingencies ...	77,083	8,853

	Budget estimate for 1932-33.	Cut in the estimate for 1932-33.
	Rs.	Rs.
Civil and Sessions Courts—Process-serving establishment—pay of establishment.	3,10,081	10,081
Civil and Sessions Courts—Process-serving establishment—travelling allowances.	1,050	Nil.
Civil and Sessions Courts—Process-serving establishment—other allowances (including compensatory allowances).	2,150	125
Total—Civil and Sessions Courts ...	13,88,776	30,438
Criminal Courts—Establishment of Honorary Magistrates.	18,309	509
Criminal Courts—Allowances of establishment of Honorary Magistrates—travelling allowances.	11,457	450
Criminal Courts—Other allowances—Allowance to jurors and assessors (for Santal Parganas).	4,325	Nil.
Criminal Courts—Fees for post-mortem examination.	3,548	200
Criminal Courts—Rewards under the Gambling and Poisons Act.	635	100
Criminal Courts—Grain compensation allowances.	...	...
<i>Deduct</i> —Probable savings ...	—500	...
Total allowances ...	19,465	700
Criminal Courts—Non-contract contingencies—Miscellaneous contingencies.	22,948	780
Criminal Courts—Charges in connection with fraudulent civil suits.	305	185
Criminal Courts—Copying fees for obtaining copies of documents.	12,012	180
Criminal Courts—Diet and travelling allowance to witnesses.	1,57,936	3,000
Total—“non-contract contingencies” ...	1,93,201	4,145
Criminal Courts—Revision of Chankidari Panchayate.	914	20
Total—Criminal Courts ...	2,26,465	5,424
Pledership Examination charges ...	6,200	Nil.
General Reserve under 24-Administration of Justice.	10,000	2,000
Grand total under 24-Administration of Justice so far as Judicial Department is concerned.	23,14,567	50,295
		1,650
		51,945

ANGUL SCHEDULE.

24—ADMINISTRATION OF JUSTICE.

	Budget estimate for 1932-33.	Cut in the estimate for 1932-33.
	Rs.	Rs.
Criminal Courts	450	Nil.
Law officers—Mufassal establishment ...	700	Nil.

24—ADMINISTRATION OF JUSTICE.

	Budget for 1932-33 (as proposed by controlling officer).	Retrench- ment proposed in column 3.	Final estimate for 1932-33.
	Rs.	Rs.	Rs.
Civil and Sessions Court—			
(a) Pay of officers—Non-voted ...	1,97,000	...	1,97,000
(b) Pay of officers—Voted ...	9,50,000	...	9,50,000
(c) Allowance—Non-voted.			
(Cost of passages granted under the Superior Civil Services Rules).	4,390	...	4,390

Note.—As the figures under the above heads represent only the pay and allowance of officers no retrenchment is possible.

24—ADMINISTRATION OF JUSTICE—HIGH COURT.

	Rs.	Rs.	Rs.
Pay of officers—Non-voted ...	4,70,592	nil	4,70,592
Pay of officers—Voted ...	27,715	nil	27,715

Note.—As the charges under the above heads represent only the pay and allowances of officers no reduction is possible under them. From the estimate under unit "Pay of officers—non-voted" the leave salary of the following will have to be transferred to the High Commissioner's budget:—

1. Hon'ble Mr. Justice Wort for 3½ months prefixing High Court vacation of 1932.
2. Hon'ble Mr. Justice James—one month with permission to affix the vacation of 1932.
3. Hon'ble Mr. Justice Scroope—about a month prefixed to the vacation of 1932.

RETRENCHMENT PROPOSALS UNDER 25—JAILS.

Extract from letter no. 18594, dated the 23rd November 1931, from the Inspector-General of Prisons, Bihar and Orissa, to the Secretary to the Government of Bihar and Orissa, Judicial Department.

SUBJECT.—Proposal for retrenchment in the budget estimate for 1932-33.

I have the honour to report, for the information of Government that if there is no recurrence of abnormal conditions,

and the necessity does not arise to reopen the Camp Jails, a retrenchment of Rs. 80,000 may be made in the budget estimate for the year 1932-33 under the major head 25-Jails and Convict Settlements as noted below :—

1. 25-Jails and Convict Settlements—Jails :—

		Rs.	
Rations, Central Jails	...	12,000	} By purchase of cheaper food grains.
„ District „	...	7,000	
Clothing, Central Jails	...	19,000	} By utilising a portion of the Camp Jail stock.
„ District „	...	12,000	
„ Sub-Jails	...	5,000	

Extraordinary charges for Live-stock, tools and plant.—

		Rs.	
Central Jails	...	4,500	} Ditto.
District „	...	500	
Total	...	60,000	

2. 25-Jails and Convict Settlements—	20,000	} On account of utilization of Camp jail stock which otherwise would have to be manufactured.
Jails Manufactures—Central Jails—Contingencies.		

Grand Total ... **80,000**

SUMMARY OF RETRENCHMENT PROPOSALS UNDER THE HEAD 26—POLICE.

			Rs.
Pay of establishment	...	...	14,956
Travelling allowance	...	...	5,700
Clothing and Arms	...	...	54,000
Rewards	...	...	15,680
Miscellaneous contingencies	...	...	14,670
All other heads	...	...	61,571
		Total	1,86,557

**RETRENCHMENT PROPOSALS UNDER THE HEAD
" 30—SCIENTIFIC DEPARTMENTS "**

Heads.	Budget for 1932-33.	Retrench- ment now suggested.	Final.
	Rs.	Rs.	Rs.
I. Donations to Scientific Societies—			
(a) Subscription to journal ...	2,500	500	2,000
(b) Office establishment of Society ...	1,000	...	1,000
(c) Library grant ...	1,000	650	350
(d) Cataloguing of Sanskrit manus- cripts.	1,413	...	1,413
(e) Cataloguing of Palm leaf manus- cripts.	30	...	30
Total ...	5,943	1,150	4,793
II. Museum—			
(a) Pay of officers ...	6,000	...	6,000
(b) Pay of establishment ...	7,262	...	7,262
(c) Allowances ...	700	100	600
(d) Contingencies ...	9,519	1,554	7,965
(e) Rents, rates and taxes ...	2,211	...	2,211
(f) Purchase of antiquities ...	3,000	1,500	1,500
Total ...	28,692	3,154	25,538
III. Ethnological grant ...	6,260	240	6,020
Grand totals ...	40,895	4,544	36,351

**Note regarding possible retrenchments in the Education
Budget.**

In considering the question of further retrenchments in the education budget, the following figures must be borne in mind :—

	Trans- ferred.	Reserved.	Angul.	Total to be spent in India.	High Com- missioner's budget.	Grand Total.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1. Draft budget for 1931-32.	84,78,430	2,02,908	1,28,483	88,09,320	1,63,038	89,77,858
2. Sanctioned budget for 1931-32.	83,72,382	1,98,596	1,14,632	66,85,610	1,73,240	88,58,850
3. Draft budget for 1932-33.	82,69,015	1,88,921	1,14,136	85,72,072	1,51,111	87,23,183

It will be seen that the sanctioned budget for 1931-32 was less than the draft budget by Trs. 1,19. Of the difference, Trs. 55 is due to deduct entries made by the Finance Department to cover anticipated normal savings under different heads. The other Trs. 64 is due to retrenchments aggregating Rs. 72,600 made by Government in January 1931, balanced in part by provision for new non-recurring expenditure.

2. I have discussed the figures with Mr. Brett who agrees that it is fair to assume that there will be a deduct entry in the budget for 1932-33 more or less similar to that made in the budget for 1931-32. If this is so, the budget for 1932-33 will stand at about Trs. 86,68. This is the figure which the committee will take as the basis of their examination. It will be seen that the economies effected in August have reduced the budget from Trs. 88,59 to Trs. 86,68, or by Trs. 1,91. In addition they are responsible for the following increases of income :—

	Rs.
Revision of the fees for certain examinations ...	1,210
Charging rent to hostel superintendents ...	18,000
Charging fees to scholarship holders in schools ...	16,000

The result of the recurring economies so far effected is therefore approximately a saving of Rs. 2½ lakhs. This figure, it should be noted, represents the saving already effected, not the ultimate saving. The latter will be much larger. Of the posts abolished, several carried incremental pay, e.g., the three posts at the arts colleges. The reduction of the maximum contribution of Government towards the cost of a building project for an aided college or school from two-thirds to half will save Rs. 57,172 in respect of projects already sanctioned and much more in future. The revision of the method of calculating the grants to aided colleges and the abolition of the special scale of pay for holders of the master's degree in the lower division of the Subordinate Educational Service will prevent expenditure from mounting up.

3. In my retrenchment letter of July the 7th, I suggested various economies which are still under the consideration of Government. Some of these are mentioned in subsequent paragraphs. The others are as follows :—

- (1) A proposal to reduce the permanent staff at the Government colleges as opportunities occur and to create instead a number of posts of research scholars. The annual saving involved is Rs. 70,656, but effect could only be given to it gradually.

- (2) A proposal to raise the fees in the Government arts colleges by Re. 1 all round. The annual increase involved is Rs. 22,500. This would help the aided colleges to raise their fees. They may wish to do this, because their grants have been curtailed.
- (3) A proposal to reduce the pay of the part-time law lecturers from Rs. 250 to Rs. 200. There are now 11 lecturers at Patna and one at Cuttack. This would therefore effect a saving of Rs. 7,200.
- (4) A proposal to raise the fees in Government high schools by six annas all round. This would produce an increase in the fee income of Rs. 42,000, and would help the aided schools to raise their fees also, if they so wish. Six aided schools are already charging more than the ordinary scale.

4. In making the economies already effected, it has been possible to avoid curtailing the grants to local bodies for primary and secondary education except in so far as district boards have been required to meet, with effect from the 1st of October 1931, the cost of the practising schools of the elementary training schools in their areas. The local bodies have recently been warned that their grants may be curtailed next year. If it were possible to insist that a curtailment in the district board expenditure should take the form of withdrawing stipends from the weakest schools, there would perhaps not be very strong objection to some reduction of the grants. It seems, however, almost impossible to secure this and I am afraid that any reduction in the grants will simply mean that the pay of the teachers will be reduced. The minima laid down by Government are already low and most of the district boards are already paying less than those minima. If the stipends are still further reduced, the teachers concerned will feel that as compared with Government servants drawing less than Rs. 40 they have been subjected to an unfair discrimination.

5. Other possible economies which suggest themselves in the transferred budget are the following :—

- (1) In a schedule attached to my budget for 1932-33 there are suggested savings under various heads which will amount to Rs. 70,390. The proposal to suspend rewards for proficiency in oriental languages is one which might be considered by other departments also.

- (2) The grants to the aided colleges for next year have been fixed on the assumption that no reduction will be made in pay. If the pay of all the employees who are drawing more than Rs. 40 is reduced by 9 per cent (i.e., 10 per cent minus the increase in income-tax), the consequent saving at each of the colleges next year will be roughly as follows :—

			Rs.
Bihar National College	...	...	9,000
Tej Narayan Jubilee College...	...	...	9,000
St. Columba's College	...	...	3,600
Diamond Jubilee College	...	...	1,600
Nalanda College	...	...	1,600
		Total	... 24,800

- (3) The strength of the Cuttack Training College was raised from 20 to 30 in July 1930. The number of Oriyas under training is only 19 and both this year and last year it has been necessary to recruit men from other divisions in order to fill the college. The roll might be reduced temporarily from 30 to 20 again. This would effect a saving in stipends of Rs. 1,800 and the second whole-time lecturer could be replaced by a part-time teacher of mathematics with an allowance of Rs. 40 in accordance with the scheme in force before the size of the college was extended. The present pay of the lecturer is Rs. 190, so there would be a further saving of Rs. 1,800 under this head.
- (4) The rate of stipends in the secondary training schools was reduced last year from Rs. 20 to Rs. 18 a month. The number of admissions to the schools was also reduced and is now 110 a year. If the stipends were further reduced to Rs. 15, there would be a saving next year of Rs. $3 \times 110 \times 22$, i.e., Rs. 7,260.
- (5) This year we have closed fifteen elementary training schools, and there are now left 98 Government schools and four aided schools. Each of these schools can train 20 pupils and statistics show that the annual output of a school with 20 pupils is about 13 trained men. Now that the resources of the district boards

have ceased to expand and may contract, an increase in the number of trained teachers is an embarrassment. If it be assumed, as usual, that the casualties in the present staff of trained teachers will be 5 per cent of the total and the output of the schools is limited roughly to the probable number of casualties, 22 more schools can be closed. In my letter of July 7th, I showed that the stipends for the 1,800 pupils in the schools this year would cost about Rs. 1,56,500. If the number of schools is reduced to 80 next year the number of pupils will fall to 1,600 and there will be a saving in stipends of Rs. 17,400. For each school closed there will also be a saving of Rs. 480 for the teacher's pay and Rs. 60 for contingencies, a total for the 22 schools of Rs. 11,880.

- (6) The practising schools attached to the elementary training schools in areas under the control of district boards have already been handed over to the district boards. This was possible because the district boards gave an undertaking five years ago that they would maintain the schools if and when Government should ask them to do so. There remain 19 practising schools in municipal areas. The municipalities have not given any undertaking similar to that given by the district boards and Government cannot therefore require them to maintain the schools. In some cases, however, it may be possible to close the Government practising schools and to make use of municipal primary schools already in existence. I have already commenced enquiries as to the cases in which this will be practicable. Of the 19 schools the eight for Muhammadan teachers cost Rs. 5,856 and the 11 for other teachers cost Rs. 6,864. If half of the schools can be closed the saving next year will be about Rs. 6,360.
- (7) I have suggested separately to Government that we should close the Bhagalpur training class for women and the Urdu section of the Gaya training class for women at the end of the year and transfer the pupils to other schools. The saving to be effected by this would be Rs. 8,045.
- (8) I have already suggested that, with one exception, the temporary posts of the special inspecting officers for the depressed classes should be abolished at the end of this year. The saving involved is Rs. 3,584.
- (9) In July last I suggested that the local allowances given in the Anaul subdivision and at Ranchi should

be abolished. Government have not accepted this recommendation in full and the draft budget includes Rs. 3,193 for allowances in the Angul subdivision and Rs. 957 for allowances at Ranchi. I am still of opinion that these allowances should be stopped.

6. In the reserved budget I have only two economies to suggest :—

- (1) The savings suggested in paragraph 5(1) above include a reduction of 4 per cent in the grants to secondary and special schools for Indians. If a similar reduction were made in the case of the maintenance grants to European schools the saving would be approximately Rs. 1,800. The free boarding grant for orphans and indigent children might be curtailed by 10 per cent, which would mean a saving of Rs. 3,500.
- (2) The establishment of the Reformatory school has been greatly reduced during the past year. The only other reduction possible is to hand the farm and dairy over to the management of the Agricultural Department. If, as a result of this, the Agricultural Department could close their farm at Ramgarh, there would be some saving. The transfer, however, involves various difficulties which are still under consideration.

7. These proposals may be summarised as follows :—

	Ra.
Economies still under consideration [paragraphs 3(1) and 3(3)].	77,856
Increases in income still under consideration [paragraphs 3(2) and 3(4)].	64,500
New proposals, paragraph 5(1)	70,390
5(2)	24,800
5(3)	3,600
5(4)	7,260
5(5)	22,280
5(6)	6,360
5(7)	8,045
5(8)	3,584
5(9)	4,150
6(1)	5,300
Total	5,05,125

G. E. FAWCUS,
*Director of Public Instruction,
Bihar and Orissa.*

The 30th November 1931.

MAJOR HEAD—31—EDUCATION.

	Budget Estimates, 1932-33 (1st Edition).	Proposed retrenchment
	As proposed by controlling officer. Rs.	As proposed by controlling officer. Rs.
Grants to University, Recurring ...	24,000	2,000
Grants to non-Government Arts Colleges—non-recurring.	14,600	9,600
Government Arts Colleges for boys—Contingencies—non-contract.	...	...
Prizes, grants to athletic clubs and common-room charges.	23,210	4,071
Purchase of apparatus, instruments and chemicals.	53,180	9,307
Customs duty	6,828	1,195
Freight on imported stores	4,554	797
Government arts colleges for boys—Contingencies—contract—Laboratory contingencies.	9,865	1,726
Government professional Colleges—Law college—contingencies—non-contract.	...	...
Government secondary schools for boys—Pay of establishment—Special pay for librarians in Government high schools.	3,420	660
Government secondary schools for boys—Contingencies—non-contract.	...	...
Miscellaneous contingencies	35,990	500
Government secondary schools for girls—Pay of establishment—Special pay for librarians in Government high schools.	300	60
Government secondary schools for girls—Contingencies—non-contract.	...	...
Direct grants to non-Government secondary schools—recurring.	4,24,535	16,981
Non-recurring	50,000	8,333
Primary—Direct grants to non-Government primary schools—non-recurring.	2,500	416
Special—Direct grants to non-Government special schools—Recurring.	1,07,782	4,311
Non-recurring	2,500	416
Total carried over ...		60,373

MAJOR HEAD—31—EDUCATION—*concl'd.*

	Budget Estimates, 1932-33. (1st Edition).	Proposed retrenchment.
	As proposed by controlling officer.	As proposed by controlling officer.
	Rs.	Rs.
Brought forward ...	...	60,373
Training schools for masters—Contingencies— non-contract.	...	...
Other schools—Contingencies—non-contract	...	...
Miscellaneous Contingencies	2,300	200
Contingencies—non-contract—Purchase of books and periodicals including library charges.	850	149
Miscellaneous—Sanskrit Association, governing bodies of Sanskrit colleges, etc.—Contingencies—non-contract.	2,100	500
Miscellaneous—grants for the encouragement of literature.	3,000	1,500
Grant to the Provincial Boy Scouts Association	10,000	5,000
Rewards for proficiency in oriental languages...	1,600	1,600
Grant to the girls' guide association ...	500	250
Reserve at the disposal of Government ...	5,000	5,000
Total (Retrenchment proposed) ...	...	<u>74,572</u>

MAJOR HEAD—31—EDUCATION—ANGUL SCHEDULE.

Government Secondary schools for boys— Contingencies—non-contract.	...	...
Prizes, grants to athletic clubs and common room charges.	560	95
Total (Retrenchment proposed) ...	...	<u>98</u>

Further note for the Committee.

Since my examination by the committee on December the 8th, I have been considering the suggestions made on that occasion by members of the committee and should like to record the following opinions:—

1. It would be most undesirable to place Patna College and the Science College under one Principal for the following reasons:—

- (a) Each of these colleges has a large number of buildings spread over a large area of ground.

to see the three stipends in the degree class retained for the benefit of students who have done specially well in the diploma class, and I should like to see at least 15 stipends left at Patna and 10 left at Cuttack, so that a good class of students may be encouraged to complete at the entrance examination. The further saving involved in this proposal is as follows:—

	Rs.
Reduction in the number of stipends from 60 to 25, i.e., 35 stipends less at Rs. 20 each for nine months ...	6,800
Less 35 book allowances at Rs. 50	1,750
Total	4,550

4. In my original proposal I suggested that the value of the stipends in the secondary training schools should be reduced from Rs. 18 to Rs. 15, but the committee also suggested that the number of these stipends might be reduced in the same way as the number of stipends in the Training Colleges. After further enquiry I consider that this would be very unwise. The matriculate students who join these schools are definitely poor students; if they were not, they would join the I. A. or I. Sc. course instead. I doubt whether it would be wise to go beyond the proposals which I have already submitted.

5. At the elementary training schools the students at present receive stipends at the following rates:—

	Rs.
(a) Middle passed actual teachers	9
(b) Other actual teachers	8
(c) Middle passed intending teachers	7
(d) Other intending teachers	6

My original proposal contemplates an expenditure on stipends of Rs. 1,29,100. If the stipends of Rs. 9 and Rs. 8 are reduced in value to Rs. 7, the maximum expenditure on the 1,600 *gurus* whom it is proposed to train next year would be Rs. 1,34,400, from which I should be inclined to deduct 5 per cent for places not filled, casualties, and *gurus* drawing Rs. 6. This would leave a total of Rs. 1,27,680 to be distributed between the main budget and the Angul schedule. The further saving is Rs. 11,420.

G. E. FAWCUS.

Dated the 14th December 1931.

32.—MEDICAL.

RECEIPTS.

Receipt—Possible increase suggested.

	Rs.	Rs.
Estimate of Radium fees in the next year ...	13,000	
Share of Superintendent at 50 per cent ...	6,500	
Government share—	6,500	
If the share of the Superintendent is reduced from 50 to 25 per cent the increase in income will amount to—	3,250	3,250
Estimate of receipts from X-Ray fees (at Darbhanga, Patna, Cuttack and Itki) in the next year (Government share at 50 per cent).	3,170	
If Government share is increased to 75 per cent the increase in income will be—	1,585	1,585
Estimate of receipt from fees from Pathological examinations.	6,000	
Government share at 25 per cent	1,500	
If Government share is increased to 50 per cent the increase in income will be—	1,500	1,500
Total ...		<u>6,385</u>

I.

Statement showing reduction already proposed for next year's budget as compared with previous year.

Budget head and item.	Normal year.		Proposed Budget for the next year.	Decrease.
	Budget grant in the current year.			
	Rs.		Rs.	Rs.
Mufassal Hospitals and Dispensaries—Contingencies non-contract—				
Diet	95,000	Cheaper rates of food.	83,000	12,000
Electric current charges ...	45,900	Retrenchment necessary by local officers.	43,300	2,600
Clothing and bedding ...	20,000	Cheaper rates.	15,000	5,000
Miscellaneous non-contract Contingencies.	69,670	...	65,670	4,000

	Rs.		Rs.	Rs.
Ithi Sanatorium—				
Diet and milk	12,000	Patients paying for own diet.	9,450	2,570
(a) Leprosy Scheme closed and not included in the next year's budget—				
	Rs.			
Pay of Leprosy expert	2,400			
Special pay ...	3,000			
Clerk ...	432			
Survey party pay ...	6,900			
Survey party allowance	1,320			14,052
(b) Higher Diploma for Licentiates omitted.				2,685
		Total	...	<u>42,907</u>
Reduction due to revised rates in Travelling allowance being calculated in this budget.				7,975
		Total	...	<u>50,882</u>
Bihar and Orissa share of the reduction of Rs. 39,825 in the provision for contingencies non-contract under Mental Hospital.				9,957
		Total	...	<u>60,839</u>

II.

Statement showing further reduction that might be effected.

Mufassal Hospitals and Dispensaries—Contingencies— non-contract.		Rs.	Original budget.
		Rs.	Rs.
(1) Miscellaneous non-contract	...	5,000	65,670
Medical Stores	...	4,000	78,500
Equipment for State Hospitals	...	2,000	10,000
Grants to Hospitals and Dispensaries—			
Equipment grant	...	8,000	28,000
Angul Schedule—Mufassal Hospitals and Dispensaries—			
Equipment of State Hospitals	...	1,000	

	Rs.	Original budget. Rs.
Medical College—		
Training of students of the Medical College in Midwifery at Bangalore.	3,000	6,350
Medical Schools—		
Other allowances voted—	1,760	1,760
Training of Kabinajes, etc., (there should be no special class. They should be trained with other students).		
Post-graduate training in mental diseases— ...	1,016	1,046
	<u>25,806</u>	<u>...</u>

III.

Statement showing further cut in expenditure in the next year.

Original—		Rs.
	District Medical Officer—Pay of estab- lishment—	
2,220	Temporary establishment—Pay of Le- prosy Research worker, Purulia.	2,220
	Reserve Medical subordinates—	
1,200	Post-graduate training of Assistant Surgeons.	1,200
		300 of this must be left for ordinary travelling allow- ance.
	Mufassal Hospitals and Dispensaries—	
8,400	Contingencies non-contract.	
Economy and cheaper rates	State Hospitals—Uniform—menials and nurses.	2,000
Further out.	Electric current charges— ...	3,000
	Medical College— Contingencies non-contract.	
11,500	Electric current charges (College) ...	500
	Medical Schools—	
6,885	Electric current charges ...	500
Cuttack School.		<u>9,420</u>
		<u>300</u>
3,320	Contract charges	300
Contract contin- gencies—Super- intendence.	Total	<u>9,720</u>

33—PUBLIC HEALTH.

Note by Finance Department.

The total budget grant for 1931-32 was Trs. 11,02.

That for 1932-33 is Trs. 11,74.

As this budget contains several sections in which conditions are very dissimilar, it will be convenient to consider it under the three following heads :—

I. Grants for public health purposes (page 173 of budget).

II. Other heads other than Engineering and Works.

III. Engineering and Works.

Under head I, the budget for 1931-32 was Trs. 1,63.

The only retrenchment was T. A. and contingencies under "Medical examination of scholars" Trs. 1. The basic figure is Trs. 1,62. The budget for 1932-33 is Trs. 2,42.

The proposals are—

	Trs.
(a) further reduction of T. A. and Contingencies under "Medical examination of scholars" ...	1
(b) omission of lump provisions for grants to local bodies	1,00
	<hr style="width: 100%; border: 0.5px solid black;"/>
	1,01
	<hr style="width: 100%; border: 0.5px solid black;"/>

This would give a budget of Trs. 1,41 for 1932-33 making a reduction of $12\frac{1}{2}$ per cent. A further reduction of about 7 is likely because the 10 per cent cut will be applied to officers lent on foreign service, thereby reducing the grants which the local Government makes to District Boards for their pay. But as Trs. 95 of the reduction under (b) was a retrenchment made in last budget, it does not count towards the 30 lakhs.

Under head II, the budget for 1931-32 was Trs. 4,43.

Of the retrenchments of 21 made in August, about Trs. 11 affect next year's budget. The basic figure is Trs. 4,32. The budget proposed for 1932-33 is Trs. 4,36. The retrenchments proposed are Trs. 22 under various heads, giving a final budget of Trs. 4,14, about $4\frac{1}{2}$ per cent.

III. ENGINEERING AND WORKS.

Budget grant, 1931-32, Trs. 4,95.

Retrenchments of Trs. 17 were made under Works.

These do not affect next year's budget.

Under Engineering, reductions of Trs. 25 were made, which do affect the budget.

The basic figure is Trs. 4,70.

The budget proposed for 1932-33 is Trs. 4,93.

Retrenchments proposed are—

(a) reduction of staff	...	...	...	15
(b) abolition of Mechanical Division	...	...	...	15
(c) reduction in programme of Major and Minor works	...	...	...	24
				54

These retrenchments would produce a budget of Trs. 4,42 making a total reduction of Trs. 28 on the basic figure or 6 per cent.

The totals for the three heads are as follows :—

Basic figure	...	...	...	Trs. 10,64
Reduction on basic figure	...	...	...	„ 67
Percentage	...	...	...	6½

W. B. BRETT—1-12-1931.

Budget heads.	Provision suggested for the budget for 1932-33.	Retrenchment proposed.
	Rs.	Rs.
32.—Medical—Hospitals and dispensaries—grants to hospitals and dispensaries—grants to Lepet Asylums.	87,658	*12,000
33.—Public Health—grants for public health purposes—grants to district boards for rural water-supply.	45,000	45,000
33.—Public Health—Reserve for contribution to district boards and municipalities for water-supply, sewerage and drainage.	50,000	50,000

*N.B.—A cut of Rs. 12,000 can be made by reducing the rate of capitation grant from Rs. 3-3-0 to Rs. 3 per head. This will however interfere with the treatment of the lepers in accordance with the most up-to-date method so that Local Self-Government Department are most reluctant to touch the grant unless it is absolutely necessary as the last resort.

Statement showing the proposed retrenchments in the Public Health
Department Budget for 1932-33.

Heads.	Budget,	Proposed	Revised after
	1932-33.	retrenchment, 1932-33.	retrenchment 1932-33.
	Rs.	Rs.	Rs.
<i>Superintendence.</i>			
Establishment—Leave salaries ...	500	500	...
Travelling Allowance (Non-voted) ...	3,500	700	2,800
Travelling Allowance (Voted) ...	9,500	1,500	8,000
Contract Contingencies ...	8,180	280	2,900
Sanitary Inspectors' school ...	308	303	...
<i>Vaccine Establishment.</i>			
Inspectors and Sub-Inspectors ...	39,720	1,280	38,460
Travelling Allowance ...	23,300	300	23,000
Medical Stores ...	3,000	1,000	2,000
Miscellaneous (Non-Contract) ...	600	500	100
Contract Contingencies ...	2,250	250	2,000
<i>Vaccine Depot.</i>			
Travelling Allowance ...	150	50	100
Customs duty on imported stores ...	500	100	400
Miscellaneous ...	16,950	3,500	18,450
<i>Medical Examination of Scholars and teaching of Hygiene in high schools.</i>			
Travelling Allowance ...	7,000	800	6,800
Contingencies ...	1,300	100	1,200
<i>Malaria.</i>			
Free supply of quinine to certain schools in Bihar and Orissa.	2,500	2,500	...
Purchase of quinine for sale ...	17,000	2,000	15,000
Commission on sale of quinine ...	700	100	600
<i>Other Epidemic Diseases.</i>			
Pay of Establishment—Epidemic vacci- nators and temporary sub-assistant surgeons.	19,750	1,750	18,000
Travelling Allowances ...	10,000	2,000	8,000
Miscellaneous ...	4,500	2,000	2,500
<i>Publicity Campaign.</i>			
Travelling Allowance ...	250	150	100
Contingencies (Non-Contract) ...	1,000	200	800
<i>Public Health Laboratories.</i>			
Travelling Allowance ...	1,000	100	900
Other allowances ...	1,680	480	1,200
Customs duty on imported stores ...	300	200	100
Miscellaneous ...	5,000	876	4,124

23,504

Proposals for Retrenchment.

1. The work which the staff of the department is at present employed on consists of (a) the execution of work and maintenance of sanitary installations for Government, (b) the execution of work and maintenance of pumping plant on behalf of local authorities and (c) the supervision of the maintenance of municipal waterworks and other sanitary works under the rules made by Government under various sections of the Bihar and Orissa Municipal Act, 1922.

2. (i) Owing to the present financial stringency it is unlikely that there will be any considerable expenditure in the near future on major works on behalf of Government but minor works to the value of say Rs. 30,000 and probably a few major works will be unavoidable. The total expenditure on original works on behalf of Government is unlikely to be less than Rs. 0.5 lakh per annum.

(ii) It will not be possible to reduce the expenditure in 1932-33 on the repair and maintenance of sanitary installations in Government institutions and residences below—

				Rs.
Reserved	...	...	...	35,600
Transferred	...	...	...	89,562
Total				<u>1,25,162</u>

This expenditure is based on the maintenance work being on the same reduced standard as in 1931-32 and includes new item amounting to—

				Rs.
Reserved	...	...	...	1,964
Transferred	...	...	...	4,309
Total				<u>6,273</u>

details of which are given in Appendix G. It has been assumed that the pay of all work-charged staff drawing Rs. 50 and over is reduced by 10 per cent.

(iii) Schemes (for which funds are available) amounting to Rs. 28,94,950 for local authorities have been sanctioned and the value of the work remaining to be done is Rs. 27,96,950. Details are given in Appendix A attached.

Assuming that these works are completed in four years the annual value of the work is about Rs. 7 lakhs.

(iv) Maintenance of municipal water-supplies and sewage pumping stations to the annual value of about Rs. 1 lakh is done by the Department.

(v) The repair and maintenance of waterworks and execution of sanitary works by local authorities of the annual value of about Rs. 5 lakhs is supervised by the Department under rules made by Government under several clauses of the Bihar and Orissa Municipal Act, 1922.

3. From the details given in the preceding paragraph it will be seen that for the next four years, if not for a longer period, the annual value of the work to be carried out by the Department will be approximately—

	Rs.
(i) Government Original Works ...	0.5 lakh
(ii) „ Repair and maintenance ...	1.25 lakhs
(iii) Original deposit works ...	7.0 „
(iv) Repair and maintenance Deposit works ...	1.0 lakh
Total	<u>9.75 lakhs.</u>

and that the approximate annual value of the work under the supervision of the Superintending Engineer, Public Health Department, will be about Rs. 14.75 lakhs.

4. In view of the very considerable value of the work to be done a large reduction in the expenditure on the civil engineering establishment is impossible and after careful consideration I think the reductions suggested in the following paragraphs are the most I can recommend. The proposals are based on the Establishment budget for 1932-33.

5. Civil Engineering staff etc.—

	Rs.	Rs.
Office of Superintending Engineer—		
One temporary clerk on Rs. 50—2—60	629	629
1st Division—		
(i) Temporary Supervisor—		
Babu N. K. Mukharji ...	4,500	
(ii) Temporary Supervisor (vacant) ...	2,520	
(iii) Overseer Improvers 2 at Rs. 70 ...	1,660	
(iv) Sub-overseer—		
Babu S. N. Varma at Rs. 100 ...	1,200	
(v) Tracers 2 at Rs. 45 ...	1,080	
	<u>11,280</u>	11,280
		<u>11,909</u>

	Rs.	Rs.
Brought forward ...		11,909
2nd Division—		
(i) Overseer—		
Babu Gobardhandhari Lal, services to be dispensed with and a Mecha- nical Overseer appointed.		
(ii) Sub-overseers 2—		
Babu K. N. Gupta at Rs. 70 ...	} 1,680	1,680
„ C. M. Senapati at Rs. 70 ...		
	-----	13,589
I also recommend that the "Ranchi" allowance be abolished saving Rs. 600 ...	... ..	600
and the provision for office contin- gencies may be reduced by Rs. 500 ...	... ..	500

Total ...	... ..	14,689

6. Further retrenchment in the civil engineering staff is impossible but as a temporary measure during the period of financial stringency the Mechanical Division may be abolished and the staff re-arranged so that the repair and maintenance of the various pumping installations are done by the 1st and 2nd Divisions.

The proposal outlined in the next paragraph provides for the minimum staff necessary for the maintenance of the existing sanitary installations with pumping plant and is based on the abilities of the various members of the existing staff of the Mechanical Division.

Provision is made for a temporary Assistant Mechanical Engineer to assist the Executive Engineer, 1st Division, in the maintenance of the large number (48) of electrically-driven pumping sets in Patna, etc.

The proposal for supervision of open waterworks is to revert to the arrangements in force prior to the appointment of the Executive Mechanical Engineer when this work was done

by the Superintending Engineer with the assistance of an Assistant Mechanical Engineer.

7.—Existing staff of the Mechanical Division.		Proposed Mechanical staff for the Department.	
	Rs.		Rs.
(i) Executive Engineer (Mr. McDonald), O. P.	15,800 4,800	(i) ...	...
(ii) Assistant Mechanical Engineer (permanent) (Mr. Dhawan) 250-20-750.	4,250	(ii) Assistant Mechanical Engineer attached to office of Superintending Engineer, Public Health Department.	4,250
(iii) ...	...	(iii) Assistant Mechanical Engineer to be attached to 1st Division, 250-20-750 (temporary).	3,000
(iv) Temporary Mechanical Supervisor (Babu Radha Pershad) 200-20-400.	3,260	(iv) Temporary Mechanical Supervisor, (Babu Radha Pershad to be offered the post) 180—10-2—190—5—200 for the 1st Division.	2,160
(v) Temporary Mechanical Supervisor for Darbhanga Medical School (Mr. James).	2,318	(v) Temporary Mechanical Supervisor for Darbhanga Medical School (Mr. James).	2,318
(vi) ...	...	(vi) Mechanical Overseer for 2nd Division (Babu R. M. Sahay) (permanent).	1,790
(vii) ...	...	(vii) Temporary Overseer for 2nd Division (Babu Jiwit Pershad).	1,630
(viii) Temporary Overseer (Babu Kuldip Sahay).	1,200	(viii) Temporary Overseer for 1st Division (Babu Kuldip Sahay).	1,200
(ix) Passed Accounts Clerk.	1,018	(ix) Passed Accounts Clerk for 1st Division.	1,018
(x) Head clerk	960	(x) ...	...

7.—Existing staff of the Mechanical Division.		Proposed Mechanical staff for the Department.	
(xi) Unpassed Accounts Clerk.	634	(xi) ...	...
(xii) Typist ...	480	(xii) ...	...
(xiii) Clerk ...	450	(xiii) ...	...
(xiv) Despatcher ...	360	(xiv) ...	...
(xv) Peon (office) ...	156	(xv) ...	...
(xvi) Orderly peon of Executive Engineer.	312	(xvi) ...	...
(xvii) Peon for Assistant Mechanical Engineer, I.	156	(xvii) Peon for Assistant Mechanical Engineer, I.	156
(xviii) Peon for Assistant Mechanical Engineer, II.	...	(xviii) Peon for Assistant Mechanical Engineer, II.	156
(xix) Treasure Guard	144	(xix) Treasure Guard	...
(xx) Duffry	120	(xx) Duffry	...
(xxi) Travelling allowance	5,000	(xxi) Travelling allowance	3,000
(xxii) Contingencies	1,500	(xxii) Contingencies	500
	<u>42,448</u>		<u>21,178</u>
		Deduct no. (vi) and (vii) included in the staff of 2nd Division ...	3,420
			<u>17,758</u>

There will be one new post of temporary Assistant Mechanical Engineer on Rs. 250-20-750.

Retrenchment to be effected is Rs. 24,690 (42,448—17,758) in a full year.

8. Under clause 8 of his agreement with Government it would be necessary to give six months' notice to Mr. McDonald. If this is given with effect from 1st January 1932 the saving to be effected in 1932-33 will be reduced by—

	Rs.	Rs.
(a) Four months pay ...	1,275	
Overseas pay ...	400	
	<u>1,675</u>	
		1,675 × 4 = 6,700
Two 1st class P. and O. "B" passages Bombay—London and railway fare from Patna—Bombay (say).		2,500
		<u>9,200</u>

reducing the saving in 1932-33 to Rs. 15,490.

9. The total recurring expenditure of the Department according to the 1931-32 revised budget is—

	Rs.
Repairs (and maintenance) Reserved ...	33,440
Repairs (and maintenance) Transferred ...	85,551
Tools and Plant	25,250
Establishment	2,86,247
Total	4,30,488

10. The establishment budget for 1932-33, based on the staff of the department after reduction by the retrenchment (amounting to Rs. 26,691) effected in August 1931, is Rs. 2,80,796.

If the retrenchment proposals outlined in paragraphs 2, 5, 7 and 8 of this note are accepted by Government the necessary expenditure in 1932-33 will be—

	Rs.	Rs.	Rs.	Rs.
Repairs (Reserved) ... ..	...	...	35,600	...
Repairs (Transferred) ... ..	...	...	89,562	...
Tools and Plant ... ..	...	...	26,000	...
Establishment ... ..	...	2,80,796	...	...
<i>Deduct</i> (see paragraph 5) ...	14,689	...	...	...
<i>Deduct</i> (see paragraph 8) ...	15,490	30,179	2,50,617	4,01,779

giving a saving of Rs. 22,709 compared with 1931-32 Revised. In a full year the saving would be about Rs. 37,909.

11. Attached statements showing :—

- (a) Deposit works for which funds are available (Appendix A);
- (b) The mechanical staff employed in March 1926 (Appendix B);
- (c) The pumping installations in the charge of the Department in March 1926 (Appendix C);
- (d) The Mechanical staff of the Department in March 1931 (Appendix D);
- (e) The pumping installations in the charge of the Department in March 1931 (Appendix E);
- (f) Mechanical staff of the Department after retrenchment (Appendix F);
- (g) List of new maintenance works for 1932-33 (Appendix G).

12. The proposal to dispense with the services of an executive Mechanical Engineer is made solely with the view to meet the present condition of the provincial finances. I consider there is ample work to justify the cost of employing an experienced and suitably qualified Mechanical Engineer and that the post should be filled again as soon as possible.

13. If considered advisable the following changes may be made in the Works Budget for 1932-33.

	Budget submitted.	Amended proposal.	Remarks.
	Rs.	Rs.	
33—PUBLIC HEALTH.			
ORIGINAL WORKS—Reserved.			
Major works... ..	12,080	Nil	The completion of the consolidated scheme for water supply to Government House, Ranchi, may be postponed.
Minor works... ..	25,000	*18,000	*The provision for minor works is based on the revised budget for 1931-32.
ORIGINAL WORKS—Transferred.			
Major Works... ..	2,000	1,480	The provision of Rs. 2,000 for Patna University Sanitary Installation may be omitted. Rs. 1,480 will be required to complete the sanitary installation to the Radium Institute, Patna.
Minor Works... ..	35,000	25,000	

14. Evidence will be given by Mr. Platt.

S. E. PLATT,

*Superintending Engineer,
Public Health Department,
Bihar and Orissa.*

The 28th November 1931. }

APPENDIX A.

List of deposit work sanctioned by Government.

	Rs.
Puri Water-supply	11,84,500
Daltonganj Water-supply	1,05,000
Bhagalpur Waterworks Reorganization	4,99,850
Gay a Waterworks Improvement	£2,000
Patna-Bankipur Waterworks Extension	7,37,600
Patna-Bankipur additional tube-well	32,000
Muzaffarpur Waterworks Improvement	2,54,000
Total	<u>28,94,950</u>
<i>Deduct</i> value of work already carried out	93,000
Total	<u>27,96,950</u>

Say Rs. 28,00,000

31—AGRICULTURE.

SUB-HEAD—AGRICULTURE.

Basic figure.—Budget estimate for 1931-32 ... 7,34

Retrenchments of 70 were made in August 1931 of which those for travelling allowance and staff for the abolished Monghyr Farm and half of those for contingencies affect the 1932-33 budget.

The basic figure is 7,34 — 46 = 6,88

Budget for 1932-33.—The budget estimate for 1932-33 is 7,31

Retrenchments proposed.—The savings suggested in the 1932-33 figures are:—

General savings	53
Dumka Farm	18
Muzaffarpur Farm	28
Sabour Hospital	3
Total	<u>1,02</u>

These, if given effect to, would result in a budget of 6,29, i. e., a total saving of 59 over the basic figure or 8½ per cent.

34—AGRICULTURE—VETERINARY CHARGES.

In addition to the Rs. 1,07 that this Department has voluntarily agreed to retrench—the committee propose a further retrenchment of about Rs. 18,000 by closing Gaya Farm. Provided the committee agree not to close down Gaya Farm and leave the organisation of the Department as at present, I am willing to find an equivalent amount by small reductions over the whole range of our activities. As this involves consultation with all subordinate officers I regret I am unable to furnish complete details at this stage.

2. As regards small farms I cannot agree to the closing down of any of these except possibly two which will give about Rs. 6,000. This sum will be a part of the Rs. 18,000 under 1 above.

3. The post of Junior Scientific Assistant to the Economic Botanist is at present vacant. I am prepared to keep this post in abeyance until the financial conditions improve thereby saving Government another Rs. 1,200 a year.

D. R. SETHI,

18-12-1931,

for *Director of Agriculture,*
Bihar and Orissa.

Note on further retrenchments in the Civil Veterinary Department budget.

In view of the emergencies that have arisen out of a deficit in the Provincial budget it has become necessary to re-examine the position of the Civil Veterinary Department in order that it may be explained to the informal committee on retrenchment when formed.

It would appear that retrenchments have already been effected from August last to the extent of Rs. 18,468* on the budget for 1931-32, mainly under the two heads, travelling allowance and contingencies, and the budget for the next year (1932-33) has been framed on the lines of the retrenched estimate with

		Rs.
*Voted	...	17,403
Non-voted	...	670
Angul	...	495
Total	...	<u>18,468</u>

slight variations. The following table shows the changes effected:—

Heads.	Original grant for 1931-32.	Amount already retrenched in August.	Grant after retrenchment.	Proposed budget for 1932-33 (submitted).
	Rs.	Rs.	Rs.	Rs.
<i>Superintendence.</i>				
Travelling allowance of officer, non-voted.	4,000	460	3,540	4,000
Establishment (temporary)	273	273	...	156
Travelling allowance ...	9,900	1,155	8,745	9,000
Contingencies... ..	12,392	1,860	10,532	10,532
<i>Subordinate Establishment.</i>				
Travelling allowance ...	12,600	1,470	11,130	11,330
Contingencies... ..	1,140	500	640	640
<i>Hospitals and Dispensaries.</i>				
Travelling allowance (fixed)	21,984	2,550	19,434	19,870
Contingencies... ..	17,755	3,552	14,203	14,203
<i>Veterinary Instruction.</i>				
Travelling allowance, non-voted.	1,000	110	890	800
Travelling allowance, voted	2,200	250	1,950	1,760
Contingencies... ..	29,052	2,758	26,294	26,252
<i>Cattle-Breeding Farm.</i>				
Allowances	300	35	265	300
Contingencies	44,376	3,000	41,376	41,376
Total		17,973		

This abstract shows that the original grant of Rs. 4,46,787 (total budget) for the current year has been reduced to Rs. 4,28,814 and the total reduction has amounted to about 5 per cent on the sanctioned grant.

After deducting the receipts amounting to Rs. 1,31,022, the net charge to the Provincial revenues amounts to Rs. 3,15,765.

The Civil Veterinary Department, unlike many other departments, is being run most economically with the result that there have always been savings in the budget with the object of

trying to do the greatest good with the least possible expense consistent with efficiency. In consequence of the retrenchments made, as shown above, a certain amount of touring of the officers has been curtailed. The officers of this department from the Director down to the veterinary assistant surgeons with a few exceptions are all touring officers, and their activities are primarily confined to mufassal work. It therefore goes without saying that further retrenchments in the provisions for travelling allowance of officers will reflect adversely on the chief activities of the department.

Similarly, as regards contingencies, the provisions made in the budget represent the cost of medicines and instruments which are absolutely required to run a scientific department. Further reductions in the amounts mean further limitation of the activities of those hospitals and dispensaries, the expenses of which are borne by Government. Including Angul there are only 13 such institutions in addition to the hospitals and dispensaries, 114 in number, entirely managed by local bodies.

So far as the main department is concerned, the scope for further retrenchment without producing harmful results is very small as already reported to Government, but as the present situation demands it, I am prepared to reduce the provisions for travelling allowance under "Superintendence—Non-voted" by Rs. 800 at 20 per cent and voted by Rs. 825 being the balance reducible at 20 per cent. In addition the amount of grain compensation allowance Rs. 200 included in the original grant of Rs. 10,100 under "Allowances—Voted" may be retrenched. I also agree to reduce the provisions for contingencies under "Superintendence" by Rs. 1,700 and under "Hospitals and Dispensaries" by Rs. 1,000.

As regards the subordinate staff, the activities of the department have of late years been greatly crippled owing to the inability of the district boards to finance fresh posts of touring veterinary assistant surgeons although the want of such officers in the mufassal is acutely felt, and as a matter of fact, a non-official resolution was moved in the Legislative Council some years back to open one veterinary dispensary in each thana of the district. The Royal Commission on Agriculture for India also recommended the appointment of one touring veterinary assistant surgeon for every twenty-five thousand head of cattle. In face of these facts, out of a total number of 101 touring veterinary assistant surgeons as many as five posts have been abolished during the last three years due to financial reasons. Turning to the administrative posts, the department is now

being run with two Provincial Service officers, one Special Officer and one additional Special Officer (earmarked for a Range) on a much less pay than the Deputy Directors, formerly entertained. Moreover, it is due to financial reasons also that the Central Range of the department has not yet been formally separated. In spite of this, savings will now be effected to the extent of Rs. 4,863 in consequence of the retirement of Assistant Director, Rai Sahib P. N. Das in May next.

In addition to the above, the only other items in which retrenchment is possible are—

- (1) Two inspectors under the Society for the Prevention of Cruelty to Animals.
- (2) Extension of subordinate veterinary service.
- (3) Training of officers.
- (4) One post of touring veterinary assistant surgeon in Hazaribagh district (to be abolished).

According to the new scheme, the two veterinary assistant surgeons acting as Cruelty inspectors should revert to the Department by 31st March next. There are also no immediate prospects of extending the subordinate veterinary service although there is a crying need for same ; while, further training of officers may be postponed. The net amount including Rs. 720 for the Hazaribagh post which may be retrenched under these four heads comes to Rs. 5,364.

The grants for travelling allowance under Subordinate Establishment and Hospitals and Dispensaries may be further reduced by Rs. 1,300 and Rs. 1,000 respectively.

Coming now to the consideration of the College estimates I should like to say that the college being still in its infancy it has been held to be injurious to have a drastic cut so soon. I have, however, re-examined the position and find that the College can, for the present at least, dispense with the three posts of assistants to professors without lowering its efficiency. I therefore suggest that the posts of the assistants to the professors be abolished *protem* and their incumbents revert to the department. These three posts when abolished will effect a saving of Rs. 2,860.

A sum of Rs. 1,350 from the provision under " Allowances " and another sum of Rs. 2,360 under " Contingencies " may also be taken out without much inconvenience, the total amount retrenched on the College budget being Rs. 6,570.

I am not in favour of making any further reduction under head "Cattle Breeding Farm" except in the amount of Rs. 2,000 from the provision for "Contingencies" and Rs. 60 (20 per cent) from the provision of Rs. 300 for Manager's travelling allowance.

The total cut now proposed is for Rs. 27,209 which together with Rs. 18,468 previously retrenched, amounts to Rs. 45,677 or in round figures Rs. 45,680 a ten per cent cut on the whole budget, the utmost that can be effected under the present circumstances without jeopardising the department.

Any further cut or reduction will bring on disastrous effects. It is one of the nation-building departments and its utility in saving livestock has been of inestimable value to the Province. It is very unfortunate that in the course of its rapid career during the last decade it has had to come to a sudden halt due to financial reasons but it is expected to survive the present situation if further drastic reductions can be avoided. By saving or attempting to save livestock it contributes directly to the resources of the cultivators and thereby indirectly to the provincial revenues. Its position as such is unique as no other department with greater facilities can claim to add to the agricultural wealth of the country. If agriculture is to thrive in India it must look for its well-being to the activities of the Veterinary Department. This department is capable of doing enormous good to the people and thus far from reducing its activities, its position should be improved in every way.

P. B. RILEY, MAJOR, I.V.S.,
Director of Veterinary Services,
Bihar and Orissa.

34.—AGRICULTURE—CO-OPERATIVE CREDIT.

Items.	Budget	Retrench-	Remarks.
	provision.	ment	
	Rs.	Rs.	
Leave salary	... 3,329	3,329	Possible if leave is only given in cases of absolute necessity and no substitutes are taken in.
Other allowances	... 882 (—176)	456	Possible on the assumption that no grain compensation allowance will be sanctioned by Government during the year.

Items.	Budget provision.	Retrenchment proposed.	Remarks.
	Rs.	Rs.	
Contribution to Federation for Audit.	45,010	4,500	Ten per cent cut.
Pay and allowance of Assistant Auditors.	16,672	1,667	Ditto.
Subsidy to Federation for Development.	5,000	500	Ditto.
Subsidy to Federation for training of managers, etc.	2,500	2,500	
Grant to Co-operative Societies of backward castes.	3,300	1,800	Possible by cancellation of all subsidies except that for one clerk for Rajmahal and Pakaur areas. A further Rs. 180 can be retrenched if the 10 per cent cut in pay is operative.
Subsidy for inspecting clerks in backward areas.	6,000	3,000	Possible by withdrawal of subsidies in all cases except where essential.
Total	...	17,752	

Statement of retrenchments that can be made in the budget for the year 1932-33.

35—INDUSTRIES.

	Rs.	Rs.
Direction—Pay of officers—voted—Industrial Engineer.	9,600	
Do. Pay of Establishment servants (orderly peons of the Industrial Engineer—one on Rs. 14 and the other on Rs. 13 a month).	324	
Do. Allowances—voted—Travelling allowance (for Industrial Engineer and his peons).	1,000	
		10,924

	Rs.	Rs.
Technical Education—Engineering College— Pay of Establishment (one cost clerk on Rs. 35 a month), temporary establishment.	420	
Do. Engineering and Survey schools— Orissa School of Engineering— Contingencies—Non-contract—		
(a) Miscellaneous Contingencies	2,000	
(b) Visit to Workshops and Special Lectures.	200	
	<hr/>	2,200
Do. Industrial and Technical Schools— Ranchi Technical School—Contingencies—Non-contract—Tools and materials for private work.		1,000
Do. do. Tirhut Technical Institute— Contingencies—Non-contract— Workshop materials.		500
Do. Grant-in-aid to Technical Institutes (Non-recurring grant).		3,000
Do. Other scholarships and stipends (Lump cut).		1,000
Industrial Development—Circle Officers— Temporary establishment (Mechanical Supervisor on Rs. 150 and Assistant Mechanical Supervisor on Rs. 100).	3,000	
Do. Allowances—voted—Travelling allowance (for the above officers).	267	
	<hr/>	3,267
Do. Sericulture (Entire provision under pay, travelling allowance and contingencies).		4,514
Do. Industrial Experiments (current year's provision is Rs. 5,000. No provision will be made in the next year's grant).		5,000
Fisheries—Pay of establishment (Fishery Inspector on Rs. 75 a month and his peon on Rs. 10 a month).	1,020	
Do. Allowances—voted—Travelling allowance (for the above officers).	240	
	<hr/>	1,260
Total	...	<hr/> <u>33,085</u> <hr/>

(NOTE ON RETRENCHMENT PROPOSALS UNDER 41—(CIVIL WORKS.)

It is proposed to omit from consideration retrenchments under the head Original Works, because the calculations on which the Committee's figure is based have already allowed for reductions under these heads.

For the information of the Committee it is stated that the provisions under Original Works include the following:—

Reserved	... Minor works	...	800	
	Completion of Major works	82	3,82	
Transferred	... Minor Works	...	192	
	Road Fund Works	..	399	
	Completion of other Major Works.	31	6,17	

The Minor Works allotments will probably be cut down to this year's figure.

2. The remaining heads of the budget will come under consideration.

The principal items can be arranged under the following heads:—

(a) Repairs.

The suggested provision in the 1932-33 budget is—

Reserved	...	...	...	6,50
Transferred	...	...	...	11,82
Angul	66	19,28

These can be classified as—

Building repairs	...	...	...	9,79
Roads	...	...	...	9,49

The grant for 1931-32 after retrenchment was—

Reserved	...	...	...	6,45
Transferred	...	...	...	10,77
Angul	..	...	...	91
				<hr/>
				18,13
				<hr/>

The retrenchments proposed are—

Reserved	...	...	...	71
Transferred	...	...	...	1,78
Angul	...	...	...	12
				<hr/>
				2,61
				<hr/>

(b) Establishment.

			Provision in 1932-33 budget.	1931-32 figures.
Reserved	...	...	1,20	1,26
Transferred	...	...	11,11	11,08
			<hr/>	<hr/>
			12,31	
Expenditure in England	...	...	82	1,92
			<hr/>	
			13,13	

The retrenchments proposed are 88.

(c) Grants-in-aid.

The budget proposals for 1932-33 have not been settled.

The items will probably be—

Reserved	...	Grant to Daspalla State	...	8
Transferred	...	Contribution for commutation in Government Estates.	in	12
		Palamau District Board	...	21
		Singhbhum District Board	...	15
		Grants from Motor Tax	...	6,12
		Chaibassa Hospital	...	50
				<hr/>
				7,18

The total retrenchment proposed on the Repairs and Est b-
lishment budget is 3,49.

The budget, excluding original works and grants-in-aid,
is 33,73.

Explanatory note on 41—Civil Works.

It will be seen from the grand total under column 4 of the General Abstract that the retrenchment projected for the budget of 1932-33 is Rs. 13 lakhs less than the budget for 1931-32 as it stood after retrenchment in August 1931.

It will be noticed that Rs. 12,65,000 is the reduction under works and repairs and Rs. 51,000 under establishment. As regards work, it may be noticed that minor works (1), (2), (5), (6), (7) and (8) on the reserved side and all minor works with the exception of civil works, communications and miscellaneous are not under the control of the Public Works Department who are therefore unable to suggest any curtailment.

It will be noticed that under repairs reserved Public Works Department propose a further cut of nearly 9 per cent in spite of a cut of 15 per cent in 1931-32.

In Angul there has been a cut of 6 per cent under repairs.

Under transferred there has been a cut of 7 per cent.

As regards establishment, there has been a total cut of nearly 4 per cent. It will be seen that the permanent establishment has increased by Rs. 9,742. This is not due to any increase in the establishment but on the contrary some permanent posts have been held in abeyance. The increase represents increments to pay to the permanent establishment.

There has been a reduction of Rs. 44,000 or 37 per cent under temporary establishment.

As regards changes proposed in the establishment are the holding in abeyance for the present of the post of Rent Officer, his work being managed by the Executive Engineers of the Central and Patna Divisions with the permanent staff already employed and a lessened temporary establishment.

The retrenchment includes the holding in abeyance of the University Division as from the 1st November 1932. The work of the University Division will be done by the Executive Engineers, Patna and Central Divisions, with their existing permanent staff and a greatly reduced temporary staff.

H. A. GUBBAY,

*Chief Engineer, Bihar and Orissa,
Public Works Department.*

The 9th December 1931.

**Note on Retrenchment proposals under—
46—STATIONERY AND PRINTING.**

1. The total budget for 1931-32 was Trs. 9,65. Retrenchments amounting to Trs. 48 were made in August, of which Trs. 41 represented curtailment in the cost of stores and plant; and the rest various minor economies. Only Trs. 5 represent savings which will affect the expenditure in 1932-33. The basic figure may thus be taken at Trs. 9,60. The budget for 1932-33 amounts to Trs. 9,60.

2. The retrenchments proposed are as follows :—

- | | |
|---|---------|
| (1) Abolition of one out of the five sections; involving the discharge of 27 compositors, (i.e., piece-workers) and 14 salaried staff. Saving | Trs. 26 |
| (2) Reduction in the indent for stores, chiefly stores and spare parts for the Linotype and Monotype machines. These can now be obtained in India and it is possible to reduce the stock of spares carried. Saving | Trs. 27 |

In addition a retrenchment of Trs. 6 can be made in the cost of country paper and binding materials and Trs. 1 in the cost of freight for the same. A further saving of Trs. 1 is expected under the various miscellaneous heads, making the total saving, Trs. 61 or over 6 per cent of the basic figure.

The saving proposed amounts to 5.5 per cent of the basic figure.

The probability of increasing the price of plain paper sold to the public has been considered but it has been found that an increase would invite competition from private vendors, since Government has not a monopoly of the supply of such paper.

3. The following statement compares the cost of the department in 1923-24 and in 1931-32.

	1923-24.	1931-32.
	Trs.	Trs.
1. Gulzarbagh Press—		
Total cost ...	4,37	3,75
Staff—2 officers ...		2 officers.
12 clerks ...		25 clerks.
157 other workers excluding menials.		105 other workers excluding menials.

			1923-24	1931-32.
			Tas.	Tas.
2. Gaya Jail Press—				
Total cost	...	...	4,34	3,24
Staff—1 officer	...	...	...	1 officer.
3 clerks	...	...	...	3 clerks.
34 others	...	...	...	36 others.

(The fall in cost was chiefly under the heads Cost of paper, raw materials and plant.)

			Tas.	Tas.
3. Stationery stores	...	...	1,74	1,19
Total cost of department	...	...	10,94	9,65

NOTE.—The cost in 1931-32 includes the price of plain paper for sale by stamp vendors Trs. 47, which in 1923-24 was included in the Stamp budget. There has therefore been a reduction of 1½ lakhs in the cost of the department.

(SUMMARY OF PROPOSALS UNDER "47—MISCELLANEOUS"—)

			Rs.
Circuit houses	...	...	5,204
To be obtained by reducing purchase of furniture—			
Miscellaneous unforeseen charges	...	...	6,000
Other heads	...	...	1,297
Total			12,501

Summary of recommendations.**5—LAND REVENUE—(Paragraphs 8 and 9 of preliminary report).**

- (1) General economies to be made in settlement budget.
- (2) Settlement of Dhalbhum should not be undertaken.
- (3) Contribution to the Survey of India should be discontinued.
- (4) The posts of Director of Land Records and Settlement Officer should be amalgamated as a permanent measure, the post of Personal Assistant abolished and the strength of the Director of Land Records' office reduced.
- (5) Grants for improvements and contingencies in Government estates should be reduced.

6—EXCISE—(Paragraph 10 of preliminary report).

- (1) Reduction of boat establishment in Orissa.
- (2) Suspension of training of excise peons.
- (3) Abandonment of the system of replacing sub-inspectors by inspectors.
- (4) Post of Deputy Commissioner of Excise should be abolished.
- (5) The Excise Commissionership should be a listed post.

8—FORESTS—(Paragraph 12 of preliminary report).

- (1) The provision for works and buildings, regeneration, fire protection, subordinate and depôt establishment, and sowing and planting should be reduced.
- (2) The establishment should be reduced in view of the reduction in the income of the Department.

9—REGISTRATION—(Paragraph 13 of preliminary report).

- (1) Economies should be effected by leaving posts unfilled, reducing transfers and reducing the scale of inspection by District Sub-Registrars.

(2) The provision for rebinding old registers should be omitted.

(3) The entertainment of extra clerks should be reduced.

(4) The possibility of reducing the scale of piece-work, introducing photographic-copying and of increasing the number of districts without District Sub-Registrars should be investigated.

XIII—IRRIGATION—(Paragraph 14, preliminary report and paragraph 7, main report).

(1) The Balasore Embankment Division and the Project Division should be abolished.

(2) The provision for new buildings, maintenance and repairs, contingencies and temporary staff should be reduced.

(3) The staff of the Irrigation Department should be re-amalgamated with that of the Roads and Buildings Department.

22—GENERAL ADMINISTRATION—(Paragraph 15, preliminary report and paragraph 16, main report).

(1) The Escort is to be disbanded.

(2) The scale of local audit should be reduced.

(3) The discretionary grants should not be increased to their old figure.

(4) Economies should be effected by holding in abeyance ministerial posts, curtailing leave and travelling, and reducing contingencies.

(5) Commissionerships should be abolished as soon as the requisite legislation can be passed, and in the meantime one such post should be reduced.

24—ADMINISTRATION OF JUSTICE—(Paragraph 16, preliminary report).

(1) The detailed economies suggested by Government should be effected.

(2) The two posts of Additional Judge in the High Court should lapse on the 31st March 1932.

(3) The number of telephones should be reduced.

(4) The number of High Court holidays should be reduced by 30 days.

25—JAILS AND CONVICT SETTLEMENTS—
(Paragraph 17, preliminary report and paragraph 9, main report).

(1) The post of Inspector-General should be combined with that of Inspector-General of Civil Hospitals, or Director of Public Health.

(2) Assistant Surgeons should be trained in penology and employed as Superintendents of Central Jails.

(3) Reduction should be effected under Clothing, Jai Manufactures and Extraordinary charges.

26—POLICE—(Paragraph 18, preliminary report).

(1) The Inspector-General's proposals for retrenchment involving a saving of Trs. 1,67 should be put into effect.

(2) The abolition of smaller police-stations should be considered.

(3) The Jamshedpur mounted police force should be abolished.

(4) The justification for the provision under "other allowances" should be investigated.

(5) There should be a 5 per cent cut in the pay of police officers drawing over Rs. 40 and Rs. 160.

30—SCIENTIFIC DEPARTMENTS—(Paragraph 19, preliminary report).

The grants to the Bihar and Orissa Research Society, the Museum and the ethnological grant should be reduced.

31—EDUCATION—(Paragraph 20, preliminary report).

(1) Research students should be substituted for part of the permanent staff in Colleges.

(2) The Law College should pay its way.

(3) Various retrenchments suggested by the Director of Public Instruction should be effected.

(4) Rewards and stipends to Sanskrit teachers and Maulavi Fazils should be discontinued.

(5) Considerable reductions should be made in the provision for the training of teachers.

(6) The Principalships of the Patna and Science Colleges should be amalgamated.

(7) The number of teaching periods should be increased.

(8) The number of Divisional Inspectors should be reduced to three.

32—MEDICAL—(Paragraph 21, preliminary report).

(1) The Inspector-General's proposals for retrenchments should be accepted.

(2) Grants to Leper Asylums to be reduced.

(3) The rate of fee paid for certain lectures at the Medical College to be reduced.

(4) The allowances of Senior House Surgeons to be reduced.

(5) Government should take a larger share of the fee for operations in a Government institution.

33—PUBLIC HEALTH—(Paragraph 2', preliminary report and paragraph 6, main report).

(1) Economies suggested by the departmental heads should be effected.

(2) The lump grants for water-supply and public health purposes to be omitted.

(3) The Patna or Muzaffarpur systems of supervising vaccination to be extended.

(4) One post of Assistant Director of Public Health to be kept in abeyance.

(5) Abolition of Publicity Bureau.

(6) The Mechanical Division should be abolished.

(7) Provision for minor works to be reduced by half.

(8) The Public Health Engineering Department should be reduced to one division as soon as the existing programme has been completed and placed under the Chief Engineer, Roads and Buildings.

34—AGRICULTURE—(Paragraphs 24—26, preliminary report and paragraph 14, main report).

- (1) Reduction in temporary staff and contingencies.
- (2) New farms at Dumka and Muzaffarpur should be held in abeyance.
- (3) Sabour hospital should be closed.
- (4) Grants to the Co-operative Federation should be reduced.
- (5) The special pay and special travelling allowance rates of Assistant Registrars should be reduced.
- (6) The number of students at the veterinary college should be increased.

35—INDUSTRIES—(Paragraph 27, preliminary report).

- (1) Certain posts should be kept vacant.
- (2) Provision for seri-culture and industrial experiment should be omitted.
- (3) The Fisheries Department should be abolished.
- (4) The weaving and dyeing demonstrations should be reduced to half.
- (5) The Toy-making and Knitting sections of the Cottage Industries Institute should be abolished.

37—MISCELLANEOUS DEPARTMENTS—(Paragraph 23, preliminary report).

- (1) The post of Chief Inspector of Factories should be abolished.
- (2) Economies should be effected in the arrangements for the departmental examinations.

41—CIVIL WORKS—(Paragraph 29, preliminary report and paragraph 7, main report).

- (1) Reduction in the provision for repairs and minor works.
- (2) Reduction in establishment and tools and plant.
- (3) Amalgamation with Irrigation Department and consequent further reduction of one Superintending Engineer.
- (4) The experiment should be tried of handing over works and repairs to certain district boards.

46—STATIONERY AND PRINTING—(Paragraph 30, preliminary report).

- (1) One of the sections at Gulzarbagh to be abolished.
- (2) The indents for stores to be reduced.
- (3) Economies to be effected in the use of stationery.

TEMPORARY CUT IN PAY—(Paragraph 11, main report).

This should be on a graduated system and should continue for three years.

REDUCTION IN PAY OF NEW ENTRANTS—(Paragraph 12, main report).

- (1) The pay of new entrants in all services should be reduced.
- (2) The system of efficiency bars should be replaced by the system of keeping the upper grades of the time-scale for the more efficient officers.
- (3) Promotions from lower services should be increased and should take place at an earlier age.
- (4) Assistant Superintendents of Police should receive the same pay as Deputy Superintendents.

Leave terms for new entrants should be revised.