Government of Bombay



Reviews of Administration in the Bombay Presidency

Ø

[Price-Rs. 6 Anna 1 or 10s.]

, **t**

BOMBAY PRINTED AT THE GOVERNMENT CENTRAL PRESS 1933

Obtainable from the Superintendent, Government Printing and Stationery, Bombay, or through the High Commissioner for India, India House, Aldwych, London, W.C.2, or through any recognized Bookseller

Reviews of Administration in the Bombay Presidency

CONTENTS

		Page
	Introduction.	
· I.	Land Revenue and General Administration	
	and Managed Estates	1
II.	Sind and the Lloyd Barrage	83
III.	Greater Bombay	185
IV.	The Secretariat and a note on Statistics	217
· V.	Financial Position	249
	Stamps	279
	The Judicial Services	293
	Police	319
	Jails	361
	Backward Class Officer	385
	Printing and Stationery	399
	Information and Labour	435
	Public Works : Irrigation	455
		501
	Industries	573
		919
C AVI.	Agriculture (excluding Sind) and the Veterinary and Co-operative Departments.	585
XVII	Excise and Minor Ports	641
	Registration	683
	-	697 ·
	Local Self-Government	
	Medical and Public Health	747
V XXI.	Public Works : Roads and Buildings and the	817
VVII	Specialist Branches	
	Consulting Surveyor	
ахш.	Forests	903

INTRODUCTION

This volume contains all the twenty-three Reviews of Administration of the Bombay Presidency compiled individually under the instructions of His Excellency the Governor, Sir Frederick Sykes, in consonance with his intention of having the whole administrative machinery of Government examined and ensuring efficient working in accordance with present and future economic and progressive requirements. Each review includes all the important changes effected during the last five years, including a summary of reforms, developments, economies carried out and proposals which Government have considered and rejected. The position disclosed has been examined by the Reorganisation Committee, and the subject matter, including the recommendations of that committee, brought up-to-date for future reference and assistance. This volume has been paged consecutively, but each review is prefaced by a table of contents.

I-LAND REVENUE AND GENERAL ADMINISTRATION AND MANAGED ESTATES

CONTENTS

PAGE

I. Existing organisation.		PAGI
SCOPE AND FUNCTIONS OF THE DEPARTMENT		1
II. Articulation of the department.		
GENERAL ORGANISATION		3
Commissioners		3
Commissioner's functions and duties	• •	5
(i) IN RELATION TO GOVERNMENT AND THE L	EGIS-	
LATIVE COUNCIL	• •	5
(ii) In relation to other commissioners heads of departments	AND	7
(a) Other commissioners		7
(b) Other heads of departments		7
(c) Commissioner of excise	- •	8
(d) Settlement commissioner and director of records	lund	8
(e) Inspector general of police	• • '	9
(f) Chief conservator and conservators of forests	• •	10
(g) Director of public instruction	• •	10
(h) Superintending engineers, roads and buildings		11
(i) Superintending engineers, irrigation	• •	13
(j) Consulting public health engineer		15
(k) Consulting surveyor to Government		15
(1) Director of public health	· •	× 16
(m) Registrar of co-operative societies		16
(n) Director of agriculture	•••	17
(o) Surgeon general	· • •	17
(p) Accountant general	••	18
SUBORDINATE OFFICERS OF THE REV.	THER ENUE	10
DEPARTMENT	••	18
(a) Control, supervision and co-ordination NO-1 Bk H 950-1a	••	18

CONTENTS

17 1 17 1 17 1 1 1	•.			PAGE
(b) Appellate and revising autho	•	•••	••	19
(c) In relation to collectors certain estates	for the v	nanagement ••	of 	19
(iv) IN RELATION TO LOCAL SEL	F-GOVERNII	NG BODIES	••	20
(a) Municipalities	••	•••	••	20
(b) Local boards	• •	••	••	21
(c) Village panchayats		•••		22
(d) Sanitary committees and boa	rds	••		23
(e) Cantonment boards		••	• •	23
(f) General	••	••	••	24
(v) In relation to the public	•	· •	••	24
Collector	••	••	•••	24 .
Collector's functions and duy	ries	••	••	25
(i) Collector's functions as	REVENUE O	FICER	••	25
Group I—Fiscal	••	••	••	26
Group II—Inam	••	• •	••	28
Group III—Public utility		••	••	29
(ii) Accounts	••	••	••	29
(iii) Quasi-judicial in revenue	E MATTERS	••	••	32
(iv) Minors, wards and manag	ED ESTATE:	8	••	32
(v) I.OCAL SELF-GOVERNMENT		• •	••	3 2
(vi) Officers of other depart	MENTS	••	••	35
(vii) Collector's subordinates		••	••	37
(viii) The public	• •	••	••	38
(ix) As district magistrate	•••	• •	••	38
(x) As district registrar		••	• •	40
(xi) In relation to states	• •		••	40
(xii) Sanitation and public hea	ALTH	, .	••	41
PRANT OFFICER	•••	••	••	42
(i) REVENUE		••	••	42
(ii) Exc ise	• •	••	••	43
(iii) Magisterial	••	• •	••	43

.

CONTENTS

				PAGE
(iv) Other duties	••	••		44
Huzur officer	••	••	••	45
Mamlatdar, mukhtiarkar an	D MAHALK.	ARI	••	46
(i) REVENUE	••	· •	••	4 6
(ii) QUASI JUDICIAL	• •		• •	48
(iii) Magisterial	••		••	48
(iv) Treasury and accounts	•••		• •	49
(v) Other administrative d	UTIES	••	••	50
CIRCLE INSPECTOR AND SUPERV	ISING TAPE	DAR		51
VILLAGE HEADMAN	••	•••	••	52
VILLAGE ACCOUNTANT	••	•• /	••	54
INFERIOR VILLAGE SERVANTS		••		55
III. Co-ordination with other depart	ments.			
(i) GENERAL		• •	••	56
(ii) Land records departme	NT	••		57
(iii) Registration department	ŇT		••	57
(iv) Agricultural departme	NT			58
(v) Forest department	••	••	۰.	58
(vi) Police department	••	••	•••	59
(vii) Judicial department (ce	RIMINAL JU	STICE)	••	59
(viii) Excise department	••	••	••	59
(ix) Public works departme	NT	••	••	60
(x) CONSULTING SURVEYOR'S	DEPARTME	NT	••	61
(xi) Educational departmen	T	••	••	61
(xii) Medical and public hea	LTH DEPAR	RTMENTS	• •	62 ·
(xiii) Civil veterinary depar:	IMENT	• •	• •	62
(xiv) Co-operative department	ST	•••	••	62
IV. Changes of importance effected	l in the pas	it five years	••	63
V. Proposals not accepted	••		••	65

m

					Рабі
VI. Proposals	partly considered o	r dealt wit	h	• •	66
Abolitic	ON OF PRANT OFFICE	CRS	•••	• •	66
Abolitic	ON OF CIRCLE INSPER	CTORS	••	••	67
VII. Matters postpo	postponed and nement	the	reasons for 	their	68
VIII. Matters s	still to be dealt with		••	••	69
Manage	D ESTATES		•••	•••	69
	APPE	INDICES			
I. Organisa	ATION OF THE DEPAR	TMENT	••		70
	NT SHOWING THE KAS, CIRCLES AND VI			PRANTS, RICT	71
	ON WHICH THE RE				
	STERIAL SUBJECTS)		••	••	73
IV. RECEIPTS	AND EXPENDITURE	• ·	•	•••	75
N	OTE ON THE AI MANAGED			F	

1.	Enactments	• •		78
2.	Administrative arrangement	8	<i>.</i> .	78
3.	Extent of work	••		79
4.	Recovery of cost of manage	MENT	· •	80

APPENDIX A.

Statement showing the receipts and expenditure of the forest department from the year 1904-05.

Year.			Receipts.	Expenditure (inder the heads 8, Forest and 8-A, Capital Outlay charged to Revenue).
			Rs.	Rs.
1904-05		••	30,21,000	19,04,000
1905-06	••	••	34.85,000	21,26,000
1906-07	••	• •	-34.22,000	19,91,000
1907-08			36,46,000	19,55,000
1908-09	••	••	35.87,000	20,44,000
1909-10	••	••	$37,\!58.000$	20,63,000
1910-11	• •	·	37,18.000	20,70,000
1911 - 12	••	••	43,31,000	26,64,000
1912-13	••	••	49,93,000	26,92,000
1913-14	••	••	51,03.000	25,90,000
1914 - 15		••	46.80,000	24,88,000
1915 - 16	••	• •	47.01,000	26,42,000
1916-17	••		55,19,000	25,65,000
1917-18	••	••	63, 12, 000	33,54.000
1918-19	••		1,04,94,000	78,72,000
1919 - 20	• •	••	84,94,000	59,19,000
1920-21		••	68,66,000	53,05,000
1921 - 22	••	••	74, 94, 000	51.33,000
1922-23		••	70, 37, 000	42,34,000
1923-24	••	• •	71,50,000	47,24.000
192 4-25	••		73.08,000	44,02,000
1925-26			75,28,000	43,34.000
1926-27	••		76,56,000	43.62,000
1927-28	••	• •	72.94,000	43,01,000
1928-29	••	••	73.43,000	43,58,000
1929-30	••	••	79,75,000	45,50,000
1930-31	••	••	52.24,000	42,42,000
1931 - 32	· •	••	56.74.000	40,65,000
1932 - 33	••		59.71.000	36,23,000
1933-34 (estima	tes)	••	58,00,000	38,36,000

Remarks.—In the year 1918–19, the receipts swelled in consequence of the supply of timber and other forest produce to the Munitions Board and the high prices prevailing in the market. The increased demand necessitated enhancement of the cost of exploitation. The main reasons for the fall of receipts in the year 1930–31 were acute depression in the timber trade, the Congress campaign of boycott and picketing, and the

REVIEWS OF ADMINISTRATION

natural unwillingness of the usual purchasers to take risks in so uncertain a political situation as had been brought about by the civil disobedience movement.

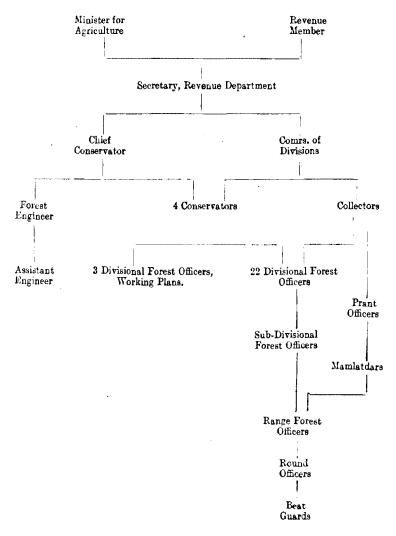
The decrease of expenditure from Rs. 53,05,000 in 1920-21 to Rs. 36,23,000 in 1932-33 is the result of the vigour and determination with which economy and retrenchment have been practised in the department and of greater initiative in the actual administration which has led to more judicious expenditure. The principal items of retrenchment effected or being effected since 1920-21 are as follows :---

Item of retrenchment.	Approximate annual saving.
	Rs.
(a) Reduction in the strength and pay of permanent and temporary subordinate	
establishments	5,24,000
(b) Saving by the abolition of the sub-divisional charge comprising Nasik and Dindori ranges	6,700
(c) Reduction in the rates of permanent travelling allowance of gazetted and non-gazetted	
officers	54,000
(d) Saving by the abolition of one division in	
Kanara	10,000

APPENDIX B.

Diagram of present organisation.

PRESENT ORGANISATION.



мо-пі Вk Н 950-63

Names of Circle s .	Names of divisions.	Total forest area.	Number of sub- divisions.	Number of ranges.	Number of rounds.	Number of beats.
1	2	3	4	5	6	7
Northern Circle.	 Panch Mahals West Nasik East Nasik Korth Thana West Thana East Thana Working Plans, N. C. 	Square miles. 322 414 758 347 350 415 	 	5 5 4 7 7 7 	28 24 25 48 48 51 	85 58 85 108 94
		2,606	1	35	224	515
Central Circle	1. Poona 2. Satara 3. Kolaba 4. North Khandesh 5. West Khandesh 6. East Khandesh 7. Working Plans, C. C. Plans, Plans, C. C.	577 515 485 884 688 761	1 	8 5 8 4 7 8	32 20 51 19 29 32 	121 65 122 51 97 56
		3,910	4	40	183	512
Southern Circle.	 Kanara, N. D Kanara, E. D Kanara, W. D Belgaum Dharwar-Bijapur. Working Plans, S. C. 	909 1,083 1,048 698 492 	2 1 1 1 	75746	18 15 24 21 22 	52 49 65 96 86
	t	4,230	5	29	100	348
Sind Circle	1. Karachi 2. Sukkur 3. Hyderabad 4. Larkana 5. Shikarpur	221 277 231 175 255	 	4 4 4 3 3	14 9 9 9 9 10	54 50 50 42 40
		1,159	1	18	51	236
4	25	11,905	11	122	558	1,611
Special charges.	Forest Engineering Division. Gurcharan Officer, Thana.		1	••		e-0

· APPENDIX C.

Statement showing territorial charges in the Bombay forest department.

BOMBAY : PRINTED AT THE GOVERNMENT CENTRAL PRESS.

REVIEWS OF ADMINISTRATION

natural unwillingness of the usual purchasers to take risks in so uncertain a political situation as had been brought about by the civil disobedience movement.

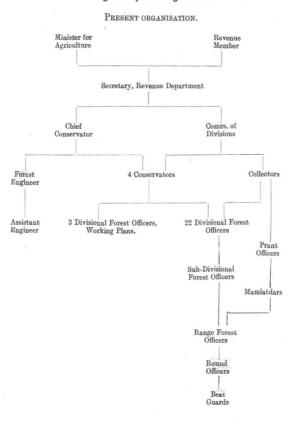
The decrease of expenditure from Rs. 53,05,000 in 1920-21 to Rs. 36,23,000 in 1932-33 is the result of the vigour and determination with which economy and retrenchment have been practised in the department and of greater initiative in the actual administration which has led to more judicious expenditure. The principal items of retrenchment effected or being effected since 1920-21 are as follows :---

Ú	
Item of retrenchment.	Approximate annual saving.
	Rs.
(a) Reduction in the strength and pay of	
permanent and temporary subordinate	
establishments	5,24,000
(b) Saving by the abolition of the sub-divisional	
charge comprising Nasik and Dindori ranges	6,700
(c) Reduction in the rates of permanent travelling	
allowance of gazetted and non-gazetted	
officers	54,000
(d) Saving by the abolition of one division in	
Kanara	10,000

FOREST DEPARTMENT

APPENDIX B.

Diagram of present organisation.



мо-ш Вk H 950—63

924 REVIEWS OF ADMINISTRATION : FOREST DEPARTMENT

APPENDIX C.

Names of Circles.	Names of divisions.	Total forest area.	Number of sub- divisions.	Number of ranges.	Number of rounds.	Number of beats.
1	2	3	. 4	5	6	7
		Square miles.				
Northern	1. Panch Mahals	322		5	28	85
Circle.	2. West Nasik	414		5	24	51
	3. East Nasik	758		4	25	8
	4. North Thana 5. West Thana	$\frac{347}{350}$	1	777	48 48	8
	5. West Thana 6. East Thana	415		7	48	9
	7. Working Plans, N. C.			'		
	2	2,606	1	35	224	510
Central Circle	1. Poona	577	1	8	32	12
	2. Satara	515	3.4	5	20	64
	3. Kolaba	485	1	8	51	12
	4. North Khandesh	884 688	2	47	19	5
	5. West Khandesh 6. East Khandesh	761		8	29 32	5
	 East Knandesh Working Plans, C. C. 					
		3,910	4	40	183	515
Southern	1. Kanara, N. D	909	2	7	18	5
Circle.	2. Kanara, E. D	1,083	ĩ	5	15	4
	3. Kanara, W. D	1,048	1	7	24	6
	4. Belgaum	698		4	21	9
	5. Dharwar-Bijapur.	492	1	6	22	8
	6. Working Plans, S. C.					
		4,230	5	29	100	34
Sind Circle	1. Karachi	221		4	14	5-
	2. Sukkur	277	1	4	9	5
	3. Hyderabad 4. Larkana	$231 \\ 175$		4 3	9	4
	4. Larkana 5. Shikarpur	255		3	10	4
		1,159	1	18	51	23
4	25	11,905	11	122	558	1,61
Special charges.	Forest Engineering Division. Gurcharan Officer, Thana.		1			

Statement showing territorial charges in the Bombay forest department.

BOMBAY : PRINTED AT THE GOVERNMENT CENTRAL PRESS.