

MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION UPON DECENTRALIZATION

IN

SIND.

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APPENDICES.

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## APPENDIX No. I.

**Memorandum showing the organization of the Government in Sind, the different departments of Government and generally the nature of their functions and those of higher officers.**

Sind is a non-regulation province which forms a part of the territories subject to the Governor of Bombay in Council. It is technically one of the "Scheduled districts," i. e., one of the areas which "have never been brought within, or have from time to time been removed from, the operation of the general Acts and Regulations and the jurisdiction of the ordinary Courts of Judicature."

For administrative purposes, the province is divided into six districts—proposals for the creation of a seventh district have recently been submitted to the Government of India—each sub-divided into *talukas* and groups of *talukas* called sub-divisions. The districts, their area and population are as follows:—

No.	District.	Area in sq. miles.	Population	Number of talukas.	Number of sub-divisions.
1	Karachi	11,971	446,513	9	3
2	Hyderabad	7,948	989,030	14	3
3	Sukkur	5,408	523,245	8	3
4	Larkana	5,090	656,083	10	3
5	Thar and Parker	13,940	383,894	11	2
6	Upper Sind Frontier	2,637	232,045	5	2

The Commissioner in Sind is (under the Government of Bombay) in general administrative and political charge of the province. He possesses all the powers which in the Presidency are exercised by (a) Commissioners of divisions, and (b) the Commissioner of Customs, Salt, Opium and Abkari. In addition, several powers of the Local Government have been delegated to him, both under Act V of 1868 (the Commissioner in Sind's Act) and by executive orders. He has directly attached to him, three personal assistants, viz., an Assistant Commissioner, who is a member of the Indian Civil Service, an Uncovenanted Assistant Commissioner, and a Native Assistant Commissioner. The two last are of the rank of Deputy Collector.

The executive administration of the province is carried on by means of the following departments (besides Imperial Departments):—

- |                |                                  |
|----------------|----------------------------------|
| (a) Revenue.   | (f) Public Works and Irrigation. |
| (b) Political. | (g) Forest.                      |
| (c) Judicial.  | (h) Educational.                 |
| (d) Jail.      | (i) Customs.                     |
| (e) Police.    | (j) Salt, Abkari and Opium.      |
|                | (k) Medical and Sanitary.        |

*Revenue.*—The territorial unit is the *taluka*, the officer in charge (the *mamladdar* of the Presidency) being here called the *mukhtiarkar*. His chief business is to see that the Government revenue is promptly paid and properly accounted for, that boundary marks are kept in repair, and that the subordinate *taluka* and village officers do their work. He has to enquire into and report on all matters relating to his charge referred to him, and to superintend the execution of all orders communicated to him. He has also to look after the administration of local funds and is a subordinate magistrate. He is in fact responsible to his immediate superiors, the Collector and Assistant Collector, for the general administration of his charge. The Assistant or Deputy Collector in charge of each sub-division has to travel through his charge for at least seven months of the year, and to satisfy himself by direct personal examination that the revenue work is being properly done, and the revenue properly brought to account; he judges for himself of the wants of his *taluka* in regard to roads, wells, tree-plantation and the like, hears appeals from the orders of *mukhtiarkars*, and generally supervises their proceedings, and that of all subordinate officers. He is President of the *taluka* Local Boards, and usually of one or more municipalities. The Collector is the chief Executive Officer of the district, and the Commissioner in Sind exercises a general superintendence and control

over the revenue administration of the province. These officers tour during the cold weather and judge for themselves the needs of the district and province, the manner in which the revenue and police administration is being carried on, and the qualifications of the several officials. Personal contact with the people is one of the chief features of these tours. In addition to his land revenue duties, the administration of the salt, opium and abkari revenue of his district devolves on the Collector. He is of course the District Magistrate. He is also District Registrar, and visitor of the district jail, and has other important duties to perform in connection with local funds, municipalities and (in Karachi) the Port Trust.

A portion of the Hyderabad and Thar and Parker districts, which is irrigated by the Jamrao Canal, is, as a temporary measure, and for certain revenue and other purposes, in charge of a special (Indian Civil Service) officer, designated "Colonization Officer," with powers of a Collector. He is assisted by an Assistant and two Deputy Colonization Officers. The existence of this special establishment accounts for the disproportionate number of *talukas* to sub-divisions in these two districts. With the constitution of the proposed new district, the need for it will disappear.

An allied department is the Sind Encumbered Estates Departments which was re-constituted in 1896 with the object of saving from ruin the encumbered estates of zamindars paying Rs. 300 or more as revenue to Government. The department is under a Manager, a member of the Indian Civil Service, with an Assistant and two Deputy Managers of the grade of *mukhtiarkars*. A proposal to constitute the Manager Court of Wards for the province is now before Government.

Another branch of the revenue administration is the Department of Land Records in charge of a Superintendent (Indian Civil Service), whose duty it is to maintain the survey records and maps, prepare survey registers, train village establishment in survey work, and test the work of survey parties. He has also advisory and supervisory duties in connection with the record of rights, and controls a school for the training of village surveyors. The Superintendent of Land Records is also Superintendent of Registration, and in that capacity examines the offices of District Registrars. But this is a separate department, supervised entirely by the Inspector-General of Registration for the Bombay Presidency, without reference to the Commissioner in Sind.

There are four Collectors, and two Deputy Commissioners in charge of districts, 16 Assistant Collectors, and 24 Deputy Collectors, including a probationer. The distribution of these officers is shown in the following statement:—

	Collectors and Deputy Commissioners.		ASSISTANT COLLECTORS.		DEPUTY COLLECTORS.				REMARKS.
	In charge of sub-divisions.	On other duties.	In charge of sub-division.	Attached.	<i>Deftardars</i> .	<i>Hazar</i> Deputy Collectors.	On other duties.		
General administration ... ..	...	1	...	...	...	...	...	2	
Land Records ... ..	...	1	...	...	...	...	...	...	
Incumbered Estates... ..	...	1	...	...	...	...	...	...	
Colonization Officer ... ..	...	1	...	...	...	...	...	1	* On deputation.
Customs and Salt ... ..	1	...	...	...	...	...	...	2	
Settlement duty ... ..	...	3	...	...	...	...	...	...	
District charges—									
Karachi ... ..	1	2	†1	2	...	1	1	...	† Junior Civilian.
Hyderabad ... ..	1	3	...	...	2	1	1	...	† Probationer.
Sokkur ... ..	1	2	...	1	...	1	1	...	
Larkana ... ..	1	2	...	1	1	1	1	...	
Thar and Parker ... ..	1	...	...	2	...	...	1	...	
Upper Sind Frontier ... ..	1	...	...	1	...	...	...	...	
TOTAL ... ..	7	9	7	7	3	4	5	6	

As to the kindred departments dealing with horse-breeding and veterinary matters, both these branches of work were, in 1898, entrusted to a Superintendent, Civil Veterinary Department, Baluchistan and Sind, who was subordinated to the Government of Bombay in respect of all matters affecting cattle-breeding and disease in Sind and places under imperial control in matters relating to horse-breeding. A further change was effected in 1903 when the charge of horse-breeding operations was transferred to the Army Remount Department. In 1905, Rajputana was added to the Civil Veterinary charge, which has since been styled Sind, Baluchistan and Rajputana.

The veterinary graduates in charge of dispensaries at present work under the orders of the several Collectors and Deputy Commissioners. Proposals are being formulated for subordinating them directly to the Superintendent. The latter officer has hitherto been understood to be under the orders of the Commissioner in Sind. But questions as to the concern of the Director of Agriculture, Bombay, with the Civil Veterinary administration of Sind, have lately been raised, and are under correspondence.

The Department of Agriculture proper in Sind is administered by the Director of Agriculture for the Presidency in direct communication with the Government of Bombay.

The Khairpur State is under the political supervision of the Commissioner in Sind, the Collector of Sukkur being Political Agent for the State. There are also certain dealings in the Political Department with descendants of the late Talpur Dynasty.

The court of the Judicial Commissioner of Sind, consisting of a Judicial Commissioner and two (or more) Additional Judicial Commissioners, is now (under Act I of 1906) the highest court of appeal in civil and criminal matters. It also exercises the jurisdiction of a District and Sessions Court for the Karachi district.

Assistant and Deputy Collectors in charge of Sub-Divisions are ordinarily Sub-Divisional Magistrates and all *mukhtiar-kars* and *taluka* head munshis are magistrates with varying powers. In most sub-divisions there is an additional *mukhtiar-kar*, styled Resident Magistrate, with 1st class powers, employed exclusively on criminal work. Besides the *Huzur* Deputy Collectors, the towns of Karachi, Hyderabad, Sukkur and Shikarpur have City Magistrates. There are also special and Honorary Magistrates. There are two Sessions divisions, besides that with which the Court of the Judicial Commissioner deals, one comprising the Hyderabad and Thar and Parkar districts, the other the Sukkur, Larkana, and Upper Sind Frontier districts. Hyderabad and Sukkur-Larkana have Additional Sessions Judges. In respect of cases dealt with under the extraordinary provisions of the Sind Frontier Regulations, Bombay Regulations V of 1872 and III of 1892, the Commissioner in Sind is the final revisional authority.

The jurisdiction of the two District Judges is identical with their jurisdiction as Sessions Judges, except as regards the revenue district of Thar and Parkar, where at present the Deputy Commissioner and his subordinates exercise civil jurisdiction in subordination to the Court of the Judicial Commissioner. A Joint Judge is stationed at Sukkur, and an Assistant Judge at Hyderabad. There are two Subordinate Judges of the 1st class, and 15 of the 2nd class, all of them members of the judicial branch of the Provincial Civil Service. The appointment of Subordinate Judges is by law vested in the Commissioner in Sind.

The Police Department is in process of reorganization under the orders consequent on the report of the Police Commission. The force is administered under Bombay Act IV of 1890. The Commissioner in Sind is the head, and exercises all the powers of an Inspector-General of Police, in addition to those of Local Government under sections 25, 45 (2) and 61 of Bombay Act IV of 1890. He has under him a Deputy Inspector-General of Police for Sind. There is now a Superintendent and a Deputy Superintendent of Police for each district, an Assistant Superintendent for the town of Karachi, and

an Assistant Superintendent for the riverain tracts in the Karachi and Hyderabad districts. Two more appointments of Assistant Superintendent for Hyderabad and Sukkur have been sanctioned but have not as yet been filled.

There is no hereditary village police in Sind and, with the exception of a few *patels* in the Thar and Parkar district, no village police at all. But all practicable measures are taken to enforce the responsibility of the zamindars in the matter of giving aid to the police, while the tracking of criminals and stolen animals is done by *pagis*, some of whom are in the regular police force and others are maintained by the villagers.

The Public Works Department in Sind is organized with a view to its primary duty of irrigation, roads and buildings being an altogether subordinate consideration. Two Superintending Engineers are respectively in charge of the Indus Right and Left Bank Divisions, while a third is Superintending Engineer, Indus River Commission. Each of the two divisions comprises five canal districts held by Executive Engineers with the Sub-Divisional Officers and subordinates under them.

The professional Canal Officers are charged both with the construction, maintenance and repair of canals and also with the general administration of the water-supply. The Collectors and Deputy Commissioners and Revenue Officers in charge of sub-divisions are also Canal Officers for various purposes; and co-operation between the two departments is insisted on. For instance, if the supply of water in a Government canal is deficient restrictions are imposed under the advice of the Executive Engineer on the grant of land on that canal. Again, if in bringing waste land under cultivation a materially increased supply of water will be required, the Executive Engineer is consulted before the lands are granted for cultivation.

The charge of the river Indus and of the protective river embankments on both banks is vested in the Indus River Commission, composed of the Commissioner in Sind as President, and the three Superintending Engineers as members, the Superintending Engineer, Indus River Commission, being also the Secretary of the Commission. The duties of the Commission are to record scientific observations of the river regarding velocity, discharge, matter held in suspension, alluvium, diluvium and formation of *kachas* (new lands); to keep up to date the survey of the river; to investigate the relations between the rise of the river level at Sukkur and Kotri, with particular attention to the discharge at each place, alterations in the volume of water moving down each of the mouths of the river, changes in the delta and channels; to keep the river clear of obstructions; and to maintain river embankments.

The forest administration of the province is under the direct orders of the Commissioner in Sind, the province constituting a forest circle and the officer in charge having all the powers of a Conservator, though graded only as a Deputy Conservator. The Sind circle comprises 4 forest divisions, and the staff employed under the Deputy Conservator in charge consists of 1 Deputy Conservator, 1 Assistant Conservator, 3 extra Assistant Conservators, 6 rangers, and 18 foresters.

The Education Department is controlled, under the Director of Public Instruction, Bombay, by the educational inspector in Sind, with one inspectress of girls' schools in Sind and four deputy educational inspectors at Karachi, Hyderabad, Sukkur, and Larkana. The educational inspector in Sind also controls the teaching establishment of Government, municipal, and Local Funds schools in the province. Under the standing orders of Government, the Director is required to submit all correspondence with Government regarding educational matters in the province, except those relating to Local and Municipal Boards, through the Commissioner in Sind. The Commissioner is *ex officio* President of the governing bodies of the Sind College and Sind Madressah-tul-Islam.

The customs administration of the port is managed by the Chief Collector of Customs with two Assistant Collectors, who are graded among Deputy Collectors, in subordination

to the Commissioner in Sind, who is the Chief Customs authority under the Sea Customs Act. The Chief Collector controls the Customs Houses at Karachi, Keti Bandar, and Sirganda. He is also *ex officio* Shipping Master, and is usually appointed by Government as Vice-Chairman of the Karachi Port Trust. It is understood that the introduction of the Imperial Customs Service scheme will sooner or later change the position of the Collectors and Assistant Collectors of Customs at Karachi, but the matter has not yet been the subject of final orders.

The Commissioner in Sind is the Commissioner under the Salt, Abkari and Opium Acts, and has the entire control of these departments in Sind. At present the Chief Collector of Customs and his Assistants are also Collectors and Assistant Collectors of Salt Revenue in Sind. The Chief Collector controls the salt works at Maurypur, Saran and Dilyar; and all matters connected with the manufacture and issue of salt and the realization of salt duty are under him, while the preventive establishments are under the Collectors and Deputy Commissioners of districts, who also administer the abkari and opium revenue. A radical re-organization of these departments has, however, been sanctioned and is on the point of being introduced, the appointment of an Assistant Commissioner to administer them under the orders of the Commissioner in Sind having just been notified.

The immediate control of civil medical work in the province has hitherto been in the hands of the Principal Medical Officer, Karachi Brigade. This arrangement has recently been objected to by the military authorities, and is being discontinued. The Civil Surgeon of Karachi for whom an assistant is to be provided, will in future, exercise certain powers of control throughout the province.

Sanitation and vaccination are entrusted to the Deputy Sanitary Commissioner, Sind Registration district, who works under the Sanitary Commissioner, Bombay, and has a staff of six inspectors, with a special superintendent for Karachi and with, as far as practicable, a vaccinator for each *taluka*.

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## APPENDIX No. II.

*Memorandum by H. C. Mules, Esq., M. V. O., Chairman, Karachi Port Trust.*

1. I am requested by the Trustees of the Port of Karachi to lay the following remarks before the Royal Commission.

2. The Board, while recognizing the cordial support they have met with from Government hitherto, are of opinion that as regards a few matters their powers, in common with those of certain other Port Trusts and public bodies should be somewhat widened.

3. They at present raise loans under the Local Authorities Loan Act.

They have asked for an amendment of their own Act, which they understand is to be granted partially.

When the proposed amendments become law they will raise loans under the Authority of their own Act.

But they understand :—

A. That the Government of India will not permit the period for re-payment of a loan to extend over a period of 30 years. In fact when the Board applied for permission to make 60 years the period in the case of a Rs. 50 Lakh Loan the raising of which has been recently sanctioned, and were supported by the Government of Bombay, the permission was refused. The Board consider the Port of Karachi is being enormously developed, under exceptional circumstances, and that this development is so largely for the benefit of posterity that posterity should bear a share of the initial burden.



- . B. The present orders of the Government of India are that the Board (and the orders apply to other Port Trusts and public bodies) shall not put a sanctioned loan, or instalment thereof on the market without obtaining the specific sanction of the Government of India to the exact date of so doing.

The Government of India issue these orders avowedly to keep control of the money Market for their own purposes but the Board are of opinion that they operate injuriously to the public bodies concerned, which are thereby placed in a very disadvantageous position, both as to Government and the commercial public, because while Government issue their loans at what appears the favourable moment the commercial public are under no obligation to consult, or study the interests of Government and Companies can be, and are, launched, whenever the promoters see fit, and the money of the investing public invited.

It is only the public bodies of India subject to the control of Government, which are unable to select their own dates for raising money.

- . C. In this connection the Board are also of opinion that they, and other great public bodies should if they see fit, be empowered to raise part of their loans in England. This would render it necessary for them to make special arrangements in England, but as to this they do not conceive any difficulty would arise.

4. At present the Board under Section 60 of their Act are compelled to keep all their money in the Bank of Bombay, Karachi. It frequently happens that the Board have a heavy floating balance which it would be advantageous to place on fixed deposit for short periods, and they could obtain better term from other Banks, than from the Bank of Bombay, but are unable to do so. They are therefore at times obliged to purchase Government paper to be held for short periods only which is inconvenient. They consider they should be given discretion in this matter as there are in Karachi local branches of well-known Banks, such as the National Bank of India, Ltd., the Chartered Bank of India, Australia and China, &c., &c.

5. While admitting that Government do not unduly interfere with, or criticize, plans and estimates which, under the provisions of the Act, have to be submitted for sanction to Government before execution of the works to which they relate, the Board consider that their powers might with advantage be considerably widened. In point of fact the sanction of Government has not infrequently to be anticipated and work begun, or material ordered before sanction is received.

The Engineers of the Board are always able and highly competent Officers and experts in their own line and no particular object the Board think is gained by the submission of detailed plans and estimates to Government.

6. Section 61 of the Act specifies the objects on which the moneys entrusted to the Board are to be expended and clause (7) gives powers of special sanction to the Commissioner in case of "any other charge." The Board are of opinion that they should be empowered to sanction such other charges not exceeding Rs. 250 in any one case. This would avoid a number of petty references to the Commissioner and would be more consistent with the standing of the Board.

H. C. MULES,

Chairman, Karachi Port Trust.

Karachi, 28th February 1908.