

MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION UPON DECENTRALIZATION

IN

SIND.

## LIST OF CONTENTS.

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	PAGE.
Evidence of MR. W. N. RICHARDSON ... ..	1
"  "  "  TERCHAND UDEHAYDAS .. .. .	9
"  "  "  BULCHAND DAYARAM .. .. .	14
"  "  "  HAMID MOIZUDIN ABDUL ALI ... ..	24
"  "  "  MATHRADAS RAMCHAND .. .. .	33
"  "  "  HON'BLE SHEIKH SADIK ALI SHEER ALI .. ..	39
"  "  "  MR. H. M. GIBBS .. .. .	46
"  "  "  F. G. PRATT .. .. .	54
"  "  "  A. G. WRIGHT .. .. .	66
"  "  "  H. C. MULES .. .. .	78
"  "  "  A. D. YOUNGHUSBAND .. .. .	92.
APPENDIX I.— <i>Memorandum on the organization of the Local Government in Sind.</i> 119	
APPENDIX II.— <i>Memorandum by Mr. H. C. Mules, on the Karachi Port Trust.</i> ... 128	

N. RICHARDSON.

MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION UPON DECENTRALIZATION.

Fifty-eighth Day.

KARACHI, *Monday, the 16th March 1908.*

*Present :—*

C. E. H. HOBHOUSE, Esq., M.P., Under-Secretary of State for India, *Chairman.*

SIR FREDERIC LELY, K.C.I.E., C.S.I.

SIR STEYNING EDGERLEY, K.C.V.O., C.I.E., I.C.S.

R. C. DUTT, Esq., C.I.E.

W. S. MEYER, Esq., C.I.E., I.C.S.

W. L. HICHENS, Esq.

MR. W. N. RICHARDSON, was called and examined.

*Chairman.*

Q. 1—You are an Uncovenanted Assistant Commissioner? A. Yes. I am stationed at Karachi. I have been in the Service since 1895.

It is both desirable and possible to allow Commissioners and Collectors to control, to a greater extent than at present, expenditure in divisions and districts.

I am in favour of the right of appeal both in respect to administrative action and in matters affecting officers of Government personally being restricted. The restrictions I would suggest are—

- (i) All appeals to the Local Government should be stamped with a stamp of higher value than Rs. 2.
- (ii) Where the law says that the decision of appellate authority shall be final, the decision should not be liable to revision by higher authority, *vide* section 212 of the Bombay Land Revenue Code.
- (iii) Where the law says that an order on decision passed by an officer shall be liable to revision only, *e. g.*, section 17 (2) of the Sind Frontier Regulation (III of 1892), the order of the revising authority should not be liable to a further revision by a higher authority, *vide* sections 204 and 212 of the Bombay Land Revenue Code.

I do not think that it is desirable to lay down that no appeal should be admitted, unless accompanied by a certificate from the authority passing the orders appealed against that reasonable grounds of appeal exist. I do not consider that the existing rights of appeal to Heads of Departments and Commissioners are unnecessarily liberal.

All city municipalities should have power to employ establishment and to regulate their salaries and allowances without obtaining the sanction of the Local Government (in Sind, the Commissioner). At present, section 46 (b) of the District Municipal Act, III of 1901, requires every municipality to frame rules determining *inter alia* the staff of officers and servants to be employed, their duties, designations, salaries, etc. Rules framed under this section require, in the case of city municipalities, the approval of the Governor

Consequently, the staff of servants, officers and their salaries, etc., be altered without amending the rules framed and obtaining the approval of the Governor in Council. I do not think that the power can be given to town municipalities.

The obligatory and discretionary duties of Local Boards are specified in section 30 of the Local Boards Act, Bombay I of 1884. I would suggest that the following should be a part of the obligatory duties of Local Boards:—

- (i) Lighting public streets, places and buildings in towns within the area of Local Boards.
- (ii) Cleansing public streets and places in towns within the Local Board area.
- (iii) Registering births and deaths.

Local Boards and municipalities should be allowed to spend money at their discretion, subject to such administrative control as may be considered desirable, on communal recreation. The form of recreation should be left to these bodies to decide, but all kinds of public games and athletic sports should be included in the term. Most of the municipalities in Sind are very poor, but a few of them are not, and most of the District Boards have large balances. Any excessive tendency to spend money on recreation, which might be better spent in other ways, could be restrained by making the previous sanction of the Collector of the district a necessary preliminary to such expenditure. Section 56 of the District Municipal Act, III of 1901, gives municipalities the discretion to spend money, with the previous concurrence of the Commissioner and the Collector, on any public reception, ceremony, entertainment, or exhibition within municipal limits.

I am in favour of the creation of Advisory Councils for districts and subdivisions, composed of representative gentlemen from all the *talukas* and large towns. These Councils might perhaps be constituted on the following lines:— Each district to have a Council, composed of—*Non-Officials*.—2 members of each city municipality, 1 member for each town municipality, 2 members for each *taluka* and 1 member for each recognised Association. *Officials*.—All Sub-Divisional Officers. *Chairman and President*.—The Collector. Members to be nominated by the Collector and appointed by the Commissioner. All members to hold office for three years and to be eligible for re-appointment. Council to meet whenever convened by the Collector. All non-official members should receive a remuneration or fee for each meeting they attend like Port Trustees. All questions upon which it is necessary to elicit public opinion should be referred to the Councillors for opinion and advice, *e.g.*, a question whether section 54 of the Transfer of Property Act should be extended to Sind. Due weight should be given to the opinion and advice of the Council, but the Collector should not be bound to follow its advice or opinion in all cases. Councillors to be Public Servants within the meaning of section 21, clause 10, of the Indian Penal Code, XLV of 1860. It should be the duty of the Councillors to elicit and communicate to the Collector public opinion and advice on matters referred to them, to bring to his notice and to that of the Sub-Divisional Officers and District Superintendents of Police any public matters which demand attention, and to render assistance to administrative officers of the Revenue, Public Works, Police and other Departments when asked. Otherwise, they should have no duties or responsibilities. Councillors should be removable from office by the Commissioner for inefficiency or neglect. All Councillors should, by virtue of their office, have the status of 1st class Sirdars in darbars and other ceremonial gatherings. A record should be kept of the proceedings of the District Advisory Council and a copy forwarded to the Commissioner for information.

For the Sub-Divisional Advisory Councils, I would suggest the following constitution:—To be composed of the Sub-Divisional Officer as Chairman, and of the members of the District Council residing in the sub-division outside the limits of city municipalities. To be appointed as above. To be convened by

the Sub-Divisional Officer, whenever necessary. Councillors to be remunerated at half the rate paid for District Council meetings for each meeting. All questions of purely local interest on which the Collector or Sub-Divisional Officer may consider it necessary to elicit public opinion or advice should be referred to the Council. Sub-Divisional Officers to be bound to communicate to the Collector the advice or opinion of the Councillors, but not bound to adopt it. Otherwise as in the case of District Councils.

I am not in favour of District Boards interfering in any way with the administration of municipalities.

Q. 2—What is the difference which you make here between town and city municipalities? A. There are certain large towns like Karachi, Hyderabad, Sukkur, and Shikarpur; the municipalities of these towns are called city municipalities, the others are town municipalities. It is a difference of size population and importance.

Q. 3—Do the powers of the town and city municipalities respectively differ? A. At present the powers of the municipalities are the same except that city municipalities may appoint chief officers who are vested with certain powers under Bombay Act III of 1901. There is no difference in the provisions in the Acts regarding the sanctioning of rules and bye-laws; the Local Government sanctions them for city municipalities, and for the town municipalities the Commissioner.

Q. 4—Are you in charge of a territorial area here? A. No, I am assistant to the Commissioner, I have no territorial charge.

Q. 5—What are your duties? A. My duties are to look after the office and to deal specially with accounts; I take a portion of the office work, for instance, all work that comes to the General Department, and I supervise the work in all other departments as well; anything that the Commissioner wants carefully looked into I examine myself.

Q. 6—You do not go out at all into the district? A. I go to examine the treasuries on behalf of the Commissioner.

Q. 7—You have never served as a District Officer? A. No.

Q. 8—Does the old Indian village as a constitution exist in Sind? A. There is no village community in Sind.

*Sir Fredric Lely.*

Q. 9—Are not the villages also very much scattered? A. Yes.

Q. 10—So that there is no community of interest whatever? A. Yes, there is no community of interest.

*Mr. Dutt.*

Q. 11—You recommend that city municipalities should frame their own rules and that those rules should not require the sanction of any higher authority? A. My suggestion was that the Collector should sanction the rules and bye-laws of town municipalities.

Q. 12—But is not the Collector generally the Chairman of the city municipality? A. Not in every case; it is a rare thing for the Collector to be Chairman; (*i. e.*, President.) It is only when the city municipality is not fit to have its own President that the Collector is appointed. For example, when faction feeling prevails. Karachi has its own Chairman.

Q. 13—How many city municipalities are there in this province? A. Four—Karachi, Hyderabad, Sukkur, and Shikarpur. The Collector is the President in Hyderabad and Sukkur, and the Assistant Collector in Shikarpur.

Q. 14—Where the Collector is Chairman, do you still recommend that the rules should receive the sanction of the Collector and not of any higher authority? A. My suggestion is that in the case of city municipalities the rules should still come to the Commissioner in Sind as Local Government, and in the case of town municipalities the Collector should sanction them.

Q. 15—You also suggest the District Boards should undertake the duty of lighting towns within their own areas; are not the towns excluded from the District Board area? A. No, that is not so; certain towns come within the District Board area. Not municipal towns: there are several towns that have not got municipalities.

Q. 16—Would it be a proper way of spending District Board money to light towns? A. It would be a very good way; lighting is very much needed in those little towns. I have been in a great many of them, and I know the state of things. After dark you cannot go half a mile down the road.

Q. 17—Is not the main object of the District Board Fund to meet the requirements of the villages and the country at large, not of towns? A. I think the object is also to provide for the needs of towns, if the towns come within the District Local Board area.

Q. 18—At present the funds of the District Board are hardly sufficient for the requirements of the villages or of the country at large? A. I do not think that is the case in Sind; most of the District Local Boards are in funds and they have got large balances.

Q. 19—Are the funds sufficient to meet all the charges of primary schools and communications? A. Government have been giving special grants-in-aid for primary education, and with that aid the funds are sufficient. They have sufficient funds to provide for education.

Q. 20—You recommend the formation of Advisory Councils for districts and for sub-divisions. If conducted on the lines you indicate might they be of some use in eliciting public opinion? A. Yes, and a further advantage would be that they would interest the people in the work of the administration.

*Mr. Hichens.*

Q. 21—As to personal appeals. Is not the present position that a man drawing Rs. 35 a month, or under, cannot appeal beyond the Collector, and a man drawing Rs. 99 and under cannot appeal beyond the Commissioner? A. Yes.

Q. 22—Would you restrict that? A. I would leave that as it is.

Q. 23—You say that you are in favour of the right of appeal being restricted? A. Restricted to the extent I have mentioned, that is to say, I would leave the provisions of the law as to appeals as at present, but I would not allow an appeal beyond a second appeal; if an officer appealed against the decision of a Collector to the Commissioner and the Commissioner decided the matter, his decision should be final. There should be no further appeal to or revision by Government.

Q. 24—Is this rule about appeals not going beyond the Collector in cases where the officer is drawing only Rs. 35 a month effective? Does not a man send in a petition for revision? A. Yes, he does.

Q. 25—Is it practical politics to prevent that? A. It is prevented already to some extent. When no appeal lies the petition is generally returned to the man, and he is told that no appeal lies under the law. That is not invariably so with regard to appeals to Government. If a man knows that there is no appeal to Government he asks or suggests a revision.

Q. 26—In practice is there any difference between revision and appeal? A. There is no difference; an appeal might be a little more formal, but in the end the two come to the same thing.

Q. 27—So that in practice, a man can drive a coach and four through the rule? A. Yes.

Q. 28—Can that be remedied? A. I think it can be remedied. When the law says that the decision should be appealable to a certain officer, the decision on that appeal should be final.

Q. 29—Is the Chairman of the Local Board the Collector? A. Yes.

Q. 30—Who is the collector of the *taluka* Board? A. The Assistant Collector.

Q. 31—Is there a Board in each *taluka*? A. Yes, there is a *taluka* Local Board for every *taluka* except in exceptional areas like the Thar and Parkar tract, in undeveloped portions of which two or more *talukas* form one Board.

Q. 32—There is no system of Sub-divisional Local Boards? A. No.

Q. 33—Have you ever thought whether that would be better than the system of *taluka* Boards? A. I have not considered the point, but I do not think there is anything to be gained by a Sub-Divisional Board. The *taluka* Boards and Local Boards are quite sufficient for the administration of local funds.

Q. 34—Have the *taluka* Boards any revenue of their own, or do they subsist on the charity of the Local Board? A. They have assigned revenues; certain portions of the funds of the District Board are assigned to the *taluka* Board.

Q. 35—But not a sum on which they can count annually; it may vary from year to year? A. Yes.

Q. 36—It is not a fixed proportion for example of the cess collected within the *taluka*? A. I will not be quite sure about that, because the law lays down exactly what revenues should go to each Board. Bombay Act 1 of 1884 says in general terms that certain revenues shall go to *taluka* boards.

Q. 37—In fact the position is practically the same here as in the Bombay Presidency proper? A. Yes, the same law applies.

Q. 38—Is the position the same here as in the rest of the Bombay Presidency that services such as education and such as the more important roads and vaccination, are carried out by Government agency and paid for by the District Board? A. Yes. The position in regard to works is that works costing over a certain amount are to be carried out by Government agency. The law is the same throughout the Presidency. The Sind roads are different from the Bombay roads, because they are mostly not metalled roads but merely tracks. Several of the roads in the Bombay Presidency proper have been provincialised and handed over to the Public Works Department for management, but the Sind roads are repaired from local funds. Here and there there is a small section of the road which is metalled, owing to there being a lot of traffic over it. I am speaking of roads outside municipal towns.

Q. 39—In that case is the metalling done by the Public Works Department? A. It is done by the Local Fund officers unless the cost exceeds Rs. 50 per mile.

Q. 40—Then it is correct to say that certain roads are under the direct control and executive management of the District Board? A. Yes.

Q. 41—Are there any District Engineers? A. No, nowhere in Sind. They have not got sufficient work for a District Engineer.

Q. 42—What powers has the District Board as to appointments? A. They appoint their own officers under section 38.

Q. 43—They cannot create a new post? A. They can create a new post.

Q. 44—But not without the Commissioner's sanction? A. The Commissioner's sanction is not necessary.

Q. 45—Would you give the District Local Board any extra power? A. No.

Q. 46—It is only when you come to the city municipalities? A. Yes, I would give further powers to the city municipalities.

Q. 47—To-day suggesty got any power to create any new posts? A. They cannot create their appointment without the sanction of the Commissioner. I would now the city municipalities to sanction new appointments without reference to the Commissioner provided the appointment did not carry a salary of over Rs. 250.

Q. 48—And increases of pay? A. I would leave those entirely to the city municipalities, provided it did not have the effect of raising the salary above Rs. 250.

Mr. Meyer.

Q. 49—Has all your official experience been confined to Sind? A. Yes.

Q. 50—In regard to certain appeals, the Collector's decision, is final, or is supposed to be final, in regard to the certain classes of officers, but the Government every now and then exercise their power of revision? A. I would not say that they "every now and then" exercise their power of revision; it is only when an officer moves Government that this power is exercised.

Q. 51—But is that frequent or not frequent? A. At present it is pretty frequent.

Q. 52—That has the result of blocking out the Commissioner? A. That has the effect of an appeal over the head of the Commissioner.

Q. 53—You get the anomaly that there is no appeal to the Commissioner in respect of a clerk on Rs. 30 whom the Collector has dismissed, but there is practically an appeal over the Commissioner's head? A. Yes, that is the effect.

Q. 54—Have you any regular District Board cess in Sind? A. We have a local cess in Sind, a one anna cess. It is a portion of the land revenue.

Q. 55—Has it not been abolished? A. The Village Officers' cess has been abolished; not the Local Fund cess.

Q. 56—The Government hand over to the Board a certain proportion, one sixteenth, of the land revenue realizations? A. Yes.

Q. 57—Has not the District Board Budget to be passed by the Commissioner? A. Not at present. In future perhaps. Hitherto it has gone up to Government to be incorporated in the general accounts, but from this year there has been a change.

Q. 58—Do you mean to say that previously the Local Government scrutinised the budget of each District Board and struck out items? A. I do not think they altered any items, it was merely incorporated; the budget is passed by the District Board, but it comes to the Government for a final review through the Commissioner and the Accountant General.

Q. 59—Does the Commissioner exercise much practical control: does he alter items? A. No.

Q. 60—If he thinks the District Board is not giving enough for education would he add to the allotment for education? A. He would not on the budget; any alteration would be afterwards.

Q. 61—Do the budgets of the municipalities go up? A. No, they pass their own budgets.

Q. 62—Without any control whatever? A. They pass their budget at a full meeting; the Commissioner calls for and sees the proceedings if he wishes to do so.

Q. 63—In most provinces the municipal budget does not take effect until the Commissioner has approved of it; is that so here? A. The law is different here; that is the case, I believe, in the United Provinces; the budget is passed by the Commissioner, but it is not so here; it is passed by the municipality itself.



Q. 64—... of the year ... level Municipality or District Board make any reappropriation it likes? A. Yes, without going to the Commissioner.

Q. 65—Is there any limit beyond which individual works must get approval? A. No, there is no limit.

Q. 66—So that practically the only outside financial control is in respect of new appointments? A. That is so.

Q. 67—You have mentioned that city municipalities should have powers in regard to appointments up to Rs. 250: what do you say about the ordinary municipality? A. I should say that the law should remain the same.

Q. 68—They cannot appoint a clerk on Rs. 15 without going up to the Commissioner? A. Without going up to the Collector. I have suggested that the Collector should pass the rules. Every appointment is sanctioned by rule, and the authority that has the power of sanctioning the rule will have the power to sanction the appointment.

Q. 69—What happens in the case of municipal servants who are punished or dismissed; does an appeal lie to the Collector or the Commissioner? A. No appeal lies.

Q. 70—They might dismiss a man on Rs. 200 and he has no further appeal? A. No, but under the Municipal Act the Commissioner has got certain extraordinary powers. Where a municipality has abused its powers the Commissioner can put that section in force, but that is a very rare thing.

Q. 71—You have a considerable number of Irrigation Engineers. Do they also do the buildings and works? A. Yes. There is no distinction between the two branches of work.

Q. 72—You desire that the Commissioner should have power among other things to appoint the Chairman of the Karachi Port Trust? A. Yes.

Q. 73—Is not Karachi an increasing city? A. Yes. The Commissioner already exercises very high powers under different Acts, so that the power of appointing the Chairman of the Port Trust would not be an unusual thing for the Commissioner.

Q. 74—You think it is not such an important post as to demand selection by Government? A. The post is a very important one, but the Commissioner can be trusted to make that appointment.

Q. 75—Is the Chairman generally an official? A. Yes, the Collector of Karachi.

Q. 76—You also say that the Commissioner should have power to appoint Deputy Collectors. Are the Deputy Collectors in Sind transferable to other parts of the province? A. Yes. But in practice a Deputy Collector has never gone to the presidency proper except in one case; that was an exchange between an officer in the Presidency proper and an officer here.

Q. 77—Is it not rather a large power to give to the Commissioner to appoint an officer of the Provincial Service? A. I do not think it is. The Commissioner appoints officers of the Provincial Service in the case of Sub-Judges.

Q. 78—Are they liable to go to the Presidency proper? A. It is the same with the Sub-Judges as with the Deputy Collectors; they generally serve in Sind; I do not know whether in the past anybody has gone out of the province, but if the case had occurred it would be a most unusual thing, a matter of exchange more than anything else.

Q. 79—Anyhow, your recommendations are based on the fact that this is in practice a self-contained province? A. Yes, and also that Sind has conditions peculiar to itself.

Q. 47—You desire certain financial powers to be given to the Commissioner; among others the entertainment of temporary establishment; would you give him power to entertain permanent establishment, subject to budget allotment? A. Yes, I would also give him that power. I would give him power to sanction new appointments up to a *mukhtiankar's* appointment on Rs. 150.

Q. 81—You mean that he should have full power of making permanent appointments, throwing a definite burden on the State afterwards, up to Rs. 150? A. Yes, I have suggested only as to temporary appointments, but I should not object to that.

Q. 82—Would you give the Commissioner a Public Works budget? A. Yes.

Q. 83—That is to say, he should have the sanctioning of ordinary works in the province instead of Government? A. Up to a certain financial limit. I have suggested, in regard to buildings, Rs. 10,000.

Q. 84—My question was in connection with the suggestion that the provincial budget for Public Works should be largely split up; the Local Government keeping a certain amount at headquarters for reserve and for any big works; otherwise the amount being divided amongst the divisions, and each Commissioner having sanctioning powers; it would be matter of lakhs; would you go so far as that? A. I would go so far as a certain limit, that is to say any irrigational work up to fixed limit.

Q. 85—An irrigation work may be a very big thing, but I was asking you in regard to other matters such as buildings? A. In regard to buildings I would go as far as Rs. 10,000.

*Sir Steyning Edgerley,*

Q. 86—Does the system of contingencies give you very much trouble in the office? A. It sometimes does when we have to apply for sanction for purchase of articles now classed as special contingencies.

Q. 87—Do countersigned contingencies make unnecessary work? A. Not apart from the provisions of Article 98 of the Civil Account Code and the transfers of grants.

Q. 88—Would you favour any change in the direction of making everything contract contingencies? A. Yes, I think that would be a good thing. It would lessen work.

Q. 89—If all the Collectors' contingencies were put into one contract now would you see any danger? A. I think that would be a very good arrangement.

Q. 90—You examine all the travelling allowance bills that come up? A. Yes.

Q. 91—Does the daily travelling allowance bill examination give very much work? A. At certain parts of the year it does give a great deal of work; there are then two clerks engaged constantly on it.

Q. 92—Is it much more trouble than the permanent travelling allowance system? A. It is a great deal more trouble.

Q. 93—Have you noticed any difference in the power of Controlling Officers movements under the two systems? A. I have not noticed any difference.

Q. 94—Is it more easy to control an officer's travelling under the daily allowance system than it is under the permanent allowance system? A. No, I do not think it makes any difference.

Q. 95—So that the permanent travelling allowance system gives less trouble and is equally effectual? A. Yes, because the movements of officers are really checked through their diaries. When the diary comes up to the Commissioner he sees what amount of travelling the officer has been doing.

Q. 96—In Sind do not most officers level with permanent hired carriage? A. Yes.

Q. 97—They have to set up carriage in October or November, and keep it up to the end of the touring season? A. Yes.

Q. 98—Is not the province gradually being manned by Indian Civilians? A. There is a proportion of Indian Civilians. There are only two of the old Commission left now.

Q. 99—The Provincial Service is recruited in part to supply one sixth of the Civil Service? A. Yes.

Q. 100—Would it not produce rather a complication if you gave the power of appointing those men to the Commissioner? A. The *cadre* would be fixed.

Q. 101—That has not been done yet? A. At present it is settled. We have got 23 Deputy Collectors; I do not mean to say that the Commissioner should have power to increase the number of Deputy Collectors.

Q. 102—But you would have to fix the one sixth of the Civil Service due to Sind? A. I do not think it would involve any alteration in the proportion.

Q. 103—In Sind the "village" is really the zemindar and his cultivators? A. Yes.

Q. 104—The relations are rather feudal than communal? A. Yes.

Chairman.

Q. 105—You put in a schedule of delegations which you think might be appropriately made; are these your own suggestions or have they been made in the office? A. They are my own suggestions.

The witness withdrew.

Mr. TEKCHAND UDHAVDAS, was called and examined.

Chairman.

Q. 106—You are Government Pleader at Karachi? A. Yes. I live at Karachi.

I am not in favour of any curtailment of the right of appeal, nor is it a sound policy to require the production by the appellant of a certificate from the officer, whose decision is appealed against.

Executive Officers have not sufficient opportunities to come in contact with the people, for they are generally stationed at headquarters for the greater part of the year. The existing obstacles are, that they have too much to do, and in consequence can hardly find time for free intercourse with the people.

Executive Officers generally do possess sufficient knowledge of the vernaculars.

I am in favour of Advisory Councils at important centres. Such bodies would be best constituted from amongst the following:—The educated independent class; landed gentry paying a minimum assessment of Rs. 500 a year; village *patels*, and merchants. In no respect should these Advisory Councils be invested with any administrative responsibility.

Q. 107—Have you been a member of a municipality? A. No, but I was legal adviser to the municipality of Karachi and am now legal adviser to the Port Trust.

Q. 108—You say that Executive Officers have not sufficient opportunities of coming into contact with the people? A. They are generally at their headquarters, and it is difficult for these people from the *mufassal* to come and see them, or to mix freely with the officers at headquarters.

Q. 109—Have you lived at Karachi all your life? A. At Karachi and other places too; I belong to Hyderabad. I was for a number of years at Hyderabad.

Q. 107—You say they had opportunities of seeing what Executive Officers do in the districts? A. Yes.

Q. 111—You say that they possess a sufficient knowledge of the vernacular; what do you mean by "sufficient?" A. I mean, enough to let them fairly well understand the people, or to express themselves sufficiently well for the people to understand them: not that they could converse very freely or read petitions, but they could follow a conversation and keep it up.

Q. 112—Can they read and write Sindi? A. Very few of them.

Q. 113—Could they carry on a conversation with educated Sindi gentlemen? A. Yes.

Q. 114—But with difficulty? A. Not very great difficulty.

Q. 115—With some difficulty? A. A little difficulty. Sindi is very easy to pick up.

Q. 116—You say you are in favour of Advisory Councils; for what particular class of officer? A. The District Officers,—the Collector or the Assistant Collector.

Q. 117—Would it be difficult to get gentlemen of standing to come in? A. It depends on the particular district or the division, and upon what sort of people they have here; there might be only zemindars, or educated people, or merchants; the selection is always very difficult to make; great care will have to be taken in the making of the selection, in order to make this an effectual body which will work well.

Q. 118—Does the District Officer of the present day move about amongst the gentry and the people of the district generally? A. Not as much as I should desire.

Q. 119—When he goes to a village or to a municipality does the District Officer see the leading people? A. In municipalities he comes across the leading people, but not in the *mufassal*; there are so many difficulties. In matters like these the personal element comes in; it depends on the officer; one man may consider that he has done all his duties during the day and will sit down in the verandah in the evening; another man may be inclined to go out and mix freely with the people.

Q. 120—You think that the difficulty that might arise in consequence of the personal element being so strong would be overcome by having a formal Advisory Council? A. In a measure; the Collector would be bound to come more into touch with the Advisory Council; he would know more about the popular views.

Q. 121—It would not be a matter of great consequence in the case of an officer who does consult with the people, but it would make a material difference in the case of officers who do not; is that the idea? A. Even in the matter of those officers who do consult, they will be bound now to consult; it may not make much difference with them, but those are exceptional cases.

Q. 122—Would gentlemen in the district when they found they were merely advisers still desire to serve upon these Councils? A. I think so.

Q. 123—Because of the status which it would give them? A. Exactly.

Q. 124—You are acquainted with Act V of 1868. What is your opinion about it; is it a useful Act or not? A. So far as regards the Commissioner I think it is a very useful Act.

Q. 125—You have been in legal practice in Sind for over 30 years? A. I have been connected with the Judicial Department for nearly 30 years.

Q. 126—So far as you know, the Act has never produced any complaint in Sind? A. No.

Q. 127—When officers go to a place and come to a camp, is it not usual for the zemindar to have cases before them? A. Yes.

Q. 128—If they are near a place? A. Is it not usual for the trading community to come up and see them? A. Yes, but come up and see the Sahib.

Q. 129—Unless he is very rude he practically sees every body where his camp is situated? A. That is so. The difficulty is this; for instance if I were a zemindar and wanted to see the Deputy Collector, or the Assistant Collector, I should find him surrounded by guards and police, and I should not get time to go and see him and speak privately to him if I had anything to say to him. It is only a formal visit, that is my experience. One finds it very difficult sometimes to have a private talk with the Sahib in the *mufassal*.

Q. 130—Has that always been so? A. Not always, there are exceptions.

Q. 131—I meant in point of time; is that the growth of recent years or is it your experience all through your life here? A. It has been for some time my experience.

Q. 132—Is the system of Resident Magistrates working well in Sind? A. I think so; it is an improvement on the old arrangement because it separates them from their executive functions.

Q. 133—Is the law under which the Karachi municipality works sufficiently elastic to give it adequate powers to do its work? A. I have not considered that, but I think it is elastic enough.

Q. 134—So far as the law goes the municipality has plenty of powers to do what is necessary for the city? A. I think so.

Mr. Meyer.

Q. 135—The Delegation Act V. of 1868 allows the Bombay Government, sometimes on its own motion, sometimes with the sanction of the Government of India, to confer powers which would ordinarily be vested in the Local Government on the Commissioner-in-Sind, the Commissioner-in-Sind being, from the circumstances of the case, a sort of minor Local Government himself? A. Yes.

Q. 136—Suppose it to be suggested that there should be a general Delegation Act applying to all parts of India, and allowing the Executive Government, after due notice in the Gazette, to make a general devolution of powers that powers which the Local Government formerly exercised might go to the Commissioner, and that powers which the Commissioner formerly exercised might go to the Collector, and so on all down the line; would you approve of that? A. Considering the position that the Commissioner-in-Sind occupies now as compared with the Presidency Commissioners, he gets general powers; in fact he is now really the Local Government.

Q. 137—But might such an Act be applied to India generally, not merely to Sind? It has been suggested that there should be a general Act of this sort applicable to the whole of India. What would you think of that? A. If that is found desirable it might be done. The status of the Commissioner in Sind ought then to be correspondingly increased; if you give a general power of delegation to the other Commissioners, you must make the position of the Commissioner here much better and stronger, if that is possible.

Q. 138—Therefore, in present circumstances, you would not be in favour of a general Delegation Act outside Sind? A. No, because that would put the Commissioner in Sind in the same position as that of the other Commissioners, if there was a general delegation.

Q. 139—Then going further, the suggestion is that the Government should be allowed to make the law more elastic; the law having said that a certain thing must be done by the Local Government, the Government might say, "This or that thing may be done by the Commissioner or even by the Collector": the law having said that a certain thing must be done by the Commissioner, the Government could say "Let it be done by the Collector or

possibly ~~to~~ <sup>you</sup> ~~had~~ <sup>had</sup> Officer." As a lawyer would you regard that with equanimity? A. Yes, I do not think that would be desirable.

Q. 11—You say ~~to~~ <sup>you</sup> ~~come~~ <sup>come</sup> to criminal matters, the Criminal Procedure Code for instance mean ~~by~~ <sup>by</sup> that certain offences should be taken by a First-Class Magistrate ~~the~~ <sup>and</sup> others by a Sessions Court; would you be in favour of a law which would allow the Government of India or the Local Government to say that certain of the latter offences might be dealt with by First-Class Magistrates? A. No.

Q. 141—What is a Resident Magistrate, exactly? A. Resident Magistrates are Magistrates who have not got any executive or revenue functions to perform; they deal purely with criminal cases under the Criminal Procedure Code.

Q. 142—Are they *mukhtiar-kars*? A. They are graded as *mukhtiar-kars*, and their promotions and status are in that rank. There are 13 I think in Sind.

Q. 143—Has the experiment been tried long? A. Yes, for three or four years.

Mr. Hichens.

Q. 144—How would you appoint the Advisory Councils, by nomination or by election, or both? A. Both; nomination by Government, and also election from the people.

Q. 145—In what proportion? A. One third nominated and two thirds elected. I would prefer if it could be done by election, but I do not think we are so far advanced as to have exclusively elected members.

Q. 146—You specify the classes from which the members are to be drawn. Would there be no difficulty in getting election on those lines? A. I think not; I mention four classes, and they are elastic enough—the educated independent class, landed gentry, village *patels*, and merchants.

Q. 147—Would it not perhaps, be a little difficult, if you were drawing up an election roll, to specify who was educated and who was not? A. It is easy to find out in the district; there would be no difficulty at all.

Q. 148—Is the President of the Karachi municipality an official or a non-official now? A. A non-official.

Q. 149—He is appointed by Government, not elected? A. That is so.

Q. 150—Would it be well to have him elected? A. It would be well to let the municipality return its own President in a place like Karachi.

Q. 151—Would you adopt the plan that they have in Bombay, and let them elect their own President? A. Yes, they might elect their own President every year, or every three years.

Mr. Dutt.

Q. 152—Your experience is mainly confined to the Karachi and Hyderabad districts? A. Practically the whole of Sind.

Q. 153—In the *talukas* do the *mukhtiar-kars* decide many criminal cases? A. Yes, a great number of cases.

Q. 154—What powers do they generally exercise? A. Second class magistrate's powers, up to six months. Some of them have got first class powers, but they have mostly second class powers; it is only in exceptional cases that they are granted first class powers and powers to commit to Sessions.

Q. 155—Are the criminal cases which come up from a *taluka* generally tried by the *mukhtiar-kar*? A. Yes.

Q. 156—What is the class of cases tried by the Sub-Divisional Officer generally? A. Important cases, or proceedings under Chapter VIII—cases not triable by the *mukhtiar-kar*.

Q. 157—The Sub-Divisional officer generally goes about on tour for about seven months in the year? A. Yes.

Q. 158—Are the people who have cases before him put to much difficulty because he has to go about from place to place? A. There have been complaints that the parties are put to some inconvenience, but now I do not think any difficulty or inconvenience exists. The Magistrates are now given to understand that there must not be that inconvenience, and whenever there is any question the High Court or the District Magistrate is moved to transfer the case; they are now very careful to see that parties are not inconvenienced.

Q. 159—Still is there some inconvenience experienced? A. At times.

Q. 160—Are there Resident Magistrates in every district? A. Yes.

Q. 161—And in every *taluka*? A. Not in every *taluka*, but at the municipal towns.

Q. 162—Where these Resident Magistrates have been appointed the inconvenience caused by the touring of officers has been minimised? A. Not only minimised, but there is no inconvenience at all.

Q. 163—You have never been a member of any District Board or legal adviser to any District Board? A. No.

Q. 164—Is not the Hyderabad municipality, a city municipality? A. Yes.

Q. 165—Does the municipality elect its own President? A. No.

Q. 166—You spoke of transfers being made by orders of the High Court; do you mean the High Court of Bombay? A. The High Court of Sind, the Court of the Judicial Commissioner in Sind.

Q. 167—There are three Judicial Commissioners in Sind? A. Yes.

Q. 168—Are their jurisdictions territorial—do they take up different districts? A. Two of them are called Additional Judicial Commissioners, and they have also got original civil and criminal jurisdiction. The Judicial Commissioner sits on the appellate side with one of these Additional Judges and disposes of appellate work.

Q. 169—Who tries Sessions cases generally? A. The Judicial Commissioner.

*Sir Frederic Lely.*

Q. 170—You enumerate four classes from whom the Advisory Council should be contributed, but you make no mention of the smaller cultivators; would you not have them represented? A. I think gentlemen of some status, men paying say Rs. 200 as land revenue might have the franchise; you must not take it down too low.

Q. 171—But the smaller cultivators have numerically very much the largest interest in the country? A. Yes, but they will be sufficiently represented by men paying Rs. 200 because they generally are the cultivators of these men.

Q. 172—Is the zemindar the natural representative of his tenants? A. I should think so in Sind.

Q. 173—Are their interests practically the same? A. Yes.

Q. 174—You mention first of all "The educated independent class"; who would they be in an ordinary village or an outlying *taluka*? A. An independent contractor, for instance, would be an educated man.

Q. 175—Anyone else? A. There may also be pleaders there.

Q. 176—It would be a very limited class in an outlying *taluka*? A. Or good shopkeepers.

Q. 177—Would they not come under "merchants"? A. Yes.

Q. 178—You lay stress on "independence"; for a Council of this kind is not a sense of responsibility also quite as essential? A. Yes.

Q. 179—Would a sense of responsibility generally accompany independence in a Council like that; you say you would not invest them with any responsibility? A. No.

Q. 180—Then what sense of responsibility would they have? A. If they are persons entitled to come to the darbar or to have a chair at the Commissioner's or Collector's darbar, they might be deprived of that if they were found not doing their work properly.

Q. 181—You would confine them to advice; would you require the Collector to take their advice? A. At the headquarters, but I would rather begin with the small villages, the Assistant Collectors and the *taluka* Officers.

Q. 182—You would give them Advisory Councils? A. To start with.

Q. 183—In regard to what matters should such Councils advise? A. In regard to sanitation, municipal matters, police organisation and so on.

Q. 184—Could you give a concrete instance in which they would come forward and give their advice? A. For instance, in a particular village there should be an organised police force, there would be the question of its strength and so on; also general principles on which remissions might be given, or sanitary conditions, or even education.

Q. 185—Take your first instance, the strength of police in a particular village. The Assistant Collector or the Collector goes about the country a good deal and come into contact with many classes? A. Yes.

Q. 186—They also have the Police Officers to consult with; and could thereby form an opinion of their own? A. Yes.

Q. 187—Suppose the opinion of the Council and the Collector's own opinion so formed clashed? A. I would suggest that he should not at once reject their opinion and advice; he might refer the matter to the Commissioner.

Q. 188—The Commissioner would know much less about local matters than the Collector? A. On the reports before him he would see what view the Collector took, and what view the Council took.

Q. 189—You would have the Collector surrender his own opinion, and simply leave it to the Commissioner to decide? A. The Commissioner would decide whether the opinion of the Advisory Council should be accepted or not; in much the same way, from the Assistant Collector, the matter might go to the Collector.

Q. 190—Suppose the advice of the Council was not taken, would they not get rather tired of offering it? A. That would be the result, but it depends on the particular officer how he takes it, if he goes on and says "I don't want the Council," the Council will get tired, and they will throw up the whole thing.

Q. 191—Are these Resident Magistrates prevalent over the whole of Sind, are there not a great many parts that are still without them? A. They are stationed in central places.

Q. 192—A great many of the *mukhtiarbars* also do criminal work. What is the opinion you have formed of them as a class? A. On the whole they are working very satisfactorily as Judicial Officers. In former times you used to hear complaints of these two functions being combined and the *mukhtiarbars* being prejudiced by something they had heard in their individual capacity; that view is now disappearing altogether.

The witness withdrew.

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MR. BULCHAND DAYARAM, B. A., was called and examined.

Chairman.

Q. 193—You are the Vice-President of the Hyderabad municipality? A. Yes. I was elected. I am not an official. I am principal of a high school.



The administration in India is getting more or less out of touch with the genius and spirit of the people and with local conditions. This is mainly due to the multiplication of rules and laws and the complicated and inflexible system of administration now adopted, but partly also to the insufficiency of personal contact by officers of Government with the people. The opportunities and leisure for such contact are much less than before, when the district officials travelled by slow stages on the back of an animal, halted long at places and came in wide personal contact with the people of the country. This was before the advent of railways and before the heavy routine desk work of the present day absorbed much of their time. It was so, at least, in Sind.

In Sind, the earlier Assistant Collectors and Collectors cultivated a knowledge of the vernacular with much greater zest and passion than the present officers. Men like George Stack and Mr. Ryland, Deputy Collectors, were reputed Sindi scholars, and some of the former Collectors spoke Sindi almost like a Sindi.

The charge that a District Officer holds in Sind is ordinarily too large to enable him to come in frequent personal contact with the people and to know his whole district thoroughly. With the extension of cultivation and irrigational works that is going on in Sind, it is desirable to reduce the charges. Roughly speaking, there should be about eight or nine districts in Sind. The present areas of territorial jurisdiction for District Officers are too large to be properly looked after. The population is not, it is true, very dense, but with the influx of foreign elements due to the increasing demand for labour, it will rise considerably.

The powers that District and Divisional Officers possess now are wide and no further extension is necessary. In Sind the Commissioner has almost all the powers of the Local Government. The District Officers, too, have therefore correspondingly larger powers.

Municipalities in Sind have been now in existence for over forty years and have done good work. The time has come therefore for the grant of an extension of power to them, with due safeguards, such as the preservation of the Commissioner's veto, Collector's powers of control, etc. Karachi, which conducts its business on very enlightened and advanced principles, might well be given the privilege of electing its own President, and the elected element of the Board could well be increased to two-thirds or three-fourths of the total number. The other municipalities should be given non-official Presidents, and the elected element in them raised from one-half to three-fifths or two-thirds of the whole number. The functions that they perform now embrace a large number of departments of civic work. But a few more, such as the regulation and control of liquor shops, licensing of hackney carriages, carts, motors, etc., might be transferred to them.

As regards District Boards, it is desirable to foster a greater sense of responsibility and arouse more active interest by relaxing official control and investing small committees of members with power to supervise certain departments of the Board's work. For instance, the supervision and control of the Board's schools may be transferred from the Educational Department of Government to a School Committee elected by the Board having its own educational officers and receiving a larger grant from the provincial funds. So, also the management and construction of roads, hospitals, markets, *dharmshalas*, bridges, culverts, etc., could be entrusted to a Works Committee. By section 32 of the Bombay Local Boards Act of 1884, the Board has the power to appoint such committees, but in practice there is not much delegation of authority and the District Boards are regarded, popularly, as almost a department of Government. For some time to come it is perhaps desirable to retain District Officers as Presidents of District Boards, but the Vice-Presidents and Chairmen of the executive committees should as far as possible be non-officials. The elected element in these Boards should also be increased. To District Boards could usefully be transferred certain other functions, such as the charge and control of minor forests, minor irrigational works, &c.

The *tāluka* Boards, too, could be made more useful by investing individual members of the Board, or sub-committees of two or three members, with power of supervision and control of small works, *e. g.*, planting of trees, digging of wells, construction of small culverts and the supervision of conservancy and sanitation in the *tāluka*. The Assistant Collector might continue to be Chairman of the *tāluka* Board, but the members should be stimulated to take a more active interest by certain departments of the *tāluka* Board work being entrusted to them for supervision and a larger sense of responsibility developed.

The formation of *panchayats* or village unions invested with the supervision of local petty improvements is an experiment worth making on account of its educative effect and as tending to broaden the base of self-government. The best men in the village should be selected to form the *panchayat* or union. At first the experiment should be confined to big villages. It is very doubtful, however, whether such *panchayats* (or village unions) should be invested with the power to dispose of petty civil and criminal cases. In Sind, such an experiment would not be desirable for some time to come at least, and is not suited to the conditions of village life prevailing now, as the feeling between the Muhammadan and Hindu population is not sufficiently friendly. The proposal to appoint, in Sind, Village Arbitrators and Conciliators and Munsiffs under the Deccan Agriculturists' Relief Act (which applies to Sind), did not find favour on the same ground.

I am in favour of the formation of District Advisory Councils to be consulted from time to time by the District Officers. They should be small compact bodies composed of well-educated men, carefully selected and representative of different communities and interest. These men could give valuable advice and information in respect of the well-being of the people in the district generally and correct erroneous views regarding them. They could, with profit, be consulted about plague and famine relief measures, imposition of punitive police, settlement and revision proposals and any other large proposals involving the comfort and well being of the whole district, or a large part of it. Due weight should be given to the opinion of the Council which should have a recognized status and to which the members should be appointed by the Local Government. In cases where a three-fourths majority of the Council differs from the Collector's view in any matter, it should be referred to the Commissioner in Sind for final orders.

It would not be expedient to give District Boards in Sind any power of supervision and control over the smaller municipalities in the district. The latter should be permitted to develop along their own lines and gradually be entrusted with larger powers, till they come to acquire the powers and responsibilities of the larger municipalities.

The great aim of any reform in the administration should be to increase the contact and the feeling of confidence between the rulers and the ruled to make the village and the small town as far as possible, gradually, a self-contained administrative unit, so as to remedy the defects of a system of rule, which not being indigenous, must naturally suffer from certain evils and not be quite suited to the traditional character and sentiments of the people. The character and emoluments of the lowest officials have also to be considerably raised to lessen materially their petty tyranny.

Q. 194—Who is the President of your municipality? A. The Collector of Hyderabad. He is appointed by Government.

Q. 195—When the municipality frame their budget, is it prepared by you, as the Vice-President? A. Yes, it is prepared by me in consultation with the President and is passed by the Managing Committee first and then by the Corporation.

Q. 196—Is there a Standing Committee? A. Yes, it is called the Managing Committee. There is also the School Committee, the Sanitary Committee, the Dispensary Committee, and the Works Committee.

Q. 197—Who is Chairman of all these committees? A. The Chairman of the Sanitary Committee and of the Dispensary Committee is the Civil Surgeon; I am the Chairman of the School Committee; the Executive Engineer is Chairman of the Works Committee.

Q. 198—Do the Committees elect their own Chairmen? A. Yes, but the President and Vice-President are *ex officio* Chairmen of any Committees of which they happen to be members.

Q. 199—Does the Collector often attend the meetings of the municipality?  
A. Yes.

Q. 200—Always? A. Almost always. He is Chairman of the Managing Committee.

Q. 201—What size town is Hyderabad? A. The population is about 75,000.

Q. 202—Do the members of these committees take much interest in their work? A. Yes.

Q. 203—How long have you had a municipality in Hyderabad? A. For the last 30 years or more.

Q. 204—What are your principal sources of revenue? A. Octroi, wheel tax, water rate, and water supply fees, &c.

Q. 205—Have you a house cess? A. No, we have no house cess.

Q. 206—Do you get any contribution towards your expenses from Government? A. No, except a few small items.

Q. 207—If you have any scheme for drainage or water, would you then have a contribution from Government? A. We have not received any yet. We have a scheme now for which we have applied for a grant.

Q. 208—But hitherto, having had neither a drainage nor a water scheme, you have received no grant? A. We had a water scheme and a drainage scheme; we have water works in Hyderabad.

Q. 209—Did you pay for them yourselves? A. Yes, entirely; we borrowed and paid off the loan.

Q. 210—Did you apply to the Local Government for leave to borrow?  
A. Yes.

Q. 211—Do you know where the money was raised; did many of your own citizens contribute? A. Some, not many. We have taken several loans in the last 20 or 25 years; when waterworks were introduced we borrowed from Government; afterwards we have been raising money in the market locally; in 1897 we raised a loan of about two lakhs, a large part of which was taken up locally; we wanted to supplement and improve our waterworks, to renew old plant, and so on.

Q. 212—What proportion of the loan was taken up locally? A. A little over half.

Q. 213—People thought they saw something which was going on under their own eyes and they did not mind subscribing to the loan; did that influence them at all? A. That does not influence them; it depends on the state of the market and the interest available.

Q. 214—What interest did you pay? A. Five per cent.

Q. 215—What is the ordinary rate of interest for money at Hyderabad?  
A. Seven or eight per cent.

Q. 216—Are you a member of a District Board? A. No.

Q. 217—Your suggestions are not made from your own knowledge?  
A. No.

Q. 218—Are you a member of a *taluka* Board? A. No.

Q. 219—Do you live in Hyderabad itself? A. Yes. I am a zemindar. I have got zemindari lands near Hyderabad.

Q. 220—You think that a panchayat for a village could be formed? A. Yes. For certain purposes it could be formed.

Q. 221—What would be those purposes? A. Looking after the sanitation of the village and small matters like that, supervising the construction of wells and matters of small village interest.

Q. 222—Would you entrust them with any criminal powers? A. Not yet.

Q. 223—Would a villager, if he were imprisoned, even only for a day or two, feel disgraced? A. It depends upon the class of person; for instance, if a *bania*, a shopkeeper, were put in jail even for one day, he would feel it a great disgrace; perhaps a Muhammadan cultivator would not feel it so much.

Q. 224—What would the Hindu cultivator feel? A. If he is of the same standing and of the same class, he would feel it equally with the Muhammadan?

Q. 225—No more or less? A. Perhaps a little more; the Hindu is a little more sensitive.

Q. 226—So that there might be a danger if the panchayat had criminal jurisdiction? A. I think so, in the present state of local feeling.

Q. 227—Does feeling run pretty high in the villages, between Muhammadans and the Hindus? A. I think so.

Q. 228—You say you think Advisory Councils, ought to be constituted; would you have the same difficulty there of finding Hindus and Muhammadans to sit on the same Council? A. No; we would have a different class of men altogether, a much superior class.

Q. 229—You would confine Advisory Councils to what you would call the superior classes? A. Yes.

Q. 230—Does the Collector now-a-days consult the gentry and the zemindars? A. It depends upon the sort of Collector we have.

Q. 231—Do they do so as a rule? A. Yes, but not to the extent that is necessary or desirable.

Q. 232—You would rather make it compulsory? A. Yes, I would give Collectors a Consultative Council.

Q. 233—By limiting their Consultative Council to perhaps four or five members or even more, would not that limit the sources of information of the local officer? A. This Council would reflect generally the opinion of the district on certain matters.

Q. 234—How large is one of your districts? A. Several hundred square miles.

Q. 235—Would three or four people make an adequate Advisory Council for such a district? A. Not three or four; I would have a dozen or more.

Q. 236—Would a dozen amply reflect the opinion of the district? A. Yes, provided we got the right class of people.

Q. 237—You suggest that the Hyderabad municipality should have a non-official Chairman. But you would not go so far as to suggest that the municipality should elect a Chairman? A. Not for some time yet.

Q. 238—Might it not be difficult to find a man, to fill the post of Chairman? A. It would not be difficult. Perhaps it would be better to have a non-official President for some time; afterwards as the municipality improves, or gets accustomed more to civic government, we might entrust it with the larger power of electing its own Chairman.

Q. 239—Can the Hyderabad municipality create a fresh post without the sanction of the Commissioner? A. It cannot; it cannot even create the post of a peon; it cannot raise the salary of a peon without the sanction of the Commissioner.

Q. 240—What power would you give them? A. I would give them power to create posts carrying a salary of, say, up to Rs. 50, for the present.

Q. 241—We were told that the powers of a municipality in regard to appointments were settled by rules and regulations; is it laid down in the Act? A. Yes, it is regulated by the District Municipal Act.

Q. 242—That the creation of all new posts must be referred to the Commissioner? A. It is not laid down in specific terms, but we cannot increase the sanctioned schedule of appointments except with the sanction of the Commissioner in Sind. We have a schedule of appointments, and any alteration in that has to be sanctioned by the Commissioner in Sind; so that if we raise the salary of any appointment, or create any new appointment, we alter the schedule.

Q. 243—Can the municipality dismiss people? A. Yes.

Q. 244—Have they an appeal to the Government? A. No, there is no appeal. The Collector has certain powers of control, and he can interfere if he chooses, but it is very rarely that he does so. He has general powers of control but they do not relate to the appointment of municipal servants.

Q. 245—Suppose somebody had been dismissed from the municipal service and wrote to the Commissioner and said that he had been very badly used, would the Commissioner enquire into his case? A. Not ordinarily.

Q. 246—Does the budget go to the Commissioner? A. No. It is passed by the municipality.

Q. 247—Suppose you had a non-official Chairman, would you still think that the budget should not be referred to Government? A. Yes.

Q. 248—What is the income of the Hyderabad municipality? A. About 2 lakhs.

Q. 249—You suggest that the municipality should have the power to impose a vehicle tax? A. No. It has a wheel tax already; the licensing of carriages is done by the police now, and I suggest that it should be done by the municipality.

Q. 250—You say "A few more functions such as the regulation and control of liquor shops, licensing of hackney carriages and carts, motors &c., might be transferred to the municipalities"; what do you mean by that? A. Granting licenses to ply hired carriages; those are now given by the police; I think the municipality could do that better.

Q. 251—Does the revenue come to you? A. Yes, the wheel tax does.

Q. 252—The police carry out the work for you? A. Yes, we charge a wheel tax, however that comes to us, but I think the license fees levied by the police do not; I am not quite sure.

Q. 253—Your point is that the actual power of granting licenses should be in the hands of the municipality? A. Yes.

Q. 254—That would cost you money? A. It would not cost much; there is the license fee which would recoup it.

Q. 255—But the work is being done for you now for nothing? A. It is being done by the police, but I am not sure if it is being done for nothing. The power had better be in the hands of the municipality.

Q. 256—As regards education, does the Government give you a definite contribution? A. For municipal schools, yes.

Q. 257—And you have to make up the balance? A. Yes, they give one third. Lately when the Government of India gave a special grant of 5 lakhs for primary schools, they raised it in the case of certain schools to half; that is in the case of new schools opened by the municipality after the grant was sanctioned by Government.

Q. 258—Have you complete control over the primary schools? A. Yes, in consultation with the inspector in Sind.

Q. 259—Have you any inspectors of your own? A. No.

Q. 260—Do you in practice do more than hand the money over to the Education Department for distribution? A. No, we appoint and dismiss schoolmasters and we manage the schools; the Education Department is mainly the supervising body; it examines the schools and reports on the work of the masters.

Q. 261—Have you as much power as you require? A. Yes.

*Mr. Dutt.*

Q. 262—Did you say that the budget does not go up to any higher authority? A. No, the sanction of higher authority is not wanted.

Q. 263—As a matter of fact the Collector is your Chairman? A. He is now, but even before, when we had a non-official Chairman, the budget merely went up to him for information.

Q. 264—But the law does not require any sanction from any higher authority? A. No.

Q. 265—You have schedules of appointments, which you cannot exceed. You only want sanction if you have to go beyond the schedule, or modify it in any way? A. Just so.

Q. 266—Is that schedule, a part of the Act itself? A. It is a part of the rules.

Q. 267—A part of the rules which have been passed by the Executive Government under the sanction of the Act? A. Yes the municipality frames the rules, and they are sent up to the Commissioner for sanction; after he has sanctioned them they are put in operation.

Q. 268—Have you many primary schools in the town? A. Yes. The municipal schools are all primary; there is one technical school.

Q. 269—Are there any secondary schools in the town? A. Yes, there are private and Government schools. The municipality has nothing to do with them.

Q. 270—What is the system you follow in supporting these primary schools; do you entirely pay their expenses, or do you simply give them monthly stipends? A. We entirely defray the expenses; we pay the salaries of the masters and bear the entire expense.

Q. 271—Are there a sufficient number of primary schools to educate the boys of school-going age in the town? A. In addition to the municipal schools there are several primary private schools; if the municipality chooses to open more schools it could do so.

Q. 272—But on the whole is there a fair number of schools to supply the educational needs of the town? A. Yes.

Q. 273—Have you any dispensaries in the town? A. Yes, we have three municipal dispensaries, supported entirely by the municipality.

Q. 274—Who appoints the doctors? A. The municipality.

Q. 275—You do not require the sanction of any authority to appoint those doctors? A. No.

Q. 276—Have you also the power of dispensing with their services? A. Yes.

Q. 277—Do you get any Government contribution for the support of these dispensaries? A. No.

Q. 278—Has the management been quite satisfactory? A. Quite.

Q. 279—Are the dispensaries fairly popular? A. Yes they are very popular.

Q. 280—You have no hospitals? A. We have a Government hospital, but no municipal hospital.

Q. 281—As regards District Boards, you say "There is no legislative restriction, but in practice there is not much delegation of authority or duties." Do you suggest that the work should be carried on by committees as is done in municipalities, and that the committees should appoint their own Chairmen? A. Yes.

Q. 282—At present are all the big roads done by the Public Works Department? A. Yes.

Q. 283—Would you approve of the District Board having their own Engineer if they can afford it? A. Yes.

Q. 284—And also of the District Board inspecting their own primary schools? A. Yes, I would have a School Committee, just as municipalities have a School Committee.

Q. 285—In Sind has every village got a recognized headman, or a *patel* or a *mukhi*? A. Yes.

Q. 286—If you organize panchayats would you take the existing *patel* as the headman? A. Not necessarily.

Q. 287—Would you strengthen his hands by associating him with a number of other villagers? A. It would depend on the sort of headman we have.

Q. 288—Would you do that where you have a satisfactory headman? A. Yes, I would make him a sort of Chairman of the panchayat.

Sir F. Lely.

Q. 289—You make several recommendations about extending the powers of municipalities and District Boards and panchayats. Do they all imply that you can get competent men on these Boards to devote their time to the work? A. Exactly.

Q. 290—As a matter of fact are there private persons able and willing to direct, let us say, education? A. Yes, I think there are, except in some backward districts like Thar and Parkar. To begin with things would not be so satisfactory as they ought to be, but it would be the first step, and a right step. They would improve.

Q. 291—Would you employ educational inspectors under them? A. Each District Local Board might have its own inspecting staff, just as the Karachi municipality has its own inspecting officer to inspect its primary schools.

Q. 292—Would you withdraw the schools altogether from the ken of the Educational Department? A. Not altogether; the Educational Department might have the power of general supervision, just as it has over municipal schools now.

Q. 293—Would you give them power to dismiss the employees of the Local Board? A. No, only to examine schools and make recommendations.

Q. 294—Would that not imply a double staff of inspectors—the Board's inspectors and the Education Department's inspectors? A. Yes, but the number of Education Department inspectors could thus be reduced—I mean the deputy inspectors and the assistant deputy inspectors.

Q. 295—Still, you would have a double staff to control? A. But the total number would not be larger than we have at present.

Q. 296—You would have a sufficient staff under the control of the Board to supervise the schools, and they could not be less than the existing staff?  
A. Yes, they could, because the existing staff has many other things to do; they have a number of things to examine and control and supervise, and they have a lot of departmental work.

Q. 297—But your Board staff would have to do that also? A. I think a smaller staff would suffice.

Q. 298—At present are more men employed than the work requires?  
A. I do not mean that. The present staff of the Educational Department has to supervise not only the work of the District Board schools but private schools and aided schools, indigenous schools and municipal schools, etc.

Q. 299—Would you not put the aided and indigenous schools, under the District Board also? A. No.

Q. 300—You would only have the schools that are directly dependent on the District Board. Why would you make that distinction? A. The indigenous schools are private schools owned by private persons.

Q. 301—Is not education in itself an object of interest to the District Board? A. I think it is not necessary to put the indigenous schools under the Board.

Q. 302—In effect you would keep up two educational staffs in the district, one under the department and one under the Board? A. Yes.

Q. 303—And you would trust for the supervision of the Board staff to the voluntary efforts of certain members of the Board? A. Yes.

Q. 304—In the case of a road could you get gentlemen to serve on a Works Committee and to go out some miles distant from their homes to look after the repairs of roads? A. There would be certain officers under the Board—something like road overseers.

Q. 305—Could the members of the works Committee be trusted to supervise them? A. Generally, yes.

Q. 306—How many members are there in a *taluka* Board as a rule?  
A. Five or six.

Q. 307—Do they live in scattered parts of the *taluka*? A. Generally in the larger villages.

Q. 308—A man who lives in a village would take an interest in a work belonging to that village, but would a man who lives in a *taluka* necessarily take any interest in a road some ten or fifteen miles away from him? A. Yes, he would if he understands his responsibility.

Q. 309—Is there any necessary connection between a man and the works of the *taluka* in which he lives? A. No, but if the responsibility is thrown on a man he would rise equal to it.

Q. 310—Is there anything in the experience of the past to lead you to think that? A. I have not much experience of *taluka* Boards, but I think we can get men now to feel their responsibility.

Q. 311—What class would they be? A. Zemindars or merchants.

Q. 312—You think a merchant could afford to leave his business and go off to examine *taluka* Board roads or village schools? A. Occasionally; he would have to supervise the work of the officers appointed to do the direct and daily supervision.

Q. 313—Are not villages in Sind very much scattered? A. Yes.

Q. 314—Would not that very much militate against their joint action?  
A. It would to some extent.

Q. 315—Is there now in the ordinary Sind village a common village well, or is there a well for each portion of the village? A. There is generally a well or two for each village. It depends on the size of the village.



Q. 316—As a matter of fact there is not very much work in common for the whole of a Sind village. Is not the village divided up into sections? A. Still there would be a common village well or two, and other work to look after.

*Sir S. Edgerley.*

Q. 317—You are master of a high school in Hyderabad. Do you receive any grant from Government? A. Yes.

Q. 318—What number of scholars have you? A. It is a very large school; altogether we have about 1500 with the primary schools and branches. In the main school there are 750 boys.

Q. 319—Have you anything to tell us about relations with the Education Department; are they satisfactory to you? A. Yes.

Q. 320—So far as you can see the arrangements that are made for controlling the Government grants for examinations, and so on, are satisfactory? A. I would have a different system; I would have a fixed grant system. Our grant is regulated according to the expense, and therefore the examination of accounts is very detailed and very inconvenient sometimes, and it does not give us room for expansion. For instance, if we had a fixed grant for a certain number of years we should know what our financial position would be year by year, instead of which it fluctuates every year.

Q. 321—But if your school is managed up to standard, you know that any variation in the grant will be very small? A. That is so, but if we had a fixed grant we could do the work up to it, and we could increase our expenditure with a view to getting a larger fixed grant hereafter.

Q. 322—Had not the Hyderabad municipality at one time a non-official Chairman? A. Yes.

Q. 323—Difficulties arose, and they had to put the Collector in? A. Yes.

Q. 324—When those are composed will there be a non-official Chairman again? A. I hope so.

Q. 325—As to the District Board, have you really any experience at all as regards the work of a District or *taluka* Local Board? A. No.

Q. 326—Do you know which roads in the Hyderabad district are provincial and which belong to the District Board? A. No.

Q. 327—So that what you have told us about the District Board is to be taken as hearsay? A. Yes.

*Mr. Meyer.*

Q. 328—In your municipality you have got roads and streets, of course, who looks after them? A. The Municipal Secretary and the Municipal Engineer and the members of the municipality.

Q. 329—On what pay is your Engineer? A. Our Engineer and Secretary is paid Rs. 400, rising to Rs. 500.

Q. 330—You are independent of the Public Works Department? A. Yes.

Q. 331—Have you anything to do with vaccination? A. No, we pay the vaccinator only.

Q. 332—Who controls him? A. The Deputy Sanitary Commissioner.

Q. 333—You have nothing to say to it practically except paying? A. That is all.

Q. 334—Is that a good arrangement? A. It has been working satisfactorily.

Q. 335—If you pay for vaccination might you not control the local vaccinators? A. The municipality would have no objection.

Q. 336—I am asking your opinion; do you think the municipality ought to control its own vaccinator? A. Yes.

Q. 337—Is there any limit as to your power of sanctioning particular works? A. No, there is no limit; we can sanction to any extent within the budget.

Q. 338—But you have told us there is no control over the budget? A. That is so; but we cannot spend more than our income; we have to leave a statutory balance of Rs. 500 every year.

Q. 339—Is that the only control over you? A. Yes.

Q. 340—Apart from that, suppose you wanted to build a lot of new latrines, for instance, would you have to consult the Deputy Sanitary Commissioner? A. No, he visits the city once a year and sends a report, and we generally accept his recommendations; but we are free to accept them or not.

Q. 341—If you were dealing with a drainage scheme for which you had to borrow money, would estimates have to be passed by Government? A. Yes; the estimates only are passed by Government if we apply for a grant for drainage; we would send up our estimates, but I do not know whether it is left to the Government to alter or add to those estimates.

Q. 342—There is a Sanitary Engineer for the Presidency; does he ever come round to you? A. Yes, once a year.

Q. 343—In your time have there been any of these big schemes for which you had to borrow money? A. Yes, there was a scheme to renew the old plant and engines, costing about 2 lakhs odd.

Q. 344—Who made the estimates for you? A. The estimates were first framed by our engineer, then they were examined by the Sanitary Engineer.

Q. 345—The provincial Grant-in-Aid code lays down certain limitations under which grants-in-aid can be given. Is there anything about requiring so many boys in a class, and such and such a curriculum, and so on? A. No, that is altered now. Formerly there was a grant payable according to the number of boys and the results of examinations; that is now altered; it is now given for general efficiency and discipline and equipment and building and quality of teaching.

Q. 346—Have you full liberty as to opening your school at whatever hours of the day you like and closing it whenever you like? A. No, we are subject to certain restrictions as to the certain number of hours. Every boy must attend school for at least four hours a day.

Q. 347—But the school need not be opened or closed within certain hours? A. No.

Q. 348—In the hot weather you could give your teaching in the early morning and in the evening and so forth? A. Yes.

Q. 349—Are you under restrictions as to the subjects that you are to teach? A. Yes, the standards are prescribed, and we have to teach according to them.

Q. 350—And text-books? A. Yes, there is some freedom about text-books, but there is a list of books selected by the Government, and we have to choose some out of those.

The witness withdrew.

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MR. HAMID MOIZUDIN ABDUL ALI, I. C. S., was called and examined.

Chairman.

Q. 351—You are an Assistant Collector and a member of the Indian Civil Service? A. Yes. I came out about 3½ years ago. I am in charge of revenue and magisterial work in my own sub-division, Hala. My headquarters is Hyderabad.

Expenditure on contingencies in *talukas* can be incurred only when the *Huzur* Deputy Collector sanctions it and issues a cash order. As each *taluka* has its fixed contingencies provided for beforehand, this procedure appears cumbrous and it would be better if *mukhtiar-kars* were empowered to

draw the amount of their bills straight off and required to send the bills as vouchers with the daily sheet.

Q. 352—You do not reside in your sub-division? A. Hyderabad is inside my sub-division. The headquarters of the Collectorate is also at Hyderabad. The other Assistant Collectors in the same district also live at Hyderabad during the hot weather.

Q. 353—What is the size of your sub-division? A. A little over 2,000 square miles.

Q. 354—Do you go on tour for seven months in the year? A. For six or seven months.

Q. 355—Can you get about your sub-division very easily? A. Yes, it is not very difficult.

Q. 356—Have people any difficulty in getting to you; you live rather at one end of the sub-division? A. It is rather at one end, but there is the railway; they can easily get to it.

Q. 357—When people have to come and appear before you, is it a difficult thing for them to come in; does it cause delay or expense to them? A. It does not cause delay, because as far as possible I try cases in camp, when I am in the *taluka*.

Q. 358—Is that easier than making them all come into the sub-divisional headquarters? A. It is much easier for them, and also for the police officers who have charge of cases.

Q. 359—What are the officers under you? A. I have four *mukhtiar-kars*

Q. 360—Anything below them? A. There are supervising *tappadars*.

Q. 361—Then below them are the headmen of the villages? A. We no have headmen in the villages, I mean, none that are officially recognised as such.

Q. 362—Who is the responsible officer in every village? A. There is a *tappadar* who is in charge of several villages. There is no one particular man in each village.

Q. 363—What is a *patel* in charge of? A. We have not got official *patels*; the *patel* is only a man recognised by the villagers themselves as their chief man.

Q. 364—He has no official authority? A. No, and very often very little unofficial authority either. If he happens to be a big zemindar or an influential and rich man he can command a great deal of obedience, but if he is himself bankrupt and not a man of any ability or means, he has not much authority.

Q. 365—It is an hereditary office? A. It is hereditary.

Q. 366—Who actually collects the revenue? A. The *tappadar*.

Q. 367—He hands it I suppose to the *mukhtiar-kar*? A. Yes, there are certain days on which the revenue is paid into the *taluka* office in the presence of the *mukhtiar-kar*.

Q. 368—Have you got any power of remission or suspension of revenue? A. None, except that I recommend; I can grant suspensions.

Q. 369—Up to what extent? A. I think it is practically unlimited, for one year; we can grant suspension up to the due date of the next instalment.

Q. 370—Have you any irrigated land here? A. It is all irrigated. There is no unirrigated land.

Q. 371—Do you make agricultural loans as an Assistant Commissioner? A. Yes.

Q. 372—What power have you in respect of them? A. I can grant loans up to Rs. 500 under the Agriculturalist Loans Act; and up to Rs. 1000 under the Lands Improvement Act.

Q. 373—What is the reason for the difference? A. Not so much money is wanted under the Agriculturalist Loans Act; it is only for seed and cattle and so on.

Q. 374—But for the Lands Improvement Act? A. It is for the clearance of canals or sinking wells, and so on.

Q. 375—Is the responsibility the same in both cases? A. It is the same.

Q. 376—Does it require greater discretion to grant Rs. 500 under the Agriculturalist Loans Act than it requires to grant Rs. 1,000 under the Lands Improvement Act? A. It very rarely happens that more than Rs. 500 are wanted under the Agriculturalist Loans Act.

Q. 377—That is the reason for the difference? A. I suppose so.

Q. 378—What part of India do you come from? A. From Bombay.

Q. 379—What language do they speak at Hyderabad? A. Sindi. My own people speak Hindustani.

Q. 380—Had you much difficulty in learning Sindi? A. No, it was not very difficult; it is rather like Urdu and Persian.

Q. 381—Is there much difference between the people in Bombay and the people up here in Sind? A. Very much difference.

Q. 382—Had you much difficulty in getting acquainted with the customs and habits of the people? A. I did not have very much difficulty.

Q. 383—There was a considerable difference? A. Yes, there is a considerable difference between the people there and the people here.

Q. 384—Notwithstanding that, you had not much difficulty? A. No, because they are very simple, and there is nothing very complicated about it.

Q. 385—Do you find that the people are shy of coming to speak with the officials? A. Yes, they are certainly shy. Not with me, because I am an Indian myself, and besides I am a Muhammadan. Also the people in my district are almost entirely Muhammadans; only a fifth are Hindus.

Q. 386—You think there is a real difficulty when it comes to the case of a man who is a non-Muhammadan? A. There is a difficulty, yes.

Q. 387—Whether he is an Indian or an European? A. I think there is more difficulty if he is an Indian.

Q. 388—If he is an Indian and a non-Muhammadan there is more difficulty? A. I think so.

Mr. Meyer.

Q. 389—The Sub-Divisional Officer is on tour constantly for seven months in the year? A. Yes, even more than seven months sometimes.

Q. 390—He is never long at one place? A. No, except in Hyderabad sometimes. When travelling, he is never more than 12 or 10 days at a place.

Q. 391—If he has a large sub-division such as you have, have people to follow him a great deal from camp to camp if they want to see him upon revenue matters? A. They can wait until I go to their village.

Q. 392—That may be until next year? A. The tour is always complete every year.

Q. 393—Do they know what time you are coming to their village? A. Yes, we send our programme to the *mukhtiar* beforehand, and through the *tappadars* they can easily know.

Q. 394—The other four or five months of the year you are at district headquarters and the people have to come to you? A. Yes.

Q. 395—Might it not be better for the people that Sub-Divisional Officers should live in their own sub-divisions? A. I suppose it would be better; I am living in my sub-division.

Q. 396—But some officers do not live in their sub-divisions at all; they live at headquarters? A. It is only for about three months in the year that they are at headquarters.

Q. 397—Still they are not obliged to travel for more than seven months? A. I do not think they are obliged to.

Q. 398—As a general rule what would your opinion be—that the Sub-Divisional Officer should live in his sub-division and travel through it throughout the year, but without any consecutive months of travelling, or that, as in Bombay, he should do a consecutive tour, and then live the rest of the year at headquarters? A. I do not think there is any inconvenience under the present system.

Q. 399—Have you a Resident Magistrate in your sub-division? A. Yes. He takes the first class cases.

Q. 400—Who takes your second and third class cases? A. The *mukhtiar* and the head *munshis*.

Q. 401—Who takes the appeals? A. I take the appeals from Second and Third Class Magistrates.

Q. 402—You say you have full power to give suspensions of revenue up to one year? A. Yes.

Q. 403—Suppose the crop is entirely lost over a large area, have you full power to suspend, or must you report for confirmation? A. I have power to postpone payment.

Q. 404—But have you to report your action to the Collector? A. At the end of the season, I report, not till then.

Q. 405—So that the Collector may find that some Sub-Divisional Officer has practically postponed the whole of the revenue in his sub-division? A. But I have to report at the end of the year.

Q. 406—Do you have a *jamabandi* system here? A. Yes.

Q. 407—What sort of work generally speaking do you do then? A. We make up the accounts for the year.

Q. 408—Do you settle remissions at that time? A. Remissions are settled before the second *Jamabandi* which is in July.

Q. 409—Do the people have a chance of representing their grievances and getting redress? A. Yes, it is very easy for them to come to the Sub-Divisional Officer.

Q. 410—Do they come at *jamabandi* time? A. Yes, they do come, in large numbers.

Q. 411—What is the tenure in your sub-division? A. Mostly they are small proprietors paying rent to Government.

Q. 412—Is the *tappadar* the officer in the village who is responsible for the Government work? A. Yes.

Q. 413—For the collection of revenue and for the peace of the village? A. Not for the peace of the village; he is only a revenue officer. He keeps accounts and is responsible for the collections.

Q. 414—Who corresponds to the police *patel* of the Presidency proper? A. I do not think we have any police *patels*.

Q. 415—Is the *tappadar* hereditary? A. No, he is appointed.

Q. 416—What is the meaning of *malkhana*? A. That is the occupancy fee when land is settled; the fee levied by Government is called *malkhana*.

Q. 417—Do they levy it in this province? A. Yes.

Q. 418—You ask that the *taluka* Boards should be able to re-appropriate within their own budgets; do they make their own budgets originally now? A. Yes, and then they are sanctioned by the District Board,

Q. 419—Does the District Board alter the budgets much? A. Not usually; they do occasionally.

Q. 420—We were told that in the Presidency proper the *taluka* Boards only had a few thousand rupees to dispose of? A. In my division each *taluka* Board gets between Rs. 6,000 and Rs. 9,000. It is usually spent on roads and bridges.

Q. 421—The District Board keeps the educational expenditure in its own hands? A. The educational expenditure is quite different; the Education Department looks after that.

Q. 422—But we have been told that in Bombay proper, although the Education Department manages the schools, the Local Boards can vote what schools they will have and where they shall be; is that the case in Sind? A. The Education Department starts the schools.

Q. 423—And sends the bill in to the District Board? A. They have their own separate budget from the beginning.

Q. 424—So that the *taluka* Board has nothing to say to it one way or the other? A. No.

Q. 425—Has the district Board power to re-appropriate? A. Yes.

Q. 426—Without going to the Commissioner for sanction? A. Yes.

Q. 427—Are the villages in the Hala sub-division compact or very scattered? A. The villages are very scattered. There is a very large number of small villages. The houses in a village are together.

Q. 428—Have you many village *patels* in the sub-division? A. Every village has got its own *patel*.

Q. 429—How long has the village had its *patel*? A. I really do not know how long; I suppose it is a very ancient custom.

Q. 430—What is a *patel* usually called? A. Either the *patel* or the *wadhero*.

Q. 431—Are those terms interchangeable? A. No, *wadhero* is used very often as a term of respect to anybody.

Q. 432—Is the *patel* recognised by any Act in the Hala sub-division? A. No.

Q. 433—You simply mean that he is the descendant of the chief man of the village? A. Yes.

Q. 434—Do you not really mean the *wadhero*? A. Yes, there is no officially recognised *patel*.

Q. 435—As Sub-Divisional Officer, have you any connection with the police? A. Not direct.

Q. 436—Do you consider it your duty to inspect the police stations? A. I do inspect the police stations; it is my duty to inspect the police stations and records once a year.

Q. 437—If you find out anything wrong, what do you do? A. I should report to the District Superintendent.

Q. 438—Have you anything else to do with them? A. No, nothing else.

Q. 439—You have got a *mukhtiarkar* in every *taluka* under you; does he pass any original orders of any sort or does he refer every matter of any importance to you? A. All matters of any importance are referred to me.

Sir Steyning  
Edgerley.

Sir Frederic Lely.

Q. 440—Might the *mukhdiarkar* be entrusted with any power? A. Yes, there are some powers that might be given to him.

Q. 441—In the case of the death of a registered occupant, has he power to register the name of the heir? A. No, he has to refer to the Assistant Collector.

Q. 442—Might he do that of his own authority? A. Yes, I think so.

Q. 443—Are there other matters in which he might be trusted? A. Yes, there are trifling matters in connection with revenue that might be entrusted to him.

Q. 444—As to the *tappadar* is he efficient? A. I think he is generally efficient.

Q. 445—And honest? A. I do not think so.

Q. 446—Is he usually a Hindu or a Muhammadan? A. They are about half and half.

Q. 447—Are they sufficiently well paid? A. No, they are not very well paid. There are two grades, Rs. 20 and 25.

Q. 448—Do you think that, having regard to their responsibilities, that is enough? A. I do not think so.

Q. 449—Are you President of each *taluka* Board? A. Yes.

Q. 450—Does the *taluka* Board make its own budget? A. It makes up its budget and sends it for sanction to the District Board.

Q. 451—Do they get a fixed grant from the District Board? A. Now, in this district of Hyderabad they have a fixed proportion.

Q. 452—The *taluka* Board makes its own budget against that, and sends it up for incorporation in the District Board Budget? A. For sanction; it is not incorporated.

Q. 453—What is their function with regard to the execution of works; do they supervise the execution of all works? A. All except the very large ones.

Q. 454—Do they superintend even the works that are in the District Board budget? A. No, they have nothing to do with those; the larger works are generally carried out by the Public Works Department.

Q. 455—As a rule are District Board works carried out by the Public Works Department and the others by the *taluka* Board? A. I think, as a rule, that is so.

Q. 456—How many members of the District Board are resident in your sub-division? A. About ten.

Q. 457—Do they take any active part in the administration of the local funds? A. No. I do not think they are sufficiently interested.

Q. 458—If they took any interest in the work would their co-operation be accepted? A. I think so; they can suggest a great deal to be done by the District Board.

Q. 459—A member of the District Board has no particular power? A. No.

Q. 460—Would a member of the *taluka* Board have more power? A. No, but he probably sees much more of the *taluka* works; the matters dealt with by *taluka* Boards are smaller, and probably he would have much more to say to them.

Q. 461—As a matter of fact, do the *taluka* Board members take a more active interest in the work than the District Board members? A. I think they do.

Q. 462—How many meetings do you have in a year of the *taluka* Board?  
A. Generally we have one every month.

Q. 463—Is the attendance pretty good? A. Yes, fairly good.

Q. 464—On the whole there is more interest shown in local works by the *taluka* Board than by the District Board? A. I should say there is more interest taken in the *taluka* Board by the members generally.

Q. 465—Has the *taluka* Board got as much funds as it knows what to do with? A. They generally want more than they get.

Q. 466—Are there complaints in your *taluka* by many villages that they have never got any benefit from their contribution to the local funds? A. I have not heard any complaints about it, because there is so little interest taken by the villagers in Local Fund matters.

Q. 467—Are there a large number of villages that have never obtained any benefit from their contribution to the Local Fund? A. I suppose there are many villages through which no road passes, and where there is no school and no local well; they may be said to receive no benefit.

Q. 468—What is the approximate income of your District Board from the one anna cess? A. I should think between  $1\frac{1}{2}$  lakhs and 2 lakhs; a lakh and a half would be the probable income from the local cess.

Q. 469—Under the rules, you have to make over one-third of that to the Education Department for village schools? A. Yes.

Q. 470—You do not take any steps in administering that portion of the money; it is all administered by the Education Department? A. That is so.

Q. 471—Is it the rule that the District Board keeps one half of the balance, and the other half is distributed amongst the *taluka* Boards? A. It is not a rule; it is entirely at the discretion of the District Board.

Q. 472—But in your district has that rule been introduced? A. The Collector has not fixed it at 50 %, but in one or two small *talukas* he has assigned only 25 %.

Q. 473—After deducting the money given for the Education Department do you keep one half of the remainder for the District Board? A. Not invariably.

Q. 474—As a rule? A. It is only since this year; we are doing it in most *talukas*.

Q. 475—Do the *taluka* Boards know before the actual allotment has been made what they are to expect? A. Not until this year; under the rule introduced by the Collector this year, they will have a fairly good idea of what is coming to them.

Q. 476—So that is a good rule to follow? A. I think it is a very good rule.

Q. 477—You say that from the money that is distributed to the *taluka* Boards each *taluka* Board gets Rs. 8,000 or Rs. 9,000? A. Between Rs. 6,000 and Rs. 9,000 in the year.

Q. 478—Is the whole of it spent on small village roads? A. Not on the main roads which go through the whole district or the whole province. The whole of it is not spent on the smaller roads. Some of it is spent on bridges, and there are road side trees.

Q. 479—Have you got an engineering establishment under the *taluka* Board? A. We have not got a regular engineering establishment, but we have an overseer who knows something of practical work.

Q. 480—Who looks after the larger works? A. The overseer looks after the bigger works too; that is for the whole division.



Q. 481—But he does not look after those works which are undertaken by the Public Works Department? A. No, he has no connection with those.

Q. 482—Are the *mukhtiarkars* generally men of education? A. Yes, almost invariably. They are often University men.

Q. 483—Are the newer ones an improvement on the older class as a rule? A. No, the older men have got more experience, so that it is very difficult to compare the two and say which is the better.

Q. 484—Have they generally a reputation for integrity and honesty? A. Most of them are quite honest.

Q. 485—What does their pay run up to? A. From Rs. 150 to Rs. 250.

Q. 486—At how many different centres in a *taluka* have you to stop to do the *jamabandi* work? A. It is not fixed; very often we do it at only one centre in each *taluka*, but where there are several Government district bungalows, we divide it into two or three tracts.

Q. 487—So that it really depends upon the accommodation you have, and whether it is convenient for you to stop at a place? A. Yes.

Q. 488—When you do the *jamabandi*, do the villagers come round to you in large numbers and represent their grievances? A. There is very little co-operation and very little consultation amongst the villagers at all; each man comes to represent his own personal grievances.

Q. 489—You have a real opportunity of coming into close contact with the villagers on such occasions? A. Yes.

Q. 490—Do you do the *jamabandi* work for the whole *taluka*? A. We do the *jamabandi* in the whole of the *taluka*. Personally I only test the work as it is done by lower officials.

Q. 491—The work itself is done by the *mukhtiarkar*? A. The *mukhtiarkar* does the work, then it is tested in the office, and I again test it personally, a certain amount of it, to see whether the test is correct or not.

Q. 492—So that the *jamabandi* work which you do is really testing the *jamabandi* work of the *mukhtiarkars*? A. Yes.

Q. 493—How many municipalities have you got in your sub-division? A. Five excluding Hyderabad?

Q. 494—You are the President of all five municipalities? A. Yes.

Q. 495—Is that under the law, or has Government appointed you President? A. I have been appointed President by Government.

Q. 496—Is it the rule that the Sub-Divisional Officer is President in all small municipalities? A. Yes.

Q. 497—Do these municipalites generally undertake primary education within their own limits? A. Yes.

Q. 498—Is your income sufficient for undertaking those duties? A. We are assisted by the Education Department.

Q. 499—Have you any dispensaries in these municipalities? A. Yes, in most.

Q. 500—Who are the Vice-Presidents of the municipalities? A. The *mukhtiarkars*.

Q. 501—So there is no non-official Vice-President in any of these municipalities? A. No, we have Chairmen of the committees, and a separate Vice-President and a separate Chairman for each municipality.

Q. 502—What are the functions of the Chairmen? A. They carry out the usual routine work, the making up of the bills and looking after the accounts and so forth.

Q. 503—Something like the duties of a Secretary? A. There is a separate Secretary also, but the Chairman immediately supervises the work of the office.

Q. 504—Anyhow, all the Vice-Presidents are officials? A. Yes.

Q. 505—Could suitable men be found to take the post of Vice-Presidents in some of these municipalities? A. As far as this division is concerned, I cannot think of any.

Q. 506—Is the work of these municipalities largely done by committees, each committee taking up a different department such as schools, dispensaries, Public Works, and so on? A. They do appoint committees, but as a rule they do not take very much interest in the work.

Q. 507—Do you leave sufficient power with these committees to dispose of matters and to induce them to take some interest in the work? A. They can bring matters as they like to my notice.

Q. 508—But can they do the thing themselves? A. Generally the President and Vice-President are not present at the meetings; they can hold their meetings themselves.

Q. 509—But is it their function only to make suggestions to you? A. They would make resolutions which would then be approved by the general body.

Q. 510—They have not got the power of finally disposing of cases, or passing orders on questions? A. No.

Mr. Hichens.

Q. 511—Do the municipalities generally hold their meetings once a month? A. Yes, they hold more than one meeting a month generally.

Q. 512—Has the District Board at least one meeting a month? A. The District Board has only two meetings in a year.

Q. 513—So that what with the *taluka* Boards and the municipalities, you are fairly busy attending meetings? A. I do not attend many meetings; it is only when I am at the headquarters of the *taluka* that I attend the Local Board meetings; that happens about two or three times in the year.

Q. 514—Do you generally attend the meetings of the municipality? A. That also, when I happen to be there; that happens about twice or thrice in every municipality in the year.

Q. 515—Can a man know enough about a municipality to be President of it and to know the work if he is only there two or three times a year? A. Yes, I think so. There is very little interest taken to begin with. If there were intelligent men who took sufficient interest in the working of the municipality and who were conscious of their own responsibility, it would be all right, but there are no such men; I think there is some one necessary who is impartial, to direct the work of the municipality.

Q. 516—In order to stir up their interest would it be necessary to have an officer who was there a little more frequently? A. Probably it would spur them up a little.

Q. 517—In what language are the minutes of the *taluka* Boards kept? A. In Sindi.

Q. 518—And the District Board? A. Also in Sindi.

Q. 519—And the municipality? A. Also in Sindi.

Q. 520—The debate is conducted in Sindi? A. All in Sindi; at the District Board it is rather mixed, but at the other meetings it is always in Sindi.

Q. 521—Do the European official members speak in Sindi? A. Yes; if they want to say something difficult they get it translated by the *mukhtiar*.

Chairman.

Q. 522—How many members are there of the *taluka* Board? A. 12 in each *taluka* Board.

Q. 523—How many as a rule attend? A. 6 or 7.

Q. 524—Of the District Board members how many are there? A. About 35 or 40.

Q. 525—How many of them attend as a rule? A. A very large percentage; there are only two meetings in the year and they get a fairly long notice, so that about 25 to 30 attend each time.

Q. 526—You said that when anything difficult had to be said an interpreter had to be brought in. Does that shew a great knowledge of Sindi on the part of the Collector or the local officers? A. The experienced officers find no difficulty in expressing themselves.

Q. 527—But is it generally the case that when anything difficult has to be said the Collector has to have it interpreted? A. I personally find it always necessary to do it, because the people do not understand if you use any complicated or unusual expressions.

Q. 528—But can you translate all that you want to say? A. Mostly; it is only when accounts have to be examined and so on that I find difficulty.

The witness withdrew.

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MR. MATHRADAS RAMCHAND, B.A., L.L.B., was called and examined.

*Chairman.*

Q. 529—You are a Pleader at Hyderabad? A. Yes, I have been a member of the municipality there for the last 18 years. I was Chairman of the School Board and some other Committees.

Decentralization is not desirable unless it is intended to give greater power of administrative initiative and control to local bodies independently of official control. In any case no decentralization will succeed, unless and until Administrative Councils are provided to assist Divisional and District Officers.

The present system of financial contract between Local Governments and the Supreme Government should be altered by assigning certain items of revenue to Local Governments, which they may develop and adopt to local conditions.

I would not give larger powers for the creation of new appointments or the enhancements of salaries to provincial Governments, and I am not in favour of extending the powers of Heads of Departments or Commissioners of Divisions.

In my opinion Act V of 1868 should be abrogated and the exclusion of Sind from the rest of the Presidency should be removed.

The right of appeal is very much appreciated by the public and should not be curtailed, especially when they are willing to pay for it.

Executive Officers have even now sufficient opportunity to associate with the people if they are inclined to do so. The areas under their control may profitably be diminished.

Some Executive Officers have pretty good knowledge of the vernacular of the district they are serving in, but many have not. They should have a better knowledge of the vernaculars.

The administrative staff is sufficient, but the areas in many cases may be diminished. There is good deal of unnecessary red-tapeism in all departments which could be greatly curtailed, and the work done more regularly and systematically.

Seniority should not be the only standard of promotion and appointment to office. On the other hand there is fear of growth of favouritism if seniority is altogether ignored.

In some cases the transfers of officers are frequent, but no change is necessary in the present system.

Larger powers should be granted to all local bodies. In the case of municipalities there should be a larger percentage of elected members with a non-official President elected by themselves. By electing their own Presidents they will feel their responsibility better, and consequently will be bound to discharge their duties much better than they do now.

District Boards are now under complete official thralldom, and can be well leavened by some mingling of more independent and intelligent non-agricultural element. They might be allowed to have a greater control over primary education than they have got now. The functions of the local bodies may suitably be extended in the direction of education, both primary and technical; temperance by giving them local option in the matter of opening of liquor shops, and finally in the disposal of petty civil and criminal work.

I am in favour of creating Administrative Councils to assist Divisional and District Officers. Such Councils may be constituted partly by nomination and partly by appointing representatives of local bodies. These bodies may be trusted to help the authorities in the matter of periodical settlements, remissions and suspensions of land revenue, in times of famines and plague, and in matters referring to abkari and forest grievances and police requirements of the public.

It is desirable, but not possible under the present circumstances, when most of the villagers are uneducated, to give greater powers to village communities. This disability should be removed by spreading education.

Q. 530—As Chairman of the School Board Committee what had you to do? A. I had to supervise the schools, to look after the masters, and to see to the management of the schools, and to visit the schools constantly.

Q. 531—Was there really a great deal to do? A. Yes, if a man has a mind in it, there is plenty to be done.

Q. 532—Are you Chairman of other committees? A. Yes, at present I am not Chairman of the Works Committee, but I am constantly presiding; the Chairman is constantly in the districts.

Q. 533—Have you a good deal to do as Chairman of that committee? A. Yes.

Q. 534—Does the presence of the Collector as Chairman of the District Board, or of some other official as Chairman of the municipality, put any check upon your criticisms or speeches? A. Yes, a good deal. We had a non-official President for 12 years from 1892 to 1903, at Hyderabad; he was selected by the municipality, and his appointment was confirmed by Government and he kept it for 12 years. After that Government tried to put in their own Presidents; each President only lasted for a year and a half.

Q. 535—Why do you feel afraid to discuss or criticise matters when there is an official Chairman? A. Speaking for myself I do discuss and criticise, but most of the members feel very shy, and they do not do what they used to do before.

Q. 536—Why did these Chairmen that you have spoken of last only a year and a half? A. They did not enlist the confidence and respect of the municipality.

Q. 537—Was the municipality rather glad to get rid of them? A. They were not efficient for their duties as the Municipal Commissioners thought and in the end it was proved that they were right; one was obliged to resign, and the other was told by the Commissioner in Sind that he might resign.

Q. 538—What were these two gentlemen who were appointed Chairmen? A. One was a retired Assistant Judge and the other gentleman had no position; he was a small merchant.

Q. 539—That is to say, the Government tried the experiment of putting in a non-official Chairman? A. It was not a proper experiment by Government; on the contrary we had a non-official President in 1892 who was successful.

Q. 540—But after you had your non-official President the Government tried a similar experiment? A. They selected their own men. The first non-official President was our own selection; we selected a man in whom we had confidence and who commanded the respect of the municipality; he lasted for four terms, that is to say, for 12 years. Then since 1903 somebody else was put in by Government without consulting the municipality.

Q. 541—The Government tried the experiment of continuing the non-official Chairman and it did not succeed; is that what you mean? A. They tried it in a different way—half way as I would call it.

Q. 542—What do you mean when you say the public should pay for the right of appeal? A. They pay in the way of court fees.

Q. 543—You consider that they should have the privilege of employing some one to appear for them? A. It is not that; it is not only a question of privilege, but they have confidence in the higher authorities more than in the men on the spot.

Q. 544—The more they pay the more they like it? A. It is not a question of payment.

Q. 545—Then what does this mean “especially when they are willing to pay for it”? A. I only meant to say that it does not cost Government anything; the people are willing to pay; they pay in the form of court fees, and they feel that the right of appeal is very essential, and they should not be deprived of it; if it could be made free so much the better, but even if it costs them something the people will be willing to pay.

Q. 546—You think the Executive Officers of a district do not have a very good knowledge of the vernacular? A. They have not a good knowledge. Their whole work is done in English; only rarely do they try to speak some broken sentences in Sindi.

Q. 547—We were told that the correspondence is conducted in Sindi? A. No; in the municipality and the District Board all the correspondence with the Collector is in English.

Q. 548—Is the correspondence in the office in the vernacular, or in English? A. Both in English and Sindi.

Q. 549—You think that at the present moment it would be impossible, however desirable, to give powers to village communities? A. Unfortunately the Sind village communities are not homogeneous; there is a part of the Presidency in Gujarat and the Deccan where the two communities, the Hindus and the Muhammadans, are not divided. In Sind the Hindus happen to be the creditors and the Muhammadans the debtors; that is generally the position in the smaller villages. Unless a village is homogeneous the experiment would not work.

*Mr. Dutt.*

Q. 550—You tell us that District Boards might be allowed to have a greater control over primary education than they have. Will you explain exactly what you mean? A. At present the whole of the educational work is done by the education inspector; the District Board has no voice. One third of the money is paid to the Education Department, but the Local Board have no voice whatever.

Q. 551—What do you suggest? A. That some kind of duties ought to be allowed to the District Board; outlines of principles might be laid down by the Education Department, and the District Board be left to carry them out.

Q. 552—Ought the District Board to have its own Educational Officers to inspect and supervise the village schools? A. It could be done, provided another element be introduced into the District Board. The present members of the Local Boards are zemindars and generally Muhammadans, who themselves have not much education.

Q. 553—Have you not sufficient men on the District Boards now to form small School Boards ? A. We have now.

Q. 554—Would you approve of the idea of forming a School Board under each District Board specially to look after primary education ? A. That would be a very good idea.

Q. 555—Do you know much of these primary schools that are now in existence, or of the way in which they are managed ? A. Only in Hyderabad city.

Q. 556—You do not know much of the villages ? A. No.

Q. 557—Generally speaking, if the District Board aided these village schools with a monthly stipend of Rs. 5 or Rs. 6 would the villagers themselves undertake to keep up the schools ? A. You mean in place of the present arrangement. I think they might do it.

Q. 558—It would be a good deal cheaper than the present arrangement ? A. Yes.

Q. 559—You suggest that the functions of the Local Boards should be extended in the direction of education and also as regards the opening of liquor shops ; do you propose that the control should be given to the District Boards ? A. No ; I would have local option ; many shops are opened against the opinion of the people.

Q. 560—To which local bodies would you give the option ? A. The *taluka* Local Boards.

Q. 561—You suggest the formation of Administrative Councils. If such Councils were formed would they not be proper bodies to advise as regards the opening of the liquor shops ? A. The *taluka* Boards would be more in touch with the people of the small villages, and they would be in a better position to judge than people at a distance.

Q. 562—What kind of duty would you delegate to these Administrative Councils ? A. They might be allowed to have a voice in many things. In Sind we have a peculiar land settlement system ; every ten years our settlement rates are revised.

Q. 563—You think that they might be consulted in these matters ? A. Especially at the time of the revision of the settlement and at the time remissions are given on a general failure of crops.

Q. 564—Would you leave the final decision in the hands of the Revenue Officers ? A. The final decision must be left for some time to the Revenue Officers.

Q. 565—But you think that these Councils could give valuable information and advice ? A. Yes. For instance, in regard to the police ; they could tell how many police men were required and where the force was undermanned ; there are places where there are more officers than rank and file, and in other places the force is very much undermanned.

Q. 566—They could only speak about local needs, they could not frame a general scheme ? A. If they were entrusted with the framing of a general scheme they could do it.

Q. 567—Have you village headmen ? A. Yes, there is the Hindu headman called the *mukhi* and the Muhammadan called the *patel*.

Q. 568—Could you not combine them to form a panchayat ? A. I think not.

Q. 569—You do not think the experiment could be tried at present ? A. I think not.

Mr. Hichens.

Q. 570—Are the Administrative Councils that you suggest to be purely advisory, that is to say, is the Collector to be at liberty to accept or reject

their advice? A. Their opinion should be taken as far as possible; final action might not be left to them for some time.

Q. 571—Is the idea that they are merely to advise the Collector?

A. At present they should be consulted and reasons for dissent be recorded by the Collector.

Q. 572—He would take their advice if he thought it was good?

A. They must be consulted whatever their opinion may be.

Q. 573—But must the Collector take their advice, or may he reject it?

A. He should take their advice in such matters which may be defined for their opinion, as for example, exemptions and settlements and remissions; sometimes there is a general failure of crops but individual remissions are made; a certain time is given for the people to put in their applications; sometimes their applications are not put in in time, and they lose the advantage of any remission to which they would be entitled if general remission were given.

Q. 574—If the Collector thought in a particular case a remission should not be made and the Administrative Council thought there should be a remission made, should the Collector be bound by the opinion of the Council? A. In Sind the inspections are made by numbers; each number is inspected by an officer and the quantity of the grain is estimated; if the assessment is less than half the gross produce no remission is given at all; if it is more than that, one third of the produce is charged; each number is taken by itself; on each number the opinion of the Council could not be taken; whenever there is a failure of crops in a certain portion of the *taluka* a general remission should be given.

Q. 575—If the Administrative Council were of opinion that a remission should be made and the Collector was of opinion that it should not, should the opinion of the Administrative Council prevail? A. I suppose so.

Mr. Meyer.

Q. 576—You desire Act V of 1868 to be abrogated and Sind to be brought on a level with the rest of the Presidency; do you mean that it should be treated just as an ordinary division of the Bombay Presidency? A. Exactly.

Q. 577—Why do you advocate that? A. For instance the Mufussal Municipal Act has been framed with the object that the city municipalities should be under the control of the Governor in Council, and town municipalities should be under the control of Commissioners of divisions. By giving those powers to the Commissioner in Sind our city municipalities have been replaced under the Commissioner, which is against the very policy of the Act itself. There must have been some reason found for dividing them under those two divisions, and by this very Act the Sind municipalities are brought under the very authority which has been condemned in the Act itself as not sufficient.

Q. 578—You rather resent the city municipalities being put on the same footing as the town municipalities? A. No, I only give that as an instance; we get an individual ruler instead of a Governor and his Council.

Q. 579—You do not think that the circumstances of Sind are so special that it requires to be treated as a sort of division by itself? A. At one time Sind was far away from the Presidency, but now it is no further away than the southern districts of the Presidency, and there is no necessity for the division. At one time there were no railways and the sea journey was very difficult. There were many things that brought about this division, but it is not necessary now.

Q. 580—Are you a Sindi yourself? A. Yes, I am a Sindi by birth.

Q. 581—It has been suggested, occasionally, that so far from the Act being abrogated, it is an excellent Act to extend all over India? A. I have seen those opinions expressed. Possibly things which one has not got one desires to have; I do not know whether they have had experience of it.

Q. 582—Your opinion is against extending it? A. Yes.

*Sir S. Edgerley.*

Q. 583—Does not the Municipal Act expressly save the provision as regards the Commissioner in Sind? A. It does not expressly save it; it is only by the delegation under Act V.

Q. 584—But the position of the Commissioner in Sind is especially referred to in the Municipal Act of 1901, and therefore it has been accepted by the Legislature? A. Yes, but that is because the delegation Act V of 1868 is in existence.

Q. 585—That being so, the illustration you gave is not correct? A. No. The necessities of the Sind municipalities are on the same footing as those of the Presidency.

Q. 586—The legislature did not intend to put your city municipalities under the Bombay Government instead of under the Commissioner? A. That is true, but when they placed all the rest of the municipalities under the Governor in Council they could not have intended to treat Sind municipalities otherwise; if the Act had not been there, they would possibly have not made that difference.

Q. 587—You are entirely in favour of a fresh financial arrangement between the Government of India and the provincial Government? A. Yes, some heads might be handed over.

Q. 588—You would have a separation of revenues? A. Yes.

Q. 589—Is that of great importance? A. The Government would be free to develop them.

Q. 590—You would like to see that done? A. Yes, if it can be done.

*Sir Frederic Lely.*

Q. 591—Was not the first non-official President of the Hyderabad municipality elected? A. He was selected by the municipality, and his name submitted by the municipality to the Commissioner.

Q. 592—Then subsequent non-official Presidents were chosen by the Commissioner? A. Yes.

Q. 593—Do you attribute the fiasco to any extent to that? Would the municipality have chosen better men? A. Certainly; if the municipality could have been left to select, they would have been able to find men they considered efficient to control them and lead them. In fact the second President selected by Government was selected notwithstanding the opposition of most of the Commissioners; when they heard of the appointment they protested.

Q. 594—What was the position of the first President? A. He was a zemindar and a pleader.

Q. 595—You think that the District Board should be re-organised by adding to it "more independent, intelligent, non-agricultural gentlemen"; why non-agricultural? A. At present the whole body consists of agriculturalists—all zemindars.

Q. 596—But the great mass of the ratepayers are agriculturalists? A. Yes, but others contribute also; others are concerned in the roads and in educational institutions, and they ought also to have a voice.

Q. 597—But do they not represent a very minute fraction of the ratepayers? A. They do; it may be one-seventh of the agricultural population, but they ought to have seats accordingly.

Q. 598—You seem to attribute some particular virtue to the quality of being non-agricultural? A. If you attend any meetings of the District Board you will find that nothing could be carried except what pleases the authorities. If I moved any resolution which would benefit the whole community, I should not find a seconder.

Q. 599—Is your point that it is only the non-agricultural men you can trust to be independent? A. What is wanted is some element of those who can voice the requirements of the district.



Q. 600—But the vast majority of the rate payers are agriculturalists?  
A. Quite true.

Q. 601—Would you not admit that their interests would be best represented by men of their own class? A. Yes, provided that they will speak out, but they are not always bold enough to do so.

The Witness withdrew.

The Hon'ble SHEIKH SADIK ALI SHER ALI was called and examined.

Chairman.

Q. 602—You are the Wazir of the Khairpur State? A. Yes, since 10 months, since May last. Before that I was Deputy Collector for nearly 20 years in different parts of Sind—Larkana, Jacobabad and the Sukkur districts. Before I was a Deputy Collector, I was a clerk first in the Collector's Office; then I was head clerk to the Deputy Collector and Registrar; I was for some time head *munshi* to the Political Agent of Baluchistan; then I became a *mukhtiar* after passing the Lower and Higher Standards.

In Sind full powers may be given to Collectors—

- (1) to grant remissions of land and miscellaneous revenue;
- (2) to sanction the writing-off of arrears of land and miscellaneous revenue which are irrecoverable. At present all remissions of revenues and writing-off of arrears are sanctioned by the Commissioner as a matter of form only, as he has no means to test their nature and justification in individual cases. It is very rarely that any recommendations of Collectors are rejected by him and the procedure followed merely increases correspondence and involves the preparation of elaborate reports and returns;
- (3) to authorise the refund of over-collections of land and miscellaneous revenue up to any extent and for any past period. At present their powers are limited as to amount and period.

Sub-Divisional Officers may be given full powers—

- (1) to grant remission of land revenue only up to Rs. 100 in each individual case, and over that limit the sanction of the Collector should be obtained. The Collectors during their tour season rarely test any individual claims for remission, and merely examine the general causes to which the failure of the crops are due;
- (2) to authorize the refund of over-collection of land and miscellaneous items of revenue up to Rs. 100 in each individual case irrespective of the limit of period.

The Sub-Divisional Officers, when placed in charge of *talukas* or a division under section 10 of the Land Revenue Code, may be invested with larger powers regarding appointments, transfers, dismissals, leave, etc., of subordinate establishments in their charge. At present they are given no powers whatever. In some district, the Collectors delegate to them the powers of granting privilege leave and sanctioning temporary appointments.

The *Taluka* Officers may be delegated the powers of appointing, dismissing their own peons and the peons of the *tappedars* or village establishments. At present they are not given such powers.

It is quite possible and most desirable to allow Commissioners and Collectors to control, to a greater extent than at present, expenditure in their divisions and districts. Government should assign a certain allotment to each province or division in proportion to its needs, to be worked out on an average of 3 or 5 years' receipts and expenditure. The Commissioner of the division in turn should allot a proportion to each district, reserving a share of the allotment made by Government for the special needs of the division under his control.

The Collectors should then assign allotments to each sub-division. The Sub-Divisional Officer should distribute the allotment over the *talukas* in his charge. The *Taluka* Officers should prepare budget estimates for each *taluka* which should be incorporated in the sub-divisional budget after they are discussed and passed at a meeting to be held by Sub-Divisional Officer and his *mukhtiarhars*. The sub-divisional budgets should be then submitted to the Collector and incorporated in the district budget. In like manner, budget estimates for irrigational and protective works and for civil and other buildings to be carried out and constructed in each district should be prepared by the Executive Engineers and incorporated in the district budget. The district budget should be discussed by the District and Sub-Divisional Officers of the Revenue and Public Works Departments and, after approval, should be submitted to the Commissioner in Sind.

The budget estimate of large and important irrigational and protective works and civil and other buildings should be prepared by the Superintending Engineers in consultation with the Executive Engineers, and after discussion and approval by them at a meeting, should be forwarded to the Commissioner. These budgets should be incorporated in the divisional budget to be prepared in the Commissioner's office and discussed and passed by a Committee consisting of the Commissioner, Superintending and Executive Engineers and Collectors. A copy of it may then be submitted to Government for their information. If each province or division were treated as a distinct unit in itself and its budget estimate deals with the receipts and expenditure of all the departments excepting those under the direct control of the Government of India, then all the Heads of the Departments should prepare their own budgets which should be incorporated in the divisional budget, and all the Heads of those Department should attend at the meeting to be held for the discussion of the divisional budget. Each division should be treated as a distinct and separate unit, especially the province of Sind, in which the local conditions are quite peculiar and distinct from those of the other parts of the Presidency, and the Commissioner in Sind should have all the powers of a Local Government and his budget estimate should be quite separate and distinct and should not be incorporated in the Presidency budget. Sind has always been neglected in respect of funds for irrigational and other works, establishment, sanitation, education, &c., and deserves a very liberal treatment in this respect.

Executive Officers have not sufficient opportunities for personal contact with the people owing to the press of heavy clerical work, in which the greater part of their time is occupied. The remedy most necessary is to reduce the areas of their charges and increase the administration staff. I am speaking of the province of Sind only, in which the Collectors, and Sub-Divisional Officers, charges are too large and unwieldy, and they have scarcely time to visit all parts of their charges. In Sind no sub-divisional charge should consist of more than 3 *talukas*. In the Larkana division it should not consist of more than 2 *talukas*, as both the revenue and judicial work is very heavy. The Larkana Hyderabad and Karachi districts are also very heavy charges, though the Larkana district was reduced some years ago.

The Executive Officers do not generally possess sufficient knowledge of the vernaculars. They scarcely understand the vulgar speech of the villages and their own pronounciation being very defective and their fund of common phrases and words being very limited and scanty, they are hardly able to convey their own meaning fully and clearly and make the people understand them. I think this is also one of the reasons why they avoid visiting the people who do not know and speak English. They prefer speaking the English and for this reason English knowing munshis are generally appointed as head munshis and sharishtadars.

The grant of larger powers to Commissioners, Collectors and other local authorities will necessarily involve greater care in their selection.

The transfers of officers of all grades are unnecessarily frequent. They hardly get conversant with their work and become acquainted with the people and the

conditions of their charge, they are transferred. No district, Sub-Divisional or *Taluka* Officers should be transferred within a period of less than 5 years. Their pay is always personal and there is no possible reason why they should be transferred so frequently from one charge to another even within the same district or province.

I am not in favour of the creation of Advisory or Administrative Councils to assist Divisional and District Officers in Sind as even the smallest majority of people have not as yet attained that standard of education and intelligence most necessary to qualify them to understand the various problems which arise from time to time for the better and peaceful administration of the province. People are divided into petty factions. They are extremely jealous of one another. They are ready to cut one another's throats and to compass and cause one another's downfall and ruin. The chapters on Village Munsifs and Arbitration Courts in the Deccan Relief Act were extended to the province of Sind 4 years ago, but they are still a dead letter, as qualified persons are not available for those offices.

It would be expedient to invest District Boards with powers of supervision and control over the smaller municipalities within their respective districts. The budget estimates of these municipalities should be submitted to the District Boards for discussion and final approval, and members of the District Board should supervise some of the large works and schemes while under execution.

Q. 603—Are the methods in the Khairpur State practically the same as they are here? A. Generally they are now.

Q. 604—You think that the Government ought to give a certain allotment to each division in proportion to its needs; are you talking only of Public Works expenditure? A. Of all kinds of expenditure; the divisional budget should be on the same lines as the Local Government budget.

Q. 605—A division should have a sum of money allotted to it, and then the Commissioner could spend it as he likes? A. Yes.

Q. 606—Is that what you do in your State at the present moment? A. Yes, we do the same.

Q. 607—You give the Head of the district so much money, and he spends it as he likes? A. Our administration in regard to the budget is not like the administration here, but we are now commencing it; formerly no budget was prepared in the State.

Q. 608—You say that the Executive Officers do not possess sufficient knowledge of the vernacular; do most of them read and write it? A. They do not read and write it themselves; they cannot write anything themselves; they write in a very broken hand, and nobody can read it.

Q. 609—Could they read a petition? A. With great difficulty; some of the old officers can read a petition if it is in clear writing, but not all.

Q. 610—Is it desirable that they should have that knowledge? A. Yes, it is very desirable; if a man has something which he does not like to reach the ears of the *munshi* or clerks, the Executive Officer ought to read it himself.

Q. 611—It really is a drawback to Government that officers cannot read the vernacular? A. Yes. Sindi is a very difficult language. In other parts of India Hindustani can be read by any officer; Sindi is more difficult; the foreigner cannot pronounce certain letters properly, though he may lead his whole life here; even natives of India cannot pronounce them properly; still, with great difficulty and study you can speak it sufficiently to make yourself understood in it.

Q. 612—Is it because the officers do not know the vernacular, that the people in the districts keep away from them? A. That is one of the causes; it is not always so. If a man has his grievance, he comes to the Collector and the Assistant Collector, or when the officers go on tour.

Q. 613—Then you say that a District Officer ought to remain for a period of not less than 5 years? A. Yes, if he wishes to be acquainted with the people and their customs and manners and grievances he should remain a long time at one place, and should not be transferred in six or twelve months before he gets acquainted with anybody.

Q. 614—Should he stay longer than 5 years? A. That should be the least period, and he should remain even longer.

Q. 615—How long? A. Eight or ten years. When we had the Sind Commission, Civilians were very few, we had uncovenanted Officers who remained always in Sind; they knew Sindi very well, they knew the people and their customs very well, and they were very useful. Now Civilians come for one or two years and then they are transferred or go on sick leave or something; a new Collector comes and he has to make new acquaintances; so that the administration suffers and the people also suffer.

Sir F. Lely.

Q. 616—You have known Sind for many years? A. I am born in Sind and I know it from my childhood, though my parents belonged to the United Provinces, the Saharanpur side.

Q. 617—Has the character of the administration improved or otherwise during that period? A. Of course it has improved; there is no doubt that it has.

Q. 618—Has the character of the subordinates of Government improved—the village officers and the *munshis*? A. It has considerably; it is not like the old days.

Q. 619—But there is room for still further improvement? A. Yes.

Q. 620—In what direction? A. As to their pay and their status; the subordinate officer's pay is generally low, rising from Rs. 20 to Rs. 25.

Q. 621—You are speaking of the *tappadars*? A. Yes, they are the foundation of the whole administration of Sind, at least the revenue administration. Whatever they write, upon that the *mukhtiarkar* and the Assistant Collector and the Collector pass their opinion.

Q. 622—Are they equal to the position in point of character? A. They are not; their work is very important but their pay is very low. The worst thing is this; that all the old officers in Sind are of opinion that you may increase their pay to any limit, but they would never withstand temptations which are thrown in their way.

Q. 623—If they were better paid a better class of men would gradually grow up? A. Yes.

Q. 624—Are the *mukhtiarkars*, good men? A. Yes; we have graduates and others who are *mukhtiarkars*. Still, there is one difficulty, the standard of vernacular education is not sufficient. After studying four standards of the vernacular they go and join the English schools and become graduates; when they are employed in the Government Service they can hardly write Sindi properly.

Q. 625—Are you speaking of natives of the province? A. Yes, *mukhtiarkars* and Deputy Collectors.

Q. 626—The tendency is to neglect their own language for English? A. Yes.

Q. 627—How about the *karkuns*? A. They are generally Sindis; they do most of the work.

Q. 628—They all know Sindi perfectly? A. Yes.

Q. 629—And are they efficient? A. Yes.

Q. 630—Are they sufficiently paid? A. The establishment now has been revised; their minimum pay is Rs. 15, but considering the times that is a low

standard for them; Rs. 15 is hardly sufficient for them to maintain themselves.

Q. 631—Is there attached to the *cutcherry* of every *mukhtiarkar* a number of *umedwars*—candidates? A. Yes, one or two, and they are not paid anything.

Q. 632—But they are necessary to get through the work of the *cutcherry*? A. Yes, and they have got a better claim to recognition than those who are not serving candidates.

Q. 633—Is it a good arrangement? A. I think so; it supplies the deficiencies of the staff.

Q. 634—Is the present system for ascertaining the wants of the people sufficient? A. I think it is sufficient.

Q. 635—Anyone who has a grievance has a fair chance of making it known? A. Yes, quite.

Q. 636—Are the present arrangements all that could be made for enlisting the help of the people in Government? A. I think they are quite sufficient considering the present educational acquirements of the people.

Q. 637—Is there any room for extending the powers of the *taluka* Boards for instance? A. They have already sufficient powers. We have got a certain standard fixed, and in that their powers might be increased. I mean, if a road is to be constructed, if it costs more than Rs. 50 a mile, it has to be carried out by the Executive Engineer of the Public Works Department. That is not a very good limit; there are certain works costing Rs. 2,000 or Rs. 2,500 which should not be carried out by the Public Works Department. Generally, work which the *taluka* Board would carry out for Rs. 5,000, the Public Works Department would estimate at Rs. 10,000. The limit of the *taluka* Board should be raised.

Q. 638—You would have more work done directly by the Board? A. Yes.

Q. 639—Would you make any distinction between the *taluka* Board and the District Board; which is most in touch with the people? A. I think the *taluka* Boards are most in touch with the people. The District Board members are generally elected or nominated from the *taluka* Board, with the exception of *jagirdars*; they share each one member if he has got one whole village alienated, otherwise they are elected from *taluka* Boards.

Q. 640—Is it possible to carry the powers still lower down to the villages in Sind? A. Villages are not sufficiently advanced to warrant giving them more powers. We have now a Sanitary Act; we have Sanitary Committees, but still they do not do the work unless they are guided by the Government officials; they are generally timid; they have considerations of their caste, and they do not act properly; they have not got a strong character, as we should call it.

Q. 641—Have these Sanitary Committees succeeded in any cases in Sind? A. In many villages now the work of conservancy is carried on by Local Boards, by District Boards, by Government, and by their own contributions.

Q. 642—Are they accompanied by a rate in any case? A. There is no rate; a lump sum is levied.

Q. 643—That is supported by contributions from Government? A. Yes.

Q. 644—Then they have been to a certain extent a success? A. Yes.

Q. 645—What funds have these Sanitary Committees? A. There is a fixed share; Government pays one-fourth, an equal share is paid by the Local Boards, and the remaining half is paid by the communities themselves.

Q. 646—Are there many Sanitary Committees in each district? A. Yes, where the population is 500 or more there is generally a Sanitary Committee.

Q. 647—Is the power entrusted to the headman? A. Yes, to the panchayet and the headman.

Q. 648—One headman assisted by a few other men? A. Yes.

Q. 649—Do they employ a staff? A. Just the conservancy staff, three or four sweepers: where they have got sufficient money they have got lighting also.

Q. 650—So far as you have seen their work, do they get on fairly well together, without wrangling or quarrelling amongst themselves? A. They do not quarrel, but when their personal interests are concerned they try to take sides; that is the evil amongst these communities. Then there are jealousies; one man is Chairman, and his brother is also a member, and he resents that he should not be made Chairman. Still, they go on doing the work under the supervision of the officers.

Q. 651—And in course of time could more powers be given to them? A. Yes.

Q. 652—Do the present Deputy Collectors rise from the ranks of ministerial officers? A. Yes, many of them in Sind.

Q. 653—Is that a good system? A. It is a very good system.

Q. 654—You do not approve of men being appointed straightaway as *mukhtiarkars* on probation for two or three years? A. No, because they have not the necessary experience; they are entirely in the hands of their *munshis* and clerks.

Q. 655—Do not some of them contract habits of corruption as clerks, and find it difficult to get rid of those habits afterwards? A. Yes, but if they wish to rise they give up those habits, otherwise they have no prospects, because it is not only seniority, but fitness and good character that helps them.

Q. 656—You would not like to try the other system of men being appointed directly as *mukhtiarkars*? A. No, that is not my principle; a man should rise from the beginning of the ladder, then he will know everything; otherwise, if he gets to be a big man at once he does not pay so much attention to his work.

Q. 657—About these *tappadars*; are there *tappadars* in all villages? A. No, we have a number called *tappadars*; each has so many villages under his control.

Q. 658—Are they the same class of officers as the circle inspectors? A. No, we have supervising *tappadars* corresponding to circle inspectors.

Q. 659—Is their main duty the collection of revenue? A. No, the Sind system is different. You were asking Mr. Hamid Ali about the *jamabandi*. I think you were referring to the *jamabandi* of the United Provinces, where the Assistant Collector makes the *jamabandi* and all the people come together. Here that is not the system. We have got each field surveyed and made separate unit, which is called a survey number; each survey number is inspected by the *tappadar*; every number, whether it is cultivated or not, inspected. If it is cultivated an assessment is fixed upon it and that is recovered from the occupant; that is not recovered at *jamabandi*. First of all the *tappadar* shows in his inspection book all the numbers, cultivated and uncultivated, held by a registered occupant; then he enters all those in each village; then he enters the assessment which is due, the local cess and everything; then it is transferred to another form which we call the ledger account; then they all come to the *taluka* headquarters, where the Assistant Collector and the *mukhtiarkar* are, and there they are examined and compared, and if it is found that they are correct they are signed; if there is a mistake found it is corrected. That is the *jamabandi*.

Q. 660—Are these *tappadars* generally local men? A. Yes, they are trained in Hyderabad in the Agricultural School before they are appointed.

Q. 661—What is their pay? A. It is 20 to 25 for *tappadars*; then it rises to Rs. 30 and Rs. 35 for supervising *tappadars*; from that, they are made head *munshis* and *mukhtiar-kars* also.

Q. 662—Is education spreading now gradually amongst the people? A. Yes, the leading men are now taking a greater interest than before, and they are trying to spread education, at least among the backward classes.

Q. 663—Is the number of Board schools increasing in the villages? A. Yes, we have got too many Board schools.

Q. 664—Then there is a large number of indigenous schools where only the Koran is read by Muhammadan boys? A. Yes.

Q. 665—Has any attempt been made to introduce secular education there? A. Yes; they are called now aided *mullah* schools.

Q. 666—They teach the Koran and also give some secular education? A. Yes; the schools are inspected, and according to results a grant is given every year.

Q. 667—Is that a good system? A. Yes, very good, because it is improving and spreading the vernaculars. It used to be only the Koran and Persian, and they neglected the vernacular; now they are learning the vernacular, and in that way knowledge of the vernacular spreads to others who do not go to the regular Board schools.

Mr. Meyer.

Q. 668—Who aids the *Mullah* schools? A. I think it is the District Board as well as Government; the District Board gives a share of the local cess for the Educational Department; then the Educational Department prepares the district budget and sends it to the District Board, where it is approved; then the expenditure is incurred by the Educational Department, and the *taluka* Boards supervise the schools; they make recommendations for new schools.

Q. 669—Part of it, any rate, comes out of the District Board fund? A. Yes. It is the District Board cess from which the share is given to the Education Department.

Q. 670—You desire that Collectors should have power to sanction the writting off of irrecoverable arrears; should they have full power? A. Yes, I think so, these sanctions which are obtained increase the correspondence, because the Commissioner has got no one to check these recommendations; he has not any opportunity of checking them; he merely depends on the Collector's recommendations.

Q. 671—Is not a Collector's business supposed to be to collect all revenue promptly that is capable of collection? A. Yes.

Q. 672—Suppose you had a Collector who had been rather slack with his collection, might there not be temptation to say "The balance is irrecoverable, I will write it off."? A. But it is not in the hands of the Collector. Primarily the revenue is collected by the village officer and the *mukhtiar-kar*, who are responsible for making arrangements to collect it, but if there is a calamity and crops fail and remissions are given to a certain extent, the arrears remain, because the people have nothing to pay with; the Collector has very little to do with these outstanding arrears.

Q. 673—Suppose the *mukhtiar-kar* has not taken the trouble what is easier than for him to say "This is irrecoverable and I recommend it to be written off"? A. Then the Assistant Collector would come down on him; he goes round and scrutinises the returns and sees that there are no arrears. The machinery is all connected. Unless there is combination between the *tappadar* and the *mukhtiar-kar*, and the Assistant Collector and the Collector, there will be no arrears. Our system is quite distinct from that of the Presidency. In the Presidency when there is no rain they give a certain remission, but here every survey number has to be examined.

Q. 674—You think the extension of power to write off arrears as irrecoverable would not involve any abuse? A. Very rarely.

Q. 675—Would you be in favour of a system of conferences for the provinces, the Commissioner meeting his Collectors and his Heads of Departments regularly twice a year or so? A. I think that is generally done even now, the Commissioner calls in his Collectors and other British officers, and they hold consultations.

Q. 676—You say the people are no more ripe for panchayats than for Advisory Councils; do you mean owing to their factions? A. Their factions and their ignorance.

Q. 677—We were told by another witness that the ordinary village is divided into two parties, the Muhammadan cultivator, who was in debt to the Hindu money lender; is that the case? A. It is not generally the case now since the application of the Deccan Relief Act and the Encumbered Estates Act: the cultivators are not now so much indebted to the *baniya*, still the *baniya* in many instances advances money.

Q. 678—You say that certain provisions of the Deccan Agriculturalist Relief Act have remained a dead letter? A. Those relating to village munsiffs and village arbitrations; those were recommended for application to Sind, and I was one of the officers who recommended it, but they have not been successful up to this time, because Collectors find it very difficult to know to whom to delegate these powers.

Q. 679—So far as the working of the ordinary Courts goes, the Act has been successful? A. Yes, to a certain extent.

The witness withdrew.

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MR. H. M. GIBBS, was called and examined.

Sir F. Lely.

Q. 680—You are Deputy Inspector General of Police for Sind? A. I am officiating.

Local Governments should be given sufficient power to pay their officers at a fair market rate instead of being tied down to prices that may suit some other part of India. They should also be allowed to recruit their police on the lines needed by the natural features of the various districts and temperament of the people. It is no more possible to standardize for the whole of India than it would be for Europe. The present rate of pay is insufficient for Sind. No allowance seems to have been made by the Government of India for the fact that in Sind there is no system of village police, there are no recognized *lambardars* or *zaildars*, on the reverse of whose *sanads* the provisions of the Indian Penal Code showing the penalty for omission to report certain offences, harbouring offenders, &c., are clearly printed, nor have we, as in the Panjab, special men for the service of non-cognizable summonses, a service which takes up a very great portion of the time of the unarmed police in Sind.

The armed police is practically recruited by foreigners. It was bad enough before the re-organisation scheme was introduced, but since the rate of pay has been standardised, the constables in the Punjab and United Provinces have had their pay raised and so the better men take employment at home and we are getting a much worse class of recruit than we were. Not only is the rate of pay insufficient, but the work of the armed police is heavy whilst the force is utterly undermanned, and the shortage makes it impossible for the District Superintendent of Police to give the men leave they want and have due to them, and should ordinarily speaking be given them. In this Presidency every taluka has its mukhtiarkar or mamlardar, who is a 1st or 2nd class Magistrate, and has its treasury and sub-jail; cases are tried in the taluka and prisoners are confined in the sub-jails. The cases are not taken to the district headquarters for trial. A strong case showing the impossibility of standardization for the whole of India has just occurred at the Hala sub-jail in the Hyderabad district.



The treasury and sub-jail guard was 1 head constable and 4 constables; these men have no regular relief. At about noon some prisoners asked the sentry for water, he was alone on duty: he got water, opened the door of a cell in which there were 14 prisoners: 8 of these rushed out, snatched his musket and bayonet, bayoneted him and seizing all the other arms bolted. The naik of the guard and a revenue peon hearing the noise ran up and were fired on. The peon was not hit, but the naik was slightly wounded with a buck-shot and bayonet. The 8 got clear, shot a chaukidar 14 miles off and were only arrested after a 4 days chase led by the District Superintendent of Police, who collected police and villagers as best he could: six have been arrested after an interchange of shots and 2 are still at large. Had there been a guard such as we have in the Presidency proper and has been advocated here, the probabilities are there would have been no escape and the sentry and choukidar would still have been alive.

The Government of India should content themselves with seeing local Governments keep to certain broad lines: purely local details should be left to the various Governments, as needs vary with localities and they know better than any one else what those needs are. They should be allowed to adopt any suggestion of reform that is expedient, no matter the source it comes from.

There is no doubt the demand for information has, for some years past greatly increased, and I can only conjecture it is due to the Government of India calling for it. Whether they in their turn are pressed by the Secretary of State I cannot state.

More weight should be given to the opinion of Commissioners than the Secretariat, for one reason or another, is apt to give. They are senior, experienced, and very responsible officers; they base their reports on those of the local officers; they know their districts and the local needs, and so should be supported.

Police officers have not sufficient opportunity of personal contact with the people. Many charges are so large, it is impossible for them to inspect their stations and men as they should and are expected to do, to visit the scenes of crime and still have time to stay long enough in one place or *taluka* to get to really know the people. The consequence is their influence is diminished. Not only is this noticeable with the people but with Government servants in different departments. People naturally often do not see, and when seen will not speak out to, an officer they can only see for one or two days in a year. It would be a boon to the people, and a very great aid to Government, if the old system of making officers live out in their charges were revised; at present, there is too much concentration to headquarters and consequent loss of supervision and so touch with the people. I know the old plan would be disliked but that is another matter; officers so trained (in all departments) would probably be better for it later on. This rush makes men only look into matters connected with their own department: they could, if the rush were stopped, be expected to look into the general working of the *talukas* and so be able to give Heads of other Departments most useful information.

Many Executive Officers have not that knowledge of the vernacular they should. I would go further and say all Government servants, including all grades of clerks, should be able to read and write at least one vernacular language fluently. It would be no hardship on Indian born and educated officials. The school curriculum should arrange for this. This knowledge should be kept up: it would not only facilitate everyday work, but, in the higher grades of clerks, would be of immense value in confidential work. The remedy lies (1) in the orders the Government of India are pleased to pass and (2) the degree of strictness with which examiners carry out the orders they are given.

In large charges the administrative charge is too great: no charge should be so large that the Heads of Departments in it cannot thoroughly know it. I speak not only from a police point of view, but as regards what the District Magistrate is expected to do. In big places he seems for ever preparing

and sending in long reports and so gets little time to promptly look into local matters, which it would be better he should sift. The District Magistrate is the pivot on which our machinery works and so too great a strain should not be put upon him : it is bad for all concerned.

Commissioners should be given greatly enhanced powers, but I do not think 'selection' is necessary. Seniority is a claim that should not be passed over except for reasons that can be plainly given.

Ordinarily speaking, officers should not be transferred under three years : for their districts' sake five years would probably be better, but I doubt the strength of the departments being enough to allow of this.

The Government of India should insist that there is in every district a rifle or musket with a proper reserve against accidents for every policeman and ammunition for practice and reserve. I would not have every policeman go armed, but the firearms should be there and so stored as to be readily available. Every recruit is made to pass through a proper course of musketry before he is confirmed. It would be easy to keep him familiar with the use of firearms.

Q. 681—The chief event that has happened lately in Sind in connection with the Police is the issue of the Police Commission report and the various action that has been taken on it. Have you anything that you wish to say in particular as to the effect of the orders issued under the report? A. The effect has been materially to reduce the content of the men, and we have got a very indifferent stamp of man ; not only that, but the men have resigned most freely.

Q. 682—In consequence of what particular orders? A. The rates of pay have been so reduced that men who might shape into good head constables and jamadars, will not come now ; the rates of wages in Sind are very high ; a head constable here can now only get Rs. 20 instead of Rs. 32.

Q. 683—The rate of pay laid down by the Government of India is limited to Rs. 8? A. Rs. 9 Rs. 10 and Rs. 11.

Q. 684—Do those rates correspond with the market rate of wages in the province? A. Not at all ; they are infinitely less. The Superintendent of Police for Karachi sent out two recruiting parties ; nearly the whole of the men left.

Q. 685—The rate of wages laid down by the Government of India for constables is quite insufficient? A. Absolutely insufficient.

Q. 686—As to the wages of head constables? A. They, too, are too small. Mr. Ingle had a man in his office on Rs. 15 and the man found the work was too heavy for him. Mr. Ingle wrote "This man's knowledge of English is so elementary he is practically of no use to me." The man resigned and promptly got a place at Rs. 25 in the municipality as a tally clerk. Provisional sanction to raise the pay of constables in Karachi itself has just been given. The men are, however, tied down in this way ; they have to serve for three years and they only get a rise of one rupee. You can reduce a man because he has committed a fault and so forth, but if four men enlist together and one man does some exceptionally good work you cannot give him one rupee advance ; you can make him a head constable or anything you like, but you cannot give him one rupee promotion.

Q. 687—What was the rate of wages formerly drawn by head constables? A. Rs. 32, Rs. 22, Rs. 16, Rs. 14 ; now the rates are for the unarmed police Rs. 20, Rs. 17-8 Rs. 15, and for the armed police Rs. 20, Rs. 16, and Rs. 12.

Q. 688—They have been reduced by the Government of India? A. Yes.

Q. 689—Is that a wise change? A. It is absolutely fatal. Men will not join ; under these orders, men we used to get who were fairly good from the Punjab and the United Provinces have had their pay raised there and they will not come here ; why should they when they can be getting more money serving in their own homes.

Q. 690—Generally, you think that the action of the Government of India, on the Police Commissioner's report has been to interfere too much with the local details, which would have been better left to the Local Government?  
A. That is so.

Q. 691—What is the average length of service at which an officer in the Presidency gets charge as a District Superintendent? A. It is something very short now; it was infinitely longer in the old days; some of them now get an acting charge in about three or four years.

Q. 692—As a rule are the Police Superintendents equal to their position; are they men of judgment and temper? A. I have heard very few cases of men being what you might call hot-headed; I have only just come here.

Q. 693—I am speaking not only of Sind but of the whole Presidency?  
A. I have never had such men under me. I have only known of one or two men who have been called hot-headed; I have never seen them at work.

Q. 694—So far as your experience has gone in Sind, do the Superintendents know the language fairly well? A. I think most of the men, as policemen going into Court, and asking questions relative to their work, and giving orders to their *munshis* to record in the vernacular, are quite sufficiently well acquainted with the vernacular. I know Gujerati pretty well; as long as I was talking with men who were more or less official men I was all right, but if I got amongst native gentlemen who began talking their home language, many words come out that I know absolutely nothing of. I think for one's practical work it was all right; conversationally perhaps, when you were talking on outside subjects, it was a bit difficult.

Q. 695—You are an advocate of Sub-Divisional Officers living not at headquarters but in their sub-divisions? A. Yes, I think I am; I did it myself, and I had much more touch with what was going on. It is not altogether an ideal existence, but of course in the old days we joined the Service much younger. I do not speak for the police alone.

Q. 696—Do you make that recommendation, taking into consideration all the disadvantages to a man of living more or less by himself during the early part of his career? A. Speaking personally I did not mind it; I liked it.

Q. 697—But it does not follow that it is good for a man? A. No, it does not. When I was in Sind in a place called Mehar there were two Europeans there; they were quite happy; they used to come in for a week to headquarters and see their Collector or the Executive Engineer and talk things over; it was not so very far.

Q. 698—Are Sub-Divisional Officers sufficiently in touch with their people in Sind, or would you like to see them revert to the old system of living in their sub-divisions more than they do? A. I was not thinking so much of Sind as of the Presidency. In Sind it is so absolutely different; it takes you years to learn Sind; everything is zemindari; the officers seem to know their zemindars, but they do not get to know the population; if there is anything to be done it is the zemindar who has to be consulted.

Q. 699—Your recommendation refers rather to the Presidency than to Sind? A. That is so.

Q. 700—For Sind you are not prepared to say anything definite? A. No.

Q. 701—Has one result of the Police Commission Report been to alter the position of the District Magistrate in relation to the police? A. I have not found it so; perhaps a few minor details might be altered, but they could probably be settled by Government.

*Sir Steyning Edgerley.* Q. 702—In this province Bombay Act IV of 1890 is still in force?  
A. Yes.

Q. 703—So that the position of the District Magistrate, except as to internal economy, cannot be altered very much until that Act is altered?  
A. No; he is Head of the district including the police.

Q. 704—Your suggestion about the pay of the head constables is purely a matter of detail? A. I should say so.

Q. 705—The scheme of the Police Commission for the direct recruitment of sub-inspectors, has nothing to do with whether a head constable receives Rs. 20 or Rs. 25 or Rs. 35? A. No.

Q. 706—You could alter the pay both of constables and head constables without affecting any of the principles of the scheme of the Police Commission? A. Quite so.

Q. 707—And also you could improve the prospects of those ranks without altering any principle, simply by altering the details of the 15 per cent. who can be promoted as sub-inspectors? A. Yes.

Q. 708—It would be perfectly simple without altering the principles of the re-organisation scheme, to put that up to 30 per cent. and so increase the attractions of the force? A. Quite so.

Q. 709—So that anything that may be wrong there is remediable as the result of experience without touching the essentials of the scheme? A. Yes.

Q. 710—As to this incident which happened at Hala, how did it come to be the case that there was so small a guard on duty? A. The guards have been apportioned there and we cannot increase them really, partly because the men will not enlist, and partly because the orders are that we must keep them down to one and three and one and four.

Q. 711—At a similar place in the Presidency what would be the guard? A. It would all depend on the length of escort work you have; it would probably be three head constables and ten constables; the average is 13 men. If you have very long leads for prisoners' escorts, they give one or two more men.

Q. 712—You attribute that incident<sup>t</sup> entirely to the absence of part of the guard in the middle of the day? A. Yes.

Q. 713—This is one of the points on which there is a difference of opinion between this Government and the Government of India? A. Yes.

Q. 714—If this system of small guards and leave to be absent in the middle of the day is to obtain along with the system of First Class *taluka* Magistrate and the consequent detention of serious criminals in the *taluka* lock-ups, you must be prepared for occasional incidents of that kind? A. Quite so.

Mr. Meyer.

Q. 715—The Government of India did not invent all these rates of pay which you have been questioned about out of its own head? A. That I can barely say.

Q. 716—Were they not recommended by the Police Commission? A. They were.

Q. 717—Did not the Police Commission take evidence in Bombay? A. They did.

Q. 718—And in Sind? A. I do not know; I suppose they must have done so; I was not here.

Q. 719—The Commission contained a Bombay representative? A. Yes.

Q. 720—And the Bombay Government put certain suggestions before the Commission? A. Yes. I did not give evidence, but in my written memorandum I strongly wrote (from Surat) that the rates of pay were absolutely too small, and I advocated the rates that have just now been sanctioned by Government.

Q. 721—The Resolution approving the general proposals of the Police Commission was issued after consultation with the Local Governments? A. Yes.

Q. 722—So that it was not a case of the Government of India ramming certain rates down the throats of the Bombay people, but of the Government of

India accepting the recommendations of a Commission upon which Bombay was represented, and the Bombay officers had full opportunities of putting forward their views? A. I presume so, but what the Bombay representatives really tried for I do not know, because I do not know how much *force majeure* there was.

Q. 723—Your idea would have been that the Local Government should have had a free hand to deal with the matter? A. Certainly, on certain broad lines. Even in the Karachi district alone you will find the rates of wage and food all changed; if you go into one district the rates are entirely different from the rates in the next district, and it is the same in the Presidency.

Q. 724—Instead of raising the pay of the Superintendents and so on, they ought to have raised the pay of the constables? A. They ought to have raised them all.

Q. 725—You would have left the choice to the Local Government whether to raise the pay of the superior police officers or not? A. Speaking generally, I suppose one ought to leave it to the supreme power.

Q. 726—Which do you mean by the supreme power? A. I refer to the Government of Bombay in my particular department; I presume it would lie with them whether the Superintendent of Police or the lowest constable was to be recommended for the prior benefit.

Q. 727—You say the Government of India should content themselves with laying down broad lines and leave details to the Local Government, which should be allowed to adopt any suggestion of reform which it considers expedient, no matter where it comes from. Is the Government of India to have power to enforce a reform that it considers desirable? A. In matters of detail I think the Local Government should have the say; they must know the local conditions better.

Q. 728—You say “The Government of India should insist that there is in every district a rifle or musket, with a proper reserve against accidents, for every policeman and ammunition for practice and reserve.” Is that not rather a detail? A. I looked upon that more with the idea of the Arms Act.

Q. 729—You say “the Government of India should insist”; that rather contemplates a difference of opinion between the Government of India and the Local Government, and the Local Government being over-ridden? A. I was thinking of India as whole, because there is no doubt that our men ought to be armed. I will retract that and say that, the Government of Bombay ought to do it. I have heard policemen from other parts of India discuss the matter, and it is their general opinion that every man ought to be able not only to shoot, but that he should have a firearm available. The arms could be kept in certain central stores which are convenient, and called out in times of necessity.

Q. 730—Suppose the Government of India held your view and the Government of Bombay did not; ought the view of the Government of Bombay to prevail in its own province? A. Perhaps not; personally I think the Government of Bombay would agree.

Q. 731—Suppose it did not, suppose it thought one rifle for every three men would be sufficient; in such a case would you leave the decision with the Government of Bombay or with the Government of India? A. Speaking personally, I think the Government of India ought to insist upon it. I consider this an imperial matter and not merely provincial such as police work usually is. In case the troops had to be suddenly called away, the prompt arrival of police who knew how to use firearms would have very quieting effect. The police have a good record, and could be trusted.

Q. 732—There are no village police in Sind? A. Absolutely none of any sort or description.

Q. 733—How is the work that is done by village police in other provinces done here? A. The actual district police have to do it.

Q. 734—Does that require a large number of constables? A. A very great number. In other places, if a packet of papers has to be taken to a sub-inspector a few miles off, the village *chaukidar* is the man who would do it, instead of calling on the police. Here we have not only to carry papers about, but we have to serve all sorts of things, including papers in non-cognizable cases, which are not really police cases at all. Upcountry they have a special service for the purpose; they are all men of superior service; and they have a civil process serving establishment, locally known as *peadas*, whose scale of pay is laid down, and whose appointments are pensionable.

Q. 735—From the point of view of efficiency, would it be better to give part of the work—the detection of crime for example—out to village police? A. I think a good village police, properly looked after, with a *patel*, is of infinite use. They know everybody; they are born and bred in the village. But I do not know how you could initiate that in a place that had never had them. From the little I have seen I think it would be worse than it is; the only thing is to have the actual district police with inspectors and sub-inspectors. The distances are so very great in Sind; our figures have been cut down; instead of having 150 square miles to each station it is 279; the walking is dreadful, and the Sindi is not a walker.

Q. 736—Is that the effect of the Government of India Resolution? A. Yes; the figures have been sent back and sent back again. When Mr. Stewart was Inspector General of Bombay he sent in a report for certain districts; that was in 1906; the Commissioner kindly sent me a Government of India note that had just come to him; it simply says that Mr. Stewart's figures are all wrong, and everything is to be cut down.

Mr. E. C. Dutt.

Q. 737—Was not this general reduction in the pay of constables and head constables suggested in the Police Commission's report and then endorsed by the Government of India? A. I cannot say straight off.

Q. 738—The Government of India simply accepted the proposals of the Police Commission's report? A. That is how I take it.

Q. 739—The mistake, if one has been committed, was in the Police Commission's report? A. I take it so.

Q. 740—Representations have been made by this province, and the mistake has been to some extent rectified? A. Yes, orders came quite recently; they only affect Karachi city; the cry is for the whole division.

Q. 741—Was a representation made as regards the whole division? A. I wrote for the whole province; what the Commissioner wrote I cannot say.

Q. 742—As a matter of fact, has the pay of constables throughout the province been reduced in consequence of the Government of India orders? A. The pay of head constables has been reduced, not of constables.

Q. 743—You said you would like the Sub-Divisional Officers to revert to the old practice of residing in their sub-divisions. Many of these Sub-Divisional Officers are Indian gentlemen, Deputy Collectors, and it would be no hardship to them if they were to live in their own sub-divisions among their own countrymen? A. We have Parsis here: if they had to live out amongst these other people I do not think they would like it.

Q. 744—Still, Parsis live everywhere for the purposes of their own business? A. No doubt that is so; but a man who is on ordinary business can go away when he chooses; whereas a Government servant is not free to withdraw himself whenever he chooses.

Q. 745—You think that that system would bring them a little more into touch with the people of their sub-divisions? A. Speaking from my own experience, I certainly found it so in the old days.

Q. 746—Have you noticed whether the new rules issued on the Police Commission's report have in any way withdrawn the control of the Magistrate over certain police matters over which he had control before, such as the promotion and transfer of police officers? A. I do not think our District Magistrates ever interfered in the matter of transfers, unless they got private information that a man was doing something wrong. Even then they would write to the Superintendent and say "I have heard so and so about so—and—so, don't you think it would be advisable to take him away for a bit."

Q. 747—According to the old rules, the District Magistrate had power to veto the promotion of sub-inspectors? A. Yes.

Q. 748—Has not some of that power now been withdrawn under the new rules? A. I have not noticed it.

Q. 749—Have you been enlisting sub-inspectors according to the new rules? A. Yes.

Q. 750—Have you had a sufficiently large number of them to be able to judge of the result? A. In a few cases it will be a failure; some of course are smart boys, and in another three or four years they will be better I daresay; but if we had our old rate of pay, educated men would join for say three years and get local experience; then if you sent those men to the Training College, got them brushed up and made to understand what discipline means, and then sent them back, it would be infinitely better than taking these raw school boys. There was one sent the other day; he got through two terms and then broke down.

Q. 751—But it is too early to judge yet; you have no knowledge yet of what these raw youths will turn out eventually? A. No, but I have talked to men like Deputy Superintendents, men of long service, who understand what men are, and they all think the same thing. You get a boy straight from school; he cannot have enough weight over a lot of rough, raw men from the back of these hills, until he has some knowledge of police training, understands what "*hukam*" means, and understands how to enforce it without losing his head. We are rather putting the horse before the cart.

Q. 752—You admit that the school training itself is a good thing? A. Yes, especially in the matter of teaching discipline.

Chairman.

Q. 753—Are you a member of the Police Service or are you an Indian Civilian? A. I am a member of the Police Service.

Q. 754—Do you see anything here of the Director of Criminal Intelligence? A. No; I once got a letter from him just before the visit of the Amir.

Q. 755—You have not received any orders on any particular subject from him? A. None.

Q. 756—Can you post your own subordinates? A. Yes, I can transfer sub-inspectors; the inspectors are in the hands of the Commissioner in Sind, who is the local Inspector General.

Q. 757—And the Commissioner as such controls the police in Sind? A. Yes, he is the Head.

Q. 758—Do you have any difficulty about the posting of inspectors? A. The only difficulty I find is to find a man fit; then I send the name to the Commissioner with my representation; he has other names in front of him and he posts the inspectors as he likes.

Q. 759—Is that a satisfactory system? A. Certainly, so far as I am concerned it certainly is because I do not know Sind; it is a little difficult.

Q. 760—You have come up here recently? A. Quite recently.

Q. 761—From where? A. From Satara; I have just come from six months' leave. I have been here once before, I left Sind in 1884; I came to Karachi as an Assistant.

Q. 762—Is there any trouble about housing the police in Sind? A. There is great trouble.

Q. 763—Did you make proposals to the Local Government about it? A. It has been going on from year to year, and, as a little money comes in, so money is granted here and there.

Q. 764—Gradually you are improving the house accommodation? A. Yes; it is frightfully slow.

The witness withdrew.

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Mr. F. G. PRATT, I. C. S., was called and examined.

Chairman.

Q. 765—You are the Collector of Hyderabad, are you? A. Yes, since two years and a half. I was in Sind as an Assistant Collector for nearly four years.

The initiative in administrative reforms, which have been effected in recent years, is largely due to the Government of India; I cite the recent reforms in land revenue administration connected with the remission and suspension of land revenue, the reforms in police re-organization, the reforms in the system of land records in the Bombay Presidency. Ordinarily, provincial Governments should be left free to adopt or reject, at their discretion, suggestions of reform brought to their notice from outside. But the Government of India should always reserve the right to over-rule the decision locally arrived at if, upon full consideration and discussion, such intervention should appear necessary. Such a power would naturally be employed but sparingly, but it appears to me to be necessary. Reforms necessary in themselves might otherwise come to be rejected, partly through conservative dislike of change and partly through insufficient examination, itself a consequence of the initial dislike or prejudice.

I would be in favour of extending the provisions of India Act V of 1868 to all Commissioners. Such an increase of the Commissioner's powers would strengthen the hands of the Collector as well as of the Commissioner.

I have no suggestion to make for any extension of the powers of Collectors regarding matters of general administration.

I have had very little occasion to use the Court of Wards Act, and have not felt the necessity for any extension of my powers under it.

There is not much need nor scope for enlarging the Collector's control over expenditure in his district. The provincial budget allotments for major works are framed after consideration of his statements as to his requirements, and as he cannot hold the purse he has to be content with whatever share he can get of its contents. As President of the District Local Board, the Collector has already considerable power for directing and controlling local expenditure for the benefit of his district.

In the case of contingent charges officers are not now allowed enough freedom. Permanent advances, especially in *mukhtarkars'* offices, are often too small, and this often causes considerable inconvenience and hardship to the public.

The right of appeal should generally conform to the principles laid down in sections 32 and 35 of the Land Revenue Code. A Collector's order dismissing an officer drawing pay less than Rs. 35 should not be appealable, and there should not be more than one appeal against an order of dismissal passed by, or with the approval of, the authority by which the officer is appointed.

Executive Officers, at present have sufficient opportunities, when on tour, for personal contact with the people. Pressure of work at head quarters often deprives them of the necessary leisure. I am, however, inclined to doubt whether the Sind Executive Engineers are as closely in touch with the people as they should be, and as they are in other provinces where canal irrigation is



the only method of cultivation. And the result of this aloofness is, that the Executive Engineer's subordinates acquire and usurp more power than they can properly be trusted with.

Executive Officers do as a rule possess sufficient knowledge of the vernaculars.

The police in the whole province of Sind are very much undermanned and incapable of coping with the amount of work that has to be done. There are some districts and *talukas* which urgently need reduction as they are too large to be adequately administered by one Head.

In municipalities, sanction to petty increases of establishment should not be required. A municipality, with an income of Rs. 2,00,000, ought not to have to wait for sanction before it can raise the pay of its sweepers or lamp-lighters by a rupee or two all round.

I am not in favour of the formal creation of Advisory Councils. District Officers can, and do at present, obtain advice and assistance by the informal consultation of the recognised leaders of the local communities.

It would not be expedient to give District Boards control over minor municipalities. The District Boards have no surplus energies to spare which they could devote to other local bodies.

I do not see how it would be possible to give village communities powers in respect to revenue, sanitary, and educational matters. The experiment of allowing petty civil and criminal cases to be disposed of in the village on the spot would be well worth trying. *Patels* in some of the Bombay districts have petty criminal powers, and I know of no reason why they should not be allowed to exercise petty civil powers also, with or without the assistance of the village *panchayat*.

The minute scrutiny now exercised by the Accountant General over the accounts of District Local Boards under the audit rules of the Bombay Local Boards Act is no longer necessary. These rules were framed 22 years ago, when District Local Boards were still in their infancy, and have continued in force unchanged ever since. The accounts of municipalities are not now subjected to this minute scrutiny, and District Boards should now be put on the same footing. The present system involves the maintenance of an expensive central audit establishment in the Accountant General's office for which the Boards have to pay, and it also gives a great deal of work to the Collector's account office. Decentralization in this respect could be effected with perfect safety, because the Board's accounts, unlike the accounts of municipalities, are incorporated with those of the Local Government treasuries, and the local audit of the District staff supplemented, if necessary, by inspection of the travelling auditor, would be quite sufficient.

It would be useful if it were to become a regular feature of our administration that the Heads of districts should once or twice a year meet the Commissioner for joint consultation as to matters of general importance in the division and of discussion of administrative measures or reforms in contemplation. There need be little or no formality in the proceedings at such meetings, but a record would be needed of the conclusions, provisional or final, arrived at. Heads of other Departments and other District Officers, Superintending and Executive Engineers, the Inspector-General or Deputy Inspector-General of Police, the District Superintendent of Police, and the Educational Inspector might also be invited, whenever necessary, to attend such round table conferences.

A necessary complement of decentralization is vigilant and efficient supervision on the part of the central authority, and this is especially the case in India where the personal factor bulks so largely in every branch of the administration. Decentralization, which is not coupled with such supervision, is not attended with the happiest results; and this might be illustrated by the case of the subordinate Civil Courts. There can be no question but that the work of these Courts does not receive sufficient supervision and that much good would result from increased supervision.

Q. 766—What is the size of the Hyderabad district? A. The area of the whole district is just over 7,900 square miles, with a population of roughly a million.

Q. 767—You have three Sub-Divisional Officers; can you move them yourself? A. No. I cannot order them from one sub-division to another; I have never wanted to. If I did want to I should ask the Commissioner to do it.

Q. 768—Can you transfer a *taluka* from one Assistant Collector to another? A. No, I have not the power to do that; I have never wanted to exercise such a power.

Q. 769—You are bound to do seven months touring? A. No, a Collector is bound to do four months, but he very often tours longer than that; he cannot do his work in four months.

Q. 770—Do you do that continuously, or do you go out for a fortnight and come back? A. One is called in very often, perhaps once or twice in the month, perhaps more; at the same time, one is very often absent for long periods. In my first year in my present district I was out on tour more than six months; I was out, with returns to headquarters occasionally, from November to the end of May; it was a new district, and I had to see the whole of it.

Q. 771—Is it a good thing that the Collector should tour a great deal in his district? A. I think it is indispensable.

Q. 772—Ought your Sub-Divisional Officers to live at headquarters or out in their sub-divisions? A. In the old days in Sind they used to live all the year round in their sub-divisions, but the present system is on the whole a better one, because during what we call the recess, the three Assistant Collectors are together at headquarters, and the Collector is able to discuss general questions, with them, jointly, and to see them altogether; it is a good thing that he should be able to do so.

Q. 773—Could he not do that if they were to live out in the sub-divisions by calling them in for a week? A. He could, but it would be inconvenient to arrange that they should all be in at the same time; besides which, it would be a very considerable hardship to them to have to live in their sub-divisions all the year round; in a climate like that of Sind it would be a life of very great hardship and isolation.

Q. 774—Apart from the question of their comfort, is the present system the better one? A. Yes; the existing orders are that they should be out during seven months of the touring season; during the recess when the canals are flowing it is recognised as a good thing that they should see something of the conditions of the country; the conditions are then quite different from the conditions during the cold weather; they have to go out for about a month during the inundation season; during that month if they go round and keep their eyes open they see anything that strikes them particularly during that time.

Q. 775—You tell us that you think the Sub-Divisional Officer as a rule has a good knowledge of the language; most of the Indian witnesses who have come before us to-day take rather the opposite view? A. I think they have a good working knowledge of the language.

Q. 776—Can most of your officers read or write Sindi? A. One of my three Sub-Divisional Officers now is a Muhammadan Covenanted Civilian.

Q. 777—He told us that he could neither read nor write Sindi, although he could speak it; then what about the other two? A. They certainly cannot write Sindi with their own hand as a *munshi* can; at the same time they are able to read, and I am able to read sufficiently well to check the *munshi* who is reading to me; if I wanted to check anything particularly in a petition in Sindi it would be quite easy for me to do so.

Q. 778—Could you or your officers read a petition? A. I certainly could not; I used to be able to, but one has not the time to keep it up; one loses the habit; it requires constant practice to keep proficient.

Q. 779—Is it not essential that a District Officer should be able to read petitions placed in his hand? A. No, I do not think it is.

Q. 780—You think it is not one of the reasons why people keep aloof, (if they do keep aloof) from the District Officer, or at all events are shy of approaching him? A. They are not by any means shy of approaching him in any part of the Presidency where I have served.

Q. 781—Any statement to the contrary you would look upon with suspicion? A. I should certainly. A District Officer in this Presidency has to tackle three or four languages; if he is transferred two or three times, it is very difficult for him to be absolutely proficient in one language. I know some District Officers who are extremely efficient in the Mahrati language, men who have not been transferred, who would sit down and read or write vernacular letters with their own hands; but if you have been moved about, and have had to tackle two or three languages, it is a different matter.

Q. 782—Which is the more essential; that an officer should know one language thoroughly or that he should have a smattering of two or three languages in two or three districts; I mean from the point of view of Government not from that of his own comfort? A. From the point of view of Government it is not desirable that the District Officer should be confined to one corner of the Presidency in which he serves, or to one partition of the Presidency in which he serves; he has to be some thing more than a District Officer some day, and if his experience is to be confined to one section of the Presidency his value to that extent would be impaired.

Q. 783—You do not think that Sind, with a population of 3½ millions and an area of some 42,000 square miles, is big enough to engage the life service of an officer? A. No, I do not think it is.

Q. 784—You would like to see the Heads of districts meet the Commissioner. Is there not a conference of Collectors in this province? A. Not regularly; we have had them sometimes.

Q. 785—Would they serve a useful purpose? A. They would be very useful, just in the same way as the Collector can very usefully meet his Assistants.

Q. 786—Does the Commissioner go round constantly? A. He tours in the cold weather through the province. One sees him every year; I have seen him in the cold weather and in the hot weather.

*Mr. W. L. Hichens.*

Q. 787—You refer to the audit of District Board accounts, and you say that in your opinion the audit might be simplified; in what way could it be simplified? A. I had in my mind the monthly cash account which is sent from the Collector's account office every month; it is a very elaborate statement, and it gives a great deal of trouble to prepare. Since I wrote that note, orders have been issued suspending the monthly cash account; to a great extent that difficulty and inconvenience have been done away with.

Q. 788—There are no other respects in which the audit could be simplified? A. I think the audit should be entirely a local audit. It should be made by a travelling auditor; we should send nothing up to the Accountant General.

Q. 789—Is it more economical to send it up to the Accountant General; is that the reason why it is done? A. I do not think it is more economical.

Q. 790—Then what is the reason? A. It was supposed when the Boards were first framed to be the best way of exercising control, but it is expensive and unnecessary; it is quite sufficient to allow the control to be exercised locally, with the check, if that is considered necessary, of the travelling auditor who is sent round by the Accountant General.

Q. 791—Would the accounts when audited locally be audited by a Government officer? A. Yes, by a Government officer appointed by the Accountant General.

Q. 792—Are the officers who are sent round by the Accountant General usually confined to municipal audit, or do they do Local Board audit? A. They do both.

Q. 793—Are they confined to those two? A. The auditors I have in my mind now are confined to that branch entirely—to the audit of local funds, that is to say, District Board funds and municipal funds.

Q. 794—Are you Chairman of the District Local Board? A. Yes.

Q. 795—Do the auditors make a report to you? A. They make a report to the Accountant General from whom it comes down to me.

Q. 796—Are you satisfied, speaking generally, with the way that the audit is carried out? A. The system of local audit for District Board Accounts is quite a recent one; it has only been started the last year or two; before that the system was that all the accounts were sent up in detail monthly to the Accountant General and were checked in Bombay. For that, this system of local audit has been now substituted, under which the accounts are no longer sent up to the central checking office in Bombay, but the local officer comes round once a year and makes the audit on the spot.

Q. 797—Are you responsible, or is some one responsible, for checking their cash balance from time to time? A. Yes; the District Board funds are kept in the Government treasuries.

Q. 798—Who checks the municipal cash balances? A. They do it themselves; they appoint their own auditor.

Q. 799—One witness told us to-day that the District Boards in Sind speaking generally, had large balances, which seemed to imply that they have a fairly liberal financial endowment; is that your view? A. We have no liberal financial endowment; we are richer than the Presidency Boards; our funds are derived from the same sources; the local funds cess is one anna in the rupee.

Q. 800—Speaking generally, have you got enough money to carry out the duties that are imposed upon you? A. I think we have, speaking generally, and our funds have been quite recently augmented by another provincial grant.

Q. 801—We were told to-day that a scheme had just been started for giving a definite proportion of the cess to the *taluka* Boards; does that apply to your district? A. Yes.

Q. 802—Has it been working long? A. I introduced it a few months ago only.

Q. 803—In your opinion, will it produce satisfactory results? A. I think so.

Q. 804—How many *talukas* are there in your district? A. I think fourteen; there have been one or two new ones recently.

Q. 805—What sort of sum would they get each? A. For annual expenditure it might be Rs. 6,000 or Rs. 7,000.

Q. 806—They would not have to contribute anything in respect of education out of that? A. One-third is always deducted from the one anna cess; for every three rupees of the one anna cess that they collect, one rupee is immediately set on one side for educational purposes. That is done automatically; the residue the District Board deal with.

Q. 807—The *taluka* Board get their contribution nett, after the deduction of the educational cess? A. That is so.

Q. 808—Would you be in favour of giving the Collector further powers in regard to contract allowances; that is to say would you include what are

known as special contingencies, and allow them to spend any of it without getting express sanction? A. I should be inclined to favour that, with a contract allowance. I should be inclined to fix a contract grant, giving him a sum within which he should be free to spend at his own discretion.

Q. 809—Including practically everything in the way of books and so forth? A. Yes.

Q. 810—It has been suggested that he should have some allocation for Public Works which he could spend at his discretion; would you think that advisable? A. It depends upon the amount proposed; as a matter of fact our present system works well enough. I would not press for that.

Q. 811—You do not find any difficulty in getting the works you desire carried out? A. No.

Mr. Dutt.

Q. 812—You tell us that one-third of the income of the District Board is deducted for education; is that according to some provision of the Act itself, or is it under Government orders? A. That is under the Act; not less than one-third of the cess has to be spent on education.

Q. 813—We have also had evidence that all the larger Public Works are done by the Public Works Department; is that according to a clause of the Act, or is it under Government orders? A. I think that is in a clause of the Act.

Q. 814—So that if you undertook the work of education or the making of important roads yourself, you would have to modify the Act before you could do it? A. But the Public Works Department has nothing to do with our roads: we repair all our own roads; we have practically no metalled roads; all our roads are earthwork roads; we do the whole thing ourselves.

Q. 815—Who looks after them? A. The President or the Vice-President of the *taluka* Board, who are the *mukhtiarkars*.

Q. 816—You have no large works requiring skilled supervision? A. Yes, we have a good many; we have bridges over canals, for instance; those are the chief things.

Q. 817—Who does that work? A. In the case of a big bridge which requires skilled supervision and estimates prepared by a professional engineer, the plans and estimates would be prepared, and the work carried out, under Public Works Department supervision.

Q. 818—Anyhow, no rule is laid down in the Act itself; you can give such work to your *mukhtiarkars* or you can have it done by the Public Works Department as you think best? A. I am not sure whether it is in the Act, or in an order under the Act, about the limit of Rs. 2,500.

Q. 819—With regard to Act V of 1868, you have said that you are in favour of extending the provisions of that Act to all Commissioners. Of course you recognise some distinction between the conditions of Sind and the conditions of other divisions in this Presidency? A. There is a great difference.

Q. 820—As a matter of fact, in Sind, those powers which are conferred by that Act were really exercised by the Commissioner long before the passing of the Act; the Act only legalised those powers? A. I believe that is the fact.

Q. 821—Therefore, are those powers as indispensable and as absolutely necessary in the other divisions as they are supposed to be in Sind? A. I think the necessity in Sind for such a delegation was greater. At the same time that delegation would be very desirable in the other divisions also.

Q. 822—Still, you make a distinction between Sind and the other divisions as regards that necessity? A. Yes.

Q. 823—If such an Act was extended to other advanced divisions like Gujrat and the Deccan, would it be popular? A. Yes, I do not think the people would have anything to say against it.

Q. 824—They would not object to the powers of Government being transferred to the Commissioner by Gazette notification? A. I think not; the people prefer the power to be near them rather than distant.

Q. 825—You have told us something about the aloofness of the Executive Engineer, which results in his subordinates acquiring and usurping more power than they can properly be trusted with; are you referring to the Canal Engineer? A. Yes.

Q. 826—What remedy would you suggest? A. I think one thing we want in Sind is more superior establishment, more Assistant Engineers perhaps.

Q. 827—Has the Collector or the Deputy Commissioner any control over the Canal Engineer with regard to the distribution of irrigation water? A. That is a professional question which he would be very slow to interfere with.

Q. 828—But the question has been raised in other provinces, not with regard to other work, but simply with regard to the distribution of canal or irrigation water. Should not the Collector or the Deputy Commissioner have some control over the action of the Engineer? A. He has in Sind as a matter of fact because there are distinct orders that an Engineer shall not, for instance, restrict cultivation on any canal without informing the Collector of what he is doing, and the Collector, if he thought the action was improper, would certainly protest.

Q. 829—Can the Collector pass orders to let out more water or not to let out more water? A. I think he would be very slow to do so; he would not want to do so, because he would be meddling with a matter which he is not competent to deal with; on a scientific canal, with an elaborate system of sluices and rotations, it might be very mischievous if he attempted to interfere. At the same time, if he became aware of any great scandal, it would be his duty to interfere and have the question threshed out.

Q. 830—Suppose the people came to the Collector and said "Our crops are dying and we want more water let in." Do you not think the Collector should be entrusted with power to instruct the Engineer to let in more? A. The first thing he would do would be to consult the Engineer and get the facts from him.

Q. 831—But you would not give the Collector any actual control in that matter? A. Not in that way, no.

Q. 832—You think that decentralization necessarily requires more supervision; does that apply to all ranks in the Service, down to *mukhtiar-kars* and *chaukidars*? A. Yes.

Q. 833—Do you think it is possible to modify the powers of revision exercised by the superior authorities as to personal orders? A. No, I should not interfere with revision; that would mean that the superior authority would call for proceedings and look at them, and if he found that the man had been given a fair hearing he would send the papers back.

*Sir Frederic Lely.*

Q. 834—Are you sure that the Collector cannot transfer his Assistants from one charge to another without authority? A. I am not sure of it; I have never known such a case.

Q. 835—Do you remember how it is in the Presidency proper? A. My impression is that the Collector if he wants a change of that sort, would ask his Commissioner's approval.

Q. 836—You spoke about reading manuscript; as a matter of fact that is exceedingly difficult? A. Yes, it is, and it requires a great amount of practice.

Q. 837—Of ordinary educated natives, can one in a hundred read easily ordinary manuscript? A. Very many of them cannot read it fluently; it is very common to find a Sindi clerk, for instance, who has been accustomed to deal with English papers for a good many years, hung up if he is called upon suddenly to read a Sindi petition.

Q. 838—There would be nothing extraordinary in a man being able to talk quite fluently, but at the same time not being able to read easily? A. Nothing at all extraordinary.

Q. 839—With reference to the question of the Executive Engineer and the control over him, it has been suggested by some that the Collector should have the same control over the Engineer as he has over the forest officer for instance; do you see the necessity of that? A. With an Irrigation Engineer it would be very difficult because irrigation is a difficult and a technical subject.

Q. 840—Technically and officially does he not occupy a position entirely independent of the Collector? A. The position has not been very well defined in Sind, but I do not think any Engineer would claim to be entirely independent of the Collector.

Q. 841—That is, he would feel himself bound to work in unison with the Collector? A. Certainly.

Q. 842—Do you see the Public Works Department budget of your district? A. No, I do not know that there is one.

Q. 843—You do not know what is going to be done in irrigation matters? A. No, I am not informed.

Q. 844—If the budget is framed and sanctioned, and a re-appropriation is made from one canal to another, do you know anything about it? A. No.

Q. 845—Ought not the Collector to be in closer connection with the Public Works expenditure of his district? A. I am inclined to think he ought, and the conviction has been forcing itself upon me more and more during my present touring season; I would like to know for instance what sums the Superintending Engineer or an Executive Engineer is able to spend on the improvements to the canals in his charge—either the Executive Engineer's division or the Superintending Engineer's charge. I am inclined to think that the Executive Engineer, for instance, ought to have a fairly free hand up to a certain limit in making improvements in the canals in his division.

Q. 846—You occasionally notice yourself certain improvements which you think would be desirable? A. Yes, obvious improvements.

Q. 847—At present you have no hand in bringing them about? A. What one can do is to see the Superintending Engineer, and write to him either officially or demi-officially.

Q. 848—But you have no official position in the matter? A. No very clearly defined position, beyond the general responsibility for the administration.

Q. 849—With reference to the question of touring, how long have your Assistants to be out in the district? A. Seven months, from the 1st November to the 1st June.

Q. 850—Is it not rather trying for them in the months of April and May? A. It certainly is trying, but in those months they are able to take shelter in bungalows; nobody can be in tents in May.

Q. 851—That must very much limit the range of their touring: is there a bungalow in each *taluka*? A. Several.

Q. 852—Do you insist on a man moving camp so many times in May, or are you less strict than you would be earlier in the year? A. I should not be inclined to interfere in a matter of that sort; I should generally trust may

Assistant sufficiently to arrange his tour, without interfering in any detail of that sort.

Q. 853—Early in the year do you insist on a certain amount of activity?  
A. I do not need to insist on it; the necessity does not arise. If he were living at headquarters the whole of December for instance, of course I should order him out, but fortunately the case has not arisen.

Q. 854—Is the average Collector overburdened with work? A. It depends on the district; I am inclined to think he is; here are particular districts where the burden is universally admitted, my present district for instance.

Q. 855—What remedy would you suggest? A. The remedy now under contemplation in my district is to split it up into another district making three districts out of two; I think the scheme has gone up to the Secretary of State; Thar and Parker and the Hyderabad district with the newly developed area under the Colonization Officer would be converted into three Collector's districts.

Q. 856—The Collector is now often called upon to spend a great deal of time on work which lower paid men could do just as well, merely routine work, signing papers which he does not read? A. Certainly, account papers particularly.

Q. 857—What would you say to giving certain Collectors personal assistants? A. I think it would be a very good thing.

Q. 858—What Class of men would you suggest? A. He should be an Assistant Collector; I have not thought carefully about it, but what I am thinking of now is the personal assistant system that used to prevail in Bombay in times of famine, when an experienced Assistant was given to the Collector who also exercised the powers of District Magistrate; that would give the Collector of a very heavy district very great relief indeed.

Q. 859—It is not always that a man like that is forthcoming?  
A. No.

Q. 860—In that case what position would you give to a man of the rank of Deputy Collector; might he be made useful as personal assistant? A. He would take a good deal of routine work off the Collector's hands.

Q. 861—Would that be advisable in overworked districts? A. Yes, at the same time the routine work would not give him a full day's work; if he did nothing else it would not fully employ an officer of that calibre.

Q. 862—Would it not be possible to provide him with a day's work in a large district? A. Not a day's work purely of routine.

Sir Steyning Edgerley.

Q. 863—You have *daftardars* in Sind—that is, a Deputy Collector? A. Yes, most Collectors have *daftardars* still.

Q. 864—If you wrote to the Engineer and said "I think this canal ought to be improved and certain money spent on it" and so on, would he not have to give you a very full explanation if he did not do the work? A. Yes, but how much independent power has the Executive Engineer to carry out an improvement?

Q. 865—Of course if he has not power or money he cannot do anything, but so far as he has power, if he did not do what the Collector asked, he would have to "stand and deliver"? A. Certainly, and the Collector would see to it that he did.

Q. 866—You say Assistant Collectors ought to go out in August; is it not practically necessary that they should go out in order to close the *taluka* accounts and certify the figures for your *jamabandi* report? A. I do not think they do that; I feel sure they do not.



Mr. Meyer.

Q. 867—You say that yours is a very heavy district. Among your duties is the Chairmanship of the Hyderabad municipality; is it absolutely necessary that the Collector should be burdened with that? A. Not absolutely, not as a permanent measure.

Q. 868—Is that municipality one which might afford scope for a Deputy Collector, say, as full time Chairman of the municipality? A. Certainly.

Q. 869—If he did good work there, the municipality might afford to pay for him and find the money well spent? A. That is possible. At the same time, a municipality in that position has to pay fairly heavily for its Secretary, who is its Executive Officer, and if it had to pay in addition for a man of the rank of Deputy Collector, the burden would be too great.

Q. 870—In that case you need not have so highly paid a Secretary? A. If you had a full time official as Chairman, probably you would not want so highly paid a Secretary. In the Ahmedabad district, they had very great difficulty, and the problem was solved by having as Secretary an experienced *mamlatdar*; he is Secretary there now and has been for some years.

Q. 871—You know the constitution of the Bombay Presidency municipality. It has been suggested to us that in large cities like Ahmedabad and Karachi the same system might be followed; an Executive Officer appointed by Government, with very large powers to the Corporation, who would elect a Chairman of their own; are you in favour of that? A. I think that would be a very unpopular step in large cities like Hyderabad and Ahmedabad. I will give you an instance. In Hyderabad, not very long ago, they objected very much even to appointing a *mukhtiarakar* as Secretary as their own servant, and they might be inclined to regard any permanent arrangement of that sort as an attempt at officialisation.

Q. 872—But in Bombay City itself they are quite satisfied with the system? A. I am not familiar with the conditions there, nor with the system.

Q. 873—However, apart from any possible discontent it might provoke, would you think it a good system to adopt in some of these larger *mufassal* towns? A. It would certainly tend to efficiency, and I believe that in the larger towns of the north, in Lahore and so on, the Collector is always identified with the municipal administration; that is in Lahore and Delhi and Agra.

Q. 874—Is it a good thing that the Collector should be directly identified with the administration? A. It certainly makes for efficiency.

Q. 875—If a Collector is overburdened, is not the best way to relieve him of the details of municipal administration? A. Yes, that is so, but the circumstances under which, in my particular case, that burden was laid upon me, were rather peculiar.

Q. 876—Your Assistant Collector who was before us this morning mentioned that he was an absentee from his municipalities for most of his time; he said he went round to each about two or three times a year; is that a good system? A. It amounts to this, that the Vice-President is *de facto* the President; that is what it comes to.

Q. 877—The nominal President cannot know anything about the daily affairs of the town simply from two or three visits in the year? A. No, he can only know the broad facts and the broad outlines.

Q. 878—Does it not merely obscure the real government, which is in the hands of the Vice President, and delay cases? A. I do not think it leads to any delay.

Q. 879—Surely, if the papers have to go to the President for sanction, and he may be at the other end of the sub-division? A. I do not think any papers have to go to him for sanction. The Vice-President in these small municipalities exercises all the powers of the President.

Q. 880—Then it is a farce more or less? A. The President is a nominal President, with a general control.

Q. 881—Is there any reason why if the *mukhtiarkar* is the real President he should not be the *de jure* President also? A. I do not think there is any reason why he should not.

Q. 882—You say that one advantage of your Sub-Divisional Officers living at headquarters when they are not touring is that they are with each other and under the supervision and care of the Collectors; on the other hand, does not the *mukhtiarkar* lose supervision that would be very good for him; if the Sub-Divisional Officer had headquarters of his own, he would have a *mukhtiarkar* with him and be nearer his other *mukhtiarkars*? A. He would be a little nearer; he would be near the one particular *mukhtiarkar* who was living in the *taluka*.

Q. 883—Is it not a good thing for *mukhtiarkars* to be looked after occasionally, or do you think that they can get along quite well without personal supervision save every now and then? A. They are looked after very closely during the touring and inspecting season.

Q. 884—And then there is an interval in which they are not looked after at all? A. I do not think it is correct to say that they are not looked after at all; an Assistant Collector has means of knowing what work is being done in the *taluka*, although he is not on the spot.

Q. 885—There is no personal supervision at any rate; it is all paper for four or five months in the year? A. A great deal can be learnt from returns and papers which come to the Assistant Collector.

Q. 886—Have you a separate Treasury Officer? A. Yes. He is a Deputy Collector.

Q. 887—Have you not a Local Fund audit clerk in the Collector's Office? A. I have a Local Fund accountant.

Q. 888—You said that all the accounts used to go up to the Accountant General's office for audit; surely they were first of all audited in the district treasury here? A. Yes; nevertheless they had to go up to the Accountant General.

Q. 889—Now that is dispensed with; there is a regular diurnal audit in the treasury, and there is the inspection *in situ* by the inspection of the Local Fund accountants? A. Yes.

Q. 890—Are not the municipalities subject to his inspection also? A. They are.

Q. 891—Therefore when you said that they had their own audit you meant that they were not subject to the regular continuous audit in the Collector's office, but they are subject to the Accountant General's peripatetic audit? A. They are.

Chairman.

Q. 892—Have you any forests at all in your Collectorate? A. Yes.

Q. 893—Have you one or two forest officers there? A. Yes.

Q. 894—Does the forest officer send his correspondence to his Conservator through you? A. No.

Q. 895—Then you practically see nothing of his correspondence? A. Practically nothing.

Q. 896—Have you any power to alter the time of the kists—the revenue instalments? A. I am not sure whether that is a thing which I should do myself or should refer: I can always give a postponement, of course, but as for altering the dates, I am not sure.

Q. 897—Have you power in connection with agricultural loans? A. Yes.

Q. 898—Are the accounts in connection with them complicated? A. No. not in Sind; I believe they have given a great deal of trouble in the Presidency,

because of the enormous dimensions which the famine accounts reached, but in Sind it is within bounds:

Q. 899—The form of account is simple enough? A. It is fairly simple in Sind; as to the Presidency I am not sure.

The witness withdrew.

ADJOURNED.

## MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION UPON DECENTRALIZATION.

Fifty-ninth Day.

KARACHI, *Tuesday, 17th March 1908.**Present :—*

C. E. H. HOBHOUSE, Esq., M.P., Under-Secretary of State for India, *Chairman.*  
 SIR FREDERIC LELY, K.C.I.E., C.S.I.  
 SIR STEYNING EDGERLEY, K.C.V.O., C.I.E., I.C.S.  
 R. C. DUTT, Esq., C.I.E.  
 W. S. MEYER, Esq., C.I.E., I.C.S.  
 W. L. HICHENS, Esq.

MR. A. G. WRIGHT, was called and examined.

*Chairman.*

900—Q. You are Educational Inspector in Sind? A. Yes.

Though the educational inspector in Sind is local Head of the Educational Department in Sind, he does not possess the powers which, under the Civil Service Regulations and other codes, are delegated to Heads of Departments. In view of the peculiar geographical and local conditions of Sind, I would propose that he may be made Head of the Department in Sind, and the powers exercised by other Heads of Departments conferred on him.

Except in the case of dismissals, no appeals should be allowed except subject to a certificate from the officer whose order is appealed against. All other matters should be for departmental action only as they are based on departmental rules which are clearly laid down. There is nothing in the Educational Department against which appeals are necessary. All that it has to deal with is appointments, promotions, dismissals, grant of pensions, awards of grants-in-aid and such other details. The decision of the Head of the Department in such matters should be practically final.

Appeals to Heads of Departments in all matters seem to be necessary. This will only lead to a careful re-consideration of the cases. But in such appeals, except in cases of the dismissal and reduction of officers drawing a salary of Rs. 100 and upwards there seems to be the necessity of laying down that the officer appealed against should certify that grounds for appeals exist before these are admitted. Every order of an officer is based on certain rules from which he has little, if any, option to deviate. The matters on which appeals can be preferred against the orders of the educational inspector are matters of appointments, promotions, transfers, rejection of applications for grant-in-aid, his awards of grant-in-aid and such other routine matters. The educational inspector's authority in such matters should be final, as it is always based on rules and practice and knowledge of local conditions.

As far as the Educational Department in Sind is concerned, the Commissioner in Sind has practically no powers. He has, however, full knowledge of Local Board and municipal schools administration, so far as finance is concerned and in accordance with the rules governing municipalities. As the local executive Head of the province of Sind his knowledge of the Educational Department should be more thorough and his control over it more effective than at present. The local conditions of the province of Sind are so peculiarly different from the rest of the Presidency that the administration of the Educational Department in Sind can, without any prejudice to its interests, be detached in large measure from the Director of Public Instruction and be placed more in touch with the Commissioner in Sind. This will require

considerable change in the *personnel* of the educational staff. A local Head as an educational adviser to the Commissioner in Sind may be appointed with suitable and necessary staff.

For efficiency, a larger inspecting staff is necessary. At present inspecting officers are only able to see each school once in the touring season, and very few schools in the summer owing to the difficulty of getting conveyance and of travelling and too large ranges for work. If, say, 2 *talukas* were assigned to each assistant deputy educational inspector, and he were required to remain within them and move incessantly in them, better work would be done. There will be no difficulty of conveyance owing to smaller distances to be done. This will lead to a vast improvement in the village schools. For owing to the smaller area for work the assistant deputy educational inspectors will be able to confer with the people, with a view to bringing home to them the advantages of education, to instruct the masters, and by fully acquainting themselves with the local conditions to attend to every detail of the schools. They could relieve the revenue Officers of much of the detailed work of school attendance, building, repairs, etc., to which these cannot attend owing to the multiplicity of their duties.

Transfers of officers in this department are undesirably frequent and should be stopped. This can be effected by having graded progressive appointments in every office and school. Besides minimising the occasions for transfer, this principle has the further advantage of furnishing impetus for work with energy and zeal, and would attract the best men into the Service. Under the present conditions, it happens that one or two vacancies cause much disturbance in schools and offices, and sometimes as many as 15 or 20 transfers have to be made.

The pay bills of officers and staff require too many details to be entered in them. The usually sanctioned pay of the officers is drawn and sometimes increase or decrease occurs. The writing of unnecessary details only entails waste of time and energy in all offices through which the bills pass. I propose that this bill should be drawn in lump for the whole establishment. A column may be provided in which the sanctioned establishment charge can be shown. There may also be a column in which any increase or decrease may be explained. This will save a good deal of audit expenditure without entailing any fraud. Penalties for fraud are severe and it cannot be indulged in, except in very rare cases, without detection.

The travelling allowance and contract contingent bills are also elaborate. The above remarks apply here. A lump sum may be drawn on the authority of the officer countersigning them. The grant of certificates in these bills is useless. The signature of the Head of the office signifies that the bills are correct in all details and that he vouches for them.

Unnecessary detailed indents are required for standard forms and stationery, and they can, with advantage, be simplified. Two columns are sufficient—(1) for sanctioned quantity and (2) for quantity required.

Permanent travelling allowance should be granted to all officers as far as possible. This will save much trouble in the preparation of bills, in the countersigning office, in the treasury in which they are passed and in the audit office of the Accountant General. These can be fixed according to the area to be visited and the position and requirements of officers, or by a method which the Government may determine.

Indents are at present sent through the Director of Public Instruction. I recommend their being sent through the educational inspector in Sind as local Head of the Department.

All the statements attached to pension applications are based on service books which are the only reliable documents, and on which all detailed information is based. One statement showing all the necessary details is sufficient. The educational inspector may prepare this and forward it with his recommendation for pension to the Accountant General, who, after verification, may issue his certificate. The pension may thereafter be paid.

Office accounts of stationery and service stamps, are very detailed, and kept under instructions from the Stationery Department. Since the stationery has to be kept by an honest clerk and under check, there seems no necessity of keeping such a detailed account. There is very little chance of stationery being stolen as the quantity supplied is only sufficient for use during the year and is branded. Account is kept of each service stamp used. It is impossible that these can be misused. The only account that need be kept is the one which may suit each office for its own information in regard to the balances after certain periods.

Q. 901—You say that you do not possess the powers which are delegated to other Heads of Departments. What are your particular duties as inspector of education? A. As regards indigenous education, which is the lowest form, that is practically entirely in my hands.

Q. 902—What form does that take? A. It takes the form of *mullah* schools in Sind. As regards District Board education I simply administer the primary schools under the Act, that is to say the framing of the budgets which are sanctioned by the Boards which have the power also of selecting the exact curriculum, and the opening and closing of the schools; but we administer them for the Board. The other class of primary schools, the municipal schools which are under the control of the municipalities receive a grant-in-aid from the Government and are inspected by, and receive advice from the educational inspector. The secondary schools are mainly aided schools, with the exceptions of the Government high schools of which there are three in Sind. These are entirely under the charge of the department, and in addition to that we give advice and assistance on educational matters to any bodies who require it.

Q. 903—What power do you ask for exactly, when you say you want to be head of the department? A. Mainly powers as regards the appointment and dismissal of members of the staff of masters in the Local Board schools, and also in the Government schools.

Q. 904—Who pays for the Local Board Schools? A. The Local Boards contribute a certain sum, and there is also a Government grant. The Government grant is not given on a fixed proportion at present. It was reckoned on the expenditure of the Local Boards in 1902-03, and it was then roughly an equivalent sum to what they were spending then. It does not bear any exact proportion to the present amount spent by the Local Boards; it varies, it depends on the amount of the assessments, and the amount the Local Boards can spend.

Q. 905—\*Has a Local Board freedom to spend what it likes on education?  
A. Up to the assessed amount of one third of one anna in the rupee.

Q. 906—\*Then if the Local Board spend up to that limit do the Government contribute a corresponding sum? A. No, the Government contributes a sum equivalent to half of the sum which was spent in 1902-03.

Q. 907—\*Which is the larger contribution? A. As a rule the Local Board sum.

Q. 908—\*By how much? A. That varies.

Q. 909—\*By a considerable amount—say ten or twenty per cent?  
A. Say up to ten per cent.

Q. 910—Who appoints and dismisses the masters employed by Local Board schools at present? A. The appointments are made here, that is to say, a man coming out from a training college is examined by me, and appointed; but in the case of dismissals I have no power.

Q. 911—Has everything to go to the Director? A. Yes.

Q. 912—What is the length of your service? A. About 10 years.

\*The witness subsequently represented that by a recent provincial grant both the basis of reckoning and the proportion of the Government grant have been altered. The sum spent from Local Board funds is now almost equalled by the Government grant.

Q. 913—What did you start as? A. I started as head master of a Government high school in Poona.

Q. 914—What is the pay of the masters who you ask for leave to dismiss? A. From Rs. 10 up to Rs. 60.

Q. 915—Do none of them get more than Rs. 60? A. No.

Q. 916—What are the other powers which you seek as Head of the Department? A. Practically the various powers given by the Civil Service Regulations, with a few exceptions, to the Director of Public Instruction. My point is, that in the case of Sind these powers which require sanction are formal.

Q. 917—You say that the Commissioner in Sind has practically no powers with regard to education, and the Commissioner himself makes exactly the same statement; is it a wise arrangement that the Educational Department should practically in no way be controlled or directed by the Head of the administration in the province? A. I do not think it is a wise thing in Sind.

Q. 918—What are your relations with regard to the Commissioner in Sind? A. Practically none at present, except that he receives copies of the Local Board and municipal budgets which I send for sanction for every Local Board and municipality. That is all.

Q. 919—Have you absolutely no other dealings with him? A. I have none. There is a Government Resolution that in questions affecting Sind the Director of Public Instruction has to send his proposals to Government, through the Commissioner in Sind, so far as they relate to Sind.

Q. 920—Does the Director of Public Instruction come to Sind often? A. He comes as a rule once a year, and stays perhaps a week or two weeks.

Q. 921—Does he travel about? A. Yes, he is in the habit of visiting one or two of the larger towns, but he does not travel in the districts. He comes to Karachi, Hyderabad and Sukkur.

Q. 922—Does he formally on his own initiative, or on your advice propose schemes in connection with education for Sind? A. No, that has not been the case in my experience.

Q. 923—What sort of proposals would he submit to the Government of Bombay through the Commissioner in Sind? A. He would submit financial proposals as regards the allocation of imperial grants, and he would submit recommendations for building grants and so on.

Q. 924—Where do these proposals originate? A. Here. In the case of an imperial grant the Imperial Government gives to the Government of Bombay a certain sum which the Director is requested to allocate; he would then write up to me and say that he proposed a certain proportion of that sum should be allotted to Sind and ask how it would be spent; then I would draw out a scheme which would go to him and, according to the Government resolution, he ought to submit that through the Commissioner in Sind to Government.

Q. 925—Does he submit it? A. I do not know; it does not come within my absolute knowledge. I believe it is not the case.

Q. 926—It is not sent through the Commissioner in Sind, although there are Government orders that it should be done? A. I believe that is so.

Q. 927—Is it a good thing that the Commissioner in Sind, according to your statement, should have no powers with regard to education? A. I think he ought to have powers.

Q. 928—Do you think that you yourself ought to be under his control? A. Not exactly under his control—that is to say I do not think the administration of education ought to be under the Commissioner in Sind, but he ought to be

associated with the department in the way of being able to make original proposals as regards financial questions.

Q. 929—Which the department should, or should not accept, according to their pleasure? A. That I am not so certain about. As a rule the opinion of the Commissioner in Sind would be more valuable than that of the Director of Public Instruction.

Q. 930—Would the Commissioner, or the Director of Public Instruction, be the better authority? A. According to the suggestion I would make, you could not give complete control to one or the other, that is to say, one would have the final authority in certain things,—the Director in all technical questions—but in the case of the assignment of finance the Commissioner in Sind ought to have the final voice.

Q. 931—How many departmental officers have you in Sind? A. The inspecting staff numbers 16.

Q. 932—How many of them belong to the Indian Educational Service—are you the only one? A. No, the head master of the high school at Karachi and the inspectress of girls' schools.

Q. 933—How many represent the provincial establishment? A. There are two masters, and the deputy inspectors of divisions are Gazetted Officers, but not borne on the provincial list—there are four of them and with their assistants they make up 16.

*Sir Frederic Lely.*

Q. 934—Is it your view that the education inspector should be the Head of the Education Department in Sind. Would you have two distinct Heads, namely, a Director of Public Instruction in Bombay and an education inspector in Sind, both being collateral? A. No, the education inspector in Sind should be subordinate, and all I ask for is certain powers which are commonly given to a Head of Department which I do not at present possess.

Q. 935—Then you would not do away with your subordination to the Director of Public Instruction? A. Not at all.

Q. 936—Have you any other variations to suggest with regard to the administration of the Education Department in Sind? A. None except that certain powers which under the Civil Service Regulations, are given to local Heads of Departments ought to be given to the educational inspector seeing that the conditions are so peculiar, and the only other suggestion is that regarding the Commissioner in Sind being given more direct control over education.

Q. 937—Has a District Board power to make alterations in the curriculum in private schools? A. No, it has not power to alter the curriculum, but it has power to select which curriculum shall be used in a particular school.

Q. 938—Has it any power over the masters? A. No, they are absolutely under the control of the department.

Q. 939—Have you a system of visiting committees? A. There are School Committees.

Q. 940—Are their recommendations attended to? A. They practically give no recommendations; they are more or less, speaking generally, a dead letter.

Q. 941—Do the people at large take absolutely no interest in their schools? A. Yes, practically speaking.

Q. 942—Can you make any suggestions for attracting their interest in the schools and securing their help? A. I think if it were the fact that the Commissioner in Sind was directly connected with the department, it would be of great assistance, because that would react through the Collectors and the Assistant Collectors on the School Committees.

Q. 943—Do not Collectors and other District Officers take any interest in them now? A. They do, but if it is realised that the Commissioner was directly interested in the question it would still further help.



Q. 944—Has the Collector any definite connection with village education?  
A. Yes, as President of the District Board,

Q. 945—And as such does he visit the schools? A. Yes.

Q. 946—Does he stir up the School Committees? A. Yes as far as possible.

Q. 947—Have the Collector and other District Officers any direct connection with higher education? A. They have with a large part of it, because a large portion of it is managed by municipalities; the municipalities have a good number of Anglo-Vernacular Schools and then connection is of course direct.

Q. 948—But it is on the financial side? A. Yes; of course the Assistant Collector or the Collector is very often President of the municipality and, as such, takes a direct interest in the schools.

Q. 949—How many normal schools have you in Sind? A. Three altogether. All at Hyderabad.

Q. 950—Has the Collector any definite connection with them? A. No.

Q. 951—Does he visit them at all? A. No.

Q. 952—Has he no responsibility whatever in connection with them?  
A. No.

Q. 953—Would it not be a desirable thing to attract the help of the District Officers in the higher branches of education—in secondary and normal and high schools? A. There would not be much advantage to secondary education, because that is going on most successfully, and I do not think any assistance is required with regard to it.

Q. 954—Are you satisfied with the general tone of higher education in Sind? A. Yes, quite.

Q. 955—You would not even appoint visiting committees for these higher institutions? A. No.

Q. 956—Would you prefer that they should stand absolutely aloof from the current administration of the district? A. Yes.

Mr. Dutt.

Q. 957—Will you explain exactly what *Mullah* schools are? A. *Mullah* schools are those where the ordinary village boy goes to learn his Koran which he is bound to do. It takes him roughly two to three years to complete his Koran studies, and about 1886, or 1887 a proposal was made whereby the *Mullahs* received a grant, which was originally a capitation grant, on the boys attending the schools and learning the Koran; that grant was originally paid by the District Boards, but later on Government assigned a grant for the purpose, and the system has been entirely changed into one whereby no grant is given unless secular education is imparted. Now the *Mullah* receives no grant for a boy who simply attends a school and learns the Koran, but he does receive a grant according as the boy has passed certain standards of secular education. At present there are about 650 *Mullah* schools in the whole province which are recognized, educating about 25,000 boys, 50 per cent. of these schools being now practically on as good a basis as a rural school, and in time they will all come up to the standard.

Q. 958—Do you pay the *Mullahs* according to the results of examinations?  
A. Yes.

Q. 959—On the whole has the scheme been successful and is it capable of further expansion? A. Yes.

Q. 960—Are they paid from Government funds entirely? A. Yes.

Q. 961—And not from Local Board funds? A. In working out a scheme some few years ago in order to encourage certain *Mullahs*, the Local Boards sanctioned a grant of Rs. 3 or Rs. 4 a month to those who were really doing well, the Government grant at that time being limited to Rs. 72 per annum for each *Mullah*, but since then I have had

the maximum raised to Rs. 150, and the amount is paid annually from Government funds.

Q. 962—The average comes probably then to over Rs. 100 for each *Mullah*?  
A. I should say the average for the current year has been from Rs. 70 to Rs. 90.

Q. 963—Are all these schools primary schools? A. Yes.

Q. 964—I suppose the boys are all Muhammadans? A. Yes, entirely.

Q. 965—Are the Board Schools entirely supported by the Local Board or are they aided? A. They are purely schools belonging to the Local Boards, and the Local Boards finance them partly from their own assessments and partly from the Government Grant.

Q. 966—Do you administer the money? A. Yes.

Q. 967—You do not give a village a monthly stipend of Rs. 5 or Rs. 10 and ask the villagers to support their own institution? A. No.

Q. 968—When there is a school in existence you support it entirely from these funds? A. Yes.

Q. 969—Is the amount which the Boards spend on education one third of the one anna cess, in addition to the amount which is received from the Government of India through the Bombay Government? A. Yes.

Q. 970—And the whole of these amounts are made over to you? A. They are made over to me, and distributed according to the budget which I send to the District Board.

Q. 971—Has the District Board power to alter or modify the budget in any way? A. Yes.

Q. 972—As a matter of fact do they modify it? A. Very little; you may say practically not at all.

Q. 973—Is the number of Board Schools large in every district? A. Yes; they vary according to the number of villages and according to the desire on the part of the people for education.

Q. 974—What is the average number of village schools in a *taluka*? A. That would be impossible to give, because in some *talukas* there are practically none at all.

Q. 975—What is the average number of schools in an advanced district like Hyderabad or Karachi? A. Karachi is one of the worst places in that respect; I cannot give you an estimate by *talukas* at all.

Q. 976—Are there 100 Local Board schools in the Karachi district? A. Yes, I should think there are not more.

Q. 977—So that the number of schools is very small, compared with the number of villages? A. Yes; one school very often in the more closely populated parts serves three or four villages.

Q. 978—Is there a School Committee attached to each of these village schools? A. Yes.

Q. 979—Is the committee supposed to look after the management of the schools? A. Yes, there is supposed to be a Visiting Committee to look generally into the affairs of the schools and to make suggestions.

Q. 980—Does the committee consist of men resident in the village? A. Yes.

Q. 981—Do these Committees give you any practical help in the way of suggestions? A. None at all.

Q. 982—If you gave them a little more power might they interest themselves more in the schools? A. I do not think so.

Q. 983—You said that the appointments of teachers are made by the Director of Public Instruction, but is that so? A. Masters come out of the training college when they have passed their examinations, and a list of them is submitted to the Director of Public Instruction who formally sanctions it.

Q. 984—Would you give District Boards a voice with regard to appointing or removing teachers? A. No, I do not think that would be possible. I do not see how it could work; they have no means of judging or selecting whatsoever. Take for instance the Upper Sind Frontier District, if you gave such a power to the local bodies of selecting masters they would naturally wish to select people they knew, but as a matter of fact there are practically no candidates coming to the training college at all from that district.

Q. 985—Supposing a recommendation came from you and the final appointment rested in their hands, would that work? A. I do not see what would be gained by it; you would simply submit the name of a master, and they would know nothing about him.

Q. 986—They pay for these schools, and should they not have some voice in the appointment and removal of the teachers? A. Not on that particular point.

Q. 987—They practically have no power over their own schools; do you not think that they ought to have some power? A. I do not think in the appointment of masters it would be a practical suggestion. There is however, one point on which they are always listened to as regards masters. Very often the village people know a man very well and have had experience of him and write and say "May we have so and so?" and if they do, it is almost invariably sanctioned.

Q. 988—So that they ask for your sanction, and under your sanction they can appoint a certain man? A. No, that is hardly so. A man makes a reputation in a certain place as being a good master, and very often the village people write and ask as a favour that that particular man may be sent to them, and it is done.

Q. 989—But the Board cannot pass any orders in that matter; they have to be passed by you? A. Just so.

Q. 990—What degree of control would you leave with the Commissioner in Sind in regard to educational matters, between you as inspector, and the Director of Public Instruction? A. The financial proposals ought to be in his hands; practically it would resolve itself into this. In framing its budget the Government of Bombay, instead of assigning a lump sum for a grant-in-aid and building grants and so on, would give a portion of it to Sind, and allow it to be administered under the direction of the Commissioner.

Q. 991—Are municipal schools entirely supported from the municipal funds? A. Yes, together with the Government grant.

Q. 992—Is the management partly in the hands of the Municipal Commissioners? A. Almost entirely.

Q. 993—So that they have a larger hand in the administration of their institutions than the Local Boards have in regard to their Board Schools? A. Yes.

Q. 994—Does that answer fairly well in practice? A. I would not put it so strongly as "fairly well"; I think it would be very bad if we had not a certain amount of control in the matter.

Q. 995—But with your control the system works well? A. Yes, fairly well.

Q. 996—Do the scholars in the Board schools have to pay any fees? A. Yes there is supposed to be a fee, but as a matter of fact in Sind the local remissions are very large, that is to say, the total amount of fees derived from our schools only amount, to about to Rs 6,000 per annum.

Q. 997—What is the monthly fee? A. It would vary from one-half anna to four annas.

Q. 998—Would that apply to all the primary schools? A. Yes.

Q. 999—In the higher standards do they pay more? A. No, about four annas is the highest fee.

Q. 1000—In some countries there is a plan by which a teacher, before he can be appointed to a post has to satisfy the Director of Education that he has the necessary qualifications and for that purpose the Director of Education keeps a list on which any body with the prescribed qualifications can be registered, and the local authorities are entitled to select any one they like from the list and make the appointment themselves. Would that plan, work satisfactorily in Sind? A. I do not think it would, because the tendency would be for village communities to introduce friends of their own, just as we find in municipalities at the present moment, and that is one of the great drawbacks to municipal education.

Q. 1001—But in so far as they get the men they want, instead of the men they do not want, would you object to it? A. No, not in that particular respect.

Q. 1002—At any rate, it would give the Director or the inspector the necessary control because none would get on to the list unless he was a qualified man? A. Yes, so far.

Q. 1003—And it would also have the effect of allowing District Boards to appoint the men they wanted within certain defined limits? A. Yes, the difference really lies in the point of view of the Local Board; that is to say, if the Local Board took an interest in its schools, and really was working for the furtherance of the schools, that would be all right, but, as a matter of fact, if such a power were given them, the only way in which they would use it would be to help their own friends.

Q. 1004—Who is the chairman of the Local Board? A. The Collector.

Q. 1005—Would he not exercise a wholesome influence? A. He would, but he would not be able to devote the amount of time and care necessary to supervising every case.

Q. 1006—Would it add substantially to the interest which the Local Boards take in education, if they had the power of appointing masters, for instance? A. I do not think it would make any difference in Sind.

Q. 1007—It was suggested in Bombay that the teachers themselves would object to the power of appointment being vested in Local Boards on the ground that it might to some extent effect their prospect? A. Yes, a good man does not care whether he has influence in any particular district or not; he knows if he does his work, he is sure of promotion; but on the other hand you might have so much favouritism that good masters would not be promoted.

Q. 1008—Are masters transferred very much from one district to another? A. No. I would not say that they remain in one District all their time, but transfers are not frequent.

Q. 1009—Are there any Local Board inspectors? A. No.

Q. 1010—Should Local Boards be allowed to have their own inspecting staff? A. No, I do not think that would work at all. You would not get the same good staff of inspectors that Government maintains at present. The present inspecting staff, practically speaking, is the agent of the Board, that is to say, they send a copy of the report to the Board of each inspection they make.

Q. 1011—The post of an inspector to the District Board might be opened to the more promising school masters? A. Certain very selected school-masters are appointed inspectors; that is one of the prizes to which they can look forward.

Q. 1012—To that extent you would get the same class of men for Local Board inspectors as you would for Government inspectors? A. No, because

these men are men who use the vernacular, and you could only give them a few posts, and it would lead to tremendous inconvenience in administration.

Q. 1013—Suppose government made a suggestion to a village that they would pay the salary of a school master if the village would find the school room and books, and so forth, would the villages take up the idea? A. Not in Sind.

Q. 1014—Because they are not sufficiently educated themselves and are not sufficiently interested in the subject? A. I do not think they would touch the suggestion at all.

*Mr. Meyer.*

Q. 1015—Are there not a number of quite small municipalities in Sind? A. Yes.

Q. 1016—Do they also have the management of the schools with their own establishments? A. Yes.

Q. 1017—In a big municipality like Karachi, have they to keep some sort of inspecting staff? A. They keep a supervisor of schools who goes round and helps the masters to administer the schools and gives them instructions in better and later methods of teaching.

Q. 1018—Does he report to the municipal President as to the work of the masters and as to which of them deserve promotion? A. Yes, I fancy so.

Q. 1019—Is he a man borrowed from the Education Department? A. No.

Q. 1020—Is the establishment you maintain in the Board schools an establishment of provincial men, and do they get the regular provincial terms as regards pension and so forth, or are they Local Fund servants? A. They are Local Fund servants and get the ordinary Local Fund pension.

Q. 1021—They are Local Fund servants controlled by you? A. Yes.

Q. 1022—As regards the municipalities, if you had the power, would you take away their functions with regard to the control of schools and vest them in your own department in the same way as that of the District Boards? A. No, I think not.

Q. 1023—Would you keep up the existing situation? A. Yes, I think so, because in time they will undoubtedly learn to administer matters very much better than they do.

Q. 1024—Throughout the whole province of Sind are there not several hundred District Board schools? A. Yes.

Q. 1025—You cannot possibly know all about the masters in all these hundred of schools? A. I cannot personally know every master, of course.

Q. 1026—And you have to rely upon your subordinates? A. Yes.

Q. 1027—What class of men are they? A. They are an extremely good class of men—mainly graduates of the University especially selected for the inspecting staff.

Q. 1028—Are they sub-assistant inspectors? A. They are called deputy inspectors and assistant deputy inspectors with pay ranging from Rs. 75 to Rs. 300.

Q. 1029—Do they make recommendation to you as to the appointments and promotions of rural schoolmasters? A. No, nor as to appointments except of untrained men.

Q. 1030—Supposing you have a new school started in a rural area and you have to put in a schoolmaster at Rs. 8 or Rs. 10 a month, what would be done? A. In that case the deputy would suggest a man from his list, or he would probably suggest a man who was an assistant in an existing school as having had previous experience.

Q. 1031—They deal then with appointments and promotions? A. Yes they make their recommendations.

Q. 1032—You say if the District Boards had the management of schools in their own hands there might be jobbery, but is it not possible that with the present local men there might be jobbery occasionally? A. That would not be possible, because they must obtain the sanction of my office in every case, and the only way in which an appointment is sanctioned is by looking up the reports running through several years with regard to a particular man, and no appointment would be sanctioned until that had been done. We have a complete and full record of every man's services, and we act very largely upon that.

Q. 1033—Which again is a record of the reports made by your local officers? A. Yes, but by officers, not by a single officer.

Q. 1034—In regard to the appointment of a new man, if the deputy assistant inspector says a certain man is a good man, you do not generally know any thing about him. Do you take his word for it? A. Yes.

Q. 1035—In that case is it not possible you may have people helping their friends? A. No, not to the same extent as in the case of a District Board, because the deputy inspector is a trusted officer who knows and keeps a list of men he would recommend for appointment. He is in the position of being able to judge of their qualifications much better than a body of ignorant men on a District Board.

Q. 1036—Supposing you had such an officer under the Local Board would not that be as good as the present system? A. I do not think so, because the Collector cannot spare any time to look after the work, and it is much better done by a separate department.

Q. 1037—Are the *Mullah* schools absolutely outside the control of the District Boards? A. Yes.

Q. 1038—Is there no danger of clashing in cases where a District Board might propose to run a school of its own and you subsidised *Mullah* schools? A. No, we should never subsidise *Mullah* schools which interfered with the Local Board schools.

Q. 1039—Would you ascertain that first? A. Yes.

Q. 1040—Supposing you have one or two *Mullah* schools working under grants-in-aid, and a District Board decided that they would have a school of their own, would you withdraw your grants? A. No, we would not withdraw the grant but we would change its form; we would pay the *Mullah* a capitation grant for the number of boys he supplied to the Board's schools, and if he was a *Mullah* who really promised well and we could depend on him, we should appoint him as a junior assistant in the Board's schools.

Q. 1041—Would that not interfere rather with his religious functions? A. No, he would continue those entirely outside the Local Board schools.

Q. 1042—With regard to the management of affairs financed by local bodies there are two schools of thought one saying they must look to efficiency and therefore must have departmental management, and the other that they must get people to take a greater interest in the matter, which could only be done by an immediate sacrifice of efficiency and giving them some larger powers of control. Do you take the efficiency stand point, in the matter of education at any rate? A. I look at it from the point of view that the people in Sind have not arrived at the stage at which they can be trusted with the control, but probably in time to come it may be expedient to give them more.

Q. 1043—Have you served in Bombay proper? A. Only a very short time as an inspecting officer.

Q. 1044—Are all provincial appointments of Rs. 25 and upwards at present made by the Director of Public Instruction? A. Yes.

Q. 1045—Apart from this scheme of yours for giving special powers to the inspectors of schools here, might not inspectors have larger powers in that matter universally? A. Yes, I think they might to a great extent.

Q. 1046—How far would you go? A. I am not prepared to say what might be the case in any district except Sind, because the conditions are different in this respect, that masters in the Presidency are transferred from one educational inspector's division to another, that is to say there is a constant flow of masters between the various divisions according as posts are vacant, but up here, the thing becomes really formal; the Director does not know the men, he never has an opportunity of knowing them, and therefore recommendations made to him must receive merely a formal sanction. I am only prepared to speak for Sind.

Q. 1047—You desire that pay bills should be drawn in lump for the whole establishment; how is the Audit Officer to see whether a particular officer is getting more or less than the sanctioned pay? A. The pay is distributed by officers whose position puts them above any suspicion; that is to say, the head master of a high school is one of our best and most trusted officers drawing Rs. 400 or Rs. 500.

Q. 1048—It is not a question of bad faith but of mistakes; people might misapprehend the terms of a sanction and so on? A. I do not think mistakes could be made in respect of pay bills, and if my suggestion were adopted it would do away with an immense amount of detail which is not necessary, in checking these things.

Q. 1049—Have you never had any item of pay challenged by the Accountant General? A. No, I think I have been fortunate in that respect.

Q. 1050—But you have had challenges in regard to your subordinates? A. Not as regards the amount that ought to be paid to them, but as regards the actual way in which the pay bills were made out. There is such an immense amount of detail under present regulations which has to be put into them, that it is difficult to avoid mistakes which cause an immense amount of delay and annoyance.

Q. 1051—Must there not be some sort of scrutiny? A. The method I suggest would give quite as much scrutiny as is necessary to check them.

*Sir Steyning Edgerly.*

Q. 1052—Is there not some difference in the degree of interest Local Boards in Sind take in education? A. Yes.

Q. 1053—Which do you consider your best Board in that respect? A. Sukkur and Larkana are the two best.

Q. 1054—Do they interest themselves much in the local primary schools? A. They do to a greater extent than the others but I would not say much.

Q. 1055—Do they use the powers they have as regards starting and closing schools? A. I do not know that they would of their own initiative.

Q. 1056—Whose initiative stimulates them? A. We make a proposal to them as regards a school at a certain place, and very often they say they would rather have it at a village four miles away.

Q. 1057—Is the Hyderabad Board any help to you? A. Yes, especially in the northern part of the district in the Naushahro Division. There, there is a zamindar of considerable intelligence who takes an interest in education and who can control the whole of his *taluka* Board; he is of considerable help to us.

Q. 1058—So that even with the powers they have it is possible for the Boards to take a very great interest in education and be useful, and to influence the progress and promotion of education? A. Yes.

Q. 1059—Really the difficulty is in getting the people to use the powers they have? A. Yes, it is not the mechanism which is at fault; it is the apathy of the people.

Q. 1060—What experience have you on the subject of travelling allowance?  
 A. At present the manner in which the travelling allowance is drawn by the officers of the inspecting staff causes them a tremendous amount of annoyance and throws a great deal of work on them, and it is also very unfair to them in many respects; the allowance made is very small and it is hedged in by so many conditions that, as an actual matter of fact no inspecting officer can get through his work without having to pay out of his own pocket certain charges which are absolutely fair, but which are hedged round by such conditions that he cannot draw them.

Q. 1061—Do they all keep permanent carriage during the touring season? A. Yes.

Q. 1062—So that the simplest system for Sind would be to pay for the carriage? A. You might put it in that way. Of course they would require a certain amount more because of the expenses incidental to travelling.

Q. 1063—But on the whole, would a permanent allowance save a great deal of trouble and annoyance? A. Yes.

Q. 1064—Would it leave you sufficient power of control over their movements? A. Yes, I think so.

Q. 1065—Does the system of daily travelling allowance give you any greater power of control? A. I think not; in fact I should say that a permanent travelling allowance system would give an Inspecting Officer a great deal more freedom. That is to say, at present he is compelled to make certain journeys, to comply with the regulations governing the travelling allowance, because naturally a man can hardly be excepted, day after day to spend sums out of his own pocket. If he had an ordinary travelling allowance he would have much more freedom in arranging his tour.

The witness withdrew.

MR. H. C. MULES, M. V. O., was called and examined.

Q. 1066—You are the Collector of Karachi? A. Yes, off and on for about 3 years. I am one of the two remaining members of the old Sind Commission.

The right of appeal is too liberally allowed now and thereby it becomes possible for undesirable persons to regain their appointments.

There has been a tendency to require more statistical and other information of late years, but I attribute it chiefly to the questions asked in Legislative Councils which have to be replied to. I do not remember, however, in recent years any such call for special information by the Secretary of State. Generally Government endeavour to reduce the calls on District Officers as far as possible.

The powers of the Commissioner in Sind generally should be as extensive as possible. His powers, as it is, are extensive and Act V of 1868 (India) permits the almost indefinite extension thereof. As to the following matters, he might well be authorised to pass final orders :—

Subject.	Existing rule governing exercise.	Delegation proposed.
Forest settlement reports ...	Section 19 of Act VII of 1878, India.	The powers of the Governor in Council to be given to the Commissioner in Sind.
Revenue settlement reports ...	Section 102 of Bombay Act V of 1879.	
Special survey questions ...	Chapter VIII of Bombay Act V of 1879.	
Territorial changes within districts...	Chapter VII of Act V of 1879.	



While as to land grants his powers should be unlimited and he should exercise all the powers of a Local Government under the Municipal Act. Collectors and Deputy Commissioners might be granted extended powers in various directions. Sub-divisional and *taluka* Officers require no further powers, *i. e.*, none beyond the power of the Commissioner of Sind to sanction. These powers are already ordinarily those of a Collector and it depends largely on the individual idiosyncrasy of the Collector to what extent these are exercised.

I am in favour of allowing the Commissioner in Sind to deal with such matters as authorising payment of grain compensation when admissible; in fact, Collectors might be given the power; at this moment grain compensation has been due for months past in this district, but no orders have yet been passed by Government. Then as to travelling allowances, the Commissioner in Sind should be empowered to relax the 21 days rule.

I do not consider an appeal from an appellate order passed by the Commissioner in Sind should lie to higher authority. But one appeal should always lie, except, for instance, in the case of the Sind Frontier Regulation. The orders of the Commissioner in Sind thereunder should be absolutely final. I would allow one appeal only in the case of Non-Gazetted Officers, and no appeal beyond the Collector, in the case of officers drawing less than, say, Rs. 30 per mensem, from an order of dismissal by an Assistant Collector and Magistrate duly authorised to pass it. An appeal should lie to the Commissioner only from an original order of dismissal by a Collector. There should be no appeal against orders reducing or otherwise punishing such officers by Collectors.

There is a tendency to sacrifice more important interests for the sake of uniformity, *e. g.*, Sind is entirely different from the Presidency proper in nearly every way, but the tendency now is to endeavour to wheel her into line with the Presidency by means of the administrative machinery provided by the appointments of Director, Land Records, and Director of Agriculture. Provincial Directors of Land Records and Agriculture should, so far as Sind is concerned, if allowed to interfere at all, only do so in direct subordination to the Commissioner in Sind and not merely in correspondence with him. This would to some extent prevent officers entirely unacquainted with the conditions of Sind being in a position to force their views on the notice of Government independent of the informed criticism of the Commissioner in Sind.

At times the view of the Secretariat comprises a rather narrow field. I do not think the Bombay Government is too much dominated by revenue considerations, and I utterly disbelieve any officer under that Government has ever had a black mark against him because he has *bona fide* and liberally recommended remissions. I mention this in view of what I read of evidence given in Madras. On the contrary, within my experience, officers have always been encouraged (especially of late years) in Sind to be liberal in such matters.

The influence of the Commissioner in Sind is strong with all departments in the province, and his views always receive full consideration.

Executive Officers have plenty of opportunities for personal contact with the people if they choose to avail themselves of them.

I do not think as a general rule that officers have a sufficient knowledge of Sindi.

Every recommendation I have made for increases of establishment has been wholly, or almost wholly, sanctioned. I want an Assistant City Magistrate at Karachi (sanction has been applied for), and the augmentation of the police force at Karachi itself is a burning question. The city is under-policed to a marked extent.

A new district is required, composed from the Hyderabad and Thar and Parkar districts, and proposals are before Government. Minor territorial changes may be necessary elsewhere, and I am contemplating one such change in my own district.

The frequent transfers of officers in subordinate grades in my district is necessary owing to climatic conditions. I do not consider Gazetted Officers are transferred unnecessarily or capriciously. Since the abolition of the Sind Commission, District Officers seldom stay long enough in a charge to acquire that personal influence, and local knowledge, which used to be a marked feature of Sind Administration. Promotion among officers of the Indian Civil Service serving in Sind is, and has been for years past, rapid, so that very junior officers comparatively speaking find themselves in acting charge of districts.

Subject to budget provisions, such a municipality as Karachi should be in a position to engage temporary establishments, grant trivial increases of salary, authorise payment of grain compensation, and so on. At present, all such matters require the sanction of the Commissioner in Sind.

I am not of opinion that the functions of the Port Trust, municipalities or District or *taluka* Local Boards need be extended.

I altogether object to the idea of constituting Advisory or Administrative District Councils in Sind. The province is not, and will not be for many years to come, ripe for anything of the kind. Nobody who has—as I have—for many years had to deal with District Boards and municipalities in Sind, could be in favour of the idea. Of course, men would be eager for the position conferred by appointment to a District Advisory Council, but only on account of the status thereby acquired. If Provincial Advisory Councils are to be created under the Government of India scheme now under consideration, I consider Sind should have a branch Advisory Council, instead of merely sending one or more members to the Bombay Council.

It is certainly not desirable to give to District Boards control over minor municipalities. In fact to attempt to do so would merely result in giving Collectors and Assistant Collectors control which they already exercise. The ordinary District Board members would take no interest whatever in the matter, and those who did would use their powers to stir up feeling. There are, it must be remembered, no village communities in Sind and the urban and rural classes are quite distinct.

There are no village communities in Sind.

I am of opinion generally that in view of the geographical isolation of Sind and her marked difference in all ways from the Presidency proper, the greatest administrative power, compatible with general subordination to His Excellency the Governor of Bombay in Council, should be given to the Commissioner in Sind.

Q. 1067—Are there any powers which the Commissioner in Sind could on his own authority delegate to Sub-Divisional Officers of all classes which he has not already delegated? A. Yes. The delegation would be through the Collector; the Commissioner would not delegate direct to Sub-Divisional Officers. By executive order the powers of Sub-Divisional Officers are in some matters restricted under the Commissioner's special circulars.

Q. 1068—That is to say that there are certain powers which the Commissioner in Sind can delegate but which for some reason or other he has either withdrawn or has not delegated? A. Yes.

Q. 1069—Is that a general exception? A. No, there are very few matters of that kind; it is chiefly land grants which I have in my mind.

Q. 1070—Are there certain powers which you as Collector can withdraw?  
A. I can direct a Sub-Divisional officer not to exercise them.

Q. 1071—In your Collectorate are there certain officers from whom you have withdrawn powers? A. I direct the exercises of these powers according to the individual, and according to the experience and length of service and his fitness to exercise them, I delegate them.

Q. 1072—I thought they could all exercise them unless you withdrew them? A. Yes.

Q. 1073—Then are there certain officers you have told not to exercise certain powers? A. Yes.

Q. 1074—What is your reason of giving that order? A. Partly owing to the fact that of late years in connection with the grants of lands, the powers not only of the Collectors and the Sub-Divisional officers, but of the Commissioner in Sind have been restricted by Government, and we have received executive instructions that we are only to entrust full powers to Assistant Collectors when we are entirely satisfied that they have sufficient experience and knowledge to exercise them fully; therefore we have to exercise discrimination. When I was an Assistant Collector there were no restrictions of the kind, and, as Assistant Collector I exercised just the same powers as my Collector did, which were practically unlimited in those days.

Q. 1075—Do you say that in consequence of the powers of the Commissioner having been restricted you have received executive orders from him to restrict someone else's powers? A. The whole of the powers have been restricted all round.

Q. 1076—Is it because the Commissioner has had his powers restricted (I suppose by the Government of Bombay) that executive orders have been issued to you to restrict the powers of your subordinates? A. I can only answer the question by telling you that the whole subject was threshed out by Government and these restrictions were imposed.

Q. 1077—Then because the Commissioner's powers have been restricted, you have received executive orders to restrict the powers of your subordinates? A. Yes, it comes to that.

Q. 1078—\* Were these restrictions issued by the Government of Bombay? A. Yes.

Q. 1079—\* And more particularly in respect of transactions in connection with land grants? A. Yes.

Q. 1080—\* Have the restrictions which you have been directed to lay upon the action of your subordinates been injurious or the reverse? A. They have not been injurious, but of course they increase the work of the Collector and the mass of papers he has to deal with. If a Sub-Divisional officer is empowered to grant say, only up to an area of 25 acres of land, it follows that all grants above that have to come to the Collector for sanction.

Q. 1081—\* Has that increased your work and crippled your subordinates' responsibilities? A. It has increased my work and decreased the responsibilities and prestige of the Assistant Collectors.

Q. 1082—\* Have your powers as a Collector been restricted by these same executive orders? A. They have.

Q. 1083—\* Has that necessitated from you a greater number of references to the Commissioner? A. It has.

Q. 1084—\* Always, as I understand, in connection with these land grants? A. Yes.

\* The witness subsequently represented "I was not aware at the time of giving evidence that the rules to which I referred were cancelled two years later when I was on furlough. My evidence therefore should be read as referring to the cancelled rules which I believed to be in force, but to be held in abeyance by the Commissioner in Sind. The powers of the Commissioner in Sind are even now to some extent restricted as also are those of Collectors and Assistant Collectors. The restriction of the powers of the latter by Collectors, I regard as the result of orders which have from time to time been passed by Government and the Commissioner in Sind impressing the necessity for care, but I had overlooked the fact that in 1905 the Commissioner in Sind expressly enjoined on Collectors that they should empower Assistant Collectors freely."

Q. 1085—Have you, as Collector, found that your work, as such, has been interfered with in any way by the Director of Land Records and the Director of Agriculture? A. I have; there is a particular instance which I can give you in which the Director of Land Records and the Director of Agriculture (who was one and the same person) during a short tour in Sind which covered a period of about ten days, issued an order to one of my subordinates which I did not consider he had a right to do. It was in connection with the way of filling in forms. He instructed him to fill in certain forms in a certain way in opposition to my orders, without communicating with me first of all.

Q. 1086—What class of subordinate was this? A. An officer in charge of a Sub-Division, and through him his *taluka* Officer.

Q. 1087—Did you report the circumstance to the Commissioner? A. Yes, officially.

Q. 1088—Was that an isolated instance? A. Yes as to direct interference.

Q. 1089—Are there any cases of indirect interference of which you complain? A. There is the pressing by these officers for the introduction of the system of administration which is in force in the Presidency of Bombay, and urging its application to Sind.

Q. 1090—Can you give some clearer explanations as to that? A. Not from official correspondence, but in demi official correspondence, it has been urged that what are called circle inspectors of Land Records in the Bombay Presidency, should be appointed in Sind.

Q. 1091—Are you alluding to the same department? A. Yes; that was merely an instance urging something which, I think, is unsuited to Sind.

Q. 1092—And doing it all without the knowledge of the Commissioner? A. No, this was in correspondence with the Commissioner in respect of Sind generally.

Q. 1093—Have you noticed the same tendency in other departments? A. The Commissioner in Sind does not appear to me to have so much to do with the whole of the work of the Director of Land Records and agriculture, the Director of Public Instruction and the Engineers in the Public Works Department as he ought to have, as the Head of the province.

Q. 1094—You say that officers have not a sufficient knowledge of Sindhi; is that lack of knowledge greater now or less than it had been? A. In the days of the old Sind Commission the officers spent their lives in Sind and knew Sindi well, but I do not wish to draw any invidious comparison; the circumstances are such that they cannot have. Probably an officer in the Bombay Civil Service nowadays has to pass examinations in three or four languages, and although I think that they have not such an efficient knowledge of Sindi as they ought to have, they can make themselves understood.

Q. 1095—Can they read or write it as a rule? A. A very few of them.

Q. 1096—They can probably talk with the illiterate classes, but would find it difficult to carry on a conversation with an educated man? A. No, the probability would be that they could carry on a conversation with an educated man, but not with the labouring classes; a labouring man always begins by imagining that he cannot understand a Sahib, which adds to the difficulty.

Q. 1097—Ought their knowledge to be increased? A. Theoretically, an officer ought to have a better knowledge of the language than he has.

Q. 1098—What are the land grant matters which you mention? A. It is the old question of the land grants in Sind which was brought before Government about seven years ago when the whole of the powers of the officers of the Land Revenue were restricted from top to bottom.

Q. 1099—What is the rate of pay for ordinary unskilled labour in Karachi?  
A. It varies from time to time, but in the busy season of the year an unskilled labourer can sometimes make as much as Rs. 1-8 to Rs. 1-12 per diem by simple dock labour, but of course that is only during the season.

Q. 1100—What is it in the slack season? A. That class of labourer would probably get from seven to ten annas a day, or Rs. 15 a month roughly.

Q. 1101—Is that rate of wage larger than it used to be? A. Yes, it has risen considerably the last 15 years or so.

Q. 1102—Has it risen a great deal during the last five years? A. No, it is very much what it was five years ago.

Q. 1103—Outside Karachi what is the ordinary rate? A. Wages have not risen in an extraordinary way, speaking from recollection. I should think outside Karachi about 6 annas a day in the rates of wage for an able bodied cooly.

Mr. Meyer.

Q. 1104—As regards the grant of land, is not the grant free of assessment, or in favourable terms as much a mortgage of the Government revenue for the future as the creation of an appointment? If you appoint a clerk at Rs. 25 you have mortgaged the Government revenue to that extent; and if you give land the proper assessment of which is Rs. 50 for Rs. 25, you have done just the same thing?  
A. I think not, exactly, because in case of the free grant of land on payment of what we called *malkano*, which is a payment for the right of occupying, does not effect the assessment at all; it is merely the sum which a man pays out of his pocket for the right of occupying the land, and our object is to get the land into cultivation, so that Government secures a recurring revenue hence forward.

Q. 1105—This is partly a raiyatwari and partly a zamindari province?  
A. It is under the raiyatwari system.

Q. 1106—Elsewhere in India the general rule is that you do not pay an initial sum for the grant of land; you take up land assessed at so much, and you pay that amount as long as you hold it; but in Sind you do both apparently you pay a lump sum down and pay assessment also? A. Yes, it is called the *malkano*.

Q. 1107—Is that a regular incident of taxation? A. No, it is fixed at the discretion of the officer who grants the land.

Q. 1108—Absolutely? A. Yes practically; you may say that it is fixed within certain limits, but it varies. We have also here a system of granting land on the restricted and unrestricted tenure, and that always makes a difference in the amount of *malkano* charged.

Q. 1109—Then your *malkano* is *pro tanto* an addition to the ordinary settlement rates? A. Only at the time of taking up land.

Q. 1110—It is a sum paid for good-will, so to speak? A. Yes.

Q. 1111—Is it that sum you want the local officers to have the right of remitting or reducing at discretion? A. They have that power.

Q. 1112—Then what do you complain of? A. The areas which may be granted by individual officers have been so restricted.

Q. 1113—You say the Commissioner should exercise all the powers of a Local Government under the Municipal Act, but does he not do so already in Sind? A. Not in all.

Q. 1114—In all important matters? A. Yes, nearly in everything.

Q. 1115—Could he conceivably abolish the Karachi municipality, or would that have to go to the Local Government? A. I do not think he has any such power. I think a municipality can be suspended but only by the Government of Bombay.

Q. 1116—Assuming him not to have it, do you desire he should have that power in Sind? A. When I say I desire that he should have all the powers of Local Government, it follows, they having that power, he would have it, but I have never known the power exercised yet as regards a municipality either by the Government or any body else.

Q. 1117—In the case of a city like Karachi might not the Local Government reasonably claim to be consulted before the situation is altered? A. In such a matter as a city municipality like Karachi certainly; I cannot conceive the situation arising myself.

Q. 1118—But does not the law naturally look to all the contingencies that can be foreseen? A. In the matter of a small petty *mufassal* municipality I should think the Commissioner in Sind as the Head of the Province if a situation arose would be competent to deal with it, but city municipalities would be on a separate footing.

Q. 1119—You say no municipality in Sind has power to appoint any establishments on its own authority; does that apply also to the District Boards? A. No, they have certain powers.

Q. 1120—What are they roughly? A. District Boards appoint their own temporary establishments, but they cannot make permanent appointments without the sanction of the Commissioner in Sind.

Q. 1121—What pay does an overseer get? A. Rs. 40 to Rs. 50 it varies; it is not fixed.

Q. 1122—You say that a Sub-Divisional officer can get the powers of a Collector, generally speaking, and it depends on the idiosyncrasy of the Collector how far he gets them; supposing you had an autocratic or centralizing Collector might he not reduce his Sub-Divisional officer to a nonentity? A. Yes if he choose he might say "I will not allow you to grant any loans," he might say "I will not allow you to transfer or grant leave to *tappedars* or any village officer."

Q. 1123—In your long experience in the province has that tendency come into play often? A. I believe that different Collectors throughout the province give their Assistant Collectors different powers—even men of the same standing. Personally I consider it is advisable to give Assistant Collectors the largest possible powers.

Q. 1124—Would it not be also advisable to give Assistant Collectors such powers, as a class, as they are fit to exercise, without the possibility of their being taken away by an injudicious autocratic Collector? A. You get very young officers in charge of sub-divisions now; the moment they have passed the higher departmental examination, owing to the few men we have, they are almost immediately placed in charge of sub-divisions without really any experience.

Q. 1125—Could you not deal with that, by making the powers depend on the service or grade? A. You nominally have grades of Assistant Collectors, but in practice in Sind we very often have hardly an Assistant Collector on duty whose substantive grade is above that of supernumery Assistant, while we have District officers in charge of Districts who are not second class Assistant Collectors.

Q. 1126—Under your present system you might possibly have a young Assistant with two or three years service in one district exercising more power than one say of 8 years service in another? A. It is quite possible; it depends on the Collector.

Q. 1127—Is that a good plan? A. That is the law and rules as they stand. I think it is a good thing that a Collector should have the power of restricting the powers to be exercised by his Assistants.

Q. 1128—We were told in Bombay, for instance, that no Sub-Divisional officer can move a *karkun* from one *taluka* to another; can he do so here? A. No.

Q. 1129—Might he not have that power? A. No. I think not, because they are on the general establishment and the moving of *taluka* Officers from one *taluka* to another tends to upset the general arrangements.

Q. 1130—You would have a certain number of men from the general establishment posted to a particular sub-division, but within that sub-division, might not a Sub-Divisional officer do as he chose? A. It might work in parts of the province, but in my district which is so malarious that we have to be constantly changing the men, it would not do.

Q. 1131—A Collector in Bombay proper cannot move a *mamlatdar* about in his district; is that so in your case? A. Yes.

Q. 1132—Do you not think he ought to have that power in Sind? A. I do not think it is necessary.

Q. 1133—You say in the matter of appeals the Commissioner's decision should be final when passed under the Sind Frontier Regulation; what is that? A. That is a semi-criminal Regulation which is applied in parts of Sind for the trial of offences committed by the Baloochies. When an offence is committed by a Balooch—frequently it is murder—it is generally connected with women and it is very often absolutely impossible to get evidence in these cases of any sort or kind except the fact that the man and the woman have been killed, and where this regulation is in force the Deputy Commissioner or the District Magistrate has power, if he finds there is no possible chance of the matter being threshed out in the Criminal Court, of withdrawing it from the Criminal Court proper and transferring it for revision to a Court of elders which is summoned according to the Balooch usage; they sit in judgment and pass conclusions on a few simple leading points which the District Magistrate puts to them and when they make their finding he passes his order in accordance therewith, and that order is subject only to revision by the Commissioner in Sind according to law.

Q. 1134—Is the decision final, or is there a reference to Government? A. There is no legal reference to Government, but of course the Government have always very wide powers of revision. In fact the regulation recognizes no judicial authority superior to the Commissioner in Sind, and the only way in which Government could interfere would be by suspension or remission of a sentence just as they could in the case of a sentence by the Bombay High Court.

Q. 1135—Do they in practice exercise their powers of revision in such cases? A. Not within my personal experience; I never had a case when I was Deputy Commissioner on the Frontier where these cases arose which went beyond the Commissioner, and I have no personal experience of their having done so since.

Mr. Hitchens.

Q. 1136—You say you think the Secretariat at times takes a rather narrow view; what kind of case had you in your mind? A. Recently an application was made to the Bombay Government in connection with the present scarcity, to sanction the grant of grain compensation in Karachi and elsewhere in Sind, pointing out that the staple food of the population of Karachi was a certain kind of grain. The reply we received was that the staple food of the people was not what we said it was but something else, and the chief food in certain *talukas* in my own districts was stated by the Government to be *juari*, but as a matter of fact it is rice and no *juari* is grown in those *talukas* at all. That necessitated of course a representation, which I have already made to the Commissioner, and which I presume, he will pass on to Government, with the result that there will be a further reference to us and we shall repeat our facts which are facts, involving a certain amount of extra and somewhat unnecessary correspondence. I mention this particular instance because it is one which appears to me to be rather important, as I happen to know that all the lower subordinates of Government departments here are on the *qui vive* on the subject, and we have very large

railway workshops here employing something like 2500 men and they are all expectation to see what the result is, because their grain compensation follows ours. I am very much afraid if the thing is not sanctioned we shall be in for a general strike. Then there are other points as to the pay of subordinate establishments, for instance. It is not sufficiently recognised that the Sind Government subordinate is a different type of man to the subordinate down country. I am speaking absolutely from local knowledge; I have no knowledge of the Bombay Presidency, but I am given to understand that the class of men who is a peon or a police constable down country is a man who can live on very much less than Sindies can live on, and it is essential, and you must accept the fact, that in a certain province the cost of living (whether it is absolutely necessary that it should be so or not is another matter) is more than it is in another, and it must be recognised in connection with their pay.

Q. 1137—And you think that is not done? A. We cannot get our people paid as much as we think they ought to be.

Q. 1138—Do you think in the old days of the Sind Commission the members of the Civil Service knew the languages better than they do to-day? A. I certainly think the old members of the Sind Commission knew Sindi better than the officers do at present, because they passed their whole lives in the province. There are only myself, and one other officer of the Sind Commission left.

Q. 1139—Are transfers from Sind to the other parts of the Presidency frequent? A. Yes, the greater portion of his service is outside Sind; I should say there are very few officers who serve in Sind more than seven or eight years.

Q. 1140—And then are they transferred to somewhere else where the language is totally different? A. Yes.

Q. 1141—And do they possibly come back again? A. There is a case of one officer who spent a certain portion of his life in Sind as Assistant Collector and who has returned after a long period of years as Collector. I am not referring to officers of that standing but to other officers.

Q. 1142—At any rate the fact remains, that it is rather rare for any one to spend a reasonably long continuous period in Sind now-a-days? A. I am not prepared to say that even, if an officer is anxious to spend his time in Sind, he is able to do so. That is a matter which is not within my cognizance I only say, that officers who go home on furlough, on their return are posted to other parts of the Presidency.

Q. 1143—Would you say that the advantage of Sind would be better promoted if members of the service stayed here for the whole of their time? A. Not under the existing conditions of the administration of the province, because the experiment of a close Commission was tried, in a comparatively small province and was found to be a failure; promotion is very slow where you have a small close Commission; men get discontented, and in addition, in the greater part of Sind the climate is extremely trying.

Q. 1144—How long should a Collector remain in his district here? A. For practical purposes the longer a Collector is in charge of a district the better.

Q. 1145—A good many witnesses have said they think the period should be a minimum of 3 and a maximum of 5 years, and they objected very much to going beyond 5 years; is it desirable that a man should if possible, stop longer than 5 years? A. Five years, for the sake of the individual, is quite as much as you can expect anybody to put in in such a charge as Sukkur, or Larkhana; I see no reason why there should be such a hard and fast line in a district like Hyderabad and certainly not in Karachi which is an excellent climate, but it would be extremely hard to find an individual down for five years in such a place as Sukkur; in fact he would not stay, because he would have to go home ill.



Q. 1146—The argument put before us was that a man got into a groove after he had been, say five years in a place, and therefore it would be a good thing that he should be moved? A. That is the difference between looking at it from the point of view of the advantage and comfort, and personal happiness, and the benefit of the inhabitants of the district and the general demand for progress in all branches. From the point of view of the inhabitants of a district, the people one has to look after and get to know personally, there can be no question that three years is not a long enough time to have charge of a big district.

Q. 1147—Another argument was that a Collector has to be an all round man, that he has to take an interest in a great variety of subjects, that the normal human being cannot interest himself in everything, that therefore some particular aspect of administration, one must assume, might be neglected by any good Collector, and for that reason a general shuffle from time to time was wanted; is that an argument worthy of attention? A. I consider that the diversity of interests and occupations which he has are rather safeguards to most men living in lonely districts.

Q. 1148—Then you see no objection to a Collector staying in one place longer than 5 years, except on the ground of health? A. Yes, the whole of the Upper Sind and Middle Sind are places in which life for seven months in the year is carried on with an extreme of discomfort and considerable suffering very often, which is a fact which must be considered when you are dealing with human beings.

Q. 1149—Has the town of Karachi any municipal lands? A. Yes; it has very little, if any, municipal land in fee simple, but Karachi is under a city survey under the provisions of an agreement come to between Government and the municipality by which the municipality undertook the cost of the survey. There are certain somewhat complicated arrangements regarding land, but you may take it generally that there are certain lands within the limits of the city survey which are under the control of Government and are administered by me through my City Deputy Collector, who answers more or less to the Sub-Divisional officer for Karachi, and there are certain lands which are under the control of the municipality and they have the right of sale on lease of those lands.

Q. 1150—Do they amount to a substantial area? A. Yes; and there is plenty of it still left; for instance the Port Trust is now negotiating with the municipality for the purchase of an area of 160 odd acres for six lakhs of rupees.

*Mr. Dutt.*

Q. 1151—You say with regard to land settlement reports, the powers of the Governor in Council should be given to the Commissioner in Sind. Do those settlements include the irrigation rates as well as the land rates? A. Yes.

Q. 1152—Then according to your suggestion these settlements should be made in Sind and not submitted to the Governor of Bombay either for confirmation or for sanction? A. As long as the Commissioner in Sind is in subordination to the Governor of Bombay of course they should be submitted to the Governor of Bombay for confirmation.

Q. 1153—But not necessarily for sanction? A. I do not think necessarily for sanction for the reason that the land revenue system in Sind, to begin with, is entirely different from that of the Presidency. Sind is an irrigated country; we do not levy our assessments, so to speak, at all on the crop on the field, but upon the class of water supply.

Q. 1154—Supposing a certain settlement caused general dissatisfaction and some degree of unrest in a province, would not the Bombay Government be held responsible for not having exercised sufficient supervision over the operations in Sind? A. I think we have yet to arrive at the ideal settlement which does not cause dissatisfaction.

Q. 1155—But generally speaking supposing there was a great deal of dissatisfaction and grumbling about one particular settlement, would not the

Bombay Government be expected to have looked into it, and would it not be held responsible for not looking into it? A. I presume they would still retain the powers of revision in case of necessity.

Q. 1156—You would allow them the powers of revision? A. As long as Sind remains subordinate to the Bombay Government, the Bombay Government will claim the power of revising action by the Commissioner in Sind.

Q. 1157—With regard to territorial changes in districts you recommend that the powers of the Governor in Council should be given to the Commissioner in Sind; are these territorial changes very frequent? A. No, and they are very trifling.

Q. 1158—So that references to the Bombay Government do not give much trouble or work to the Commissioner in Sind? A. No, they do not give much trouble; his recommendations probably would almost necessarily be accepted.

Q. 1159—One of your recommendations is that with regard to the expenditure of Local Board Funds outside the Local Board area, the Collector as the President of the District Board, should have the power to sanction. On principle, should not funds allotted to a District Board always be spent within the limits of that district? A. That is a general principle, but it is a principle to which there should be exceptions.

Q. 1160—The general idea in other provinces is that money which is allotted to a Local Board belongs to it and should be spent entirely within its limit; but if you take away part of that money it is like taking away from a body that which has been allotted to it? A. My argument is if some one else is spending money outside the limits of a particular Local Board, for the benefit of that Local Board, it is fair to ask that Local Board to bear some part of the expenditure. If we here in Karachi are spending a large sum of money, as we are, for the benefit of Hyderabad and other places in Sind, it is only fair that they should contribute towards it.

Q. 1161—Are such cases frequent? A. They arise in the case of provincial institutions, for instance, such as the Sind College.

Q. 1162—But they are not very frequent? A. There are certain cases.

Q. 1163—Supposing the Commissioner's sanction was required in those cases, would the Collector be put to much inconvenience? A. No, not in the least; but these are general suggestions for decreasing amount of correspondence.

Q. 1164—It would not very much decrease the Collector's work? A. No, it merely means another reference.

Q. 1165—Have you forest officers in all your districts? A. Yes.

Q. 1166—Are they considered to some extent to be assistants to the District officer in regard to matters which relate to the convenience and comfort of the people? A. I believe that theoretically they are, but in practice they strongly object to being considered so.

Q. 1167—Has it not been so laid down? A. It has been laid down by Government and the code that theoretically they are.

Q. 1168—So that, as far as pasture lands and other matters relating to the people are concerned, the District Officer could issue instructions to the forest officer? A. He could, but he does not do it in practice; he writes to the Conservator and asks as a favour that which he could, under the strict rules, demand as a right, but I am bound to say my own relations, and I believe those of other District Officers with the forest officer in Sind are extremely cordial.

Q. 1169—Is irrigation entirely in the hands of the Irrigation Engineers? A. Yes.

Q. 1170—Supposing a large number of cultivators came to you as Collector, and said they were not getting sufficient water, would you have anything to say to the Irrigation Engineer? A. Certainly.

Q. 1171—Would you have power to issue instructions as to letting out or not letting out water? A. No.

Q. 1172—Should not the Collector in that matter have some control over the Engineer? A. The present system is faulty in many ways and the Sind Irrigation Act is distinctly in need of amendment, but I do not think it is possible that a non-professional man can say to a professional officer in charge of an irrigation work, whether there is water for other people or not, "You are to open that sluice and give so and so water," because that might upset the whole scheme of a canal.

Q. 1173—Would you not allow him that power subject to a reference to the Superintending Engineer or to the Government? A. I consider the Commissioner in Sind, should have far greater control than he has over the Heads of Departments in the province, and that a matter of that kind might be referred, and if the Superintending Engineer took the view of the subordinate engineer it would be referred, to the Commissioner in Sind, but, while all that was being done, the cause for action would have passed away.

Q. 1174—Who would make the reference? A. I am not prepared to say that the Collector should be in a position to give the Executive Engineer orders.

*Sir Frederick Lely.*

Q. 1175—Generally, is the Bombay land revenue survey system suited in Sind? A. I think so, as tempered by our irrigation system.

Q. 1176—Is not Sind, a zamindari country? A. Partly, and partly raiyatwari.

Q. 1177—But the spirit of the land constitution of the province is that of large land holders? A. Not all over, it is so in Upper Sind chiefly.

Q. 1178—Taking that portion of the province has not the imposition of the Bombay land revenue system with its code and rules created a certain want of harmony between the administration and the people? A. No, I think not; probably at the time of introduction it was too cumbrous for Sind.

Q. 1179—Is not the Land Revenue Code based on altogether a different constitution from that existing in Sind? You mean they hold field by field now, whereas you think they ought to hold zemindari? A. I think they are quite satisfied now.

Q. 1180—They have become habituated to it? A. Yes, at first there was a good deal of trouble and bother.

Q. 1181—And it caused considerable dislocation? A. Yes, there was a good deal of trouble.

Q. 1182—You say "I do not think the Bombay Government is too much dominated by revenue considerations, and I wish very emphatically to say that I utterly disbelieve any officer under that Government has ever had a black mark against him because he has *bona fide* and liberally recommended remissions." I do not wish to challenge that statement, but as a matter of fact, have you had any experience of failure of crops in Sind such as to require large demands for remissions? A. Yes, we have constantly; this very year we shall have large remissions.

Q. 1183—But nothing to be compared with the famines in other parts? A. No, we never get famines, but we get constant failures, and complete failures, over large areas.

Q. 1184—I always understood that Sind considered itself fairly secure from famine? A. Yes, because the people go away to other parts with their

cattle, but we have had very heavy remissions and we shall have very heavy remissions in the province this year; judging from my own district I imagine that there will be 8 or 10 lakhs or more.

Q. 1185—As regards the discretion which should be given to the Collector in apportioning the powers of his Assistants, I take it there are two alternatives to choose from, one, giving a certain amount of discretion to the Collector, at the risk of some aberration, and the other introducing a mechanical system of Government which is never illogical but always rather lifeless? A. I prefer the present system under which the Collector distributes his powers according to his personal opinions of his Assistants.

Q. 1186—That gives him more personal interest in the administration? A. Yes, and I think it secures the benefit of the people more too, that the Collector should be able to show his trust in a good man.

Q. 1187—It has been laid down by authority that nothing should pass in a Collector's district of which it is not his duty to keep himself informed. Is that the position at present of the Collector in Sind? A. Yes.

Q. 1188—Is that position recognised both by himself and by others? A. Yes.

Q. 1189—Has the Collector, for instance, an effective voice with regard to excise questions in his district? A. Certainly.

Q. 1190—Are the excise subordinates under his orders? A. Yes, a new order has just been made under which an Assistant Commissioner for Sind has been appointed.

Q. 1191—Does he impinge on the authority of the Collector? A. No, he is merely there as an assistant to the Commissioner.

Q. 1192—What is his connection with your excise subordinates, has he powers to give them orders over your head? A. No, I do not think so.

Q. 1193—He must do everything through the Collector? A. Yes.

Q. 1194—And you do not think his authority will centralize undesirably at all? A. No.

Q. 1195—Do you recognize any responsibility for education in your district? A. Yes, a great deal.

Q. 1196—Both with regard to primary and secondary education? A. Primary chiefly.

Q. 1197—Do you recognize any responsibility in connection with the general tone of the secondary education in your district? A. Yes, I have a good deal to do with education in all its branches in my district, from the highest form of education we have, which is the college, down to the lowest primary school. I am Chairman of the Standing Committee of the college and have a great deal to do with it. By the constitution of the Board I am necessarily a member of it, I am Vice President of the Muhammadan *Madrassa* in Karachi, and as regards the schools in my district, I look upon it as my duty to inspect every school that I possibly can in the course of my tour, and whenever I find anything that strikes me as wrong I invariably bring it to the notice of the education inspector, and he always deals with cases promptly. I expect my assistants to do the same, and they do.

Q. 1198—Supposing in a training college the state of discipline was extremely bad, would that generally come to your knowledge? A. No, I should know nothing about the training college.

Q. 1199—Do you not visit it? A. No.

Q. 1200—Do you not think a Collector should be on the Visiting Committee of every institution which is in immediate relation with the youth of the country? A. There is no training college here; the training college is at Hyderabad. When I was Collector there I used not to visit the training college, but I

have no doubt I could have done it had I expressed a wish to do so. The Educational Authority would have raised no objection, but as a matter of fact I look upon the visiting of certain places, the high schools for instance, more as ornamental than practical; it is the district schools one pays more attention to.

Q. 1201—I know of a case where the grossest state of indiscipline was discovered in a college and the Collector and the Commissioner said they did not consider it any of their business. Would that be the case in Sind?  
A. As regards the high schools I do not think we should have anything to do with them.

Q. 1202—Does the Executive Engineer occupy an absolutely independent position from the Collector. A. Absolutely.

Q. 1203—Other witnesses have gone so far as to suggest that the Executive Engineer, ought to be in a subordinate position with reference to the Collector much the same as that held by the forest officer; what would you say as to that? A. The subordination of the forest officer is nominal and do not desire that the Executive Engineer should be subordinate to me.

Q. 1204—Have you anything to say as to the Public Works budget? A. No.

Q. 1205—Supposing a reappropriation was made, or one work stopped and another taken on, would you know about it? A. I get copies of the resolutions.

Q. 1206—Ought you not to be consulted about such a thing before hand?  
A. We are consulted as regards the expenditure, and we are immediately connected with the clearance grants for canals and that sort of thing. As a matter of fact, the Collector holds a conference with the Executive Engineer and his own assistants in connection with the clearance of canals which is one of the most important points he has to deal with.

Q. 1207—With reference to other items, buildings, for instance, in the budget, have you anything to do with them, at all? A. Not in the preparation of the budget. As to buildings that are erected for us by the Public Works department, we requisition for plans and estimates, they send them up, the work goes in for sanction and inclusion in the budget, and we have nothing more to do with it.

Q. 1208—Supposing you became aware of any gross malfeasance in regard to Public Works, would you consider it your duty to interfere in any way? A. If I became aware of it in such a manner that I could take it up of course I should; I should write to the Superintending Engineer.

Q. 1209—Would you be considered as interfering if you did so? A. Yes, probably.

Q. 1210—What is the size of your District? A. 12,000 square-miles.

*Chairman.*

Q. 1211—How many municipalities have you in it? A. Karachi City, Tatta municipality which is a fair sized one (a town of about 10,000 inhabitants); Kotri, a town of about 7,000 inhabitants; Manjhand, a town of about 2,500 inhabitants; and Keti Bandar a town of about 2,000 inhabitants.

Q. 1212—Are you Chairman of any of them? A. Of none of them. We have a non-official President in Karachi. The presidents of the other municipalities are my Assistant Collectors in charge of the sub-divisions in which those municipalities are situated.

Q. 1213—Are you Chairman of the District Board? A. Yes.

Q. 1214—Do you attend its meetings? A. Yes, once a year.

Q. 1215—Does it only meet once a year? A. Yes.

Q. 1216—In Karachi you are chairman of the Port Trust? A. I am, and I desire to hand in a memorandum on behalf of the Trust.

Q. 1217—The principal point contained in it is that you wish to have freedom to raise loans when and where you like? A. Yes.

Q. 1218—And you wish the period during which the loans should be current to be extended to 30 years? A. Yes, those are the two main points; the last one is not so important.

Q. 1219—But you do wish for freedom to raise loans where you like?  
A. Yes, we should like to be able to go to England.

The witness withdrew.

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MR. A. D. YOUNGHUSBAND, C.S.I., I.C.S., was called and examined.

*Chairman.*

Q. 1220—You are Commissioner in Sind? A. Yes.

Q. 1221—Although you are one of the Commissioners under the Bombay Government, your position, as head of the province of Sind is clearly distinct?  
A. Yes.

Q. 1222—How long have you been Commissioner in Sind? A. I joined the appointment in November 1905.

Q. 1223—Had you served in Sind previously? A. No. The first 14 years of my service was in Gujarat; then I was for 10 years in the Central Provinces, and for the last three years, before coming up here, I was Commissioner of the Central Division of Bombay.

The position of Sind in the matter of decentralization is altogether exceptional. The province was for many years after the conquest ruled by an independent Governor, directly under the Government of India. On the annexation of the province to the Bombay Presidency, the Governor was replaced by a Commissioner, who inherited, in a lesser degree, many of his prerogatives, although of course wholly subordinated to the Government of Bombay. In various scarcely definable ways, the modern Commissioners in Sind carry on the unbroken traditions of Sir Charles Napier, and are treated throughout the province as his successors.

The status and functions of the Commissioner in Sind differ materially from those of the Commissioner of a division. It would be nearer the mark, though of course not strictly accurate, to describe him as the head of a Local Administration subordinate to a Local Government. This at least is the position to which it seems desirable that he should as far as practicable approximate, if the administration of the province is to be carried on to the best advantage.

The Bombay Land Revenue Code has been extended to Sind, and is technically speaking, the law under which the revenue administration of the province is conducted. Under it the status of the Commissioner in Sind is neither more nor less than that of the Commissioner of a division, and no extraordinary powers have been conferred on him. But in fact the main authority to which Sind Revenue Officers have daily occasion to refer for guidance in their procedure is not so much the Land Revenue Code as the compilation of Commissioner's special circulars, dealing with all the details of a system of revenue administration which, though under the same law, is fundamentally and essentially different from that prevailing in the Bombay Presidency. These circulars have been issued by successive Commissioners from time to time under an authority which appears to be based on tradition rather than on any express delegation. There would presumably be nothing positively illegal in similar action on the part of a Commissioner of a division; but in practice any such assumption of authority would certainly be restrained.

It seems a fallacy to suppose that such decentralization as is now to be found in the Sind administration had its origin in the passing of Act V of 1868, and that from that date there has been a gradual elevation of the status

and independence of the Commissioner in Sind to a pitch previously unknown. It seems probable that the tendency has, if anything, been rather the other way, and that, despite the powers formally delegated from time to time, Government now exercise a closer control over the affairs of Sind than they did 40 years ago. The Act has undoubtedly proved most valuable, and its working has been entirely successful. A careful search of the Commissioner's records since the date of its passing has failed to reveal a single instance of complaint against it. It has enabled the Commissioner in Sind to exercise the powers of a Local Government under a number of Acts which have since been either passed or extended to Sind in the natural development of more highly organized conditions of administration. But over and above this, it would seem to have been necessary for the purpose of giving a more formal legal sanction to the exercise of powers which, in so far as they had been previously exercised by the Commissioner in Sind, had depended on custom rather than on express legislation for their sanction. It is to be remembered that almost up to the date of this Act the Commissioner in Sind had been his own High Court, that there had been no independent judicial authority by which the legality of his actions could be called in question, and that the province had been " Non-Regulation " in the widest sense of the expression. It is interesting to note, as showing how the Commissioner in Sind was in those days regarded by the Government of Bombay, that this Act was conceded by the Government of India as an alternative to the original proposal of the Local Government that the case should be provided for in Act XXXII of 1867, under which the Governor-General in Council was empowered to delegate to the Chief Commissioners of Oudh, the Central Provinces, and British Burmah the powers of a Local Government. The provisions of Bombay Act XII of 1866 (the Sind Civil Courts' Act), deserve notice. The Commissioner in Sind was therein emphatically recognized as Head of the province, and extensive powers were conferred on him in connection with the judicial administration, including power to appoint the Subordinate Judges, who now constitute the judicial branch of the Provincial Service. The corresponding power of appointment to the executive branch, which for practical purposes is far more needed, and the absence of which entails a considerable amount of unnecessary routine correspondence, is at the present day refused him.

The extraordinary exercise by the Commissioner in Sind of many of the powers which elsewhere are strictly reserved in the hands of the Local Government—his position in fact as for many purposes the Local Government of the province—not only dates from the earliest times, rather than having its origin in any modern theories of delegation, but is moreover a necessary condition of the exceptional circumstances in which a detached and distant province has been annexed to territories with which it has no sort of natural connection and not a single feature in common. The physical configuration of the country, the climate, the modes of cultivation, the racial characteristics and manners and customs, domestic and agrarian, of the population, all present a striking contrast to anything that is to be found in the Bombay Presidency. The people of Sind have practically no common interest and no inter-communication with those of the Presidency proper, less so at all events than with the people of the Panjab, Baluchistan, and even Rajputana. The Government of Bombay is practically as remote from Sind as the Government of India. Some of the individual Members of Council and Secretaries may have put in a more or less extended period of service in Sind in the more or less distant past; but the Government, as a Government, can have no such first hand knowledge of existing conditions in the province as it has of those in the Deccan, the Carnatic and Gujarat. The visits to Sind of His Excellency the Governor are almost if not quite as rare as those of His Excellency the Viceroy, while visits from the Bombay Members of Council and Secretaries are unknown. Nor has the Commissioner in Sind ordinarily any opportunities of presenting himself at the headquarters of the Government of Bombay and coming into contact with its Members.

At the present rapid rate of development of Sind in all directions a day will eventually come when it will be found necessary again to detach it from

the Presidency of Bombay, and give it a separate administration of its own directly under the Government of India. In the meanwhile the arrangement under which this out-lying province remains subordinate to an alien and absentee Local Government cannot but be regarded as anomalous. And its success must largely depend on the degree to which the powers and responsibilities of the Local Government are left in the hands of the local Head of the province, who ought always to be an officer specially selected for his fitness to exercise such powers and responsibilities.

The case is thus a wholly exceptional one; and it is fallacious to generalize from the success of a policy of decentralization as applied to Sind that such a policy is everywhere desirable,—still more fallacious to argue that, because particular powers are capable of being, and have been, entrusted with advantage to the Commissioner in Sind, they should equally be entrusted to officers in an altogether different position. Such generalizations may or may not give rise to dangerously exaggerated ideas of the extent to which decentralization can safely be carried in the ordinary conditions of Indian administration. But they are in any case calculated to injure the case of Sind by obscuring the exceptional conditions which here necessitate the policy. And the Sind administration is more likely to be hampered than benefited by the issue of general orders, of which there has recently been a series, delegating powers to all Commissioners and Heads of Departments, *including the Commissioner in Sind*. Occasionally, the Commissioner in Sind has been so invested, in common with a number of other officers, with powers which had long before been specially delegated to him in virtue of his exceptional position as Head of the province. If he is thus to be bracketed with Commissioners of Divisions and other officers for purposes of decentralization, he may expect to find himself similarly bracketed hereafter for purposes of centralization, when the view commends itself that the policy now in favour has been carried too far, and that a general tightening of control is called for. In that event his last state will be worse than his first. The danger which threatens the administration of Sind lies rather in the tendency towards uniformity and in the insidious encroachments of departmentalization than in any conscious policy of centralization.

It scarcely admits of question that the general influence of the departments of the Government of India is in the direction of rigidity and uniformity, and the standard of rigidity and uniformity enforced is often excessive. It can scarcely be denied that the insistence on a rigid uniformity in police arrangements throughout India, and the difficulty of convincing the Government of India of the existence of special local conditions, have the effect of seriously retarding much needed reforms. To take one small point, the pay of the rank and file of the police ought to bear some relation to the local scale of wages of ordinary unskilled labour, which varies throughout India, and which happens to be extraordinarily high in Sind. But it is difficult to carry conviction on such points. Again, it is a speciality of our Bombay system of administration that the main bulk of the work of a district is carried on not, as elsewhere, at headquarters, but in the interior. Failure to appreciate this is constantly apparent in the Government of India orders. In the matter of police re-organization, for instance, the fact that all the worst under-trial criminals are to be found in the *taluka* sub-jails necessitates more efficient arrangements for the guarding of these sub-jails than has yet been conceded. A trivial instance of similar character in the Financial Department may be found in the rigid rules by which all Assistant and Deputy Collectors are treated as part of the Collector's office establishment, a rule which was intelligible enough in the Central Provinces, but is wholly inapplicable to Bombay conditions. Such instances might easily be multiplied.

It is difficult to suggest definite limits to the power of the Government of India to entertain appeals. But as a general rule no case should ordinarily go beyond second appeal, particularly where first and second appellate authorities are in accord. I am on the whole not in favour of the proposal to require a certificate of reasonable grounds of appeal. I have no reason to complain of excessive interference by the Government of India in appeals against administrative action.



In cases of disciplinary action against individual officers, I have known interference by the Government of India which seemed to me most undesirable. I would allow no appeal to them by officers of lower rank than the Provincial Service.

I consider that all departments in Sind, other than purely Imperial Departments, should work in subordination to the Commissioner, who is the Head of the province, and whose influence, as observed by the Government of Bombay in 1892, "if it is to be effective, must be effective in all directions."

Commissioners of divisions in the Bombay Presidency differ materially from officers bearing the same designation in provinces where they are subordinated to Boards of Revenue or Financial Commissioners, or in the smaller provinces administered by Chief Commissioners, although, since the loss of their old distinctive designation of Revenue and Police Commissioners, there has been an increasing tendency to treat the Bombay Commissioners as on the same footing with Commissioners of divisions elsewhere. This tendency is in many ways regrettable. Not only does it involve some lowering of the original conception of our Commissioners as a purely controlling authority, corresponding with Boards of Revenue and Financial Commissioners elsewhere,—a conception of which practical recognition is now scarcely to be found except in the Warrant of Precedence,—and a reduction of their status to that of *quasi-Executive Officers*, but the prominence given to the division rather than to the district as the unit of revenue administration has the effect of lowering the ancient prestige and influence of the Collectors.

A *joint* control by the Commissioners of the revenue administration is the object which was formerly and should again be aimed at. The removal in 1890 of the headquarters of the Commissioners from Poona to stations in their several divisions was, in my opinion, a grave mistake. Since that time they have been largely out of touch with one another, and collectively with Government. When I was in the Central Division great difficulties were experienced in arranging meetings even for the purpose of discussing the very few matters which Government had expressly instructed Commissioners to take up in conference. With the natural reluctance of my colleagues to leave their headquarters and their offices in order to come in to Poona during the season I very fully sympathised. Equally inconvenient was it to me to accept alternative suggestions of meetings in Bombay during the cold weather, which I found all too short for touring through my extensive division. The consequence was a tendency to hurry through even the few obligatory conferences, while there were no opportunities for leisurely discussion of innumerable important questions, which had not been specifically referred to a conference, but on which an exchange of views and joint action might have been most beneficial.

I would strongly advocate a reversion to the old conception of the Commissioners as a joint body, akin in many respects to a Board of Revenue, though not necessarily so designated. And as a first step I would urge the restoration of Poona as the joint headquarters of the Commissioners, where they should all reside not only in the rains but also during such part of the hot weather as they may not be actually on tour. Quarters should be specially constructed for the joint accommodation of their offices, which could probably be amalgamated with considerable advantage, an Assistant Commissioner or Secretary of the Indian Civil Service being placed at the head of the single amalgamated office. Detailed distribution of work between the members of what would thus be, to all intents and purposes, a regular Board could continue to be, as hitherto, by territorial divisions rather than by departments. But there would be scope for a very considerable measure of joint action by the Board as a whole. And to such a Board Government might delegate very extensive powers, without any fear of setting up divergent standards in different parts of the Presidency.

Any powers so delegated to the Board of Commissioners in the Presidency should simultaneously be delegated to the Commissioner in Sind as regards that

province. Indeed, the case for delegation in Sind must always be stronger than in the Presidency on the general consideration of its remoteness and of necessary want on the part of Government of detailed familiarity with its conditions. One result of the constitution of such a Board as has been suggested would presumably be the subordination to it in the Presidency of such officers as Directors and Inspectors-General of Land Records, Agriculture, Registration, and the like. This, so far as Sind is concerned, would facilitate the bringing about of a much needed reform, namely, that such officers, who are mainly concerned with conditions in the Presidency, in so far as they may be allowed to exercise any jurisdiction in Sind,—and it is a very arguable question whether this is desirable,—should only do so in the strictest and most absolute subordination to the Commissioner in Sind. It is in respect of the interference within his jurisdiction of such *quasi*-revenue departments independent of him, that the Commissioner in Sind at the present time finds himself most embarrassed.

Sub-Divisional and *taluka* Officers exercise within their sub-divisions, under the Land Revenue Code, all the powers of a Collector, except such as the Collector may specially withdraw from them. And there is no complaint of any excessive tendency on the part of Collectors to withdraw powers. *Taluka* Officers, under the Code may exercise any powers delegated to them by the Collector under the general or special orders of Government; and all that is necessary in this connection is that Government should give Collectors a free hand in the matter. In matters of general administration, not covered by their revenue powers, the powers at present exercised by these officers appear to be sufficient.

Proposals have been submitted, and are under consideration, for giving to the Commissioner in Sind the powers of the Local Government, and to the Manager of Incumbered Estates those of a Court of Wards, in the administration in Sind of the Bombay Court of Wards Act, 1905.

The provisions on the subject of appeals of the Bombay Land Revenue Code are fair and reasonable, though certainly not erring in the direction of excessive curtailment, and might be made generally applicable. They are to the effect, (1) in regard to general administrative action, that no appeal should lie from an order passed by a Commissioner, etc., *in second appeal*: (2) in regard to punishments of individual officers, that no appeal whatever should lie beyond the Collector in the case of subordinates on Rs. 35\* or less, and no appeal from the Commissioner's *appellate* order in the case of subordinates on pay of Rs. 99\* or less. On the other hand, there is a perhaps necessary reservation to Government of unlimited powers of revision. And there is a natural tendency on the part of the Secretariat, as of certain High Courts, to allow this reservation to be traded on by individuals as conferring on them an irregular right of appeal in cases where the law expressly disallows it. Petitions in such cases are apt to be referred for report as a matter of routine. In a recent case a lengthy memorial from a subordinate on Rs. 50, described both by him and by the Secretariat as an "appeal" against the Commissioner's appellate order, was sent for report, intimation being at the same time sent to the petitioner that his "appeal" had been so dealt with. This tendency requires to be steadily resisted. Subject to this remark, I do not consider that further special measures are necessary in the matter.

There can be no question that the natural tendency of provincial Secretariats is always towards departmentalism. I found such tendency particularly marked in the Central Provinces. Heads of Departments are always in direct touch with the Secretariat and with the headquarters of Government; they generally have the last word on questions affecting their departments; and their influence with Government is apt to unduly outweigh that of the territorial officers, who are the best judges of local conditions, on which the whole question frequently turns.

In Sind, the peculiarity and the importance of local conditions are abnormally great. They are matters of which the average Head of a Bombay

Department, residing in the Presidency, is more than ordinarily ignorant and impatient. The impracticability of allowing the administration of the province to be controlled by such officers, behind the back of the Commissioner, has been repeatedly recognized by Government, and orders have from time to time been issued with a view to emphasizing the Commissioner's concern in all departments of administration of the province. But such orders are apt to be disregarded or overlooked. The natural tendency of all specialized departments is to encroach, and the normal tendency of the Secretariat appears to be to acquiesce in such encroachments.

The Head of one Department was 15 years ago instructed that his communications to Government on Sind affairs should be addressed through the Commissioner in Sind. One year ago, on enquiry being made, it was reported that no reason could be discovered why this practice had not been observed; and the orders were then re-affirmed, but have still had no result. Another Head of a Department in the Presidency has received permission to tour in Sind, subject to an express stipulation that his functions are to be confined to criticism and report to the Commissioner in Sind, and that he is not to interfere with the local officers. It cost me a prolonged and tedious correspondence before I could induce this officer to admit that he had been in error in addressing direct instructions to one of my officers, instructions which, however excellent in themselves, were marred by his very natural ignorance of detailed local conditions. Recent interference by yet another officer in the Presidency in matters which have hitherto been administered entirely by the Commissioner in Sind is at present the subject of correspondence. It is unsatisfactory that so much of the time of the Commissioner in Sind should be wasted in checking encroachments of this description. And yet, when they are not watched for and promptly challenged, the evil goes on increasing.

Under our revenue system Assistant Collectors spend their lives in personal contact with the people. And, whatever may be said against the system in other respects, there can be no question of its excellence in this respect. With the Sub-Divisional Assistant Collector always accessible the need for personal contact with the Collector is less pressing. Collectors, though of course much hampered with desk work, are in fact as a rule always accessible, more so, I am inclined to think, than Heads of districts elsewhere, their early training and traditions doubtless standing them in good stead. Anything tending to reduce the burden of office work on District Officers is of course greatly to be welcomed in this connection. And in so far as a sub-divisional system on the Bombay model may be capable of extension to other parts of India, I venture to think that it is to be recommended.

As a result of this system most of our Assistant Collectors, whose work is mainly in the vernacular of the people among whom they habitually live, do acquire a sound knowledge of the language. While in the Central Division in 1902-05, I was particularly struck with the facility in colloquial Marathi displayed by one Assistant Collector after another; and now in Sind the general knowledge of Sindi is even better. I should say that our present junior Civilians are better in this respect than their predecessors of 25 to 30 years ago. Collectors have no difficulty in keeping up the languages they acquired as Assistants, though naturally at a disadvantage when transferred to parts of the country (*e. g.*, Sind) in which they have not previously served. At present all Heads of districts in this province are proficient in Sindi, two of them, who as members of the old Sind Commission have spent a whole long service in it, being exceptionally so.

I am unable to say as much for the officers of certain other departments, least of all for the Assistant Engineers of the Irrigation Department, in whose work knowledge of the vernacular is specially important, and, speaking generally, is markedly absent. The remedy, which has been impressed on Government, is the substitution of a more real test for what has hitherto been the farce of the "colloquial" Public Works Department examination.

Proposals for the creation of a new district in Sind are now under the consideration of the Government of India, and with the further development of

the province, one or more additional districts will doubtless in time be found necessary. But these are not an immediate need. Certain schemes for increasing the number of sub-divisions are under my consideration, but are not yet matured.

Any wholesale extension of the principle of selection, without regard to seniority, would be most dangerous. Selecting authorities are human; their knowledge of the officers concerned is often second-hand; and the risk of partiality, favouritism, or prejudice, if not on the part of Government at least on the part of their advisers, is a real one. Special posts, outside the regular line, should of course be filled wholly by selection, no officer having a claim to such posts. But promotion to the rank of Collector and Commissioner, as to the higher ranks of other regularly organized Services and departments, should in my opinion be made primarily by seniority, subject to considerations of fitness. Where the next senior officer is deliberately found to be unfit for promotion, he should be superseded without hesitation; and as to this I agree that there is room for greater care and strictness than has at all times appeared to prevail. But the grounds of his supersession should be definitely formulated, and should be communicated to him. He should at the same time be clearly informed whether the defects in his work or character are deemed so incurable as to debar him from all future hope of promotion, or otherwise in what particular respects improvement is needed to qualify him for it. At present we occasionally see a number of officers, who have been superseded *en masse* in favour of a junior, without any reasons assigned, afterwards accorded one after another the very promotion for which they had been superseded. In such cases it is impossible to avoid the suspicion that reconsideration has induced an unavowed recognition of the injustice of the original supersession. The utter uncertainty as to prospects which such procedure engenders in the Service concerned has a most demoralizing tendency, and is seriously detrimental to the public interests.

Transfers are a necessary evil. That they are *undesirably* frequent is beyond question. In so far as they may be *unnecessarily* frequent, the fault can only be ascribed to want of care and judgment on the part of the authorities responsible. The improvement of internal communications, no less than of communication with England, has greatly facilitated the taking of leave, which is the most prolific source of transfers; and I am not of opinion that leave is at all too lavishly granted. Often, when to the public mind they may appear capricious, they are necessitated by reasons which cannot be made public. The Commissioner in Sind has large powers in the matter of posting officers subordinate to him, and I personally devote to this question an amount of valuable time which many officers might consider disproportionate. It is a most important part of the work of administration, and the importance of personal attention to these details should be emphasized.

I would generally support Mr. A. G. Wright's recommendations, subject to the provisoes (a) that the residuary controlling authority over the inspector is vested in the Commissioner in Sind rather than in the Director of Public Instruction, (b) that some guarantee is afforded of a specially selected officer being always made available for the post of inspector in Sind. This might be effected by assigning to the post special privileges, among others the grant of a local allowance such as is given to many other officers in Sind. Education in Sind is preeminently a matter in which it is desirable that the Commissioner should have a predominating voice; and this is a view which it is understood that Government have always been prepared to accept in theory, although little has been done in modern times to give practical effect to it. The main difficulty which has always hitherto suggested itself in the way of any proposals to assign to the Commissioner in Sind the functions which in the Presidency are exercised by the Director of Public Instruction is the extremely technical nature of many of the questions which have to be dealt with. But this difficulty would largely disappear if the Commissioner could always count on the services of a picked inspector, who would supply the necessary expert knowledge, and who would, with the delegation proposed, relieve him of the great bulk of routine work. The inspector would then be Head of the Depart-

ment in Sind, in direct subordination to the Commissioner as Head of the general administration of the province.

The Commissioner in Sind should be empowered to dispose of some of the matters now dealt with by Government in the Public Works Department (Irrigation). There are no less than three Superintending Engineers in the province, and in the Indus River Commission there exists a consultative body in which all this engineering talent is brought together. Projects sent up by individual Superintending Engineers might be disposed of by the Commissioner with the advice either of the Indus River Commission as a whole, or of the Secretary to that body, in the capacity of Public Works Department Secretary to the Commissioner. Many of the questions turn largely on local knowledge, and in respect of them the joint advice of the local officers, based on personal inspection, is perhaps at least as valuable as that of the Chief Engineer and Secretary to Government in Bombay.

The present Bombay District Municipal Act is on the whole sufficiently elastic. The Local Government (in Sind the Commissioner) is left a considerable amount of discretion in the matter of control, and is in a position to discriminate between different municipalities. The present provision of law that the strength and pay of establishments must be *determined by rule*, (involving the setting in motion of all the cumbrous machinery for amendment of rules whenever a trifling change is proposed,) is distinctly inconvenient. It would suffice to provide that the municipal rules should *determine the procedure* by which establishments are to be entertained or varied. It would then be open to the Commissioner to sanction for each municipality greater or less freedom in this respect.

I am not in favour for the present of giving larger powers or more extended functions to District Boards in Sind.

Every Collector should, and most if not all Collectors do, consult freely with the natural leaders of the people on questions of general or local administrative importance. The Collector's individual advisers naturally vary with the nature of the question to be discussed, and it would be impracticable to include them all in a permanent Council to deal with all questions. Such informal advice as is obtained in this way in his general intercourse with the leading men of his district is calculated to have more real value than the formal advice of a standing Council. There would be danger of the wrong men finding a place on such a Council, while exclusion from it would be resented; and for many reasons I am opposed to the idea.

Still less am I in favour of Commissioners of divisions, particularly in the Bombay Presidency, being aided by such Councils. I deprecate anything calculated to foster the idea of the division, rather than the district, as the administrative unit. Commissioners when on tour should of course lose no opportunity of listening *on the spot* to the views of the various district notables who come to see them, which is a very different thing from summoning them to a Divisional Council at the Commissioner's headquarters. It is purely to their Collectors that Commissioners should look for keeping them informed of the trend of public opinion in their respective districts.

If District Boards could make over a share of the district fund for expenditure in the smaller municipalities, there might be a case for investing them with powers of supervision over such municipalities. But I am not in favour of the suggestion, and I certainly cannot advocate its application to Sind.

My fear,—as regards India generally, or at least those parts of it with which I have been acquainted,—is whether it is not almost too late to give greater powers to village communities. Our rule has undoubtedly done much to destroy the old communal spirit,—if not directly, at least indirectly in the spread of education and growth of individualism,—and it seems a question how far this spirit is capable of being revived. In Sind the old indigenous idea, which we have to defend against the encroachments of modernism, is rather the feudal than the communal idea. The traditional antagonism of interests

between the Muhammadan zamindar and Hindu money-lender has been unfavourable to the growth of any communal spirit. In some of what may be called the smaller country towns, or larger market-villages, not quite equal to municipal institutions, we have Sanitary Committees, which collect and administer in their own fashion small funds for sanitary purposes. The work done by these committees in a humble way appears to be not wholly unsatisfactory. But the conditions are exceptional, and the experiment does not appear capable of any considerable extension. On the whole, I feel myself reluctantly compelled to answer in the negative, so far as Sind is concerned, any proposal to confer greater power upon village communities.

I desire to endorse the remarks made by Mr. A. G. Wright in favour of permanent travelling allowances, rather than daily and mileage rates, for officers whose duties keep them constantly on tour through the season. The Government of India have taken repeated and strong exception to the Bombay system of permanent allowances, and have expressed their intention of taking every suitable opportunity for its gradual discontinuance. As the result of many years' experience of both systems, both as an Executive and as a Controlling Officer, I venture to think the Government of India entirely ill-advised on the point. The most obvious and indisputable advantage of the permanent system is the immense saving of labour in all the offices concerned. But besides this, I have found it far more conducive than the other to steady, useful and efficient travelling. An officer subject to it is under no temptation to make unnecessary journeys, or to regulate the direction of his tour, the length of his stages, and so forth, by considerations of how he can make most profit, or by any other considerations than the convenience of his work and the public interests. He is also more easily controlled. It is as easy to see that an officer does not neglect the duty of travelling as that he does not neglect any other duty—easier, since the submission of monthly diaries of movements affords a constant check. On the other hand, it is by no means easy to assert that a journey, which *primâ facie* suggests zealous activity, and for which plausible reasons can be shown, was in fact unnecessary, and that its real "purpose" was to establish a claim to daily and mileage rates and double railway fare, however morally convinced a controlling officer may feel on the point. The abuse by certain officers of this system of allowance is notorious, and the expression "making T. A." is a proverb throughout India. Abuse of the permanent travelling allowance system has never come within my cognizance; and the only flagrant instances of such abuse of which I have ever heard have been (many years ago, and not in this Presidency,) cases of Commissioners of divisions, who were their own controlling officers. The permanent allowance system is of course not universally applicable; but wherever practicable I consider it well worth adopting.

Q. 1224—Was the fact that you had experience in various districts of the same Presidency, as well as experience in another province, of some advantage to you in taking up the Government here, or would it have been just the same if you had had no such experience? A. It was certainly of great advantage.

Q. 1225—Balancing one against the other, was the want of previous experience here a greater disadvantage to you than the wider experience you had was advantageous? A. I should say that must vary with the length of my tenure of the appointment. Everyday I stay here the drawback of the want of previous experience of the province is getting less and less. When I first came I certainly felt there was a serious deficiency, but that deficiency on my part I found very largely remedied by the assistance I got from the few remaining officers of the old Sind Commission.

Q. 1226—Would you therefore like to see the practice of keeping officers in Sind for as long and as continuous a period as is possible? A. I do not think I would go so far as that; for many reasons the loss of the old Sind Commission is to be regretted, but on the other hand, there were reasons in favour of its abolition; incidentally I have found it of great advantage that there are two of the old officers remaining in Sind who have been able to give me the benefit of their experience.

Q. 1227—Do you agree with the last witness that the Bombay Land Revenue Code now works satisfactorily? A. I think so. We have comparatively little to do with the Code in Sind.

Q. 1228—Do the Commissioner's special circulars largely supplant it? A. Yes. I am not sure that "supplant" is the word; I would say "supplement."

Q. 1229—So that it is hardly necessary to take it into consideration? A. I will not go so far as that; it is not negligible, but at the same time it is not so important as it is in the Presidency proper.

Q. 1230—With regard to what was said by the last witness as to orders having been issued by the Government of Bombay which have very largely restricted your own discretion, and as a consequence the discretion of your officers in the matter of land grants, what do you say? A. I am afraid I do not understand what the last witness was referring to.

Q. 1231—Have any such orders been issued to you? A. Not that I am aware of.

Q. 1232—You say that formerly the Commissioner in Sind had power to appoint Subordinate Judges; can he do so now? A. Yes; he has the power by law.

Q. 1233—Does he exercise it? A. Yes.

Q. 1234—But you have no power to appoint Executive Officers? A. No, none.

Q. 1235—None whatever? A. No Executive officers of the Provincial Service, that is to say, Deputy Collectors.

Q. 1236—What is a *mukhtiar*? A. He is a member of the Subordinate Service.

Q. 1237—Are Deputy Collectors the only officers of the Provincial Service? A. Of the Revenue Branch. I cannot appoint them.

Q. 1238—Which gets the highest pay, the Subordinate Judge or the Deputy Collector? A. On an average, the Deputy Collector.

Q. 1239—Is he a more important officer? A. Yes, I think so, but it is a large question as to whether the administration of justice is more important than the collection of revenue. Naturally I attach more value to the executive work.

Q. 1240—Should not an officer who is entitled by law to appoint a Subordinate Judge be entitled also to appoint an Executive Officer of very much the same corresponding position and rank? A. I think so; they are parallel branches of the same Service. My real point with regard to the appointment of Deputy Collectors is that, as a matter of fact, I do practically, appoint them; that is to say, they are promoted from men serving in Sind who I know all about and the Government knows nothing about, and my recommendations are accepted as a matter of course, but I have to make the recommendations and it means a great deal of useless correspondence.

Q. 1241—You say that while you think the Commissioner in Sind ought to have larger powers, you would very much doubt whether the Commissioner in other places ought to have larger powers? A. I do not think the one necessarily follows on the other; but I do not wish to suggest any restriction on the delegation of larger powers to Commissioners elsewhere.

Q. 1242—In the recent orders of the Bombay Government, has the Commissioner in Sind been coupled with the other Commissioners in the Bombay Presidency? A. There have been several orders recently about delegation of powers.

Q. 1243—And they have always coupled the Commissioner in Sind with the other Commissioners? A. Yes, incidentally.

Q. 1244—Is that a new departure? A. I think it is. The whole subject of delegation has been rather prominent recently, and several Resolutions have been issued on the subject. I think it is a new departure, that is to say, that hitherto I do not think there has been much delegation to officers generally, whereas the delegation of powers to the Commissioner in Sind is very old.

Q. 1245—Do you fear that this indicates a centralizing tendency on the part of the Bombay Government? A. Rather a tendency to a dangerous uniformity in bringing Sind into line with an ordinary division; that is the point.

Q. 1246—Into the central net, as it were? A. Yes.

Q. 1247—You say that the Heads of Departments are apt to encroach upon the independence, or *quasi*—independence, of the Government and the Commissioner in Sind—can you give examples? A. There was a case the other day to which Mr. Mules referred with regard to orders issued by the Director of Land Records to officers in Sind; the Department of Agriculture is one which is disposed to encroach considerably, and there is a case with regard to the Education Department, though I do not know that I would call that encroachment.

Q. 1248—What have the Agricultural Department done? A. The Head of the Department has been lately assuming a considerable amount of jurisdiction in the matter of the Civil Veterinary Department, which has always hitherto been under the direct control of the Commissioner in Sind. We have our own special superintendent in Sind.

Q. 1249—What orders have been issued to the Civil Veterinary Department? A. Several circulars have been issued to Collectors in Sind by the Director of Agriculture on matters relating to veterinary work. Copies have been sent to me.

Q. 1250—Were they sent first to the Collectors, or were they sent simultaneously to you and the Collectors? A. They were sent simultaneously.

Q. 1251—Were they instructions to do something? A. I am not prepared to give the detailed contents. I am bringing the question forward as a purely technical question of procedure. I do not know that there has been any harm done, but as justifying the word "encroachment" my point is that a new procedure is being introduced, and that there is a constant tendency to that sort of thing. If one does not notice these little things at the time, precedents get established, and in that way an outside officer gets authority which he never had before.

Q. 1252—It is not so much therefore the contents of the actual circular as the encroachment upon the authority of the Commissioner in Sind over his subordinates? A. That is rather my point.

Q. 1253—With regard to the Education Department, have they neglected the orders of the Government of Bombay in certain respects? A. Yes, that again is a matter of procedure.

Q. 1254—They have been told to correspond with the Commissioner in Sind and they have corresponded instead with the Educational Inspector in Sind? A. Yes.

Q. 1255—So there again the Head of a Department in Bombay, tries to communicate direct with the officer who ought to be subordinate to you? A. No, that is not the particular point in this case. In this case, under the orders of 1893, the Director's reports to Government on Sind educational



questions were to be submitted through the Commissioner in Sind. Last year the Government enquired why these orders had not been carried out, and the Director of Public Instruction reported, after reference to the records of his office, "It appears that the Government resolution has neither been cancelled nor modified; it cannot be traced how the practice has fallen into abeyance," and thereupon the Governor in Council directed that the procedure prescribed by the Government Resolution of 1893 should in future be strictly observed. My point is that though this second Resolution is dated March 1907, the Director had not, up to the time my statement was prepared, submitted one single report through my office.

Q. 1256—Are there any other Heads of Departments who make similar efforts? A. I have not come prepared with any other instances.

Q. 1257—Is a great deal of the correspondence in Sind conducted by the office establishments of the Collectors and Sub-Collectors in the vernacular? A. Yes; the bulk of it is conducted in the vernacular.

Q. 1258—Is that necessary; is it easier and more satisfactory than conducting it in English? A. It is to a great extent necessary.

Q. 1259—Do the people with whom you have to correspond in the interior like it and appreciate it? A. I think so.

Q. 1260—And would they find it difficult probably to conduct their correspondence in English? A. Yes, but of course that difficulty is getting less and less every day.

*Mr. Hichens.*

Q. 1261—You have been a Commissioner in the Central Provinces and also in the Central Division of the Bombay Presidency as well as in Sind, so that you are in an exceptionally good position to compare the status and powers of Commissioner elsewhere with those of the Commissioner in Sind. Can you outline very generally what in your opinion the main distinction between the status of the Commissioner here and a Commissioner in the rest of the Bombay Presidency, or elsewhere, is? A. Speaking generally the Commissioner in Sind is very much more the Head of the whole administration than he is elsewhere.

Q. 1262—Are there any very salient points in which he has wider powers, or does it resolve itself into a large number of details? A. I suppose it does resolve itself into details, but the total sum of the details is big.

Q. 1263—Taking a matter like education, for example, are your powers as Commissioner in Sind any greater than they were when you were Commissioner of the Central Division of Bombay? A. I do not know that they are, except in one respect, which is comparatively small, namely, that I exercise the powers of the Local Government for the purpose of Local Boards.

Q. 1264—In regard to Public Works are they different? A. No, beyond the fact that I am President of the Indus River Commission.

Q. 1265—Where then particularly have you larger powers? A. The general idea and policy of Government is that as far as possible, the Commissioner in Sind should have a strong voice in all departments. I do not say that it is always carried out, but in practice he has a larger voice, speaking generally, than the Commissioner has elsewhere.

Q. 1266—The educational inspector told us that in regard to certain educational matters he made a recommendation to the Director of Education in Bombay, then the matter was referred to you, then it went back to him again and on to the Director of Education in Bombay; is that not a cumbrous procedure? A. What happens in practice is that a recommendation for a grant is made by the Director to Government (of course on the advice of the inspector) and the Government, on receiving it, forward it to me for my remarks.

Q. 1267—Would that class of matter be dealt with more expeditiously if it went direct through you—that is to say, if the inspector of education in Sind

submitted it first to you and you transmitted it to the Director? A. In some ways it might, but in other ways I am not sure that I do not prefer the present prescribed procedure, (if only it was adhered to) because there is always an advantage in having the last word.

Q. 1268—Is the Collector responsible for the assessment of the land revenue which includes a charge for water, and for the collection and the remission of revenue? A. Yes. Technically all remissions are sanctioned by me, but the Collector recommends them.

Q. 1269—Are they practically always sanctioned? A. Yes.

Q. 1270—So that in that way the Collector has some considerable power? A. Yes, the point being that our land revenue and irrigation revenue is consolidated and collected together, and it is purely a question for the Revenue Department; the Public Works Department have nothing to do with it.

Q. 1271—Would it be desirable to give the Collector any further power in regard to the distribution of water? A. That is a very difficult question; I am not prepared to say so off hand. It is mainly a professional matter.

Q. 1272—Would the common sense point of view be, assuming a reasonable Executive Engineer and a reasonable Collector, for the Collector to put his case before the Executive Engineer who should do his best to carry it out if it could be carried out? A. I think so, certainly.

Q. 1273—But if the worst came to the worst it would be always open to the Collector to refer the matter to the Government? A. Yes.

Q. 1274—But you think technical matters had better be entrusted to the technical officer? A. I think so; in a case of urgency one or the other of them would take the responsibility; the Collector would either take upon himself to issue an order, or would insist on the Executive Engineer putting down in black and white that he considered it would be dangerous to do what he had been asked to do.

Q. 1275—What power of sanction has a Superintending Engineer? A. I cannot say off-hand; I do not think it is very large.

Q. 1276—Do you hold any view as to whether his powers should be increased? A. No, I am not prepared to give any definite opinion on the subject, except that I am generally in favour of delegation.

Q. 1277—Speaking generally would you say that a Superintending Engineer was a man of experience and a man who could be trusted with fairly wide powers of sanction? A. Yes. Are you referring specially to irrigation now?

Q. 1278—I would apply my question also to Public Works generally. Would you say that Superintending Engineers could be relied upon to prepare the plans of large works, and that therefore they might be entrusted with considerably wider powers than at present? A. Yes.

Q. 1279—We were told in Bombay that the functions of District Boards to a large extent consisted in finding the money for carrying out certain things, for example the larger roads; as a principle is it desirable to run District Boards on those lines, or is it desirable to lay great stress on their executive functions? A. As regard roads, that is not the case in Sind; speaking generally, the District Boards do carry out their own works.

Q. 1280—But not if the cost is above a certain figure? A. It never is, as a matter of fact; we have practically speaking no metalled roads in Sind and the Local Boards do carry out all their road works. Of course the theory is generally applicable, but the idea of the limit of cost is that work requiring professional skill is entrusted to the professional department.

Q. 1281—Very often work can be done more cheaply and efficiently through the instrumentality of a Government department, but admitting

that, is it desirable to avail oneself of that agency, or is it desirable to lay more stress on the necessity for developing the faculties of Local Boards? A. It is difficult to generalize, but I quite admit the principle that very often it is quite worth while to let the people do a thing in their own way and, in order to give them the necessary education, to sacrifice a certain amount of efficiency.

Q. 1282—Would you allow Local Boards for example to appoint their own teachers from a list to be supplied by Government? A. That might be considered.

Q. 1283—Would you allow them to have their own inspectors? A. I do not quite see how a dual arrangement would work; it is rather a new idea to me. You do not suggest that the Education Department should withdraw entirely?

Q. 1284—No, not entirely; might not a District Local Board, for example, be allowed to appoint its own teachers, inspect its schools, and have substantially less supervision exercised over it by the authorities of the Education Department, from the point of view of educating it up to taking a keen interest in its work? A. I am not prepared to give an opinion on the point, but there is a great deal to be said for it. Whether it could be worked in practice I should not like to say off-hand.

Q. 1285—Might they be given more discretion than they have at present with regard to the curriculum? A. I think they have more to say to the curriculum than perhaps has been brought out by the witnesses hitherto; for instance we have a special curriculum in Sind, called the rural standards. There has been a great difference of opinion about it, and it has been laid down that it is to be left entirely to the Local Boards to decide whether they will have these rural standards in their schools, or whether they will have the regular ordinary curricula as in the urban schools.

Q. 1286—Can they do more than choose between those two? A. No, I do not know that they can, and I do not know that it would be feasible to allow them to wander outside the recognised standards altogether.

*Mr. Dutt.*

Q. 1287—You have pointed out that so far as Act V of 1868 is concerned it gives a legal sanction to certain extraordinary powers which the Commissioners in Sind as a matter of fact exercised before—is that so? A. I understand that to be the case, and I can give you an illustration. In 1859 the Government of Bombay gave to the Commissioner in Sind the powers of a Lieutenant-Governor under an old Municipal Act of 1850. It is very questionable whether the legality of that order from the Government would stand at this day in a Court of Law. That is an instance of the sort of thing I had in my mind.

Q. 1288—Is it your point that in certain matters the Commissioner in Sind has practically had those powers from the beginning, and that Act V of 1868 has only legalized some of them? A. Yes.

Q. 1289—Was that owing to the special circumstances of this province? A. Yes.

Q. 1290—Those circumstances do not exist and never did exist in the other divisions of the Bombay Presidency? A. No.

Q. 1291—Therefore does it not follow that in those other provinces the extension of Act V of 1868 was not absolutely necessary, and you would draw a distinction between two cases? A. Certainly.

Q. 1292—In Sind do you consider that all departments, other than Imperial Departments, should work in subordination to the Commissioner? A. Yes, that is the general idea so far as practicable.

Q. 1293—Would you include in that the Education, Excise, and Public Works Departments? A. The Excise Department is entirely under the Commissioner.

Q. 1294—Would you include the Public Works and Education Departments? A. Yes.

Q. 1295—Would you lay down that the Commissioner in Sind should be consulted before any policy was introduced in Sind with regard to education? A. Yes; it is done now before any large policy is introduced—at least I should protest if orders were issued introducing a large policy into Sind of which I had heard nothing.

Q. 1296—There is a difference between Sind and other divisions in that respect; in other divisions the Commissioners generally concern themselves more with the revenue administration? A. Yes, but not exclusively.

Q. 1297—Have they the same control or should they have the same control, over the educational and Public Works policy of their divisions as the Commissioner in Sind has, or ought to have? A. No; I would not put them on the same footing.

Q. 1298—You suggest that Commissioners might meet at Poona and form a Board to dispose of large questions in consultation with each other. Would that be mainly with regard to revenue matters? A. Yes, mainly with regard to revenue matters: a few years ago I should have said in regard to police as well, but the police is past praying for now.

Q. 1299—You would not give the Commissioners any large voice in police administration even if they were joined together as a Board? A. I would give them an absolute voice if I had my way. I have always considered that the police should be directly under the Commissioners, and strongly urged this view before the Police Commission. But now that it has been finally overruled, and a system on diametrically opposite lines introduced, I suppose that the question is no longer open to discussion.

Q. 1300—Do Assistant Collectors and Deputy Collectors who are in charge of sub-divisions have to tour about seven months in the year and live at headquarters the other five months? A. Seven months is the minimum for touring required by rule. According to my own experience in the Bombay Presidency, eight months is about the ordinary period of touring for an Assistant Collector; in Sind on the other hand I understand that the Assistant Collectors are pretty well always on tour, that is to say, they are never for very long continuously at headquarters without having to go out for some purpose or other.

Q. 1301—So that would you say a Sub-Divisional officer in Sind is more in touch with the people of his sub-division than he is in other sub-divisions of the Presidency? A. I am inclined to think so, but I would not say so in a very marked degree.

Q. 1302—From your experience in other divisions generally speaking would you say that a Sub-Divisional Officer in Sind is more in touch with the people? A. That is rather the impression I have derived since I came to Sind, but I should not like to assert it very strongly.

Q. 1303—Are people who want to bring their cases before the Sub-Divisional Officer put to hardship because they have to follow him from place to place when he is on tour? A. I have not found that amount to anything very serious in my experience; I know it is often said.

Q. 1304—Do you generally agree with the opinion of the educational inspector that the Commissioner ought to have a controlling voice over all financial questions in regard to education in his own province? A. Yes.

Q. 1305—Would you limit that control mainly to that point, leaving technical questions as to curriculum and so on to the Education Department? A. What I should like to see as the ideal arrangement would be that the inspector in Sind should always be a specially selected officer, and that, with his assistance, the Commissioner in Sind should control the entire Educational Department of the province.

Q. 1306—What then should be your relations with the Director of Public Instruction in Bombay? A. I think we should have no relations at all, except that we should avail ourselves of his advice on any very big or very technical question.

Q. 1307—Should he lay down general lines of policy for the Presidency, leaving you to adopt them as far as possible? A. Yes, that would be the line I would suggest—so far as they might appear suited to Sind.

Q. 1308—You said that you had the power of appointing Sub-Judges in this province; would they be men on Rs. 150? A. Yes, beginning at Rs. 150.

Q. 1309—Are they considered to belong to the Provincial Service? A. Yes.

Q. 1310—Their pay goes up to a high figure? A. Rs. 800 is the pay of the highest grade.

Q. 1311—In the other Provincial Services are men at that rate of pay appointed by the Government or are they appointed by the Commissioner in Sind? A. I cannot tell you how they are all appointed; none of them are appointed by me, but my point about Deputy Collectors is that they are, like the Sub-Judges, on a separate Sind list—an entirely distinct list from the Deputy Collectors in the Presidency—whereas probably the other Services you refer to are part of a general Provincial Service for the Presidency.

Q. 1312—Are not Deputy Collectors in Sind liable to transfer to other parts of the Presidency? A. Not ordinarily. There has been one case of an exchange between Sind and the Presidency, and that exchange the Government of India said ought never to have been made.

Q. 1313—Have rules been laid down that Sind officers of the rank of Deputy Collectors should always remain in Sind? A. It is undoubtedly the practice, and almost the invariable practice, and I understand it is the rule.

Q. 1314—Do you not get Deputy Collectors from the other divisions into Sind? A. There has been one case, and one only, so far as I am aware.

Q. 1315—You have told us that *mukhtiarkars* are generally chosen from the ranks of the Ministerial Service and after some experience in the Ministerial Service they are appointed by you—is that the general rule? A. Yes; we never make a direct appointment of a *mukhtiarkar*.

Q. 1316—In your opinion would it be desirable to make some direct appointments so that they should not have to go through a training as Ministerial Officers which is not altogether desirable? A. I do not agree that the training is not desirable. A certain amount of training is necessary. The appointment of a *mukhtiarkar* is too important and too responsible to put a raw man into it without some sort of preliminary training, but I am quite in favour of getting good candidates, well educated and well born if possible, and we attach considerable importance to that in Sind; if we can get, say, a Muhammadan of good family and good education I am quite prepared to give him his ministerial service simply and solely for the purpose of training him as a *mukhtiarkar*, and putting him in as *mukhtiarkar* on the first opportunity. He would have to pass his departmental examinations and go through a certain period of training, and then I am always ready to put him in at once.

Q. 1317—We were told that some of these men when they entered the ministerial Service were likely to contract habits of corruption, but that when they got to the higher Service they gradually got rid of those habits; if that be so, is it altogether desirable that men in their earlier career should have to go through such demoralising experiences? A. I am not quite sure that I can admit your premises.

Q. 1318—Is it not possible that some of the men who may afterwards rise to be as *mukhtiarkars* may have gone through that a demoralizing process and have contracted corrupt habits? A. It is quite possible.

Q. 1319—If it was possible, would you appoint at least a certain number of men of good education and good families either on probation or for a definite period with the distinct idea that they should be appointed as *mukhtiarkars* as soon as they were qualified? A. Yes. There are not enough appointments, of course, for all our educated men, but our rules for graduates are very liberal; as it is, a graduate is given many advantages in the way of getting through his examinations early, and once he has passed his higher standard examination if he is found fit for anything at all he is pushed up at once.

*Sir Frederic Lely.*

Q. 1320—I understand that you claim that Sind is on a special footing and is different from the Presidency proper, partly because of its remoteness, and also because of its peculiarities and customs as to land tenure and race, and so on. With reference to other divisions in the Bombay Presidency, would you not say that those reasons also apply in kind, though not in degree, and involve some separate treatment for them? A. Yes, in kind.

Q. 1321—For instance, Gujarat, has special customs and institutions of its own which entitles it to distinct, if not separate, treatment? A. Yes.

Q. 1322—And that is an argument in favour of giving a Commissioner certain definite and enlarged powers? A. Yes.

Q. 1323—Is it within your memory that Gujarat was improperly treated on more than one occasion because there was no one in the Secretariat who understood anything about it? A. Yes, I think it is so. I have no very definite recollection, but as the question is suggested to me, I have a vague impression of something of the sort.

Q. 1324—In general words, would you say that each division of the Presidency should be treated on its own footing, and that the Commissioner should be the voice of it? A. Yes, it being understood that I am not putting them on a footing with Sind.

Q. 1325—With reference to the imposition of the Bombay Revenue Law upon Sind, you say that is largely supplemented by the Commissioner's own rules, and that has mitigated the incongruous effect of the Land Revenue Code. In the early days would you not say that it was a great drawback to the Government of the country from Bombay that it involved imposing a law which was made for a peasant proprietary upon a province of great landholders? A. Yes, but I do not describe Sind without qualification as a province of great landholders, though it differs materially from the Presidency proper.

Q. 1326—But in so far as the land law was unsuited to it to some extent the Government of the province was dislocated? A. I am not prepared to say that.

Q. 1327—At any rate the law applied was unsuitable? A. Yes, it was not strictly applicable in all its details at all events.

Q. 1328—And in fact the great landholder was treated as peasant proprietors? A. Yes.

*Sir Steyning Edgerley.*

Q. 1329—Was not the unsuitable point in the Bombay Land Revenue Code that under it you levy revenue on all land in occupation? A. Yes.

Q. 1330—And also a section was put into the Land Revenue Code to legalize and facilitate the matter of temporary settlements in Sind? A. I will take it from you.

Q. 1331—So far as the powers and duties of the Commissioners and Collectors and Assistant Collectors and *mukhtiarkars* were concerned, there was not very much in the Land Revenue Code which created difficulty? A. No.

Q. 1332—The Land Revenue Code was not of course passed with any reference to Sind, but was applied under the Scheduled District Act? A. Yes; the first application of the Bombay Revenue law to Sind was Bombay Act I of 1865, which was specially extended to Sind under Bombay Act I of 1866.

Q. 1333—I may take it that the essence of your evidence is a fear lest the position of the Commissioner in Sind should be deteriorated by anything that may be done in the direction of decentralization? A. Yes.

Q. 1334—As regards the encroachments of other departments in Sind which you have mentioned, have you ever had any reason to feel that when you took the matter up you were not supported by the Bombay Government? A. Yes, I think I have.

Q. 1335—Can you give any illustration of that? A. There was a case in connection with the Agricultural Department as regards the development of Egyptian cotton cultivation in Sind, which was largely dealt with for a long time by a Government in direct communication with the Director of Agriculture behind the back of the Commissioner entirely.

Q. 1336—The introduction of a special crop like Egyptian cotton might from an exception to a general rule? A. Yes, but I thought I had grounds for protesting in that case and pointing out that it was a matter in which the Commissioner in Sind might have had something to say.

Q. 1337—Have you any other illustration you can give? A. No, that is the only one I can think of at present. Generally speaking, I would admit if one points out the whole thing to Government one is supported, but at the same time my complaint is that there is all the trouble of having to go through the process.

Q. 1338—You suggest that some of the individual Members of Council and Secretaries may have put in a more or less extended period of service in the province in the more or less distant past, but does that give quite a fair impression? Since 1890, have not the Revenue Members of Council in the majority of cases come direct from Sind? A. Yes, some of them.

Q. 1339—But at the same time your point is, that allowances should be made for special circumstances? A. Yes.

Q. 1340—With regard to Act V of 1868, have you had a search of records made for the purposes of your evidence? A. Yes.

Q. 1341—Is there anything on record showing any complaints as to its operation? A. No, nothing at all.

Q. 1342—Which do you consider the leading newspaper in Sind? A. The Sind Gazette.

Q. 1343—Will you put in an extract from an article which appeared in that paper on Friday, the 13th March, so far as it relates to the operation of Act V of 1868 for our use? A. Yes, certainly.

Q. 1344—Would it be of any advantage to you if the Act gave authority to delegate powers to Collectors and Heads of districts? A. Possibly, it might be of use.

Q. 1345—Do you consider that an Act of that character could work in the Presidency and other parts of India? A. I am not prepared to say it would not work.

Q. 1346—Do you think it desirable, or not desirable, that it should be attempted? A. I am inclined to doubt whether an Act of that sort is desirable for general purposes. My view of the Act is that its object is to meet exceptional circumstances. The whole nature of the Act is to create exceptions to a general rule, and that being so, I feel rather doubtful whether it is desirable to turn the exception into the rule.

Q. 1347—It is not an infrequent process on the part of the Government of India, to legislate by notification? A. No.

Q. 1348—And it has the merit of simplicity and saving of time, if powers have to be passed on? A. Yes.

Q. 1349—But against that you have to set the argument of the possibility of making exceptions? A. Yes.

Q. 1350—Is it not the policy of the Bombay Government to make the Commissioner practically the Head of the whole administration in Sind? A. Yes, so I understand.

Q. 1351—We have heard that he has no power in connection with the Educational Department; do you agree with that? A. As regards formal powers I think it is the case, but if you mean as regards influence, the Commissioner has a certain amount of influence.

Q. 1352—In the Education Department the powers are not reduced to rules anywhere? A. There are powers of financial sanction and various other powers of sanction.

Q. 1353—But those are powers under Codes which apply to all departments? A. Yes.

Q. 1354—Have not the Bombay Government practically said that they will not receive anything referring to the Education Department except through the Commissioner in Sind? A. Yes, that is so.

Q. 1355—Would you not say with regard to any department that if the Commissioner chose to interfere he would be fully supported? A. Yes, that is to say he would not be told that it was no business of his, though he might not always get his way.

Q. 1356—But is not the policy exactly the opposite—the Bombay Government wish him to stand out as the Head of every Department? A. Yes it has been so stated.

Q. 1357—You think that the system of daily travelling allowance is liable to considerable abuse? A. Yes.

Q. 1358—Would you say it is liable to more abuse than the system of permanent travelling allowance? A. Yes, decidedly in my experience.

Q. 1359—Is control over an officer's movements easier under the permanent travelling allowance? A. Yes.

Q. 1360—When an officer has signed and sent in a daily travelling allowance bill claiming money, does not criticism become a little bit difficult without making some imputation upon his character? A. Quite so, that has been my experience.

Q. 1361—Whereas it is very much simpler to be able to say: "Your diary shows that you are not moving fast enough and you had better hurry up"? A. Yes.

*Mr. Mayor.*

Q. 1362—In the matter of travelling allowance you state that fixed travelling allowance was abused in a certain province by Commissioners, without mentioning names, can you tell me how it was abused? A. I know as a fact, of a case, many years ago, of a Commissioner of a division who drew a fixed permanent travelling allowance of Rs. 250 a month and habitually travelled second class on public duty. Then I have known of other cases of Commissioners who neglected travelling.

Q. 1363—Who simply sat down and drew their travelling allowance without travelling at all? A. Yes.

Q. 1364—Under the fixed travelling allowance system, the Commissioner would require to check the movements of his Collectors, to see that they were going about the districts properly, and it might also be necessary for the Government to be informed of the movements of the Commissioner? A. Yes.



Q. 1365—The Commissioner does not now make any report as to his travelling to Government? A. No.

Q. 1366—Supposing a fixed travelling allowance was in general application throughout, would you have a Commissioner send his particulars as to travelling to Government? A. No, I would not.

Q. 1367—You would leave it to his honour? A. Quite so; I think Commissioners should be trusted.

Q. 1368—And if you found a case of abuse such as you have mentioned, would you take serious notice of it? A. Yes undoubtedly, but the Commissioner should be addressed privately in the first instance.

Q. 1369—You said that the Bombay Government had directed that any communication to them from the Education Department should pass through the Commissioner, but I gather that the Bombay Government having said that, promptly forgot all about it and received communications direct? A. That is so.

Q. 1370—And there might possibly be a similar lapse of memory again? A. Quite so.

Q. 1371—In regard to Act V of 1868, and its general application, that Act merely legalized, what was practically the condition of things in Sind? A. I think that was largely the case.

Q. 1372—Whereas if you applied it to some other division, whether in Bombay or out of Bombay, you would be making an entirely new departure? A. Yes.

Q. 1373—How would non-official opinion, rightly or wrongly, regard that? A. It would certainly be criticized, and no doubt, adversely criticized.

Q. 1374—Is practically all the cultivation here carried on under irrigation? A. Yes.

Q. 1375—And you fix the rates according to the character of the crop, so much per acre on sugar cane, so much on rice, and so on? A. Yes. That is done at the settlement.

Q. 1376—Then you have a peculiar system of making allowances for fallows? A. Yes.

Q. 1377—So that practically a man is charged on the amount he actually cultivates from year to year? A. Yes.

Q. 1378—The Irrigation Officers have nothing to do with the assessment? A. I will not say they have nothing to do with it; they do not settle it, but they have an opportunity of criticizing the settlement report before it is sanctioned; they have no deciding voice.

Q. 1379—When once the settlement is made, is all they are responsible for the conveying of water to the fields? They do not collect the assessment or anything of that sort? A. No.

Q. 1380—Over and above that you have this *malkano*, that is a lump sum paid down at the beginning for the good will? A. Yes, it is what in the Bombay Land Revenue Code is called the price of the occupancy right.

Q. 1381—Is that fixed usually by auction? A. No, not in Sind.

Q. 1382—How is it fixed in Bombay proper? A. By auction.

Q. 1383—Assuming there is more than one applicant? A. Yes.

Q. 1384—Supposing there is only one applicant what then? A. In that case the usual practice is, when an application is put in for a particular survey number, to put the land up to auction, and if there is no competition, the applicant gets it for nothing; there is no upset price.

Q. 1385—And if there is an auction, it may be bid for to any extent?  
A. Yes.

Q. 1386—How do you apply that method in Sind? A. We do not apply it at all; we have no auction at all and no competitive prices; the Collector has to fix the amount of the *malkano*.

Q. 1387—Are there certain general principles? A. The circular says this: "*Malkano* should for practical purposes be taken to be that amount which any cultivator of reasonable intelligence, means and prudence, is willing and able to give for waste land which he desires to occupy and cultivate at a profit after payment of assessment (1) without incurring debt (2) after leaving in his hands sufficient capital to cover all the expenditure necessary for the irrigation and cultivation of the land and risk of failure of crops."

Q. 1388—Is there any rough and ready rule that the amount shall not exceed so many years assessment or anything of that sort? A. In practice it does not exceed three times the assessment, and generally it is from 2 to  $1\frac{1}{2}$  times the assessment.

Q. 1389—When you speak of the Collector, do you mean the District Collector, or is the power delegated to the Sub-Divisional Officer? A. The power to fix *Malkano* is hardly ever delegated.

Q. 1390—Supposing there are two or more applicants for the same piece of land, would it be decided by auction as in the Presidency proper? A. There is a provision that auction may be resorted to, but in practice it is never done. In practice where there is more than one applicant, it is decided by choice as to which is considered for various reasons to be the better candidate, either as having a better claim, or being a better class man, or on considerations of the right of frontage.

Q. 1391—Mr. Mules told us that in the matter of *malkano* the power of the local officers here, from the Commissioner downwards, has been reduced by orders of the Bombay Government; what did the Bombay Government do exactly? A. In practice, I do not think there has been any lowering of powers. What actually occurred was this. In 1899 it came to the notice of the Government of Bombay that a grant of 300 acres of land, free of *malkano*, had been made,—not by the Commissioner in Sind but by one of his Collectors,—to the family of a *mukhtar* who had been murdered in the execution of his duty. The abstract propriety of the particular grant was not criticized but the question raised was as to the desirability of Collectors being empowered to make such grants without the Commissioner's sanction. On this Government issued very stringent orders, seriously curtailing the powers of both Commissioner and Collectors, which, if literally carried out, would undoubtedly have had the effect, as was reported at the time by Mr. Mules, then Collector of Shikarpur, of "revolutionizing the whole system of land grants in Sind." These orders were based on a minute of the Hon'ble Sir Evan James, the then permanent Commissioner in Sind, while temporarily acting as Revenue Member of Council. On his return to Sind his attention was called to them; and, while accepting personal responsibility for what he characterized as "the looseness of the wording," he recorded certain amendments which he would have suggested to his colleagues had he seen the Resolution in print before issue. In regard to the order requiring the Commissioner in Sind to report to Government for confirmation every concession sanctioned by him in the nature of a reward for good service, he explained that the word "confirmation" was a misprint for "information." And, in respect of the order requiring the Commissioner's sanction to any sale of land exceeding 100 acres "for a sum materially below the price which would be obtainable if the land were put up to auction," he admitted that "the reference to auction was very unhappy." There is of course nothing in common between the Sind idea of *malkano* and a competition auction price. Government being at the time much occupied with plague and famine, Sir Evan James decided not to trouble them with an immediate reference, but took the responsibility (subsequently approved) of practically suspending the

operation of these orders. In 1901 Mr. Giles, his successor, submitted the whole case to Government, with the result that they cancelled the orders of 1899, and substituted a simple order that any grant of land as a reward for good service must be sanctioned by the Commissioner, who should report, for the *information* of Government, in any such cases exceeding 100 acres. For the rest Government accepted the proposal of the Commissioner that he should himself issue a rule requiring his sanction to all grants in excess of 100 acres "for an amount materially below what the Collector considers to be an equitable price for it, after deducting a reasonable sum for the expenses of bringing it under cultivation." Thus the orders of 1899 were in fact never brought into force, and two years later were formally cancelled. The only restrictions which have actually been imposed are those introduced by the Resolution of 1901. They are now reproduced as Rules 21 and 22 in Special Circular No. 45. I understand that Mr. Mules objects, as he always has objected, to even these modified restrictions. In this I do not support him. I also gather that, when giving his evidence he was unaware, or oblivious, of the fact of the orders of 1899 having been modified by those of 1901. There is moreover nothing in these orders which in any way affects the Collector's power of delegation to his subordinates. I am not aware of any orders either of Government or of the Commissioner in Sind which have the effect of hampering Collectors in this connection. Special Circular No. 870 of 1905 impresses on Collectors the desirability of giving larger powers in connection with the disposal of land to both Assistant Collectors and *mukhtiarkars*. References may doubtless be found scattered through many standing orders to the importance of exercising discrimination between experienced and raw assistants. But it is left entirely to the Collector to decide how far each of his Assistants is to be trusted; and I think it is universally recognized that the policy is to encourage delegation to them rather than the reverse.

Q. 1392—You post your own Assistant Collectors and Deputy Collectors? A. Yes.

Q. 1393—Are they simply posted to Sind, and then do you dispose of them as you please? A. Yes.

Q. 1394—Have you also considerable powers with regard to investing officers with magisterial functions under the Criminal Procedure Code? A. Yes, I have practically absolute powers in that respect.

Q. 1395—Do those powers include making a man an ordinary Magistrate of the third class, the second class, and the first class? A. Yes.

Q. 1396—You have all that power as well as the power of allowing them to take evidence in English and so on? A. Yes; the only restriction to which it is subject is that I am expected to consult the Judicial Commissioner in each case. That of course does not apply to first appointments. I am not empowered to direct evidence to be taken in English; but in practice there is no occasion for such powers, as the record is invariably in Sindi, the language of the courts.

Q. 1397—In regard to the posting of officers and the investment of magisterial powers, might not authority be given to ordinary Commissioners? A. I think so.

Q. 1398—Would you be in favour of the Commissioner in Sind having a Public Works budget of his own? It has been suggested that the provincial Public Works budget might be split up among divisions, with a certain amount kept at headquarters as a reserve, that a certain amount should be allotted to each Divisional Commissioner and against that he should have powers of financial sanction. A. I should approve of that.

Q. 1399—Both in Sind and in divisions generally? A. I think so.

Q. 1400—You say that Commissioners might be transferred into a Board of Revenue, and that you would have them meet as a Collective Board in important matters, but at the same time dealing with matters territorially.

Mr. Curtis in Bombay went further than that and proposed the Madras system, under which each member dealt with particular subjects, and he said on the whole the system of subject members made more for efficiency—would you agree with him? A. No, I should not.

Q. 1401—Would you prefer the territorial system? A. Yes, as far as the Bombay Presidency is concerned.

Q. 1402—Would the Commissioner of Opium, Customs and Salt come into your scheme? A. No, I think not; he would have to be outside it altogether.

Q. 1403—You say that the Commissioner in Sind hardly ever goes to Bombay; would it not be a good thing if it was recognised that he should go there once a year and meet the members of Government? A. It is rather difficult to spare the time; it is a very long journey to Bombay.

Q. 1404—Might you not be able to explain things personally which might not be so well dealt with by letter? A. There would be advantages in it, but, at the same time there are certain practical difficulties in the way.

Q. 1405—Might not the Governor and Members of Council come to Sind oftener? A. Possibly.

Q. 1406—How often does the Governor come to Sind during his term of office as a rule? A. I imagine, on an average, about twice during his five years of office.

*Chairman.*

Q. 1407—Appeals stop at a certain point and then revision begins; what is the difference between the two? A. The main difference is that an appeal is a thing which a man has a right to make, and a revision is a thing which he has no right to ask for.

Q. 1408—Is a revision generally asked for after an appeal has been dismissed? A. After it has been dismissed by the lower appellate authority. The law lays down certain limits beyond which no man shall have a right to appeal, but at the same time there is a wide section, which possibly is necessary, reserving to Government an absolute right of interference where they may deem it necessary.

Q. 1409—The Local Government, or the Supreme Government? A. I am thinking particularly of the Bombay Land Revenue Code, which is purely a local Act, but I presume that the Government of India would similarly claim a right of interference in the last resort in any case, for sufficient reason. It occasionally happens that a man who has no right of appeal, nevertheless sends up a petition to Government complaining of action against which no appeal lies, and Government interferes. The case to which I have referred came down from the Secretariat with the ordinary Secretariat endorsement. It was described as an appeal and was sent down for report; at the same time the petitioner was informed, in effect, that his appeal had been admitted, and eventually, after a long correspondence it was dismissed. It seems a fair presumption in a case of that sort, especially where the word appeal was used by the Secretariat, that an appeal had been irregularly admitted.

Q. 1410—Supposing you had pointed out to the Secretariat that no appeal could lie? A. As a matter of fact I did. I was informed that it was unnecessary to remind Government of the fact.

Q. 1411—Who said that; the Secretary of the Department? A. Yes, under orders of the Government, of course.

Q. 1412—But perhaps not under orders of the Government? A. I am bound to assume that all these things are done under orders of the Government.

Q. 1413—So that the practice of revision has been allowed to override the law of appeal? A. There is a tendency that way; I do not wish to say more than that.

Q. 1414—You say that there is great danger of selection being improperly resorted to; would you say that the same danger would exist if it were a case of selecting for the post of Collector? A. Yes.

Q. 1415—Speaking generally, are you against any process of selection of officers? A. Yes, for regular promotion.

Q. 1416—Should they all go on by seniority except in the case of certain special posts? A. Yes, but subject to a very strict standard of fitness.

Q. 1417—Does not that practically amount to selection? A. I do not think it does, because my point is that the next man on the list should be considered in his turn, and if he is rejected then the one below him should be considered.

Q. 1418—Then it would not be the selection of the fittest, but the rejection of the unfit? A. Yes.

Q. 1419—You say that the Financial Department regards Assistant and Deputy Collectors as part of the Collector's office establishment, what does that mean? do you refer to the Financial Department of the Government of Bombay? A. No, I was referring to the Financial Code of the Government of India. By way of illustration of that—An Assistant Conservator of Forests who is placed in charge of a brother officer's division in addition to his own is allowed a charge allowance for holding it, but an Assistant Collector who is placed in charge of a neighbouring sub-division in addition to his own, is not allowed a charge allowance, because the theory is that he and the other Assistant Collector are merely members of the Collector's office establishment in the same way as if they were clerks.

Q. 1420—With regard to the conferences of Commissioners a witness told us that they were practically useless, and you yourself rather suggested that it was more or less time wasted? A. I did not wish to suggest that. A great deal of their value is very often lost by their being hurried; but I do not think the time is wasted, and I would like to see more of them.

Q. 1421—You think there is not enough time devoted to them? A. Quite so.

Q. 1422—And even if it was inconvenient for Commissioners to go to Poona, for the purpose of holding a conference, yet you think good work is done at them? A. Certainly.

Q. 1423—Can you without much trouble put in a list of the delegations to the Commissioner in Sind under the Act? A. Yes.

The witness withdrew.

ADJOURNED.

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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 <i>talukas</i> .	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 *mamlatdar* of the Presidency) being here called the *mukhtiarakar*. 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 *mukhtiarakars*, 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 *mukhtiarbars* and *taluka* head munshis are magistrates with varying powers. In most sub-divisions there is an additional *mukhtiarbar*, 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*.

## 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.