

Government of Bengal

Report of the Bengal Administration Enquiry Committee 1944-45

Superintendent, Government Printing Bengal Government Press, Alapore, Bengal

TABLE OF CONTENTS

INTRODUCTION.

PARA.

Appointment of Committee	••	••	••	••.	1.
Scope of Enquiry	••	••	• •	••	2
The Committee's Procedure	••	••	••	••	3
Acknowledgments	••	••	••	••	4

CHAPTER I.

THE BACKGROUND.

CHAPTER II.

THE TASKS AHEAD.

CHAPTER III.

THE MACHINE—STRUCTURE (a) AT HEADQUARTERS.

A.—Structure of the Headquarter Machine as a whole.

Introductory	••	••	••	••	••	17 ·
Defects of the Present 1	Machine	••	••	•• .	••	19
Basic Objectives of Gov	vernment	••	••	••	••	22
Chief Minister as Co-ord	linator	••		••	••	26
Regrouping of Portfolic	8	••	• •	••	••	28

B.—Structure of Headquarter Machine for Development.

Co-ordination of Development Activities	••	••	••	47
Cabinet Committee on Development	••	••	••	· 48
Development Board	••	•	••	49
Territorial or District Plans	••	••	••	52
Development Board—A Planning Body	••	••	••	53
Organisation of Development Board	••	••	••	54
Co-ordination of Technical Activities	••	••	••	56
Advisory Bodies		••	••	58
Organisation of the Chief Minister's Office	• •	••	••	59
Summary		••	••	60
Execution of Plans lies in the Mufassal	· ••	••	••	61
la				

CHAPTER IV.

THE MACHINE—STRUCTURE (b) IN THE DISTRICTS.

A.-STRUCTURE OF DISTRICT MACHINE FOR DEVELOPMENT.

•						PARA.
Development	at District level	••	••	••	••	62
Provincial and	d District Plans	••	••	••	••	64
Relationship	between District (Officer and	Departme	ntal Officers	in the	
Districts	••	••	••	••	•••	65
Need of Co-or	dination of District	Activities	• •	••	•••	67
Alternative S	olutions	••	••	••	••	68
Working out	the District Plan	••	••	••	••	72
Rural Recons	truction	••	••	. 	••	80
Increase in Ci	rcle Officers	·••	••	••	••	83
Strengthening	g of Union Boards	••	••	••	••	86
Summary of I	Proposals for the O	rganisation	of Provinc	zial Developr	nent	87

B.—STRUCTURE OF DISTRICT MACHINE AS A WHOLE.

The Burden on the District Officer	••	89
Organisation of the District	••	92
Five Main Divisions of the District Office	••	93
Grading of the principal posts in the District Office	•••	95
Additional assistance to the District Officer	••	98
District Officer to be relieved of certain duties	••	101
Greater delegation of Authority to the District Officer	•••	103

C.-SIZE OF DISTRICTS.

No fixed formula	••••	••	••	••	••	104
Some Districts too large		••	••	••		105

D.-MISCELLANEOUS.

1.1.1

The Sundarbans of the 24-Parganas			••	••	••	106
Post of Commissioner to be abolished	ł		••	••	••	113
Distribution of Commissioner's duties	s	•	••	••	••	115
Agricultural Crop Statistics	•••	•	••	••	••	123
Jute Regulation	••		• •	••	•• ,	131

CHAPTER V.

PARA.

- . .

.. 233

THE MACHINE AT HEADQUARTERS—THE STRUCTURE OF A COMPONENT UNIT.

Ambiguity of Terminology	••	••	••	•••	134
Ministries and Departments	••	••	••		135
Re-allocation of duties betwee	en Ministries	and Depar	tments		· 137
Application of Principles	•••	••	••	••	141
Statutes and Rules	••	••	••	••	145

CHAPTER VI.

THE MACHINE—SOME OF ITS HEADQUARTERS' COMPONENTS.

The Task of Organisation and Methods Division					146
••	••	••	••	••	149
••	••	••	••	••	150
ter	••	••	••	••	157
	••	••	••	••	158
•••	••	••	••	•••	·163
••	. ••	••	••		174
••	••	••	••	••	184
		 er 	 er 		

CHAPTER VII.

MANNING THE MACHINE.

A.-PERSONNEL MANAGEMENT.

Increased tenure of the higher Secretariat Posts						201
Bengal Civil Service Offic	at	••	• •	204		
The Staffing of Technical	l Departm	ents	••	••	• •	205
Recruitment to the Uppe	r Division	of Clerica	l Assistant	s in the Secr	etariat	208
Communal Ratio Rules		••	••	••	••	211
Maintenance of Efficienc	у	••	••	••	••	215
Service Morale	••	••	••	••	••	218
Attitude to the Public		• •	••	• •	••	222
	B.—Bri	BERY AND	Corrupt	ION.		
Causes	••	••,"	••	• •	••	224
Remedies	••	÷.,	••	••		228
Protection of public servants				••	231	
Effect of Public Opinion				••	232	

Restoration of the Traditions of the Public Service ...

C.-TRAINING.

						PARA.
Preliminary Training	• .•	••	• •	••	••	234
Mid-career Training	••	••	••	••	••	235
Short Technical Course	for non-	technical o	fficers	••		236
Training of Officers alr	eady in S	Service	••	••	••	237
Technical Officers	••	••	••	• •	••	238
Higher Technical Trair	ning	• • •	• •	••	••	239
Clerical Staff—Initial	Fraining	•••	••	••	•••	240

D.—THE PUBLIC SERVICE COMMISSION.

Introductory	••	••	••	••	••	241
Extension of the scope of the Commission's Recruitment Functions						
The Commission's Fun	ctions in	respect of	Promotions	••	•••	252
Acceptance of Advice	••	••	• •	••	••	255
Disciplinary Matters	• •		••	••	••	257
Reports of the Commis	sion	•••	••	• •	••	258

CHAPTER VIII.

.

SPEEDING THE MACHINE.

A.-GENERAL CONSIDERATIONS.

Difference between Government Departments and Commercial Concerns						
Causes of Delays	••	••	••	••	••	264
Scope of Present Cl	hapter	••	••	••	••	265

B.—FINANCIAL CONTROL.

Delegation of Financial Authority	••	••	••	268
Yardsticks for personnel and matériel expend	••	••	269	
Ministerial Responsibility	••	••	••	270
Authority for Reappropriations	* ••	••	••	272
Financial Delegation a matter for detailed ex	amination	••	••	274
Delegation to District Officers	•••	••	••	273
Permissible variations from standards	••	••	•• *	276

C.—OFFICE MANAGEMENT AND COMMUNICATIONS.

					•	PARA.
Duplicate Noting	•	••	••	••	•••	279
The Reference Section .	•	••	••.	• •	••	281
Guidance by Officers to the	e Office	••	••	••	••	282
Sense of Urgency needed		••	••	••	••	283
Office Accommodation and	equipme	nt	••	••	••	284
Improvements in touring fa	acilities	••	••	••	••	294
Summary of recommendat	tions on	office acco	mmodation	and tour	ing	
facilities	•	••	••	••	••	295
Hours of work and length of	of holiday	'S	•.• •	••	••	296
D.—THREE EXAMPL	es of Pi	ROCEDURES	INVOLVING	SERIOUS	DELA	YS.
Landlords' Fees		•• '	••	••	••	300
Collection of Government I	Dues	••	•• .	••	••	305
Delays in the Criminal File		••	••	· ·	••	314

CHAPTER IX.

CONDITIONS OF SERVICE. ۶.

	APAY	Υ.		•	
Principles of pay	•••	••	•,•	••	317
Provision of a reasonable career	••	••	••	••	318
Reduction in number of pay scales	••	••	•• '	••	319
, I	В.—Ркомо	TION.		•	
Promotion by merit	••	••	••	••	320
Equalisation of Promotion Prospec	ets	••	••	••	321
Exceptional Promotion	· • •	••	••	••	322
Superintendent in District Offices	••	••	••	••	323
	C.—Pensi	ONS.			
Revision of Pension Rules	••	••	••	••	325
D.—CLERICAL AND A	Administr	ATIVE ES	TABLISHME	NTS.	
Position of temporary clerks	·	••	••	, ••	328
Reduction in the number of tempo	rary clerks	••	••	••	330
Conditions of service of temporary	clerks	••	••	••	333
Sub-grade in district offices		•• _ '	••	•••	335
Amalgamation of the B.C.S. and the	he B.J.C.S.		••	••	339

	Para.
Equalisation of prospects of officers serving in Districts and in Secretariat	344
Living Conditions in the Mufassal	349

CHAPTER X.

LOCAL SELF-GOVERNING BODIES.

A.-MUNICIPALITIES.

Size of Municipalities	••	••	••	•••	358			
Lack of funds	••	••	••	••	367			
Neglect on part of Government	••	• •	••		371			
Town and Country Planning Act		••	••	••	376			
Calcutta and the 24-Parganas	••	••	••	••	379			
Summary of Recommendations re	••	••	381					
B.—DISTRICT BOARDS.								
Composition		•			389			

Composition		••	••	••	••	••	000
Contact with G	overnmen	ıt	••	••	••	••	391
Internal Admin	istration	••	••*	••	••	••	392
Resources		••	••	••	••	••	394

C.-UNION BOARDS.

Summary of Recommendations regarding Union H	Boards	407
--	--------	-----

CHAPTER XI.

CONCLUSION.

Implementation of the Report	••	••	••	••	409
Two Short-term Problems	••	••	••	••	412