



# REPORT OF THE DISTRICT REVENUE ADMINISTRATION ENQUIRY COMMITTEE

VOLUME I—THE REPORT

" II — The appendices.

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THE DISTRICT REVENUE ADMINISTRATION ENQUIRY  
COMMITTEE, MADRAS.

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\* Paragraphs in this chapter have been separately numbered.

# REPORT OF THE DISTRICT REVENUE ADMINISTRATION ENQUIRY COMMITTEE

## VOLUME I—THE REPORT

### CHAPTER I.

#### INTRODUCTORY.

The District Revenue Administration Enquiry Committee was set up in G.O. Ms. No. 1039, Public (Special), dated 7th July 1954. The terms of reference of the Committee were laid down in G.O. Ms. No. 1876, Revenue, dated 10th July 1954 (reproduced in Appendix I). The Secretary of the Committee joined duty and the office started functioning on 14th July 1954. The Chairman and Member of the Committee took up duty on 21st July 1954.

2. A questionnaire was issued to all Collectors calling for information relevant to our work. A copy of the questionnaire is in Appendix II. We also obtained from the Secretariat, the Board of Revenue and the Curator's Office, records having a bearing upon the questions coming within our purview.

3. We felt it might be useful to visit some important business houses to study their methods of conducting correspondence. By courtesy of the Managers we visited the offices of Messrs. Parry and Company, the Standard Vacuum Oil Company and Simpson and Company.

4. We considered it desirable, in order to cover the whole ground satisfactorily, to visit all the districts and hold discussions and exchange views with the Collectors, Revenue Divisional Officers, Block Development Officers, Tahsildars and Estate Managers. Separate questionnaires were prepared and sent to the officers in advance; copies of these questionnaires are in Appendix III. In pursuance of this programme, we visited Chingleput, North Arcot, Tanjore, Coimbatore, Madras, Tiruchirappalli, South Arcot and Malabar districts, spending about four days in each district.

5. In the course of these visits we also looked round the Collectors' offices and some Divisional and Taluk offices, and also scrutinized some records in these offices, in order to get a general idea of the conditions of work in these offices.

6. After some experience of the work on the lines we had planned, we felt that, for the satisfactory completion of it, the period of three months fixed by the Government was insufficient, and that the period would have to be extended by about two months. We accordingly requested the Government to extend

our term till the end of December 1954. The Government, however, desired to have the report by the end of November 1954, and extended the term of the Committee only up to that date. We had to readjust our work accordingly; we visited Madurai and Ramanathapuram districts also, but the visits were briefer; we were not able to visit the other districts and did not, in covering questions in their local application there, have the advantage of formal discussions with the officers of those districts; but in all these cases, however, we had the Collectors' replies to our questionnaires to go by.

7. We invited, through the Press, suggestions from individuals and associations for the improvement of the efficiency of the Revenue Department. Letters and memoranda were received from a few individuals and associations whose names have been given in Appendix IV. Where we felt that further discussions would be helpful, we arranged to meet the persons concerned during our visits to the districts.

8. As one of the points that figured prominently in the discussions in the districts was the supply of forms and stationery, we held discussions in this regard with the Controller of Stationery and Printing.

9. On two points mentioned in the terms of reference—the question of transfer of maintenance work from the Survey Department to the Revenue Department, and the integration of Estate areas with the ryotwari areas—we had discussions with the Director of Settlements.

## CHAPTER II.

### SOME GENERAL CONSIDERATIONS.

10. The duties of the Revenue Department are, as is well-known, wider than the name implies. Besides collecting the Land Revenue and other Government dues, it acts as the chief agency of the Government in regard to general administration, covering a wide range of duties differing in nature from simple routine, like reporting the daily rainfall or weekly variations in the prices of foodgrains, to the tackling of serious emergencies like Fire, Flood or Famine. While doing so, the Revenue Department touches the life of the villager at many points, and comes into close contact with all sections of the public, and handles a very large volume of correspondence on a number of subjects, some simple but most of it complicated.

11. There is oftentimes a tendency to contrast unfavourably the work in the Revenue Department with that in commercial firms. This overlooks the vital difference between correspondence dealt with in business firms and that dealt with in the Revenue Department. The bulk of the correspondence in a business firm

is of a very simple type, such as answering enquiries from customers, the checking of stocks, and the placing of indents. The work will be of a routine nature, especially at the level of the clerks, and there will be no question of tracing previous files and studying them, or of examining the facts of a case with reference to the Acts and Rules bearing on the subject. The office and fair copies of replies could be immediately typed in most cases on the very day of receipt of the letters. Where there is any deviation from the routine, the immediate personal orders of the Manager or other superior officer (who will generally be on the spot, and not on tour) could be got. The latter could obviously have a wide measure of discretion so long as he protects the interests of the firm. It is seldom that any third party will be interested in the correspondence of a business firm, and there will be no question of hearing his views or examining his objections. The files in a business office and the decisions arrived at by those in charge of the business are not open to scrutiny by the public or subject to appeal and revision by higher authorities in the sense understood in the Revenue Department. As against this, the vast majority of the papers dealt with by clerks in the Revenue Department are highly complicated, and with the best will in the world they cannot be disposed of at the pace at which a business firm can attend to its correspondence.

12. The derogatory comparison is not new—nor the answer to it. We extract the following from the report of Mr. Loftus Tottenham, I.C.S., written in 1917 when he was engaged on an enquiry into the possibilities of reducing establishment in Collectors' and other offices:—

“ Again, when we contrast the official ploughing laboriously through his ponderous and innumerable files, with the business man, taking up letter after letter as it comes in, and dictating the replies, unencumbered by precedents, office notes, and ‘put-up-papers’ we must not forget the greater complexity and variety of the subjects with which the official has to deal and the great importance that attaches in his case to continuity and uniformity of procedure. The business man is of necessity an expert in his own subject to a degree to which the ordinary official cannot be an expert in the multiplicity of subjects with which he deals, and whereas the business man usually has to look mainly to the ephemeral circumstances of the individual case with which he is dealing, the official has to ‘look before and after’ and to refer to general principles. He is moreover constantly obliged to consider the bearing on the problem before him of Laws and Rules by which the possibilities of action are circumscribed. While, therefore, we may admire and envy the business man, and may learn much from him too, we must inevitably, if regretfully, conclude that in certain directions the official is debarred by the nature of the case from any prospect of emulating him.”

These statements are as true to-day as when they were written.

13. Having regard to the nature of the duties to be performed by the Revenue Department, its efficiency has to be judged with reference to the following considerations :—

(i) Are the various grades of public servants properly equipped by recruitment and training for the various tasks allotted to them?

(ii) Are arrangements adequate for

(a) ensuring that decisions are taken at the lowest level of responsibility appropriate to the subject-matter?

(b) the gathering and submission to the final authority without delay of all materials necessary for decision, and for that authority to make its decision and communicate it to the parties with promptitude?

(c) the parties themselves to be kept informed of the entertainment and progress of their cases from time to time?

14. Two dominant considerations in that context will be : Are delays avoided at all stages? And are the orders passed, as affecting the public, correct?

15. The existence of delays has been mentioned in the communications from the public received by the Committee and is implied by the Government in its Terms of Reference as a matter for examination; and the passing of incorrect orders has also been mentioned in the communications from the public.

16. A scheme of appeals and revisions, such as is prevalent in the Department, itself postulates, while providing remedies, the possibility of wrong orders being passed. The question therefore would be : Have such orders shown a disquieting increase of late? But there are limitations in attempting an answer to that. It is difficult to obtain now figures relating to any previous period for comparison. We can make, if at all, only an absolute test on the figures : whether the percentage of orders upset is itself disquietingly high. But even for this purpose it would be necessary to gather figures about the total number of cases dealt with, the number that went up in appeal or revision, and the number in which the orders were upset, on a large variety of subjects—e.g., assignment, encroachments, water rate, transfer of registry and appointments and punishments of village officers. In view of the limited use to which the figures, in any case, could be put, we considered that gathering of particulars on such an elaborate scale would involve an amount of labour incommensurate with the advantage to be gained, and we did not therefore arrange to gather them. Just as a test check, however, we obtained particulars about one item where the figures could be readily gathered—the punishment of village officers. The figures are in Appendix V. They show that the percentage of cases taken up in appeal to the total number of cases disposed of was generally low, and that the

percentage of cases in which the orders were upset in appeal was also, with a few exceptions, not abnormally high. As a matter of general impression also, otherwise, there was nothing in the discussions with the officers in the districts which indicated that incorrect orders were on the increase.

17. Another cross-check on general efficiency would be the reports of the Inspecting Officers on the condition of the offices inspected by them. We have examined a number of these inspection notes and we find that in the general remarks the condition of most of the offices has been described as 'satisfactory'.

18. We have examined the half-yearly Revenue Business figures of the various offices for the last three years, to find out whether in fact the allegations of delay are substantiated. The figures are in Appendix VI. We can find no indication in those figures of any striking trends warranting such allegations. In fact, in several offices, there has been a progressive diminution in the number of over-six-months and over-one-year papers. Of course, there is the possibility that some of the disposals might have been premature, especially in Taluk offices, or that efforts were concentrated on the disposal of old papers, and in consequence, the position really was that delays occurred in respect of the papers disposed of within six months, regarding which full particulars will not be available in the Revenue Business Statements. Indeed, we are prone to think that, if better attention was paid in all offices to those few simple references from the public which can be replied to in a few days, much of the complaints of delay against the Revenue department will not be heard. We may mention here that the main theme of the memoranda received by us from the public was the occurrence of delays in correspondence—a secondary theme being the loss of papers. We would also add here that part of the complaint about delays is also probably due to the fact that the public make insufficient allowance for a certain amount of delay implicit in the processes of work in the Revenue department—a point with which we have already dealt above. We would add, too, that the note is more stridently heard—understandably and legitimately, though—because the public are more insistent on their rights now-a-days.

19. We have mentioned these points only to suggest that there is no reason to hold that there is sign of such serious deterioration as should cause grave concern, though, of course, there are many aspects calling for examination and treatment.

20. In regard to delays, for example, it was conceded during our discussions with Collectors, Revenue Divisional Officers and Tahsildars in various districts that there were delays and they were even on the increase, but the view generally put forward was that the quality of clerks and Revenue Inspectors recruited in recent years has been unsatisfactory, and that part at least of the inefficiency and delays occurring in the various offices has been



due to this fact. It was also urged that there were other factors which combined to accentuate the inefficiency, such as understaffing and inadequacy of supervision. These considerations are valid. It must be realised that, even though an official is competent and may be prepared to work extra hours, there is a limit to the amount of work he can handle satisfactorily, and that, if the work-load goes beyond a certain point, he has inevitably to deal with several matters, especially those whose importance is not of a primary nature, with less attention than he would otherwise have done. The necessity for close supervision is obvious in any office, and particularly in a Government office, dealing with intricate subjects. The lack of sufficient supervision in an office is bound to make itself felt in the direction of increase in delays and general inefficiency. Moreover, wherever local inspections and enquiries are involved, it is quite necessary that the jurisdiction of the staff concerned must be compact and limited, in order that the minimum time might be spent on travel, and that the work could be always kept under control.

21. Accordingly, the problems of avoidance of delays and increase of efficiency in every office of the Revenue department have to be considered with reference to the following aspects:—

(i) Ensuring that the quality of recruits is adequate for the purpose in view and that the recruits also are given suitable training where necessary, with a view to secure efficiency;

(ii) there should be adequate arrangements for supervision;

(iii) the territorial charges should be reasonably compact and manageable; and

(iv) at all levels, the work-load should not be so high as to be beyond the capacity of the official concerned, assuming he is reasonably efficient.

22. It is against the whole background as set out above that a review will be made in the following chapters of the problems relating to the offices and officials of the various grades in the Revenue department.

### CHAPTER III.

#### THE MINISTERIAL SERVICE.

23. Without minimizing the value of supervision and guidance by officers of superior grades, it would be correct to say that the efficiency of the work in the various offices depends to a large extent on the quality of the Ministerial Service. Besides being thus important in itself, the Ministerial Service carries the added importance that it is almost exclusively the field for recruitment for higher posts in the Revenue Subordinate Service, from which service, in due course, a large proportion of the Madras Civil Service (Executive Branch) is also manned. Recruitment to the

Ministerial Service is at present made on the basis of a competitive examination conducted by the Madras Public Services Commission with a pass in the S.S.L.C. as the minimum educational qualification.

24. At the discussions we had with the officers in the districts the view was generally expressed that there has been a serious deterioration in the quality of the " present generation " of clerks, meaning thereby mainly those recruited during and after the War. The view was that the clerks were of a poor standard, not merely with reference to their capacity for expression in English—a decline which is inevitable as a consequence of the medium of instruction in schools being the mother-tongue instead of English—but with reference also to their general intellectual attainments, this being attributable, according to some, to a general fall in educational standards. We find it difficult to accept such a wholesale proposition. We rather think that this is only a facet of the general aspect referred to immediately below— viz., that the Service is not attracting the best material.

25. On that, too, there was general agreement in the districts—that the Madras Ministerial Service is not able to attract the better type of young men among those who pass the S.S.L.C. Examination and still less those who pass higher examinations, for two main reasons. One is that the present emoluments of lower division clerks are very low, and that they compare very unfavourably with the scales of pay offered by the Central Government and the majority of commercial houses. The other is that there is a feeling that prospects in the department are not so good as they used to be. The more competent young men, therefore, prefer employment under the Central Government and in commercial firms to service in the Revenue department. We think there is considerable force in this contention. There was a time when the security of tenure and pensionary benefits available in Government service were considered to compensate for even lower emoluments, and Government service was preferred to employment in business firms; but this distinction has largely ceased to exist now, since, as a result of labour legislation and other causes, conditions in those respects approximate more closely to those in Government service, and in many cases are even better.

26. This tendency to prefer employment elsewhere has been in operation more or less since the period when the cost of living index began to rise steeply, and the disparity between the emoluments offered by the Central Government and business houses on the one hand, and those offered by the State Government on the other, became pronounced. This tendency is reflected in the figures of graduates allotted to the districts by the Madras Public Services Commission on the results of the competitive examinations since 1944. The figures are in Appendix VII. It will be

seen that the percentage of graduates is very low and has even been nil in some districts for a number of years. We have no doubt that part of the decline in the efficiency of offices is due to this factor. The aspect of it which is of particular significance is that the department has not been attracting a sufficient number of graduates during a period when graduates have been coming out in increasing numbers from the Universities.

27. The reviews made by the Public Services Commission from year to year indicate that there has been a progressive deterioration in the quality of the clerks taking the examination. This again, we feel, is a reflection of the fact that we are not attracting the best material.

28. It is against this background that certain suggestions put forward before us for effecting an improvement in the quality of the clerks have to be judged. It was argued before us that the work of the clerks in the Revenue department is more arduous than that in other departments in view of the variety and complexity of the subjects that have to be dealt with, and that therefore the recruitment for the Revenue department should be made separately from that for other departments, and that a higher minimum of marks in the Madras Public Services Commission Examination should be insisted upon for admission to the Revenue department. The answer is that if the scale of pay and prospects of promotion in the Revenue department by themselves do not attract capable young men, the result is hardly likely to be better merely by insisting on a higher standard of performance in the qualifying examination; on the other hand the result is likely merely to be that we will not get sufficient recruits to meet the annual requirements, with the consequence that emergency recruitment will have to be made in larger numbers, making the general picture even worse than now.

29. A suggestion was also made that candidates securing the highest ranks in the competitive examination for the Ministerial Service should be allotted to the Revenue department without regard to any preference as between different departments that might have been expressed by the candidates themselves. We fear that it would be unfair to the candidates to fetter their choice, and unfair also to the other departments to have their source of recruitment permanently fixed at an inferior level. In any case, this will not solve the difficulty that the higher level will still be of a low standard.

30. Yet another suggestion was that the minimum qualification for admission to the Revenue department should be raised from S.S.L.C. to the possession of a degree of a University. For one thing, such a change will be a factor tending to increase an aimless drift towards higher education and an increase of educated unemployment at a higher level, and will not be in consonance with the general trend of opinion among educationists and publicists that such a tendency should be avoided and the aim should

be to divert people from the general educational stream to various vocations at an earlier point. For another, even now it is open to graduates to compete along with S.S.L.C. holders in the competitive examination held by the Madras Public Services Commission, and, if the department has not been attracting graduates in such large numbers as it used to do previously, it must be because the scales of pay offered compare unfavourably with those offered by the Central Government and business firms. Mere raising of the minimum educational qualification to the possession of a degree will not, therefore, secure for the department a better type of recruits and, on the other hand again, the consequences are likely to be only as indicated in paragraph 28 above, and even in a more pronounced manner.

31. We are not, however, prepared to recommend a move in the opposite direction such as would seem to be implicit in the trend of educational opinion mentioned in the previous paragraph. We refer to the view that the admission to the Ministerial Service should be restricted to holders of the S.S.L.C. by the imposition of a suitable age-limit. The higher ranks in the Revenue department such as Deputy Tahsildars, Tahsildars and, to a large extent, even Deputy Collectors are, as pointed out at the outset, filled up by promotion from the category of clerks, and the department should, therefore, always have a fairly good proportion of clerks with high academic qualifications for filling up in due course positions of responsibility. Otherwise, as an alternative, direct recruitment to the higher categories will be necessary on a much larger scale than now, but this will further restrict the chances for promotion for the lower ranks, leading to stagnation and frustration, and making the department correspondingly less attractive to young men of talents and leading to a permanently low level of efficiency in the Ministerial Service. Our conclusion, is, therefore that there is no need to change the present minimum qualifications for recruitment.

32. That conclusion would be the same even if a proposal that was under consideration some time ago in respect of the Secretarial Course in High Schools were to be revived again—viz., that that course should be the exclusive or main channel of recruitment to the Ministerial Service. Such an arrangement can be thought of, in any case, only after the course is widely introduced in all districts; but even then, for the reasons given in the previous paragraph, as far as the Revenue department is concerned, candidates having higher general educational qualifications should not be shut out; the competition should, as now, be open to them also; the candidates undergoing the Secretarial Course should merely be left with the advantage of having better chances at the competitive examination, apart from the advantage of the course equipping them for walks of life other than Government service.

33. It will be noticed that back of the survey of the problem from every angle, we come to the central question that it is the

fact that emoluments are comparatively lower in the Ministerial Service that accounts for a comparatively lower standard of recruitment and in consequence a comparatively lower standard of efficiency in the service. The long-range consequences will be even more serious. The clerks recruited after 1944 have not yet generally risen to higher and more responsible posts such as Deputy Tahsildars and Tahsildars, and so the old standards of efficiency are more or less being still maintained at present among these higher ranks. However, when these clerks in their turn fill up higher ranks, the efficiency of the department even at these higher levels is likely to be seriously affected. The prospect of a falling off in standards among executive officers such as Deputy Tahsildars and Tahsildars cannot be viewed with equanimity.

34. We would, therefore, recommend that the scales of pay of lower division clerks should be raised at the earliest possible moment so that a better type of candidate can be attracted to the department. In order to be completely effective, the pay should be somewhere round about the Government of India scale—with corresponding adjustments in the higher grades. If, however, finance stands in the way of sanctioning higher emoluments for clerks, the question will have to be frankly faced that a lower standard of efficiency in the Revenue department will have to be put up with in future.

35. The suggestion has been made that a higher scale can be given for clerks in the Revenue department alone. We think there will be practical difficulties in doing this, because there is bound to be agitation for a similar increase of scales of pay on the part of clerks in other departments also. Enhancement of emoluments, if any, to the Ministerial Service will, therefore, have to be treated as a general problem and not merely as a problem of the Revenue department alone.

36. Apart from the effect in regard to future entrants, the raising of emoluments will, it has been urged, increase efficiency even in the existing ranks. It was represented by one of the Non-Gazetted Government Officers' Associations that many of the clerks in the State Government offices were indebted, and that financial worries were telling upon the efficiency of the clerks. We feel that there is considerable force in this contention.

37. One incidental point we will refer to here. We heard complaints that clerks were often allotted to districts other than their own, and that this caused considerable hardship to them. We recognize the difficulties in allotting candidates invariably to their own districts, for, in a competitive examination conducted on a State-wide basis, the number of candidates successful in a district may not always be exactly equivalent to the number required for that district. We would, however, urge that, as far as possible, clerks should be posted for service in their own districts, and that requests for mutual transfers of clerks to their own districts should continue to be allowed liberally.

38. From the point of view of attracting talented young men the prospects of promotion are quite as important as the initial emoluments. We have already referred in paragraph 25 to the existence of a feeling that the prospects in the department are no longer as bright as before. The category of Deputy Tahsildars is particularly important in this connexion, as it is the ambition of all the better clerks in the Revenue department to raise to that category as early as possible. With the separation of the Judiciary from the Executive, a number of posts of Deputy Tahsildars have been lost to the department. In some districts, even people who had completed their probation as Deputy Tahsildars or Tahsildars have had to be reverted. The number of posts of Deputy Tahsildars (permanent and temporary) on the eve of the scheme of separation from Judiciary and the number of posts at present have been exhibited together in Appendix VIII. If temporary posts of Deputy Tahsildars sanctioned for various purposes such as land acquisition, civil supplies and for general increase of work are all taken into account, it might appear that the prospects in the department are not much worse than they were in normal years prior to "separation", and that the complaint of serious loss of prospects is not valid at the moment. It will, however, be more proper to consider the prospects only with reference to permanent posts, as they alone count for the purposes of confirmation. If permanent posts are alone taken into account, it will be seen that there has been a considerable curtailment of the chances of promotion for clerks of the Revenue department; and the Government have referred to us specifically this problem of relieving stagnation in the Revenue department. It will be seen, however, that later in our report we have suggested the creation of a number of permanent posts in the Deputy Tahsildars' cadre. We have suggested these posts on their own merits and not with the idea of compensating for the lost posts. And there will be a number of additional posts coming in with the introduction of the National Extension Service. As a result, the position, if our proposals are accepted, will more or less be what it was before the separation of the Executive and the Judiciary, and will get progressively better with the extension of the National Extension Service. The reduction of prospects will cease to operate as an adverse factor in regard to recruitment.

39. Besides this rectification of the position in regard to prospects, it is necessary, particularly pending an increase in emoluments, to provide whatever incentives are possible for the encouragement of lower division clerks to good work. One such relates to promotion to the upper division. Upper division clerks are treated as a selection category, and the proportion of upper division posts to lower division posts in any office is of great importance from the point of view of maintaining the efficiency of the office, as the upper division clerks attend to the more complicated subjects and set the tone for the lower division clerks.

Particulars of the number of upper division posts and lower division posts in different districts will be found in Appendix IX. It will be seen that the proportion of upper division clerks to lower division clerks varies from district to district, and that the prospects for promotion for the lower division clerks are also therefore necessarily different in the different districts. We feel that a uniform and also fairly adequate proportion of upper division clerks to lower division clerks (taking into account Revenue Inspectors also) should be laid down for each district as a whole. Each office in a district will have a certain number of upper division posts, and there will be, besides, a few extra upper division posts in the district to be filled by Revenue Inspectors and those not holding earmarked upper division posts in the different offices. In this scheme, a clerk promoted to the upper division will carry the status with him in whichever post he might be working. At present, a Revenue Inspector who becomes eligible for promotion to upper division has necessarily to revert to office, as, apart from probationary Revenue Inspectors, there is no provision for keeping an upper division clerk as Revenue Inspector, all posts of Revenue Inspectors being treated as only lower division posts. Under the arrangement proposed by us, it will be possible for a Revenue Inspector to continue as such (if the exigencies of service require this), even after his promotion to the upper division. Taking the State as a whole, the present proportion of upper division clerks in the Revenue department to lower division clerks is 1 : 5. Many Collectors have suggested an increase in the proportion to as much as 1 : 2 or even 1 : 1. After careful consideration, we suggest that, in the interests of raising the efficiency of the Revenue department, the number of upper division posts in the department should be increased suitably so that the proportion of upper division clerks to lower division clerks might be as 1 : 3 in every district. This of course applies to permanent posts, but the same principle should be applied, to the extent possible, in respect of temporary posts also. We have no doubt that this increase in the number of upper division posts will provide an incentive for good and honest work among lower division clerks, and thereby help to bring about material improvement in the quality of the work turned out by the clerks of the department.

40. It was also represented generally at our discussions with officers in the districts that part of the decline in efficiency in offices was due to the offices being under-staffed; that there has been an appreciable increase in the volume of work of the Revenue department at all levels; and that much of the burden of the additional work naturally falls on the clerks. We agree. We have, later in our report, formulated certain proposals for strengthening the staff of Taluk, Divisional and Collectors' offices, and we consider that these will also lead to an improvement in the efficiency of the department.

41. *Training for clerks.*—The inefficiency of clerks is in a measure due also to the lack of training in the initial stages. At present, no training whatever is given to clerks newly recruited to the Revenue department. They are merely posted to an office, and expected to be able to attend to their complicated duties straightaway. Obviously, a new clerk takes some time to find his moorings and get settled, before he is able to turn out useful work. In the old days, the senior and more experienced clerks, not to mention the supervising officers, did not have too heavy work themselves, and they were therefore able to find some time to guide new entrants, and help them now and then with their work. All this is changed now, and the new entrant is left to his own resources in the matter of attending to his work, with the result that for several months he is a liability to the office in which he is working. It will take a new clerk not less than three months to learn office procedure and the rudiments of the subjects he has to deal with, and during this period, the office to which he is allotted can expect to get no assistance from him, and has to work shorthanded. All the Collectors and almost all their subordinates, with whom we have had discussions, have urged that a scheme for training of clerks is absolutely necessary. We agree.

42. Two possible schemes of training can be considered :

- (1) Training in a Central School run by a Special Officer, and
- (2) Practical training by attachment to particular offices.

Between 1944 and 1948 schools for the training of clerks were functioning at different centres in the State. The Government, however, ordered the closure of the schools on the recommendation of the Retrenchment and Reorganization Committee. There was also then a general feeling that the clerks who had passed out of the training schools were no better than those who had not received any training at all. We feel that, if that scheme of training did not completely come up to expectations, it was probably due to the wholly theoretical bias of the syllabus followed in the training schools. The clerks were merely taught in the class room something about office procedure and certain portions of the Fundamental Rules, Madras Financial Code, Madras Accounts Code, Manual of Special Pay and Allowances and so on. The clerks were at no time taken to any Government office and given an opportunity to get an insight into the work turned out in those offices. It may be possible, though, to remedy this defect and provide for both practical and theoretical training in such Central Schools and thereby enhance their utility.

43. We, however, feel that instead of training at formal schools, even with provision for visits to some Government offices, it will be more advantageous to attach the clerks, on allotment by the Madras Public Services Commission, as supernumeraries for a period of three months to the different taluk and other Revenue Offices in a district. The first two months of the training will be in a Taluk Office where the newly allotted clerk should be required



to spend about a week each in the important seats in order to acquaint himself with the various items of work transacted in a Taluk Office while picking up general office routine also. We cannot conceive of a better way of instructing the new clerks in a practical manner in the details of office procedure. During the period, the trainee can be given certain routine work in the concerned seat, such as registry of papers, referencing, comparing of fair copies, despatch, etc. We consider also that it is quite necessary that the new entrants should have a field background to the work done in the offices. It will also be useful to give the clerk an idea of the work of a Revenue Inspector. We, therefore, propose that as part of the training in the Taluk Office, the clerk should be attached to a Revenue Inspector for a period of one week, the batch being distributed among the Revenue Inspectors in the taluk for that purpose. In pursuance of the same idea, we consider that it will be very useful if the clerk is attached as a camp clerk to the Tahsildar for about a week, when the Tahsildar could take him to camps and give him an opportunity to acquaint himself with the nature of the several items of work done by the Tahsildar. This can be arranged for by taking the trainees out in turns. The remaining period of the training may be partly in the Divisional Office and partly in the Collector's Office—say about a week in the former, and a fortnight in the latter; this will give them a more comprehensive idea of office procedure and of the link-up of work between the various offices, and equip them for work in any of the offices such as the exigencies of posting may require. All these items outside the Taluk Office will have to be so staggered as not to have too many trainees bunched up at any one time for any one item.

44. A criticism that may be levelled against the scheme of training proposed by us above is that the Tahsildar might be on tour for the better portion of the month, and that there will not be any responsible person in the Taluk Office of sufficient standing to guide the clerks and to ensure that the training is imparted to them on right lines. Elsewhere in our report, we are proposing the appointment of Headquarters Deputy Tahsildars on general grounds for all Taluk Offices. It will be the duty of the Headquarters Deputy Tahsildar to ensure that during the training the new clerks are given proper instructions at every stage. As on the average not more than six to eight candidates are likely to be allotted to a Taluk Office for training, it should not be difficult for the Headquarters Deputy Tahsildar to watch their progress. In the Divisional Office, the Head Clerk, and in the Collector's Office, the Section Heads, can attend to the trainees. It can also be provided that a formal programme of training in the Taluk and other offices should be drawn up by the Board, and that the Divisional Officer should also periodically visit the Taluk Office and interview the trainees to check up whether the training is proceeding along right lines. Weekly diaries also may be prescribed to be submitted by

the trainees for perusal by the Tahsildar and the Revenue Divisional Officer, both of whom will be expected to take special interest to ensure that the training is properly given.

45. If our proposals for the appointment of Headquarters Deputy Tahsildars are, however, not accepted by the Government, the success of the scheme of training proposed by us will, to a large extent, be problematical except in districts where there is a sufficient number of Headquarters Deputy Tahsildars already. And we feel that it will not be possible to provide for any other satisfactory arrangement for the training of clerks in the district. The appointment of a Special Officer at the district level in the grade of, say, a Deputy Tahsildar to be in charge of training will not solve the problem of practical training, for, with 40 or 50 candidates allotted to each district by the Madras Public Services Commission every year, they will necessarily have to be distributed among different Taluk Offices for the purposes of training, and it will not be possible for one Special Officer to supervise the training of clerks dispersed among several offices.

46. During the period of training, the clerks should, as already mentioned, be treated as supernumeraries in the offices to which they are allotted. In order that the candidates might, as now, be available for filling up vacancies, as and when they arise, from the start of the year for which recruitment is made, the scheme of recruitment of clerks will have to be so arranged that the training is over by the time they are actually required for filling up the vacancies. In other words, the allotment of candidates by the Madras Public Services Commission will have to be advanced by a period of three months.

47. A suggestion was made in certain quarters that a test should be prescribed at the end of the training with a view both to ensure that the clerks do take sufficient interest in their training, and to weed out those clerks who do not profit by the training. We do not favour this suggestion. The Madras Public Services Commission might legitimately object to such a test being held at all (and in any case to its being held by officers of the Revenue Department), when it had found a candidate *prima facie* suitable for employment as a lower division clerk on the basis of its competitive examination. It seems to us that the only practical way to ensure that the clerks do benefit by the training, and that they attend to it with due diligence, will be to treat the period of training as part of their probationary period, so that a clerk who neglects the training or does not benefit by it, may face the risk of his probation being either extended, or in very bad cases, even terminated. It might happen in our scheme of training that there is some interval of time between the conclusion of training and the actual appointment to a vacancy during which the clerk is not actually on duty. Such intervals should be treated as interruption of probation.

48. We may add that almost all the Collectors consulted by us are in favour of a scheme on the lines proposed by us.

49. *Handling of new entrants to the department.*—A Committee which reported recently on the training of civil servants in the United Kingdom has observed :

“ Every new entrant should be given a document—perhaps in the form of a letter signed by the Minister or the Head of the Department—laying stress upon the traditions of the service which he has joined and the high standard of conduct demanded of each of its members. This should impress upon his mind from the start that his is a service with a prestige to uphold, and, what is more important, a service the functions of which are to serve the Crown and the community. Thirdly, a short and readable booklet should be provided containing a brief sketch of the history and functions of the department, some general hints upon office procedure, an explanation of any technical terms that may be in common use, and particulars of the main rules likely to affect the official life of the civil servant. Such a preliminary guide would be of great assistance, and all the more so if presented in an imaginative form.”

(Cmd. 6525, H.M. Stationery Office, 1944.)

We consider this to be a very good idea, which can be adopted here. The District Office Manual is the guide to office procedure which the new entrant would be immediately initiated into. The brochure suggested by us in paragraph 367 would give him the necessary outline information about the set-up and the functions of the Department. The Government Servants' Conduct Rules contain the main rules regulating the conduct of a public servant. Every clerk, on his initial appointment, should be supplied with a copy of all these. There should be a document, besides, which would embody the following points: the Revenue Department, which he is entering, is, in its many-sided activities as the general administrative organ of Government, the one most widely affecting the life of the ordinary citizen; it has a long tradition of versatile efficiency which it behoves him to keep up; in his early years as clerk he would not (except when he works as a Revenue Inspector) be in direct relations with the public, and his own round of duties would be only of an auxiliary nature, but even then the care, diligence, promptitude, and accuracy of his work are very important factors in building up the efficiency of the Department which finally reacts on the public in the shape of quick and satisfactory decisions; that in doing his work, therefore, he should always remember that background—that his own contribution merges into a channel of action that affects in the end the interests of fellow-citizens; that he should also remember that in his own hands lies the key for opportunities for more and more direct and effective service to the public in the higher ranks of the Department, this being the one Department where,

by dint of hard and meritorious work, a clerk can rise to the highest posts, and that right through, it also behoves him to maintain the integrity, fairness and impartiality which, together with a sympathetic and human approach to problems, constitute the hall-mark of a good public servant. That document may be in the shape of a personal letter signed by the Collector himself, also to be handed over to the new entrant; it will set the tone for him, and vest the occasion with an importance and solemnity which are likely to leave a lasting impress.

## CHAPTER IV.

### THE FIRKA.

50 *Revenue Inspectors.*—Revenue Inspectors constitute a vital link in the chain of Revenue administration, for much of the basic material for the disposal of the bulk of administrative business is obtained through them. Since the background of experience gained in that post is indispensable for higher posts, and since the work in that post is itself a test of executive ability, a period of two years' service as Revenue Inspector has also rightly been prescribed in the rules as an essential qualification for promotion to higher posts in the Department. It is clearly important, therefore, that the efficiency of Revenue Inspectors should be maintained at a satisfactory level.

51. The officers in the districts with whom we had discussions were unanimous in complaining of a serious deterioration in the quality and efficiency of Revenue Inspectors. Much of the delay in the disposal of correspondence in Revenue offices can be traced to the fact that Revenue Inspectors are not punctual in submitting their reports or that reports sent by them are often incomplete. In the course of scrutiny of files in a few offices, we came across instances in which Revenue Inspectors had delayed reports for six months or more.

52. These defects are no doubt partly due to the lack of proper guidance from higher officers, but in the main they are due to a lack of grasp of the issues involved on the part of the Revenue Inspectors themselves. The reasons for the decline in the efficiency of Revenue Inspectors, in this respect, however, are just the same as those indicated by us for the falling off in the quality of the clerks, for it is only the lower division clerks that are sent out as Revenue Inspectors after they have completed their probation and passed Parts I and II of the Revenue Test. The suggestions that we have made for the improvement of the efficiency of the clerks, if implemented, will therefore bring about, in due course, an improvement in the quality of the Revenue Inspectors also.

53. There are, however, certain specific directions in which action is called for, for bringing about an improvement meanwhile. With the creation of a large number of special posts of Revenue Inspectors for land acquisition, etc., and owing to the paucity of fully qualified hands, Collectors have very often been constrained in recent years to send out as Revenue Inspectors even clerks who had not passed both Parts I and II, or even any part of the Revenue Test. In view of this difficulty, the Government have been waiving the prescribed qualification, viz., passing of Parts I and II of the Revenue Test, and by the latest G.O. Ms. No. 2605, Revenue, dated 12th September 1954, the concession has been extended up to 31st March 1955. We consider that the concession should not be continued any longer. And we would go even further. Though the passing of Parts I and II of the Revenue Test might be sufficient for the discharge of the normal functions of Revenue Inspectors, we feel that the passing of Part III also, which would ensure an ampler qualification, for the work, should be insisted upon. As a result, the difficulty may still continue of there not being a sufficient number of qualified candidates. But on the other hand there is the consideration that normally the fact that a period of service as Revenue Inspector is an essential requisite for promotion should itself be a sufficient incentive for clerks to qualify themselves fully for it, and it is the relaxation of the rule of qualification that itself accounts for an indifference about the passing of the requisite parts of the Test. We, therefore, feel that a strict enforcement will itself bring about a supply of fully qualified clerks in due course. There will no doubt be some difficulty in the initial stages. But that can be met by providing at those stages for the posting of unqualified clerks. A condition should, however, be imposed that the period of service as unqualified Revenue Inspector should not be taken into account in computing the total period of service as Revenue Inspector prescribed for purposes of promotion.

54. It is pertinent, in this connexion, to state that candidates for the Test are now handicapped by certain difficulties and that these will have to be removed. It was represented to us that in recent years the percentage of failures in the Revenue Test has been disproportionately high. The figures in Appendix X reveal that this complaint is largely true. We sent for a few of the clerks who had failed in one part or other of the Revenue Test and questioned them regarding the causes that contributed to their failure. We found that clerks appearing for the Test are now seriously handicapped by the non-availability of many of the official publications prescribed for the Test. The most obvious example of this is the Board's Standing Orders, which was last printed in 1931, and copies of which have not been available for over a decade either for love or money. Even in the rare copies of the Board's Standing Orders that are extant, almost every page in the four

volumes is so loaded with numerous correction slips that it is impossible for anybody to be sure that all the correction slips have been pasted or to know exactly what the present rules are in regard to any subject. We understand that even such cumbersome copies are not forthcoming in many Revenue Offices, having been presumably taken away by clerks appearing for the Revenue Test and not returned, or perhaps lost. It is most unreasonable to expect any examinee to be able to read for, much less secure a pass in, any examination for which copies of the prescribed books themselves cannot be easily got at, or conveniently read. The figures in Appendix X also show that the percentage of failures is highest in Part I, relating mainly to the Board's Standing Orders, being as high as 94 per cent in June 1953 and 88 per cent in June 1954—thus bearing out the contention that the non-availability of books is a very relevant factor. We consider that it is very necessary that a responsible authority should be systematically watching whether there is always an adequate stock of the departmental books available for purchase and supply, and should take action sufficiently early—i.e., before the supply gets completely exhausted—to reprint the books whose stock position is low. We are reverting to this subject in the Chapter on Office Procedure. It is desirable also, in order to avoid candidates preparing for Tests diverting office copies for their use to the detriment of official requirements, and in order to encourage, generally, public servants to have their own copies for sharpening up their efficiency, to give them an inducement to purchase these books. We would, therefore, recommend the sale of such books at concessional rates (say at 50 per cent of the catalogue price) to the staff for their *bona fide* personal use. Such supply should be made through the Head of Office and on a certificate given by him; before giving the certificate, a declaration should be taken that no copy had been previously purchased at the concessional rate.

55. There is another point calling for specific attention in regard to the improvement of the efficiency of Revenue Inspectors. It is necessary that before a clerk is sent out as a Revenue Inspector, he must not only be thorough in office procedure and routine, but must also be fully acquainted with the practical aspects of the various subjects dealt with in a Taluk Office. This can be ensured only if a clerk works in a Taluk Office at least for a period of one year. We would, therefore, recommend that service in a Taluk Office for a minimum period of one year should be insisted on before a person is selected as Revenue Inspector. We do not think that this will cause any hardship, as even now, a clerk should have completed his probation (i.e., put in a service of at least two years), and also passed Parts I and II of the Revenue Test before he can be posted as a Revenue Inspector. It ought not to be difficult to keep a clerk in a Taluk Office for a period of one

year during what would practically be his probationary period. Indeed, so great an importance was attached by some Tahsildars to such previous service as a Taluk Office clerk, that they urged that the minimum period of service in the Taluk Office should be raised to two or three years. We feel, however, that one year's service in a Taluk Office ought to suffice, for during that period a clerk would have experienced at least one Jamabandi and one annual inspection of the Taluk Office by the Revenue Divisional Officers.

56. There is yet another point calling for specific attention. Apart from the training in cadastral survey for a period of six weeks, the Revenue Inspectors are not at present given any practical training in the various items of work which they will have to handle when they assume charge of a firka. A Revenue Inspector newly joining a firka is in the embarrassing position of having often to learn his work from the village officers themselves and that is also bound to weaken his control over them. He is not also able to send prompt or useful reports on such important subjects as land acquisition or alienation or encroachments. We, therefore, feel that informed guidance at the beginning of his career as Revenue Inspector is very necessary. The training in survey is at present being imparted by the District Surveyor, who is not competent to instruct in Revenue matters. So a separate training by a Tahsildar in the Revenue matters mentioned above will be quite necessary and useful; this training should be in continuation of the survey training. The Tahsildar will give instructions on the books and Manuals in the afternoons and will take out the trainees for instructive and illustrative inspections in the mornings. We think a two weeks' training will suffice. During the course of our discussions with the Director of Settlements and the Deputy Director of Survey, it was stated by them that as per the existing arrangement—which is proposed to be continued—under which maintenance work will be done by the Survey Department mainly, it would be sufficient if the Revenue Inspectors have a four weeks' training in survey. We agree. In that case, the whole training will take only the six weeks now provided for the survey training itself. But a Special Tahsildar will have to be deputed for the two weeks' training in Revenue matters; the regular Tahsildar will not be able to attend to it. This type of training, given after a clerk has had some experience in the offices, and intended to fit him out for the specific duties he will have to take on as Revenue Inspector, is of course different from the initial elementary background training which we have proposed for candidates who have passed the Madras Public Services Commission examination before they are posted as clerks.

57. It was urged before us that Revenue Inspectors have to shoulder onerous responsibilities and that therefore they should

be formed into an intermediate cadre between lower division clerks and upper division clerks. A suggestion was also made that all Revenue Inspectors should be in the upper division. Under the existing arrangements, every lower division clerk who is technically qualified to be a Revenue Inspector is given an opportunity to serve as Revenue Inspector and prove his mettle so that he may have his chance in due course for promotion. This is obviously required in fairness to everybody. If the suggestions for forming the Revenue Inspectors into a separate cadre or placing them all in the upper division are accepted, there will have to be an indefinite increase in the number of such posts in the higher grade, for every time one batch of Revenue Inspectors reverts to office and stays on in the upper grade or division, the fresh batch sent instead will have to be fitted into the upper grade or division, thus entailing a continuous increase in the number of such posts. This will involve heavy financial commitment to the Government, besides creating other complications. We, however, recognize that the duties of a Revenue Inspector are more arduous and responsible than those of a lower division clerk in the office and that a positive inducement should be held out to those who go out as Revenue Inspectors. We feel that a special pay of, say, Rs. 5 per month for Revenue Inspectors will be some recognition of the special nature of their work. We accordingly recommend that such a special pay may be given.

58. *Firka charges*.—Particulars of the average size, population and beriz of the firkas in the different districts and the average number of papers dealt with by the Revenue Inspectors have been given in Appendix XI. In recent years, there has undoubtedly been an appreciable increase in the volume of work of Revenue Inspectors, consequent on the new activities undertaken by the Department. In spite of this, the impression that we gathered at our discussions was that firkas were not generally unmanageable in size, and that where a different view was put forward they were either not quite justifiable, or the cases could be dealt with separately as exceptional. For instance, the Collector of Chingleput represented to us that a firka should not consist of more than 15 villages, but we are unable to agree with this view, as it was advanced purely on *a priori* considerations, and no concrete reasons were adduced in its justification. In North Arcot district, while the firkas were generally conceded to be manageable, the Collector pressed for the reduction of their size in Chengam and Tiruvannamalai taluks—two of the comparatively less developed taluks. The Collector will have to make out a case separately for this in a special report. In Tiruchirappalli district, some of the firkas in Karur and Kulittalai taluks were represented to be heavy, as large blocks of dry lands have been brought under irrigation, necessitating intensive azmoish of the lands, but our enquiries revealed that special staff is now being sanctioned, during the cultivation season, for sharing the azmoish work with the regular Revenue Inspectors.



We consider that this is the best possible arrangement pending permanent conversion of the dry lands to wet, and that it may continue. Likewise, in Coimbatore district, firkas may have to be ultimately readjusted in size in Gobichettipalayam, Bhavani, Erode and Dharapuram taluks when the ayacut under Lower Bhavani and other Projects is fully developed and azmoish and other work correspondingly increase. Meanwhile, Government are sanctioning special staff on a certain scale for intensive azmoish of the lands newly brought under irrigation. These arrangements might continue. In South Arcot, while firkas were generally considered to be manageable, Kattumannarkoil firka with 61 villages was said to be *prima facie* unwieldy; it is open to the Collector to take up the question of its bifurcation separately even now. In Malabar there were general complaints about the unmanageability of the firkas and it was suggested that the existing firkas would require bifurcation even now. On the basis of area and population alone of the firkas, there may seem to be some justification for this demand. But many items of Revenue work such as inspection of fasljasthi and tirvajasthi cases, inspection of irrigation sources and encroachments, etc., which claim most of the attention of Revenue Inspectors elsewhere, are generally very nominal, or perhaps even unknown, in Malabar. We do not, therefore, support this request for bifurcation of firkas in Malabar district even on the basis of the existing volume of work.

59. With the introduction of the National Extension Service Scheme, firkas will have to be generally readjusted in size. We feel that this is an additional reason why no general reduction in the size of the firkas is called for in the interim period meanwhile; particular cases may, as indicated above, be dealt with separately on their merits.

60. *Revenue Inspectors and firka charges under the National Extension Service Scheme.*—In the light of our discussions with the Collectors, Divisional Officers and Tahsildars, we agree that a reduction in the size of the firkas on the lines indicated in paragraphs 20 and 26 of the Memorandum of Instructions for the National Extension Service Scheme in Tanjore district would be adequate. We find that generally this will mean a bifurcation—but in some cases it may involve trifurcation and in some, on the other hand, no change at all. The exact readjustment required at any particular time, and in any particular district, should, of course, be specifically examined at every stage of extension of the National Extension Service.

61. In suggesting that a doubling of the number of firkas would generally meet the case, we notice that generally the numbers of Revenue Inspectors who are in charge of estate firkas have also been taken into account. But this does not allow for the fact that in some cases the regular firkas and the estate firkas

overlap. Where there is such overlapping it would not be necessary to apply the factor of reduction to both sets of firkas but a choice will have to be made of which set is to be reduced in size. Where the Estate area is large and compact and the ryotwari firkas in that area are few, it would obviously be better to bifurcate the Estate firka, so that the Estate Revenue Inspector may attend to development work also, leaving the firka Revenue Inspector to attend to the Revenue duties he was previously attending to. In such a case the Tahsildar-Manager may have to be made responsible for development work, the Taluk Development Officers in the grade of Deputy Tahsildar being attached to them; for we cannot have the Revenue Inspectors answerable to the Taluk Tahsildar for development work and the Estate Tahsildar-Manager for Estate work. But this arrangement would depend on whether the nature and volume of the Estate work will allow these extra duties being taken over by the officers on the Estate side; and it would also depend on whether there is integration already at the Divisional Officer's level—for Tahsildar-Managers cannot be answerable for development work to a Divisional Officer and for Estate work to an Estate Manager. On the other hand, if it is a case of one or two Estate firkas sprawling over a charge of scattered Estate villages in a regular taluk, it would obviously be desirable to bifurcate only the regular firka charges and leave the Estate firkas untouched for dealing with the Estate work. If there has been a complete merger of regular and Estate areas prior to the introduction of the National Extension Service, no problem will arise. But so long as separate units continue for Estate management, questions such as have been indicated above are likely to arise; but they have to be dealt with according to the circumstances that exist at the time of introduction of the National Extension Service. We only wished to draw attention to the problem and one line of general approach towards it. But meanwhile, for a rough calculation of the number of charges that are likely to result, the method of reckoning mentioned at the outset may be accepted. The number of regular and Estate Revenue Inspectors at present; and the number of Revenue Inspectors that may roughly be required when the National Extension Service is introduced in those districts have been indicated in Appendix XII.

62. In paragraph 20 of the Memorandum of Instructions of the National Extension Service Scheme in Tanjore, which is to be the pattern for similar schemes to be introduced in other districts, it has been envisaged that, with the reduction in the size of firkas, the same officer should be in charge of general administration as well as implementation of the National Extension Service Scheme. Some of the Block Development Officers recruited from among the former Rural Welfare Officers expressed the view that these two charges should be kept separate, as the ordinary Revenue Inspector, with all the powers he has will be 'authoritarian' in outlook and

cannot secure the willing co-operation of the villagers as a grama sevak can. We are unable to subscribe to this proposition. On the other hand, we hold the view that only the man in general administrative charge can command the confidence of the people, and ensure successful implementation of the National Extension Service Scheme. The proposal for combining the charges of Revenue Inspectors and village level workers is, therefore, in our view, a sound one.

63. We feel bound, however, to point out the grave implications of the scheme of recruitment of village level workers contemplated in the pamphlet on the National Extension Service in Tanjore district. It has been suggested in the pamphlet that grama sevaks recruited by ad hoc bodies and trained in basic agricultural training schools for a period of one year, should be posted to the combined charges, and that they would be eligible for advancement in due course to the highest administrative posts in the Revenue Department. There is no indication as to the nature of training to be given to the grama sevaks before they can be entrusted with Revenue functions but it is obvious that, if they are to fulfil their role of Revenue Inspectors satisfactorily, they should have the same training, experience and qualification on that side as in the case of a clerk who now goes out as Revenue Inspector, i.e., at least two years' total experience as clerk in Revenue offices, out of which one year should be in a Taluk office, and the passing of the Revenue Test. Anyway, as a minimum period of service as Revenue Inspector is a necessary qualification for further promotions in the Revenue Department, and only the grama sevaks will in future be posted to the combined charges, they will in due course be the only people eligible for promotion. The large category of clerks recruited through the Madras Public Services Commission Examination will have to stagnate in the lower division, without any possibility of their rising to higher posts, leading to a feeling of frustration, with seriously adverse effects on the efficiency of the offices. And, on the other hand, the whole higher hierarchy would be getting manned by persons recruited by a method which excludes the Madras Public Service Commission—which seems to be quite inappropriate in principle. Since, starting from scratch, the total period of training would be (as explained above) more or less the same whether a candidate comes through the grama sevak school or the Madras Public Services Commission Examination, it is obviously more appropriate that the selection is made from among persons who come through the normal method of recruitment by the Madras Public Services Commission. There is no reason to fear that the clerks recruited through the Madras Public Services Commission will be lacking in that elusive quality called "rural bias". Most of our clerks have their roots in the villages, and are quite alive to rural problems. Even now, service as Revenue Inspector involves residence in villages, and serves to

provide intimate contacts with the rural population. We believe that an average clerk of the Revenue Department possesses as much "rural bias" as anybody else, and that he will acquit himself no less satisfactorily than any of the present grama sevaks or Village Development Officers. Indeed, with some training on the lines given to grama sevaks, he will acquit himself even better. We, therefore, suggest that selection to the category of Village Development Officers should be made only from among the clerks recruited through the Madras Public Services Commission and who have put in a minimum period of service in a Taluk office and who are technically qualified by having passed all Parts of the Revenue Test. Such qualified and specially selected clerks should be given the training, which is now given to the grama sevaks, and posted to hold the combined charges as Revenue Inspectors-cum-Development Officers under the National Extension Service. We would add that this was the unanimous view also of the Revenue Officers in the districts, with whom we discussed the question. We suggest further, however, that Government may examine whether it will not be possible in the case of qualified Revenue Department clerks to curtail the period of the training now given in the grama sevak schools so as to make the whole scheme more economical.

64. We would also urge, in consequence, that the existing orders on the recruitment of grama sevaks should be immediately modified so that Government might not be left with a large number of grama sevaks who would be a problem. Those that come out of the current courses will either have to be given the whole course of training indicated by us above as necessary to equip them on the Revenue side and then used to man the combined charges, or used to man separate charges purely as Village Development Officers. We prefer the latter course. But it is obviously undesirable to increase the numbers who will have to be dealt with in either of these ways; hence our suggestion that the existing orders should be immediately modified.

65. We have recommended above that the clerks of the Revenue Department should be given special training in agriculture and allied subjects in the grama sevak schools to equip them for the combined charge of Revenue Inspector-cum-Development Officer under the National Extension Service. At present, every clerk who is technically qualified is given an opportunity to serve as Revenue Inspector, as the period of training for Revenue Inspectors is only short. With the extension of the period and scope of training as indicated above, so as to include training in agriculture and other subjects prescribed for grama sevaks, it will not be economical to give the special training to all qualified clerks. We therefore propose that the selection of clerks to be sent out for the training should definitely be made a selection stage, and only clerks who are considered suitable for further promotion and

who are likely to render satisfactory service as Village Development Officers should be chosen.

66. We recommend also, in view of the longer period of training now proposed, that the minimum period of service as Revenue Inspector-cum-Village Level Worker should be four years in order to ensure that the Government and the public get the best possible results, and the training imparted may be put to the best advantage. We would point out, incidentally, that our proposal to increase the proportion of upper division clerks (including some Revenue Inspectors) to lower division clerks which would enable Revenue Inspectors to stay on as such even after promotion to the upper division, would facilitate this arrangement. The qualifying period for promotion will, however, still remain the same, viz., two years.

67. The Government have referred to us a proposal of the Agriculture Department to provide a short course of training in agriculture to Revenue Inspectors so that the latter could effectively assist the Agricultural Demonstrators in their work. The proposal, as it has now been evolved, is to give the Revenue Inspectors training for two weeks in agriculture, namely, one week in a Research Station and another week with the District Agricultural Officer. We do not think that this short period of training will be of any practical use. We have proposed in the preceding paragraphs that, when the National Extension Service Scheme is extended further, clerks of the Revenue Department should be given the training now being provided to the grama sevaks, and posted to the combined charges as Village Development Officers. We will then have a corps of Revenue Officers who can give competent advice to the agriculturists and thus assist the Agricultural Demonstrators in their work. We do not consider that it is necessary in the intermediate stage that any abridged course of training in agriculture should be arranged for Revenue Inspectors. If, however, Government still consider some short training in agriculture to be necessary, arrangements may be made for the District Agricultural Officers to give some talks to the Revenue Inspectors during their training in general Revenue matters which we have suggested above. These talks may serve to give the Revenue Inspectors some rudimentary knowledge of the work done by the Agricultural Department and may be useful to that extent.

68. *Probationary Revenue Inspectors.*—Since 1911 there has been a scheme of direct recruitment of Probationary Revenue Inspectors which is, in effect, direct recruitment to the upper division of the Madras Ministerial Service. The primary aim of the scheme is to attract young men of sound education who will in due course be fit for higher responsibilities in the Revenue Department. Only graduates are now eligible for appointment as probationary Revenue Inspectors, and one Revenue Inspector is recruited every two years in all districts excluding Madras and the

Nilgiris. The recruitment has, however, been suspended in 1953 and 1954. Almost all the Collectors are agreed that the scheme of recruitment of Probationary Revenue Inspectors should be continued without any change. In this connection, a suggestion was made that the recruitment of Probationary Revenue Inspectors might be given up and the scheme of recruitment of Probationary Deputy Tahsildars revived. The advantage claimed for the scheme of direct recruitment as Deputy Tahsildars is that it might be possible to attract to the public service talented young men with high educational qualifications who can at an early age be promoted to higher posts like that of Deputy Collector. But most of the Collectors are against the revival of the recruitment of Probationary Deputy Tahsildars, as that is likely to trench unduly—more than the scheme of Probationary Revenue Inspectors—on the openings for promotion for the rank and file. Direct recruitment to the Madras Civil Service (Executive Branch) has now been placed on a systematic basis, one out of three substantive vacancies being filled up by such direct recruitment. A sufficient number of young men are therefore already entering the Revenue Department at the gazetted level itself. Further in G.O. Ms. No. 382, Revenue, dated 15th February 1937, the Government have laid down definite instructions calculated to ensure that Probationary Revenue Inspectors do not stagnate too long in the lower grades, but are promoted as Deputy Tahsildars if they prove suitable. Under the existing system a Probationary Revenue Inspector, on completion of his service as Revenue Inspector in a firka for one year, is posted to the Collector's office and placed in charge of some important item of Revenue work for one year. At the end of the period, the Collector has to report to the Board about the suitability of the Revenue Inspector for inclusion in the approved list of Deputy Tahsildars and a report has to be submitted on him every year till his name is included in the list or he is definitely considered unfit for inclusion in the list. Subject to the availability of vacancies, therefore, under the existing system, it should be possible for a competent Probationary Revenue Inspector to secure promotion as Deputy Tahsildar in three to five years. Recruitment to the category of Probationary Revenue Inspectors is thus virtually a recruitment to the class of Deputy Tahsildars. On these considerations, we recommend that the scheme of recruitment of Probationary Revenue Inspectors may continue without any change, but that there is no need to have any direct recruitment to the Madras Revenue Subordinate Service.

69. Probationary Revenue Inspectors will also have to be given the special training in agriculture and allied developmental subjects, which would stand prescribed under our proposal for other clerks, before they are posted to hold charge of a firka under the National Extension Service. Though a Probationary Revenue Inspector will be in charge of a firka only for a year, as against

four years which we have suggested as the minimum service for clerks selected to be Village Development Officers, the special training proposed will still be useful to the Probationary Revenue Inspector when he secures his promotion as Deputy Tahsildar.

## CHAPTER V.

### DEPUTY TAHSILDARS.

70. The category of Deputy Tahsildars carries the importance of being the first step in the ascent from the Ministerial to the Executive ranks of the Revenue Department. As a result of our discussions with Collectors and Divisional Officers, we find that the deterioration noticed among clerks and Revenue Inspectors has not yet spread to any marked extent to Deputy Tahsildars, the reason obviously being that the latter day clerks have generally, in point of time, not reached that stage for promotion.

71. Lists of upper division clerks fit for promotion as Deputy Tahsildars are now drawn up by the Board of Revenue for each district separately, on the basis of the recommendation of Collectors and the records contained in the personal files. There is no specific provision for a personal interview of all candidates technically qualified for promotion as Deputy Tahsildars. A suggestion has been made that, before sending up their recommendations, Collectors should interview all the upper division clerks qualified for inclusion in the list, so that their assessment of the relative merits of the candidates might be more accurate. We are inclined to favour the suggestion. It will not obviously be necessary for a Collector to interview specifically for this purpose those clerks whom he already knows personally, e.g., those working in his own office or those whom he might have already seen during his tours. But we suggest that before sending up his proposals to the Board, he should arrange to interview all upper division clerks qualified for inclusion in the list, of whom he has no personal knowledge. Thus the Collector can base his remarks on each candidate with reference to his own impressions also. This is the only change which we would propose in the present mode of selection of Deputy Tahsildars. The present age limits for inclusion in the list as well as for appointment are quite necessary and should continue.

72. With the separation of the Judiciary from the Executive, there has been (as observed in an earlier chapter) a drastic reduction in the number of permanent posts of Deputy Tahsildars. Not only have posts of all Stationary Sub-Magistrates in the "Separation districts" been lost to the department but a number

of sub-taluks in charge of Deputy Tahsildars (shown in Appendix XIII) have been abolished. Though a number of temporary posts of Deputy Tahsildars have been sanctioned in recent years, they do not count for purposes of confirmation and hence do not adequately compensate for the loss of permanent posts. A number of temporary posts of Deputy Tahsildars, e.g., Additional Huzur Head Clerks in Collectors' offices and Headquarters Deputy Tahsildars in Taluk offices have been created since the war for general increase in work, and some of these have been in existence for over five years. From the trends of revenue business figures, and in view of the fact that additional items of work are being constantly added to the Revenue Department, it is hardly likely that there will be any reduction of work to pre-war level in any office, warranting the abolition of any of these posts. We would, therefore, recommend that all such posts which have been in existence for over five years continuously, should be straightaway made permanent.

73. Dependent Deputy Tahsildars in charge of sub-taluks provided considerable relief to the Tahsildars concerned in the matter of work relating to azmoish, transfer of registry and inspection of encroachments and water-rate cases arising in the sub-taluk. It will be readily conceded that the separation of the Judiciary from the Executive could not possibly have given any relief to Tahsildars, for these officers had actually no magisterial work before, even though they were ex-officio Taluk Magistrates. On the other hand, after "separation", Tahsildars have been burdened with new items of work such as enquiries relating to passports, etc., which were previously attended to by the Stationary Sub-Magistrates. Further, the entire revenue work in the sub-taluks formerly attended to by the Deputy Tahsildars, has also been added on to the Tahsildars in all those cases where the sub-taluks have been abolished. Nor has any additional ministerial staff even been provided in most of these cases. All this has added enormously to the work of Tahsildars.

74. In the next chapter we are suggesting the appointment of Headquarters Deputy Tahsildars on certain general grounds for taluks which do not have Headquarters Deputy Tahsildars already. Headquarters Deputy Tahsildars will, to a certain extent, relieve the Tahsildars of the additional work that has devolved on them as a result of the abolition of the sub-taluks. But in some of the taluks, however, there were Headquarters Deputy Tahsildars even prior to "separation" to cope with the general increase in work and in these cases, the question of Tahsildars getting relief by the appointment of Headquarters Deputy Tahsildars will not arise, since the taluks were particularly heavy even at the time of separation and were therefore having Headquarters Deputy Tahsildars. But, nevertheless, relief has obviously to be given to these Tahsildars in respect of the additional work thrown on them by



reason of the abolition of sub-taluks and Stationary Sub-Magistrates. This can be done only by way of restoration of the sub-taluks. Going on this principle, we recommend that the following sub-taluks should be restored immediately :—Nidamangalam (Tanjore district), Palayamkottai (Tirunelveli district) and Kunnamangalam (Malabar district). Tirurangadi (Malabar district) will also qualify here but since that case is mixed up with the question of formation of a new taluk, it is dealt with in the next chapter.

75. There is one case which will not strictly qualify under the formula proposed above but which deserves to be treated as special—Vayithiri in Malabar district. It is a backward tract where communications are difficult, and the area is extensive. We recommend, therefore, that the Vayithiri sub-taluk in Malabar district should also be restored.

76. We realize that in many cases the buildings formerly occupied by the Deputy Tahsildars have been handed over to the Judicial Magistrates and that they will not be available for housing the Deputy Tahsildars. But it should neither be costly nor difficult to find suitable rented buildings for locating the offices of Deputy Tahsildars, as these offices have only a small establishment of two or three clerks.

77. We recommend also that the principle which we have laid down above should be borne in mind even in the case of the two districts of Madurai and Tiruchirappalli where " separation " is yet to be introduced. Sub-taluks in charge of dependent Deputy Tahsildars should not be abolished in those taluks where there is already a Headquarters Deputy Tahsildar. If they are to be abolished elsewhere, a Headquarters Deputy Tahsildar will have to be sanctioned for the Taluk office concerned instead, on this account, apart from the general grounds, on which in the next chapter, we have proposed the appointment of Headquarters Deputy Tahsildars.

78. The effect of this would be that in Madurai district, Veda sandur and Madurai sub-taluks which are proposed to be abolished, should be retained. The proposal to abolish Thuraiyur and Manapparai sub-taluks in Tiruchirappalli district will be in conformity with the above principle. But we consider that an exception should be made in the case of Manapparai for the following reasons. Kulittalai taluk is a very extensive one (912.50 square miles) and the azmoish work of the Tahsildar is very heavy owing to the extension of irrigation in recent years. There are extensive estate areas in the taluk and it will not be possible for the Tahsildar to attend to the developmental and other work in those areas in addition to his present work. Manapparai is bound to be the headquarters of another taluk when the estate areas are merged with ryotwari areas and the continuance of the sub-taluk will facilitate the formation of the new taluk. Manapparai is an

important commercial centre and the Government have also recently sanctioned the estimate for a new sub-treasury there. We, therefore, urge that Manapparai sub-taluk should be retained.

79. Dependent sub-taluks are continuing in a few places after "separation." The work in these sub-taluks must now be much less than before "separation", as the Deputy Tahsildars no longer have any magisterial work. We have considered the alternative ways in which additional work can be provided for these Deputy Tahsildars so as to give some relief to the Taluk Tahsildar. A suggestion was made that the powers of the Deputy Tahsildar might be increased in the sense that he might be empowered to dispose of some more subjects and deal direct with the Revenue Divisional Officer or the Collector. We are unable to accept this suggestion, for the Deputy Tahsildar's establishment will have to be considerably strengthened in that case, and in particular, a few upper division clerks will have to be appointed for his office, if he is to deal with important subjects like land acquisition, irrigation, village officers, etc. A better alternative will be to increase the personal work of the Deputy Tahsildar without appreciably adding to the volume of clerical work in his office. We, therefore, suggest that the territorial jurisdiction of Deputy Tahsildars in charge of sub-taluks including those that may be restored, should be increased by the addition of a firka or two from the main taluk. This will increase the inspection work of Deputy Tahsildars in the matter of azmoish, etc., but will not increase the clerical work in his office to a corresponding extent.

80. A Dependent Deputy Tahsildar's office generally consists of two or three lower division clerks but no upper division clerk, except where a sub-treasury (as distinct from a collection depot) is attached. It was represented to us that there should be an upper division clerk in these offices for exercising supervision over the lower division clerks and maintaining discipline in the office when the Deputy Tahsildar is away on camp. We feel that this request is reasonable, and accordingly recommend that one of the posts of lower division clerks in these offices, should, where there is no upper division clerk already, be upgraded to that of an upper division clerk. The case of Independent Deputy Tahsildars is dealt with separately in the next chapter.

81. *Deputy Tahsildars and the National Extension Service Scheme.*—According to the scheme for the extension of the National Extension Service in Tanjore, the Tahsildar is to be in charge of all developmental activities, with the assistance of a Taluk Development Officer in the grade of Deputy Tahsildar. What is to be the role of a Deputy Tahsildar in charge of a sub-taluk in the Scheme? Though nothing has been mentioned in the Memorandum of Instructions for the National Extension Service Scheme in Tanjore, we feel that it will be neither necessary nor feasible to associate a Dependent Deputy Tahsildar actively

with developmental activities. A Dependent Deputy Tahsildar does not normally have as much influence in villages as a Tahsildar, and moreover, it may lead to practical difficulties if he is to have any measure of supervision or control over the Taluk Development Officer, who will also be an officer of the Deputy Tahsildar's grade. We, therefore, consider that Dependent Deputy Tahsildars need not be associated with National Extension Service work and that they may be kept in charge only of revenue work.

## CHAPTER VI.

### THE TALUK.

82. The Taluk office is the pivot of the Revenue Administration. It is the basic unit for purposes of general administration, Treasury, Land Revenue and Land Records, and a large number of other items of work. It is the office where many basic administrative records are kept and maintained. More than any other office, it is the one, which has the closest contact with the rural population, dealing as it does, with the day-to-day revenue affairs of the villages comprised within it, over a wide range of subjects. The people living in the villages, who constitute the vast majority of the State's population, are, therefore, apt to judge the efficiency of the whole administrative system by what they experience in the Taluk Office. The efficiency of Taluk Offices is, therefore, a question of paramount importance.

83. From our discussions with Collectors and Divisional Officers, we are of the opinion that, barring stray exceptions, there has not been any serious set-back in the quality of the personal work of the Tahsildars as a whole, if allowance is made for the inevitable shortcomings resulting from the piling up, from time to time, of new and heavy items of work on them, and which, in consequence, could not but result in less careful attention to the old and well-settled items of work relating to Land Revenue Administration as such. The deterioration among the ministerial ranks, to which we had occasion to refer in Chapter IV, has not yet made itself felt in the higher categories, as the latter day clerks have not yet secured promotions on any appreciable scale, to the ranks of Tahsildars. If, in spite of this, there has been, as is complained of in all quarters, an increase in delays in Taluk Offices, and a deterioration in the quality of the work done there, this state of affairs has to be attributed, primarily, to the fact that the work in the Taluk Offices has increased enormously, particularly in recent years. The Tahsildar is essentially an executive officer, and the manageability of his personal work has to be judged mainly by the number of out door inspections he has to make. With an increase in the tempo of developmental activities of Government,

there has been a very considerable increase in the field work of the Tahsildars. To cite only a few instances, Government have in recent years been liberal in making allotments for Rural Water-supply and Minor Irrigation Schemes and for grant of Takkavi loans to ryots (as the figures in Appendix XIV will show). The Tahsildar has to conduct a number of local enquiries in connexion with these items, as he has to select the works to be sanctioned, and also inspect the works while in progress and check-measure and arrange for payment on completion. In the case of loans, special staff by way of additional Tahsildars and Revenue Inspectors is no doubt sanctioned when the number of pending applications exceeds a certain limit, but this special staff is concerned only with the disbursement of loans, and the Tahsildar is still responsible for watching the proper utilization of the loan amounts, the completion of the works, and the recovery of the amounts in cases where the conditions attached to the loans are violated. With the completion of a number of major irrigation works in several districts and the consequent increase in the extent of lands under irrigation, the azmoish by Tahsildars has also to be more intensive. The role of the Tahsildars in developmental programmes of the Government can be scarcely over-emphasized. In connexion with the National Development Plan Loan floated recently, the Tahsildars were kept engaged exclusively on that item of work for about a month. In the areas outside the Community Projects and the National Extension Service (old pattern) they have to attend to local development works. The Tahsildars are also at short notice called upon to undertake new items of work such as District Board Elections, without much of extra assistance, at any rate so far as their personal duties are concerned. In 1943, the Government had banned the permanent assignment of cultivable land pending settlement of their policy with regard to the assignment of such lands. But since the lifting of the ban in 1947, and the formulation in 1949 of a definite policy of assignment in accordance with certain priorities, most of the Taluk offices have been flooded with a number of applications for assignment, a good proportion of which require personal inspections by the Tahsildar. Mention may be made, incidentally, also of a certain amount of work thrown on the Tahsildar by the more intensive tour of rural parts by high personages in recent years. The enumeration which we have made above of the new functions which have devolved on the Tahsildars, will give some idea of the increase in the personal work of the Tahsildars. Though the minimum of touring prescribed for Tahsildars is only 15 days, their outdoor work has increased to such an extent, that most of them are now obliged to tour nearly 25 days in the month and even so, with the total volume of work enlarged as above and with the emphasis being particularly on the developmental items, Tahsildars have not been able to maintain the same standards as previously on normal items of work like azmoish of fields, and inspection of encroachments.

84. With all this increase in outdoor work, the Tahsildars have also now to devote more attention to desk work in their offices. For one thing, the number of urgent and special references to Tahsildars emanating from the Government, the Board or the Collector's Office, is on the increase. For another, the public have become more vociferous and insistent in regard to the redress of their grievances, whether well founded or not, and want their representations to be attended to without any delay. This factor, coupled with the deterioration in the quality of the clerks mentioned in an earlier chapter, entails that the Tahsildar should spend a considerable portion of his time in office giving instructions to the clerks and exercising supervision over them. Previously the Head Accountant, as the chief ministerial officer, was in general charge of the office when the Tahsildar was on camp, and he was giving considerable help to the Tahsildar in supervising the office. But on the orders of the Board in B.P. Mis. No. 836, dated 12th July 1951, the Taluk Head Accountants have been relieved of all items of revenue work, and they are no longer expected to exercise supervision over the whole office. Nor—let us concede—will it be possible for the Head Accountant, with the undoubted increase in the volume of treasury work, to find sufficient time to exercise any degree of control over the entire office, as in former days. In fact, the Taluk Head Accountants were ordered to be relieved of their revenue work because, with the increase in the volume of work in the Sub-Treasury, the efficiency of the Sub-Treasury suffered when the Taluk Head Accountants were not in a position to attend exclusively to it. The result has been that, when the Tahsildar is absent from headquarters, the responsibility for supervision of the office has devolved on the Taluk Head Clerk. The Taluk Head Clerk is only a poor substitute for the Head Accountant, as he is only an upper division clerk with supervisory allowance. He has also to attend to a lot of original work, as a number of important subjects, such as land acquisition, or alienation, or village officers, are usually allotted to him, and he has thus very little time at his disposal to guide the inexperienced clerks, or watch and rectify any delays on their part. When the Tahsildar is away on camp, the Taluk office has thus had to be generally left to itself, with the result that discipline has suffered. The Government have in recent years recognized the fact of lack of supervision in Taluk offices, and have sanctioned posts of Headquarters Deputy Tahsildars for about a third of them.

85. From what has been stated above, it will be clear that one of the chief reasons for the inefficiency of Taluk offices is the lack of adequate supervision of the office, especially when the Tahsildar is, as he will usually be, on tour for about 20 to 25 days in a month. Even when the Tahsildar is at headquarters, it will not be possible for him to pay adequate attention to supervision of his clerks, as he is overburdened with more pressing outdoor and indoor work which cannot be generally put off. It is quite obvious that an office

consisting of about a dozen or more clerks is bound to sink into a very low level of discipline and efficiency in the absence of a responsible officer of adequate status sitting in the office all the time to exercise the necessary supervision and control, and give suitable instructions whenever the clerks seem to require them. For the Tahsildar to get sufficient relief, this supervisory officer should be in a position not merely to pass routine drafts and endorsements but also to pass orders himself in cases like transfer of registry and should, therefore, necessarily be of the grade of a Deputy Tahsildar. The relief required is of such a nature that every Tahsildar who has not already been sanctioned a Headquarters Deputy Tahsildar will require it. Further, considering the present heavy work and the extreme improbability of there being any reduction—indeed, it is recognized that it is bound to increase with the gradual extension of the National Extension Service—the relief should be given as a permanent instead of merely as a temporary measure.

86. There are also other reasons which point to the need for the immediate appointment of Headquarters Deputy Tahsildars. Though Tahsildars are now on tour for more than 25 days in the month, they make very few night halts in the villages. The interests of the administration obviously require that the Tahsildar should camp in important villages frequently, and maintain close contacts with the rural population, as during pre-war days. We closely questioned the Tahsildars and their superiors on this point to find out the actual state of affairs. The Tahsildars are now unable to make any appreciable halts in villages, for they have to return to headquarters almost every day, even if late in the evening, to see the tapals, get important papers from clerks and to ensure that they are attended to promptly. If the various beneficial measures formulated by the Government from time to time for the amelioration of the rural population, are to be effectively executed, and the problems of the rural population are also to be interpreted more fully and conveyed to higher quarters, it is essential that the Tahsildar should be in a position to halt at central places in his taluk for a number of days at a time, and visit interior villages, without having to be worried all the time as to what is happening in his office. This will be possible only if they are given the assistance of a responsible officer like a Headquarters Deputy Tahsildar, who can be in immediate control of the office in the absence of the Tahsildar, and arrange for all urgent items of work being attended to promptly by the clerks.

87. After the separation of the Judiciary from the Executive, the Tahsildars have been made to function as ex-officio Executive Second-class Magistrates, and in that capacity have been made responsible for the maintenance of law and order in their respective taluks. Likewise, local inspections for azmoish, and water-rate cases, within a radius of five miles from the Taluk Headquarters,

which were previously being attended to by the Stationary Sub-Magistrates of the Revenue Department, have also now devolved on the Tahsildars. These two items of work are certainly additional burdens to the Tahsildar, who had already very heavy work, and who in no way got any relief in any other direction by the separation of the Judiciary from the Executive. This is an anomalous position, which does not appear to have been adequately taken into account when the arrangements were made in connexion with 'separation'.

88. There are other reasons still which underline the need for Headquarters Deputy Tahsildars. The Stationary Sub-Magistrates were previously the double-lock officers, and as such, were giving considerable relief to the Tahsildars. No doubt, Sub-Registrars are also authorized to hold the key of the double lock. The Tahsildar has, however, still to assume charge of the Treasury every time he returns from camp and attend personally to verification of stamps, currency, etc. This work would easily engage the Tahsildar for about two hours on every occasion. The Headquarters Deputy Tahsildar could be designated the Double-Lock Officer, and could attend to this item of work. The Tahsildar could get, in consequence, appreciable relief from this piece of work which, though routine, takes up a good deal of his time.

89. In the absence of the Tahsildars in camp, there is at present no one in the Taluk office of sufficient standing, who could attend to the numerous enquiries from ryots coming to the Taluk office for some information or other. For obvious reasons, it is not desirable to encourage direct contacts between the public and the clerks, and, as a matter of fact, such contact is prohibited by the existing rules. It is clearly necessary in the public interests that persons visiting Taluk offices on *bona fide* business should be able to interview a responsible official for the transaction of their business. We feel that only a person of the status and responsibilities of a Headquarters Deputy Tahsildar will be in a position to attend to this satisfactorily.

90. A Headquarters Deputy Tahsildar is intended also to relieve the Tahsildar of routine items of work such as correspondence at intermediate stages, issue of reminders, etc., and disposal of applications for transfer of registry, it being ensured, however, that all important references are put up to the Tahsildar. We would like to point out in this connection that transfer of registry work is an extremely important item of work from the point of view of both the Government and the ryot. This work is not being attended to at present with that care and thoroughness which it requires. Often, applications for transfer of registry are lost or misplaced, to the great annoyance and inconvenience of the petitioners concerned. The work is also generally of a voluminous nature. The main reason why this item of work is not properly attended to is that it requires much time, and that it is physically

impossible for a Tahsildar to spare adequate time for it. However, the work itself is not of much complexity, and a Deputy Tahsildar can adequately deal with it. We may add that we found that in those Taluk Offices where Headquarters Deputy Tahsildars had been sanctioned, and where they were attending to transfer of registry work, the position was definitely better.

91. In the course of our inspections of Taluk Offices, we noticed that most of the important permanent registers were not being maintained properly, and that the rules in regard to office procedure had not also been carefully observed. The record room in the few Taluk Offices which we visited was generally in an unsatisfactory condition. This was particularly so in regard to such important matters like indenting for the various forms, maintaining the stock register of forms properly, taking appropriate action for the proper utilization of available forms, for transfer elsewhere of surplus forms and for getting supply of forms of which the stock had run out. This kind of work can be efficiently attended to only if a lot of time is spent in the Record Room and the Tahsildar cannot afford to do this. The only remedy for this is to have a stationary officer of the rank of Deputy Tahsildar in charge of the office.

92. On all these considerations we would most strongly emphasize that any improvement in the present state of efficiency of the Taluk Office, and in the work of the Tahsildars themselves, is inextricably linked with the question of appointment of Headquarters Deputy Tahsildars. The Taluk Offices which now have Headquarters Deputy Tahsildars were generally reported to be in a more satisfactory condition than the other offices. We are convinced that any perceptible improvement in the despatch of business can be expected in Taluk Offices only if the Tahsildar, who is primarily a touring officer, is given an assistant who could keep the office in trim when he is away on camp, and also relieve him of most of the routine items of work; and we are also convinced that only if this is done will the Tahsildar be able to attend adequately to his own personal duties.

93. We would, therefore, urge that Headquarters Deputy Tahsildars should, as a matter of general policy, be sanctioned for all Taluk Offices in the State straightaway where this has not already been done.

94. An alternative method of securing relief for the Tahsildar would be to reduce the size of the taluk itself—generally by bifurcation. But that would mean difficulties over accommodation, particularly for the Sub-Treasury; it would obviously be more expensive as it would mean more officers of the Tahsildar's grade instead of the Deputy Tahsildar's grade; and it would not meet the point that a stationary officer at headquarters is required for the various purposes indicated above. The method of relief suggested by us—viz., the appointment of Headquarters Deputy Tahsildars—



is simpler, more economical and more effective. And we consider that it is adequate also in that respect.

95. In this connexion we may make a brief reference to certain proposals made to us, during our discussions with local officers, about the reduction of the size of taluks. The Collector of Chingleput considered that a taluk should not consist of more than 150 villages, but he could not adduce any convincing arguments in support of such an arbitrary limit. As his view is based purely on *a priori* considerations, it cannot be accepted. The Collector of Tanjore felt that a taluk should not comprise of more than five firkas, and urged the formation of a new taluk with headquarters at Nidamangalam. Here, too, we consider that such an arbitrary limit to the number of firkas in a taluk cannot be accepted. As to the suggestion for a new taluk at Nidamangalam, we feel that there will be sufficient relief to the Tahsildar, Mannargudi, if the Deputy Tahsildar's Office at Nidamangalam is revived, as suggested by us in an earlier chapter. Some of the Tahsildars in Malabar pleaded for the bifurcation of their taluks on the ground that their charges were at present unmanageable. The revenue system in Malabar is peculiar in nature, and the Tahsildars there do not have to attend to many items of work which claim the attention of Tahsildars elsewhere. We are of the opinion that with the sanction of Headquarters Deputy Tahsildars as proposed by us, the taluks in Malabar district should be quite manageable. We may add that, generally speaking, it was conceded by all officers, during their discussions with us, that with the sanction of Headquarters Deputy Tahsildars all taluk charges will become manageable. The question of revision of taluk boundaries with reference to the merger of estate areas is discussed in Chapter X.

96. In the course of our discussions with the Collector of Malabar, we understood that he had sent proposals to the Government in the Home Department for the formation of a new taluk by the combination of the Tirur sub-taluk of Ponnani taluk and the former Tirurangadi sub-taluk of Ernad taluk. These proposals were submitted in response to a suggestion from the Government that, with the abolition of Tirurangadi sub-taluk as a result of separation of the Judiciary from the Executive, the Tahsildar, Ernad, was in need of relief while Ponnani, with a Headquarters Deputy Tahsildar, and two Deputy Tahsildars at Tirur and Chowghat, was slightly over-staffed in respect of Deputy Tahsildars. We consider that the proposal to form a new taluk is quite a sound one, as that would not only give relief to the Tahsildar, Ernad, but would also render Ponnani a more compact taluk. In view of the availability of Government buildings, Tirur, which is a railway station, too, would appear to be a more appropriate place than Tirurangadi for the location of the new Taluk Office. To start with, staff on the scale suggested by the Board of Revenue may be sanctioned for the new Taluk Office. The Collector has

also agreed to the retrenchment of the posts of Headquarters Deputy Tahsildars in Ernad and Ponnani. We have, however, in previous paragraphs, shown how a stationary officer in the rank of a Deputy Tahsildar is quite essential for all Taluk Offices, if the Tahsildar is to attend to his outdoor inspections satisfactorily and if proper discipline is to be maintained in the office. We, therefore, urge the retention of Headquarters Deputy Tahsildars, for both the taluks Ernad and Ponnani. The need for a Headquarters Deputy Tahsildar for the new taluk may, however, be assessed later in the light of the office and outdoor work of the new Tahsildar. We are, later in the chapter, suggesting certain additions to the staff for the two Taluk Offices of Ernad and Ponnani along with others. If, however, a new taluk is formed as contemplated above, the sanction of additional staff may be deferred for the present. Any strengthening of staff may be done later in the light of the volume of work after the reduction in the size of the taluks. Ernad taluk had a Headquarters Deputy Tahsildar on the eve of separation and, on the formula suggested by us in the previous chapter, the Tirurangadi sub-taluk will, in consequence, have to be restored. We would, therefore, also urge that, if the proposals for the formation of a new taluk are not accepted, the post of the Dependent Deputy Tahsildar at Tirurangadi should at least be revived.

97. *Staff in Taluk Offices.*—All Collectors, Revenue Divisional Officers and Tahsildars have almost unanimously urged before us that at present Taluk Offices are grossly understaffed, both from the point of view of original work and also that of supervision, the latter particularly after Taluk Head Accountants have been ordered to be relieved of all revenue work. Similar representations have been made to us in the memoranda presented by Service Associations of Non-Gazetted Government Officers and Ministerial staff, and also by some non-officials.

98. So far as inadequacy of supervisory staff is concerned we believe that, if Headquarters Deputy Tahsildars are sanctioned as suggested by us earlier, matters will improve considerably. However, several Taluk Offices have as many as 15 or more clerks, and apart from the general supervision that will be exercised by the Headquarters Deputy Tahsildar, it is also necessary to have some section heads of the grade of upper division clerks who can look after the lower division clerks under them. These section heads can also be entrusted with important and difficult subjects like Land Acquisition, Jamabandi, Irrigation, Inams, etc. As already stated earlier in this chapter, in most Taluk Offices, there is at present only one upper division clerk, namely, the Taluk Head clerk and it is obviously not possible for him to do all the supervisory and original work expected of him. We are of the opinion that there should be a larger number of upper division clerks in Taluk Offices, both from the point of view of better supervision of the work of the lower division clerks, and also that of ensuring that all important

and difficult subjects are handled by competent clerks, who have been Revenue Inspectors themselves. As a measure of general incentive to clerks, we have, in Chapter III, recommended that the proportion of upper division clerks to lower division clerks should be raised to 1 : 3 in every district. If this proposal is implemented, there will be an appreciable increase in the number of upper division posts in every district, and it should be possible to utilize a number of these posts in Taluk Offices. Tahsildars can then arrange for close supervision of the work of the lower division clerks in their offices by increasing the number of sections, each to be in charge of an upper division clerk, who will exercise the necessary supervision in addition to handling a few important subjects himself.

99. There remains the question of inadequacy of ministerial staff for original work, as distinct from supervision. The Government have conceded that the clerical strength of Revenue Offices in the mufassal should be related to the volume of correspondence that arises for disposal, and they have stated by implication in paragraph 6 of G.O. Ms. No. 394, Revenue, dated 9th February 1953, that a standard of 10 "currents" per clerk for each working day may be applied. The word "current" in this context was evidently used in a loose sense, and was obviously meant to connote "papers" because, in the technical sense, a "current" (i.e., "new case") may comprise of a very large number of "papers", and it will obviously be impossible for a clerk to dispose of as many as 10 "currents" every day. Moreover, the matter of *disposal* (i.e., final closing) of any current does not lie in the hands of the clerk but depends on a number of other considerations, like the nature of the subject, etc., and what a clerk can be expected to do is only to take appropriate action on every paper received by him and put up the papers for orders; many of them will necessarily relate to pending currents and cannot constitute "disposals" in the technical sense of the term. In the following discussion, we will therefore proceed on the basis that the workload now prescribed for Taluk Office clerk is 10 papers per day, and examine whether it requires any modification.

100. The Government seem to have fixed the standard with reference to the figure adopted for the clerks in the Secretariat, where, generally speaking, the clerks possess higher educational qualifications, and will therefore naturally be of better calibre, and where, generally speaking, they attend all the time only to mere correspondence work. On the other hand, the clerks in Taluk Offices are mostly only S.S.L.C. holders and not graduates and, accordingly, cannot be expected to come up to the standard of Secretariat clerks. Further, Taluk Office clerks have to spend a considerable portion of their time on several other items of work besides attending to papers.

101. For instance, jamabandi is an annual feature in every Taluk Office, and the Jamabandi Officer holds jamabandi sittings

for about two or three weeks at each Taluk Office. Before a village can be taken up by the Jamabandi Officer for settlement, all the village accounts have to be checked and brought up to date by the taluk staff, with reference to the pending taluk files, and the various records and registers maintained in the Taluk Office. Almost every clerk in the Taluk Office has to take part in this checking work. Further, while jamabandi is in progress, a number of records and registers required by the Jamabandi Officer for immediate reference (e.g., for disposal of petitions will have to be traced and produced before him, and any orders passed by him on the spot will have to be implemented). In addition to the regular jamabandi, "supplemental" jamabandis also are held in some taluks for final closing of accounts, and these again take away much of the time of the clerks. In view of the fairly large number of villages in every taluk, the net result is that for at least a month, the entire taluk staff will be tied up with jamabandi work, and they will not be in a position to attend seriously to any other item of work during this period.

102. Again, the clerks in a Taluk Office have, between them, to maintain various departmental registers, accounts and ledgers, and also attend to the miscellaneous work connected therewith. For instance, the clerk dealing with village officers has to maintain the audit registers of the village establishment, the cattle pound accounts, the register of fines and the acquittance roll, and also pass the numerous pay bills of the village staff. The loans clerk, the abkari clerk and the gun licence clerk have all to maintain several important and numerous special registers of their own. Particular mention should be made of the survey clerk who has to maintain a large number of complicated accounts relating to survey advances, and the stamp clerk who has to check and pass the indents of stamp vendors, and maintain, very carefully, the elaborate accounts relating to the receipt and issue of various kinds of stamps of several denominations. For purposes of the business return, however, credit for not even a single paper would accrue out of all this voluminous and complicated work arising from the maintenance of these accounts and registers.

103. It is seen from the above that (unlike in the Secretariat and the Board's Office) the entire working day is not available to a Taluk Office clerk to attend to his papers, but that a very considerable portion of his time is taken up by the additional items of work detailed above. It is a rather difficult matter to compute what portion of his time is taken up by these items. However, we think it would be a fair estimate to proceed on the following basis. Jamabandi takes up not less than a month, and during this period, as already explained above, all the clerks have to put in very heavy work beyond office hours. It will therefore be reasonable to put down the time taken up by jamabandi, on the average, as about 10 per cent of the clerk's working time. The maintenance of the various departmental registers and accounts,

and the miscellaneous work connected therewith, constitute an item of work which, unlike jamabandi, has to be transacted throughout the year. It would, we think, be very reasonable to suppose that not less than about 15 per cent of the time of the clerks in Taluk Offices is taken up by this work.

104. There is yet another factor which has to be allowed for in this context. In the Secretariat and the Board's Office, every paper, which comes in, is given a number, and it is with reference to such fully numbered papers that the work-load for a clerk is computed. On the other hand, in a Taluk Office, all papers which come in are not numbered. Indeed, it is laid down in the District Office Manual itself, that the following kinds of papers should not be entered in the distribution register at all, namely, periodicals, 'F' papers, papers to be entered in the special registers, and further correspondence thereon, papers to be disposed of as 'X.L.Dis.' or 'X.N.Dis.', etc. The business return statement of Taluk Offices shows only a portion of the actual number of papers handled by clerks, namely, the number of new cases dealt with in personal registers and in some of the special registers. It is because of this state of affairs that often it is found impossible to prove with reference to the business return statistics alone that the work in a Taluk Office is too heavy for the existing staff and that additional staff is required.

105. During our visits to some Taluk Offices, we examined the method of maintaining the Distribution Register, and we found that in some offices, even papers which are to be entered in that register according to the rules in the District Office Manual are not, in fact, being entered (e.g., exchange reminders). Thus, even if we proceed on the basis of the total number of entries in the Distribution Register, instead of by the total number of new cases arising in personal registers, we would still not have a complete picture of the volume of work involved in attending to personal register correspondence itself. However, it will be conceded that the total number of entries in the Distribution Register is a better index of the volume of work than the total number of new cases, which is the figure now shown in the Revenue Business Statements.

106. So far as periodicals are concerned, it is obvious that every time a periodical is prepared by a clerk, the work involved is equal to handling at least one correspondence paper. The total volume of work that arises in connexion with periodicals can therefore be reasonably computed in terms of papers by treating each weekly periodical as equivalent to 52 papers, each monthly periodical as equivalent to 12 papers, and so on.

107. Though the cases dealt with in all special registers do not at present go into the Revenue Business Statement (e.g., Process Registers, Marriage Register in Malabar, etc.), it is possible to

find out the total number of all cases dealt with in all these registers. What, however, cannot be computed is the work arising from the further papers received on cases dealt with in these registers. It is obvious that most of these cases will involve further correspondence, and several papers will be received on each pending case before it will be ripe for disposal.

108. As the Revenue Business Statement is not a reliable basis for judging the volume of work in a Taluk Office, we have furnished in Appendix XV some figures which give a better picture of the matter. There, the following basis has been adopted :—

(i) For personal register correspondence, the total number of entries in the Distribution Register has been substituted for the total of the serial numbers in the personal registers.

(ii) Periodicals have been taken into account, treating each weekly periodical as equivalent to 52 papers, and so on.

(iii) The serial numbers in all special registers, and not merely those now included in the Revenue Business Statements, have been taken into account.

(iv) In working out the average number of papers per clerk, the typist and the record-keeper have been excluded, as it is not reasonable to expect these to have time to attend to papers as if they were regular correspondence clerks.

109. The average number of papers for each clerk per day in the years 1951, 1952 and 1953, and the average for these three years, have also been worked out in Appendix XV.

110. From what has been said above, it may be seen that even the average as worked out in Appendix XV does not represent the full volume of correspondence work handled by clerks in the Taluk Office, as no allowance has been made there for the following classes of papers :—

(i) ' F ' papers, ' X.L.' and ' X.N.' papers.

(ii) Further papers arising on cases dealt with in the various special registers.

(iii) Papers omitted to be entered in the Distribution Register, owing to disregard of the existing rules in the District Office Manual.

Item (i) will run into thousands of papers in every Taluk Office. It comprises the various routine Government Orders, Board's Proceedings and other communications for which Record Files are kept, and on which no specific correspondence arises. It comprises also papers such as those relating to the issue of

“Community” and “Poverty” certificates to students, which are not generally entered in the Personal Registers in the interests of avoiding unnecessary further work. The total accounted for by item (ii) will be twice or thrice the actual total of the cases entered in the special registers, as already explained. Thus each B. Memo. case, or patta transfer case, or subdivision case, cannot be disposed of immediately on receipt, but will involve much further correspondence. Item (iii) also will be appreciable, as in several offices, exchange reminders are not at present being entered in the Distribution Register.

111. The volume of work involved in attending to papers not included in the statistics in Appendix XV will obviously be very considerable, from what has been explained above. To compute it exactly it is not possible in the absence of any record kept of them. However, those who are acquainted with the nature of these items will readily concede that even if, say, 10 per cent of the clerk's time is set down for attending to them, it will only be an underestimate.

112. The net result of the above conclusions is that roughly, in actual practice, 10 per cent of the clerk's time is taken up by jamabandi, 15 per cent by the maintenance of the Departmental Accounts and Registers, and 10 per cent by the papers not taken into account in Appendix XV—making a total of 35 per cent. Accordingly, we feel that the work-load of 10 papers per day in its application to Taluk Offices should be reduced by 35 per cent, or about  $3\frac{1}{2}$  and fixed only at  $6\frac{1}{2}$  or, say, 7 papers per day per clerk. It is, clear, therefore, that offices where, as per Appendix XV, the average comes to more than 7, prima facie require extra clerical staff.

113. We have no hesitation in holding that it is a matter of pressing importance that extra staff should immediately be sanctioned where the figures in Appendix XV justify it; but in recommending the actual staff to be so sanctioned we propose to adopt the following principle. The increase should be one, two, or three, according as the figures in Appendix XV justify; and there will be no increase at all, of course, in the cases where those figures do not justify an increase. In the case of offices which, according to Appendix XV, may require a larger increase than three, however, we consider it expedient, in view of the financial implications, that the question should await further scrutiny when more accurate figures of correspondence will be available after our proposal, made in a later chapter, for numbering all papers received in the offices is implemented; we would therefore limit the increase in those cases to three. As Taluk Offices particularly require strengthening as regards upper division clerks, the increase proposed should include one upper division clerk at least for all offices entitled to additional staff.

114. In the light of the above considerations, we recommend that additional clerks as proposed below should be sanctioned for the various Taluk Offices :—

*One Upper Division Clerk.*

District.	Taluks.
Chingleput .. ..	Chingleput.
North Arcot .. ..	Cheygar.
Tanjore .. ..	Nagapattinam.
Madurai .. ..	Kodaikkanal.
Tirunelveli .. ..	Srivaikuntam.
Salem .. ..	Krishnagiri, Dharmapuri.
South Kanara .. ..	Udipi, Karkal, Kasaragod.

*One Upper Division Clerk and one Lower Division Clerk.*

District.	Taluks.
Chingleput .. ..	Ponneri.
North Arcot .. ..	Tiruvannamalai.
South Arcot .. ..	Tirukkoyilur.
Tanjore .. ..	Sirkali.
Tiruchirappalli .. ..	Karur.
Ramanathapuram .. ..	Sattur, Tiruvadana.
Tirunelveli .. ..	Tenkasi, Tirunelveli.
Salem .. ..	Hosur.
South Kanara .. ..	Puthur.

*One Upper Division Clerk and two Lower Division Clerk.*

District.	Taluks.
Chingleput .. ..	Kancheepuram, Saidapet, Sriperumbudur.
North Arcot .. ..	Vellore, Tiruppattur, Gudiyatham, Walajah, Arkonam, Chengam, Wandiwash.
South Arcot .. ..	Tindivanam, Villupuram, Gingee, Chidambaram, Cuddalore, Vriddhachalam, Kallakurichi.
Tanjore .. ..	Tanjore, Kumbakonam, Mannargudi, Tiruturaipundi, Arantangi, Mayuram, Nannilam.
Tiruchirappalli .. ..	Tiruchirappalli, Kulittalai, Musiri, Lalgudi, Perambalur, Alangudi, Tirumayam, Udaiyarpalayam.
Madurai .. ..	Dindigul, Palni, Periyakulam, Tirumangalam, Madurai, Melur.



District.	Taluku.
Ramanathapuram .. ..	Aruppukottai, Paramakudi, Mudukulathur, Sivaganga, Tiruppattur.
Tirunelveli .. ..	Ambasamudram, Nanguneri, Sankarankoil.
Salem .. ..	Salem, Omalur, Harur, Tiruchengode, Namakkal, Rasipuram, Attur.
Coimbatore .. ..	Pollachi, Coimbatore, Erode, Palladam, Gobichettipalayam, Bhavani, Kollegal.
Nilgiris .. ..	Coonoor, Ootacamund, Gudalur.
Malabar .. ..	Chirakkal, Kottayam, Kurumbranad, Wynaad, Ernad, Walluwanad, Palghat, Ponnani, Kozhikode.
South Kanara .. ..	Coondapoor, Mangalore.

115. The following taluk offices for which the average number of papers dealt with per day by a clerk is seven or below as per the figures in Appendix XV, will not be entitled to any additional staff, and accordingly, in the case of these taluks, we consider that for the present there is no need to sanction any additional staff.

District.	Taluku.
Madras .. ..	Madras North, Madras South.
Chingleput .. ..	Madurantakam, Tiruvallur.
North Arcot .. ..	Arni, Polur.
Tanjore .. ..	Papanasam, Pattukkottai, Orathanad (created on 1st July 1954).
Madurai .. ..	Nilakkottai.
Ramanathapuram .. ..	Srivilliputtur, Ramanathapuram.
Tirunelveli .. ..	Tiruchendur, Koilpatti.
Coimbatore .. ..	Udamalpet, Dharapuram, Avanashi.
South Kanara .. ..	Belthangadi (created on 1st July 1954).
Tiruchirappalli .. ..	Kulathur.

116. Our proposals made above have to be qualified by the following observations. In the first place, we are by no means sure that the statistics furnished by the Tahsildars have been prepared on an uniform basis, and accordingly, we feel that some of the Taluk Offices for which we have not proposed any additional staff may in fact require them. The converse is not likely to be the case, as it is most unlikely that any Tahsildar would have deliberately boosted his figures, considering that the figures are capable of verification by a reference to the records. In the second place, certain proposals which we are making in Chapter XIII (Office Procedure) will, if implemented, furnish us in a year or two, with accurate figures of the total number of papers received in every Taluk Office. We, therefore, feel that it should be open to Collectors to ask for further additional staff later on if the figures

of work justify the same. What we now propose is the minimum additional staff that is absolutely necessary to ensure that the Tahsildars concerned are enabled to maintain a reasonable standard of efficiency in their offices and that is also warranted by the examination which we have made of the work in their offices. We may observe here that what we have recommended falls short—considerably short in many cases—of the requirements as put before us by the local officers during our discussions with them; these requirements even ranged up to four upper division clerks and four lower division clerks.

117. *Typists for Taluk Offices.*—Special mention has to be made of typists in Taluk Offices. In G.O. No. 1911, Revenue, dated 20th August 1941, the Government sanctioned, subject to certain conditions, the conversion of the post of one of the lower division clerks in Taluk Offices to that of typist. In pursuance of this Government Order, conversion has already been effected in the Taluk Offices mentioned in the list in Appendix XVI. In the remaining Taluk Offices, there is now no post of typist, though a typewriter has been sanctioned. The typing work in these offices is attended to by all and sundry instead of by any specified person. In the interests of the safety of the machine, it is obviously desirable that a typewriter is handled only by a single individual who could be held responsible if anything goes wrong. Moreover, if subject clerks have to attend to typing work, their legitimate work would naturally suffer. The supply of a typewriter is itself evidence of the fact that there is adequate typing work to be done in an office. We think that it is absolutely necessary that there should be a separate typist for every Taluk Office. Accordingly, we recommend that even in the remaining Taluk Offices, one of the posts of lower division clerks should be immediately converted into that of typist as contemplated by the Government Order. We understand that such conversion may in some cases adversely affect the interests of some lower division clerks who might have claims for confirmation in vacant posts in preference to the typists. In such cases, we would only say that the conversions should be made as early as practicable but meanwhile one of the clerks with typewriting qualification should be placed exclusively in charge of the typing work and be permitted to draw the special allowance.

118. *Attender for Record Room.*—The Record Room of a Taluk Office is very important, for many old and valuable registers, maps and records are kept therein. Besides, numerous Revenue, Common, T. & A. and other forms are kept in the Record Room, and these have to be taken care of and many of them have to be distributed among the village officers. The Record-keeper, who is only a lower division clerk, has now to attend to the Record Room unaided, and he is also generally given some correspondence work relating to subjects not connected with the Record Room. The net result of this is that at present the Record Room is generally neglected and is in a deplorable condition in almost all the

Taluk offices. As a rule, the Record Issue Register is not well maintained, and many records are issued to the clerks from the Record Room without the necessary entries being made in the Record Issue Register. We shall deal in a later chapter separately about the position in regard to forms and stationery. Suffice it to say here that the stock registers of these are not properly checked or maintained, and that indents are generally prepared in a slipshod and unsatisfactory manner. It need hardly be pointed out that the work in the Record Room is of such an important nature that, if it is neglected, the efficiency of the entire office will suffer and public interests will be jeopardised. The work is too much for a lower division clerk to attend to efficiently. The Record Room can be kept in a satisfactory condition only if the Record-keeper is given the assistance of a clerical attender who can help him to some extent in maintaining the Record Issue Register and the stock registers of forms and stationery, and also in arranging the records and other articles in the Record Room. An ordinary peon can do only manual work, and this will not give adequate assistance to the Record-keeper. We, therefore, consider that the sanction of an attender for each Taluk Office to help in the Record Room is quite necessary.

119. *Taluks in charge of Deputy Tahsildars.*—In all these respects, taluks which are in charge of Deputy Tahsildars will have to be treated in the same manner as taluks in charge of Tahsildars—but with one important exception. Our proposal that Headquarters Deputy Tahsildars should be sanctioned for all taluks where they do not at present exist, cannot obviously apply to cases where the Taluk Officers themselves are only Deputy Tahsildars, as one Deputy Tahsildar cannot work under another. However, even in these cases, there is the need for some responsible person to remain at headquarters all the time, maintain discipline in office and keep close watch over the clerks. We consider that in these cases, an officer of the same grade as a Divisional Office Head Clerk should be sanctioned in the same scale of pay as that we have recommended for the Divisional Office Head Clerk, viz., Rs. 115—140, as the supervisory duties will be similar in both cases, and the number of clerks to be supervised will generally be even larger than in Divisional Offices.

120. *Upgrading of the post of Taluk Head Accountant.*—The Government have specifically referred to us the question of upgrading the post of Taluk Head Accountant. Generally speaking, the Tahsildars are not in favour of the post of Head Accountant being upgraded to that of Deputy Tahsildar. They argued that the Head Accountant should always be one step lower in a status than the Headquarters Deputy Tahsildar, who is a double lock officer. The post was till recently on a fixed pay of Rs. 115 but has now been placed on an incremental scale of Rs. 115—5—140. We concede that the Taluk Head Accountant,

as the officer immediately in charge of the sub-treasury, has to shoulder onerous responsibilities. But as against this, it is relevant to point out that the Taluk Head Accountant has now been relieved of all items of revenue work, and the post has also been only recently placed on a favourable time-scale. It seems to us also that it is desirable to have a number of posts intermediate between the upper division clerk and the Deputy Tahsildar into which persons over-aged for inclusion in Deputy Tahsildar's list but otherwise deserving of promotion to less important posts, could be fitted in. For these reasons, we are not in favour of upgrading the post of Taluk Head Accountant to that of Deputy Tahsildar.

121. The Collector of Madras has represented to us that the two posts of Head Accountants in the Madras Sub-Treasury should be upgraded as Deputy Tahsildars and has further proposed that there should be a separate Treasury Officer in the grade of a Tahsildar. The Madras Sub-Treasury, he has urged, has the largest volume of transactions in stamps, the monthly issue of stamps being of the order of Rs. 24 lakhs and the total value of all kinds of stamps and banderols stored in the Taluk Treasury being worth about Rs. 300 lakhs. The Sub-Treasury also deals directly with the Accountant-General just as Huzur Treasuries elsewhere. As, however, no general question of principle or policy is involved in regard to this special problem relating only to Madras district, we are not making any comments on the Collector's proposals; we feel that the Collector should make out a separate case, and address the Board of Revenue in the matter.

122. *Permanent retention of election staff.*—The question of permanent retention of the election staff in Taluk offices has also been specifically referred to us. In connexion with the annual revision of electoral rolls under section 23 of the Representation of the People Act, an additional staff of one Election Deputy Tahsildar, one upper division clerk, one typist and two peons is being sanctioned every year for Taluk offices for a period of about seven months in the intensive revision areas and about four and a half months for the non-intensive revision areas. The special staff is disbanded as soon as the rolls are finally published. Besides the revision of rolls, there are the following important items of election work which have to be attended to throughout the year in a Taluk office :—

(i) Storage and preservation of electoral rolls and submission of quarterly verification reports.

(ii) Storage and maintenance of steel and wooden ballot boxes and submission of quarterly returns on their condition.

(iii) Settlement of bills of private printers.

(iv) Scrutiny of applications for inclusion of names under rule 20 (2) of the Representation of the People (Preparation of Electoral Rolls) Rules, 1950.

(v) Correspondence relating to elections with the Collector and Government.

We are convinced that there should be a nucleus of permanent staff in the Taluk offices to assist the Tahsildars in dealing with the items of work mentioned above. Most of the Tahsildars and Collectors, however, conceded, in the course of their discussions with us, that there will not be enough work for a Deputy Tahsildar during the 'off season'. We, therefore, feel that there is no case for the permanent retention of an Election Deputy Tahsildar for the taluk throughout the year. At the same time, we consider that the permanent retention of an upper division clerk in the Taluk office is quite essential if the electoral rolls and the steel and wooden ballot boxes are to be preserved carefully, and if the Tahsildars are to attend promptly to the numerous references relating to elections received from the higher authorities. We find that the Government themselves have since, in G.O. Ms. No. 2023, Public (Elections), dated 23rd October 1954, sanctioned the permanent retention of the upper division clerk.

123. *Taluk' charges and the National Extension Service Scheme.*—According to the Memorandum of Instructions for the National Extension Service Scheme in Tanjore, the Tahsildar is to be in charge of National Extension Service in his taluk and he is to be given the assistance of two Taluk Development Officers in the grade of Deputy Tahsildar, of whom only one would be retained permanently after the first year. The scale of additional clerical staff in Taluk offices for the work connected with the National Extension Service has been indicated at page 38 of the Memorandum. In the light of our discussions with the Collectors and the Tahsildars, we feel that the assistance to Tahsildars envisaged in the pamphlet is *prima facie* adequate. However, an additional typist may also have to be sanctioned for Taluk offices if the National Extension Service Scheme is extended throughout the taluk, but this has not been provided in the skeleton staff at present. We are also satisfied that it is a sound arrangement that the Taluk Development Officer should attend to the developmental work under the general supervision of the Tahsildar. The Taluk Development Officer should not, however, be empowered to correspond directly with the Revenue Divisional Officer as contemplated in the pamphlet, for then the authority of the Tahsildar would be impaired.

124. The Collector of South Arcot suggested that, instead of Taluk Development Officers being appointed as contemplated under the Tanjore Scheme, the taluks might be bifurcated and Tahsildars might be given the assistance of Headquarters Deputy Tahsildars. The Tahsildars can then attend to both Revenue and developmental work within their jurisdiction. But here again, as indicated in paragraph 94 above, we feel that bifurcation of a taluk will be disproportionately costly as it will involve construction of additional buildings, duplication of staff, and the opening of a new Sub-Treasury. We do not, therefore, recommend the acceptance of this suggestion.

## CHAPTER VII.

### REVENUE DIVISIONS.

125. The question of abolition of Divisional Officers has been considered on more than one occasion in the past and the conclusion every time has been that they form an indispensable part of the Revenue hierarchy and should, therefore, continue. In a few of the memoranda received by us, the view has once again been expressed that Divisional Officers merely act as 'Post Offices' between the Collector and the Tahsildars and could therefore be dispensed with. This view is based upon an inadequate appreciation of the real functions of a Divisional Officer. Apart from the substantial original work cast upon a Revenue Divisional Officer by the various Acts, Regulations, Rules and Standing Orders, a lot of supervisory work has to be done by him by way of inspection of the several branches of a Taluk Office and conducting jamabandi, attending to numerous local inspections, and scrutinising reports of Subordinate Officers on important subjects. All this work, if properly done, will fully occupy the time and energy of a Revenue Divisional Officer. The volume of such work in respect of the whole district will be immense, and if there were no Revenue Divisional Officer, will fall on the Collector. It is obvious, however, that it will be quite impossible for a Collector to take on this work unaided, as he will have his own more responsible duties to attend to. With the extension of the National Extension Service Scheme, the Divisional Officer will assume additional functions, and in fact the Government have laid stress on his role as the 'captain' of the team of Officers at divisional level. We are, therefore, of the view that the continuance of Divisional Officers is quite essential, and that their abolition will result in serious dislocation of administration and grave deterioration in the quality of work done by the Tahsildars and their subordinates.

126. Under the existing special rules for the Madras Civil Service (Executive Branch), in a cycle of three vacancies two are to be filled up by transfer either from the Madras Revenue Subordinate Service or from Superintendents of the Board of Revenue and the Secretariat, and one by direct recruitment. As recruitment to the Indian Administrative Service has now been placed on a regular basis, there may not be any pressing need, on administrative grounds, for continuing direct recruitment on the existing scale of probationary Deputy Collectors, who belong to the same age-group as Indian Administrative Service Officers. Even granting the need for 'stiffening' the cadre of Deputy Collectors with a certain element of direct recruitment, we feel that the proportion of direct recruits can be reduced without any untoward effects on administrative efficiency. And on the other hand we feel that more vacancies should be left for the Subordinate Revenue Service as

an incentive for good work. We therefore suggest that the proportion of direct recruitment to promotion may be reduced; perhaps 1 : 3 instead of the present 1 : 2 would be appropriate.

127. It was represented to us by one branch of the Non-Gazetted Government Officers' Association in a district that Tahsildars who are overaged but are otherwise suitable, might be considered for promotion at least as Treasury Deputy Collectors and Personal Assistants to Collectors, as the work of these Officers is not as arduous as that of Divisional Officers. We are unable to agree with this view as its adoption will virtually result in the promotion of less competent men to gazetted rank, whose claims would have already been considered when they were of the proper age, and passed over in favour of abler men. There will also be grave prejudice to abler but younger men, as the concession will only be at their expense. Further, on general grounds, we consider that a period of service as Divisional Officer is quite essential for a Treasury Deputy Collector or Personal Assistant to be able to discharge his duties satisfactorily.

128. *Restoration of Divisions.*—When the scheme of separation of the Judiciary from the Executive was introduced, a number of Revenue divisions were abolished. It was then generally assumed that the trial of criminal cases occupied a good portion of the Divisional Officer's time, and that consequently, when this work was taken away from him, it should be possible for him to attend to revenue work over a larger territorial jurisdiction. This assumption did not sufficiently take into account the fact that, even long prior to 'separation', a number of Additional First-class Magistrates (of the grade of Tahsildars) had been appointed, who were doing the bulk of the criminal work that was formerly being attended to by Revenue Divisional Officers. The Divisional Officers were mostly dealing with miscellaneous cases (such as security cases, and cases under section 145, Criminal Procedure Code) which they have even now to attend to, despite the 'separation'. Moreover, it will be obvious that since 'separation', there has been a further increase in the tempo of the normal activities of the Revenue Department, and that several new functions have also been added to the Department. Work relating to loans, minor and major irrigation, food production, rural water-supply, to mention only a few examples—has increased very considerably, and the Revenue Divisional Officers have also now been made responsible for the initiation and execution of 'Local Development Works' under the Five-Year Plan. With their present unwieldy jurisdictions, the Divisional Officers in some of the 'separation' districts are unable to exercise effective supervision over the various grades of Revenue Officers and to maintain close contact with the villagers. It is in the light of these considerations that we review below districtwise the necessity for the restoration of the abolished divisions.

129. *Chingleput*.—Prior to separation, there were three Divisions in the district—Chingleput, consisting of Chingleput, Madurantakam and Kancheepuram taluks; Saidapet Division consisting of Saidapet and Sriperumbudur taluks; and Tiruvallur division with Ponneri and Tiruvallur taluks. With the abolition of the Saidapet Division, the Saidapet taluk has been added to the Chingleput Division and Sriperumbudur taluk to the Tiruvallur Division. The Collector and the Divisional Officers represented to us that the present divisions are unwieldy. We also consider that Chingleput Division with four taluks is very unwieldy. Further, Saidapet taluk with its 170 villages presents several special problems in view of its proximity to the City of Madras, and the Revenue Divisional Officer, Chingleput, in his pre-occupation with this semi-urban taluk is likely to neglect the more outlying portions of his division. Recently, the Community Project has been introduced in 122 villages of Chingleput Division, and the Revenue Divisional Officer is also the Project Executive Officer. In view of his unmanageable charge, the Revenue Divisional Officer confessed that he was not at present able to devote adequate attention to the work in the Community Development Block. We, therefore, urge that Saidapet Division should be restored immediately, so that the Divisional Officers might have manageable charges.

130 *North Arcot*.—On the eve of 'separation', there were five divisions in this district—Vellore division comprising Vellore and Arni taluks, Cheyyar division with Cheyyar and Wandiwash taluks, Ranipet division with Wallajah and Arkonam taluks, Tiruvannamalai division with Tiruvannamalai, Polur and Chengam taluks, and Tirupattur division with Tirupattur and Gudiyattam taluks. As a result of 'separation', Vellore and Cheyyar divisions were abolished, and the taluks were redistributed among the remaining three divisions. The present position is as follows:—

Divisions.	Taluks.
Ranipet .. .. .	Wallajah, Arkonam, Cheyyar and Arni taluks.
Tirupattur .. .. .	Gudiyattam, Tirupattur and Vellore taluks.
Tiruvannamalai .. .. .	Tiruvannamalai, Polur, Chengam and Wandiwash.

In our opinion, no Divisional Officer can attend satisfactorily to four taluks as is now the case with Ranipet and Tiruvannamalai. As a consequence of Vellore taluk being attached to Tirupattur Division, the Revenue Divisional Officer, Tirupattur, has to visit the district headquarters frequently in connection with his work, and this is hardly a satisfactory arrangement considering that Vellore is 55 miles from Tirupattur. From a report submitted by the Collector to the Board, it is seen that there are a large number of minor irrigation works under execution in this district—196 works in Ranipet Division, 173 in Tirupattur Division and 191 in Tiruvannamalai Division. It is doubtful whether the Divisional



Officers with their present unwieldy jurisdictions, can effectively supervise the execution of these numerous minor irrigation works. We, therefore, support the Collector's request for the immediate restoration of Vellore Division. As suggested by the Collector, the taluks can then be redistributed among the various Divisional Officers as follows :—

Vellore Division—Vellore, Arni and Polur taluks.

Ranipet Division—Wallajah, Arkonam and Cheyyar taluks.

Tirupattur Division—Tirupattur and Gudiyattam taluks.

Tiruvannamalai Division—Tiruvannamalai, Chengam and Wandiwash taluks.

131. *Tanjore*.—Only Tanjore Division consisting of Tanjore taluk was abolished in this district as a result of separation of the Judiciary from the Executive. The Collector pressed for the restoration of Tanjore Division on the ground that the Revenue Divisional Officer, Mannargudi, in whose charge the headquarters taluk has been included, has to be in Tanjore very frequently and that further, some portions of Tanjore taluk are too far away from Mannargudi. We, however, feel that as only one Division out of six was abolished in this district, there is no need for the immediate restoration of Tanjore Division. When, however, the National Extension Service Scheme is extended throughout the district, Tanjore Division will have to be restored in order that the work of the Divisional Officers might be manageable.

132. *Coimbatore*.—Previously, there were five divisions in this district—Coimbatore consisting of Coimbatore and Avanasli taluks, Pollachi Division with Pollachi, Udamalpet, and Palladam taluks, Erode Division consisting of Erode and Dharapuram taluks, Gobichettipalayam with Gobichettipalayam and Bhavani taluks, and Kollegal with Kollegal taluk alone. When 'separation' came into force, the Revenue Divisions of Coimbatore and Kollegal were abolished and the taluks were redistributed among the divisions as follows :—

Divisions.	Jurisdiction.
Pollachi .. .. .	Coimbatore, Pallachi and Udamalpet taluks.
Erode .. .. .	Erode, Dharapuram and Palladam taluks.
Gobichettipalayam ..	Gobichettipalayam, Bhavani, Avanasli and Kollegal taluks.

The present jurisdiction of the Revenue Divisional Officers is far-flung and they are unable to tour their areas intensively. Coimbatore is an industrial town with a vast labour population which tends to get restive now and then, and the Law and Order situation requires the constant presence of a Divisional Officer at the District Headquarters. Further, the numerous land acquisition cases in the town and the frequent visits of high personages compel the Divisional Officer, Pollachi, to spend a good portion of

his time in Coimbatore town itself. From a report sent by the Collector to the Board we find that for the last half-year, out of 38 halts made by the Divisional Officer, as many as 29 halts were at Coimbatore. This fact alone would point to the need for a Revenue Divisional Officer with headquarters at Coimbatore. Gobichettipalayam with four taluks is also very unwieldy and, with the extension of irrigation under the Lower Bhavani Project, his work has also increased very considerably. We, therefore, support the request of the Collector for the immediate restoration of Coimbatore Revenue Division.

133. *South Arcot*.—Prior to the introduction of the scheme of separation of the Judiciary from the Executive there were four divisions in this district—Tindivanam, Cuddalore, Chidambaram and Tirukkoyilur. Cuddalore taluk by itself constituted a Revenue division with headquarters at Cuddalore, and Chidambaram division then consisted of two taluks, Chidambaram and Vriddhachalam. At the time of 'separation', Cuddalore taluk was added to the Chidambaram division and Vriddhachalam taluk was included in Tirukkoyilur division. It was represented before us that the Tirukkoyilur division with the three taluks, Tirukkoyilur, Vriddhachalam and Kallakurichi, is very unwieldy. Even prior to 'separation', Tirukkoyilur was a fairly extensive division, and the addition of Vriddhachalam taluk has rendered the charge very difficult. It may also be pointed out that touring in this division is very difficult and communications are yet in an undeveloped state. From the point of view of area, Tirukkoyilur division (2,036 square miles) now covers nearly half the district (4,215 square miles). The Revenue Divisional Officer, Tirukkoyilur, therefore, requires immediate relief. It will not be possible to attach any taluk in his division to any other Divisional Officer. The Revenue Divisional Officer, Chidambaram, whose charge has become difficult on account of the exchange of Cuddalore for Vriddhachalam taluk, is also the Project Executive Officer, Tindivanam, with three taluks, is already a heavy charge. We would, therefore, urge the immediate restoration of Cuddalore division, so that the charges of the Revenue Divisional Officers might be rendered more compact.

134. *Salem*.—With the introduction of the scheme of separation, Dharmapuri and Sankari Divisions were abolished in this district, and the taluks redistributed among the three other Divisions. Hosur and Namakkal Divisions have nearly doubled in size and are at present unmanageable as can be easily seen from the following table :—

Division.	Number of taluks and sub-taluks included.		Number of villages.	
	Before separation.	After separation.	Before separation.	After separation.
	Hosur .. .. .	3	6	363
Salem .. .. .	3	4	411	477
Namakkal .. .	2	5	306	613

We consider it an extremely unsatisfactory arrangement, under which a Divisional Officer has to manage as many as six taluks and sub-taluks. We would, therefore, press for the immediate revival of Dharmapuri Revenue Division in the interests of efficient administration.

135. *Tirunelveli*.—Only one Division, Koilpatti, was abolished at the time of 'separation'. We feel that there is no pressing need for the immediate revival of Koilpatti Division.

136. *Ramanathapuram*.—No Revenue Divisions were abolished in this district at the time of separation. Besides the three Divisional Officers at Sivakasi, Ramanathapuram and Devakottai, two Managers in the grade of Deputy Collectors are also functioning now at Sivaganga and Ramanathapuram. The question of reducing the number of Divisions, and fusing Divisions with Managerial charges was raised by Government. We have examined this question in a later chapter; our conclusion there is that no merger is possible now, and that a number of Divisions cannot be reduced. As a matter of fact, when the estate areas are integrated with ryotwari administration, the number of Revenue Divisions in this district will have to be increased suitably. We do not think, however, that the number need be increased, meanwhile, if the National Extension Service Scheme is fully introduced in the district.

137. *The Nilgiris*.—The Collector has asked for the restoration of Coonoor Division. The district consists of only three taluks—Ootacamund, Coonoor and Gudalur, and prior to separation the Revenue Divisional Officer had only two taluks, while the third was directly under the Collector. Considering the lightness of the district charge itself, we think it unnecessary at present to restore the Coonoor Division. When the National Extension Service is introduced over the major portion of the district, there will be need for a Revenue Divisional Officer who can be in charge of the entire district for work at his level while the Collector may be left to function, as in other districts, without having to be the Revenue Divisional Officer of any taluk. We feel that in that case there will be no need for a Personal Assistant for National Extension Service work in this district, as it ought to be possible for the Collector himself to attend to this work since he will be relieved of the Revenue work at Divisional level.

138. *Malabar*.—No Divisions were abolished in this district at the time of 'separation', and the question of restoration of any Division does not therefore arise. The Collector has, however, sent up certain proposals for the exchange of Ponnani and Walluvanad taluks as between Palghat and Malappuram Divisions. The two taluks in Palghat Division, Palghat and Ponnani, are not contiguous and are separated by Malappuram Division and a portion of Travancore-Cochin State. The Revenue Divisional Officer,

Palghat, has therefore to traverse a long distance before he can reach any place in Ponnani taluk. Further, with the recent construction of a bridge over the Bharathapuzha at Kuttipuram, many of the important places in Ponnani taluk are actually nearer to Malappuram than to Palghat. From a general administrative point of view, and also in the interests of the people, the Collector's proposal to attach Ponnani taluk to Malappuram Division and Walluvanad taluk to Palghat Division appears to be quite sound, and we commend it for the acceptance of Government. No additional expenditure is involved in this readjustment of divisional charges.

139. *South Kanara*.—Mangalore Division was abolished at the time of "separation". The Collector had first stated that the Division would need to be revived only when the National Extension Service Scheme is introduced throughout the district, but reported later on that the Division should be revived now, in order to give relief to his Personal Assistant, who has now to attend to land acquisition and Rent Control work in Mangalore Municipality, and work relating to Amindivi Islands—items previously attended to by the Revenue Divisional Officer, Mangalore. No statistics, however, have been furnished, and we are not convinced that the Personal Assistant's total work is so heavy in this district, as to require this relief for him. There being no other grounds for the restoration of the Division, we consider that Mangalore Division need not be restored now.

140. *Tiruchirappalli*.—Separation of the Judiciary from the Executive is to be introduced in this district with effect from January 1955, and the present proposals in that connexion, we understand, are to abolish Musiri Revenue Division, and to attach Musiri taluk to Karur Division and Lalgudi taluk to Tiruchirappalli Division. The Collector and the Divisional Officers represented to us that the abolition of Musiri Division would render Karur Division in particular unwieldy and unmanageable. There is also the difficulty that Musiri cannot easily be reached from Karur, being on the other side of the Cauvery River, which cannot be conveniently crossed during most of the year. The Collector also represented that the Headquarters Division, viz., Tiruchirappalli, should also continue, as Tiruchirappalli town itself gives enough work for a Divisional Officer. We agree with the Collector. We, therefore, recommend that no Division should be abolished in this district when "separation" is introduced.

141. *Madurai*.—There are only three Revenue Divisions in this district and the abolition of any Division, and the addition of taluks to the other Divisions will make them unwieldy and tell on the efficiency of the administration. Developmental activities are also likely to be handicapped. The Headquarters Revenue Division comprises Madurai and Melur taluks, and the heavy work in Madurai Town itself indicates that no further area can be added

to the Revenue Divisional Officer, Madurai. Dindigul Division comprises the three taluks of Nilakottai, Dindigul and Palni, besides the important hill taluk of Kodaikanal. It is out of the question to add any extra area to this Division. Usilampatti Division is very heavy even now with the vast taluks of Tirumangalam and Periyakulam, each of which has a sub-taluk, and where there is heavy work in the Periyar irrigation areas. Besides, there will be vast increase of work in this Division in connexion with the Vaigai Reservoir Scheme, now under active execution. We are therefore against the abolition of any of the Divisions in this district.

142. We have, in the foregoing paragraphs, made out a case for the restoration of some of the Divisions abolished at the time of "separation". Besides this, we also feel, that when the National Extension Service Scheme is extended throughout the district, all the remaining Divisions, which were abolished owing to "separation", will have to be revived, for, whatever relief might be assumed to have accrued to the Divisional Officers when magisterial work was taken away from them, will be more than offset by the work relating to the National Extension Service Scheme. It may well turn out, after some experience, that some of the existing heavy Divisions may even have to be reduced in size further.

143. *Staff in Divisional Offices.*—The Divisional Offices consist, besides a Head Clerk and a typist, of one upper division clerk and three lower division clerks of whom one is still attending to some magisterial work, which the Divisional Officer has to deal with in his capacity as an Executive First-class Magistrate. As indicated in a previous paragraph, the work in the Revenue Division has increased considerably in recent years, and this has naturally contributed to an increase in the volume of correspondence in Divisional Offices; but there has been no significant increase in the staff. The present staff is, therefore, overworked and delays in correspondence have also increased. All the Divisional Officers and Collectors, with whom we had discussions, pressed for the sanction of additional staff to Divisional Offices. In some cases, demands have been made for additional staff of even two upper division clerks and three lower division clerks.

144. As explained in connexion with the work in Taluk Offices, in the Divisional Office also, the Revenue Business figures disclose only a portion of the number of papers actually handled by clerks. The rules for entering papers in the Distribution Register are the same for Divisional Offices as for Taluk Offices, and therefore 'F' papers, periodicals, and 'X.L.' and 'X.N.' papers do not find place in it.

145. As we did in the case of Taluk Offices, we have attempted in Appendix XVII, to work out the average number of papers now handled per day by clerks in the various Divisional Offices of the

State, during the years 1951, 1952 and 1953. For the purpose of our calculations, we have, as in the case of Taluk Offices, taken into account the total number of entries in the Distribution Register, instead of merely the total number of currents. We have also taken into account the work represented by the periodicals, on the basis that a weekly periodical can be taken to represent 52 papers, a monthly periodical 12 papers, and so on. As regards special registers, it may be pointed out that there are not as many special registers in Divisional Offices as in Taluk Offices.

146. It is not possible to arrive at an accurate figure in regard to 'F', 'X.L.' and 'X.N.' papers, as no record is kept of them, but such papers are received and disposed of by the hundred every month. At a very conservative estimate, they may be taken as accounting for at least 5 per cent of the working time of the clerks in the Divisional Offices.

147. Again, as all Revenue Divisional Officers have to conduct jamabandi in two taluks of their divisions every year, and as the Divisional Office clerks have to attend to what is called the preliminary check of the village accounts and prepare answers to the jamabandi check-memos, much additional work is thrown on the clerks. The jamabandi sittings held by the Revenue Divisional Officers generally extend over about a fortnight for each taluk, and the preliminary check by the Divisional Office clerks even longer. In all, about six weeks in a year have, therefore, to be set apart by the Divisional Office clerks almost wholly for jamabandi work, and it may accordingly be computed that, as a result of jamabandi, about 10 per cent of their normal working time is not available to the clerks for attending to the routine disposal of papers.

148. Mention has also to be made of the extra work cast on clerks as a result of inspection of Taluk Offices by the Revenue Divisional Officers. Each Revenue Divisional Officer has to inspect not less than two, and in some cases as many as six, Taluk Offices or Deputy Tahsildars' Offices every year. The inspection of each Taluk Office covers ten branches, for each of which there are lengthy questionnaires. The Divisional Office clerks are deputed by turns to gather the material for the inspections. The inspection of each branch will require at least two or three days' work on the part of the clerk in gathering these materials, and during this period he will not be in a position to attend to his papers. On an average, it will be reasonable to assume that at least 5 per cent of the clerk's time is taken up by this work.

149. As mentioned in the previous chapter, the yard-stick adopted by the Government for clerks is ten papers per working day. As 10 per cent of the time of the clerks in Divisional Offices is taken up by jamabandi work, 5 per cent by office inspections, and 5 per cent by unnumbered papers not taken into account in the

figures in Appendix XVII, that is, 20 per cent in all, it is fair to assume that the workload laid down by Government should be reduced by this percentage to ensure that the clerks will be in a position to cope with their work. Accordingly, the workload of clerks in the Divisional Office should be fixed only at 8 papers per working day. Appendix XVII will show that in all the Divisional Offices in the State, except, Chingleput, Fort Cochin, Pudukkottai and Pollachi, the average is found to be more than 8, and all these offices will therefore be entitled *prima facie* to additional staff. We consider that the addition in all these cases should be one lower division clerk.

150. In the case of some offices, the additional staff that will be admissible according to the above standard will be more than one, and in fact many more in several offices; however, in view of the financial implications, we feel that in those cases a further increase may await scrutiny later on when complete figures are available with reference to our proposal that all papers received in the offices should be numbered; we propose, therefore, that, for the present, the increase may be limited to one in those cases. We recommend, accordingly, that for all the Divisional Offices in the State, except Chingleput, Fort Cochin, Pudukkottai and Pollachi, one additional lower division clerk each may be sanctioned immediately.

151. Our proposal is subject to the remark, as in the cases of Taluk Offices, that Collectors should be free to apply for further additional staff in due course, after accurate figures of the number of papers dealt with in Divisional Offices become available as a result of the proposal in that respect which we are making in a later chapter.

152. *Upgrading the post of Divisional Office Head Clerks.*—The Government have specifically referred to us the question of upgrading the post of Head Clerk of Divisional Offices to that of a Deputy Tahsildar. All the Collectors, except the Collector of Tanjore, have pressed that the post of the Divisional Head Clerk should be in the grade of a Deputy Tahsildar. Various arguments have been put forward in support. It was urged that as the post at present carries a fixed pay of Rs. 110 per month, only people overaged for inclusion in the Deputy Tahsildars' list and consequently with no further ambition to rise in the department, are being generally posted as Head Clerks, and they cannot naturally be expected to give of their best. There is some force in this argument; we are reverting to this point later on. It was also urged that a Head Clerk in the grade of a Deputy Tahsildar can give relief to the Divisional Officers by approving the routine references to the Tahsildars and by attending to correspondence in the intermediate stages. We do not accept this argument, as it is eminently desirable that the Divisional Officer should himself

keep in touch with the progress of all files in his office at all stages. A Deputy Tahsildar has executive duties to discharge and numerous responsibilities to shoulder, and we feel that the work of the Head Clerk of a Divisional Office cannot be equated with that of a Deputy Tahsildar. Nor can the staff in a Divisional Office and the work done there be considered equal to those in a section of the Collector's Office in charge of a Huzur Head Clerk. We are, therefore, of the opinion that it is unnecessary to upgrade the post of Head Clerk of Divisional Office to that of a Deputy Tahsildar. We are, however, convinced that there is a real case for raising the scale of pay for the Head Clerk. The pay of the Divisional Office Head Clerk was fixed at Rs. 110 when the maximum pay of the upper division clerk was Rs. 90. With the raising of that maximum to Rs. 110 there has been no corresponding increase in the pay of the Divisional Office Head Clerk, with the result that an upper division clerk who has reached his maximum will get no pecuniary benefit whatever from his appointment as Divisional Office Head Clerk, though that post undoubtedly carries greater responsibilities than that of an upper division clerk. In fact, an upper division clerk on his maximum pay, who is posted as a Taluk Head Clerk, will get some extra emoluments by way of a supervisory allowance of Rs. 5 or Rs. 10 and will thus be better off than the Divisional Office Head Clerk. It is, therefore, necessary to raise the scale of pay of the Divisional Office Head Clerk, and place it on an incremental basis; this will provide an incentive for efficient work, and this will also meet the point mentioned earlier as one of the drawbacks in the system of fixed pay. We, therefore, recommend that the scale of pay which was recently sanctioned for Taluk Head Accountants, namely, Rs. 115—5—140, may be sanctioned for the Division Office Head Clerks also.

153. *Election clerk in Divisional Offices.*—A temporary upper division clerk is now being sanctioned for all Divisional Offices every year at the time of revision of Electoral Rolls. It was urged before us that this upper division clerk should be retained permanently, so that important orders issuing from Government on elections might be filed carefully in office and noted for future guidance, and that there may be no interruption or dislocation of current election correspondence left over by the temporary election staff. We feel that the volume of such work will be comparatively small in a Divisional Office, and that there may not be enough work for an upper division clerk, once the revision of Electoral Rolls is over, as Revenue Divisional Officers are no longer Electoral Registration Officers and as the custody of the electoral rolls has been transferred to the Taluk Offices. With the strengthening of the general staff of the Divisional Offices, which we have suggested, it should be possible for the Divisional Officer to attend to stray references on elections during the 'off-season' with the help of his regular



staff. We do not, therefore, consider it necessary to propose the retention of the election upper division clerk throughout the year.

154. *Revenue Divisional Officers and the National Extension Service.*—The Divisional Officer is generally expected to co-ordinate the developmental activities at the divisional level, and to do this effectively he requires the co-operation and help of officers of other departments in the division. Government have recently in Memorandum No. 2069/52-1, Public (Services), dated 5th May 1953, emphasized that Divisional Officers occupy, in the division, in relation to other officers, a position similar to that of the Collector at the district level. These orders do not appear to have been communicated to officers of all grades of other departments. We would, therefore, urge that the contents of this memorandum should be made known to officers of the other departments at all levels. Besides, amplification of the existing instructions is required in certain respects. A Divisional Officer may very often have to require an officer of another department to accompany him for a joint inspection or to meet him for discussions or to attend a conference. We, therefore, urge that explicit instructions should be issued authorizing the Divisional Officers to request other departmental officers at the divisional level to accompany them for joint inspections or to attend discussions or conferences in their offices on outstanding matters. We trust that instructions on these lines would remove any misconception that there might be about the position of a Divisional Officer in relation to the other officers concerned with developmental activities.

155. The scale of additional staff for the Divisional Offices for the work connected with the National Extension Service Scheme has been indicated on page 38 of the Memorandum of Instructions for the National Extension Service Scheme in Tanjore. In the light of our discussions with Divisional Officers and Collectors, we feel that this staff would *prima facie* be quite adequate. It was, however, represented to us by the Divisional Officers, Mayuram and Kumbakonam, where the National Extension Service Scheme has been extended recently, that an accountant might be necessary for scrutiny of bills and the maintenance of the various accounts prescribed by the Accountant-General. We are unable to offer any remarks on this request at this stage, as the work in question has not yet assumed large proportions, but will, however, point out that provision may have to be made for an accountant in the Divisional Office, if, on the basis of the number of bills and nature of accounts to be maintained, there is a case for it.

156. Earlier in this chapter, we have indicated that, when the National Extension Service Scheme is extended throughout a district, there would have to be a restoration of divisions such as to bring the position completely back to what it was before the 'separation'. The question arises at what stage of the extension

of the National Extension Service Scheme a Division would require readjustment. We feel that the appropriate time when a Division will have to be readjusted in size on the lines indicated by us, will be when the National Extension Service Scheme is introduced in about half the area of that Division. To wait for this till the National Extension Service has been introduced in the whole of the district will mean that too heavy a burden is placed on the Revenue Divisional Officer in the meanwhile, and this will not be in the interests of administrative efficiency.

157. *Transfer of Revenue Divisional Officers.*—We noticed, during our discussions in the districts, that transfers of Revenue Divisional Officers had been extremely frequent; very few Revenue Divisional Officers had been in their Divisions for more than a year, and a good many had been there for less than six months. Such a state of affairs is bound to tell on the efficiency of the administration. We are aware that the rule laying down that no officer should ordinarily be disturbed for a period of three years is subject to administrative exigencies. But since the rule in the actual working has led to the result mentioned above, we suggest that the question deserves close examination by Government with a view to see that Revenue Divisional Officers are kept in their Divisions for at least two years normally.

158. *Revenue Divisional Officers and Rent Control work.*—The work under the Madras Buildings (Lease and Rent Control) Act has been entrusted to the Revenue Divisional Officers. Some Revenue Divisional Officers, for example, Chingleput, Kozhikode and Tellicherry, represented to us that this work is heavy in their Divisions and takes up much of their time. Though executive functions under the Act, such as allotment of accommodation, may properly be attached to Revenue Divisional Officers, we consider that there is no necessity to burden Revenue Officers with quasi-judicial work involving the taking of evidence, etc., which can more appropriately be dealt with by Civil Judicial Officers like District Munsifs or Official Receivers. In fact, in the Cities of Madras and Madurai, judicial officers are already attending to rent control work. We suggest that similar arrangements may be made in other places also.

## CHAPTER VIII.

### THE DISTRICT.

159. It is very well known that the Collector of a district occupies a cardinal position in the administration. He is the local representative of the Government; he is the head of the Revenue Department in the district; he is the Executive District Magistrate; he keeps in general touch with the working of all the

Departments in the district; and with the increasing shift of emphasis on to developmental activities, he is the person responsible for co-ordination and guidance in that respect.

160. In the course of his work he has to deal with a large number of papers, maintain close and frequent contacts with all sections of the public, attend meetings and grant interviews. With the rising tempo of developmental activities, he is increasingly in demand even for functions outside the strict official beat—like presiding over non-political public meetings, or opening, or laying foundation stones for schools, dispensaries and the like. Even though such functions are treated rather as auxiliaries to his official work and aids to him in keeping touch with important developments, especially in the rural areas, they do take toll of his time and energy. Speaking generally, a Collector at the present day, for fulfilling his role adequately, has to be prepared to accept as his daily routine, hours of work far beyond those usually recognized as official hours. Almost every Collector, whom we interviewed, stated that he has more than a fair day's work, and that he found no difference between a working day and a holiday. Frequently, a Collector has to work from early morning till late at night, even to cope with his normal work. When the routine is upset (as it often is) by something special—the visit of an important personage or an emergency like floods, or bad seasonal conditions, or something on the Law and Order side—arrears accumulate and call for an extra spurt for return to normal.

161. This is the position in spite of the fact that each Collector (except the Collector of the Nilgiris) has at least one Personal Assistant to assist him in his regular work. And each of these Personal Assistants has a full day's work, too. This is only a reflection of the fact that work in the districts has increased considerably all round, particularly in the sphere of developmental activities, and it has been found necessary to give relief to the Collector so that he may be able to pay adequate attention to his more important duties.

162. The position will become more acute when the National Extension Service, now in its incipient stages, gradually expands, and in due course covers the whole of a district. The method of relief contemplated in the Tanjore Scheme is the appointment of an additional Personal Assistant.

163. That raises squarely the whole question whether, when the work for the Collector increases beyond a certain limit, the proper solution is the reduction of the size of the district, or the appointment of Personal Assistants to give relief to the Collector.

164. The keynote of district administration is that the Collector should be in personal touch with all aspects of the work and that every aspect carries his own imprint. The functioning of a Personal Assistant ordinarily means that several matters will be disposed

of in the name and under the authority of the Collector, without the Collector being aware of what is being done. In other words, in regard to such matters, the Collectors will have responsibility without knowledge of the orders passed, while the Personal Assistant will exercise power without responsibility—which is hardly a satisfactory state of affairs. Accordingly, one school of thought is that, when once a stage has been reached where a Personal Assistant is found to be necessary, it is time to consider the question of reduction of the size of the district and create more Collectorships.

165. The alternative view is that, when Personal Assistants are appointed, it should still be possible to arrange the delegation of powers in such a way that only comparatively unimportant subjects are dealt with by Personal Assistants finally, and even there, provision is made for the Collector to see important cases, or those involving questions of policy, and for him generally to keep in touch with the way in which all these cases are dealt with; and for the rest, for the relief to come by way of routine and intermediate stages of all correspondence being taken off the Collector's hands by the Personal Assistant; and that when this can be ensured, the more advantageous arrangement is to have the districts kept intact. The districts are units with a certain amount of administrative history and tradition behind them, which it would be inexpedient to disturb except for overwhelming reasons. To reduce them in size would mean making them very little more than Divisions. That would deprive the Collector of the commanding stature he now has, not merely in his own hierarchy, but *vis-a-vis* the district heads of other departments. That is an effective advantage which the Collector of a district in Madras has all along had—the district charges here, when compared with other States, corresponding to a Commissioner's charge rather than a Collector's charge elsewhere. It would be a pity to deprive him of that advantage, when it is particularly necessary that he should now have it in view of the role assigned to him in the National Extension Service. And, furthermore, again particularly in connection with the National Extension Service, there are other serious disadvantages in increasing the number of districts. It is essential for the success of the National Extension Service, that the Collectors should have generally to deal only with one set of district officers of other departments, and that those district officers should have, generally, to deal only with one Collector; but if districts are increased, the officers of other departments will have to deal with more than one Collector, or a duplicate set of officers will have to be installed, which would obviously be expensive, and involve also difficulties about accommodation. The increase in the number of Collector's offices itself will entail serious difficulties of accommodation, particularly over the Treasury, and mean considerable additional expenditure.

166. On a review of the pros and cons we are definitely of the opinion that the balance of advantage lies in favour of the principle of keeping the districts as they are in size and giving the relief needed by the Collectors by way of appointment of Personal Assistants. It may be noticed that this is the principle which has obviously been adopted by Government so far, and which has apparently been accepted by them also for the stage that will arrive with the introduction of the National Extension Service, when they laid down that the appropriate form of relief for the Collector then is the appointment of an additional Personal Assistant.

167. Our endorsement of the principle is subject to two very important considerations. One is that the scheme of delegation of powers to the Personal Assistants should be as indicated at the commencement of paragraph 165. The second, following from the first, is that beyond a certain point, even with such a scheme, the control by the Collector would become so tenuous as to be ineffective for the purpose in view. In our view, this point will be reached when it is found that the Collector has to have more than two Personal Assistants for the general work, including development work now and the National Extension Service later on, the arrangement cannot then work satisfactorily and a readjustment of the size of the district will have to be considered. (Other Personal Assistants may be left out in this context, e.g., those sanctioned for Evacuee Property work, Land Acquisition work, etc., as they are temporary and will disappear when the special items of work are completed.)

168. It is against the general background set out above that we have considered the question of the manageability of the district charges, firstly for the work as it stands now, and secondly for the work as it would stand when the National Extension Service gets to be expanded. The work entailed on the Collector by Estates Abolition has already merged into his general work and got stabilized; it need not, therefore, be reckoned as another independent factor.

169. For the work as it stands now, the Collectors of all the districts, except Chingleput, Tanjore and Tiruchirappalli, have stated that their charges are manageable. We are dealing with the excepted districts below. As to the other districts, we agree with the Collectors, and do not recommend any reduction in size.

170. The Collector of Chingleput (Sri Muthirulandi) represented to us that his charge was too heavy, and that certain portions of Saidapet, Tiruvallur and Ponneri taluks could be added to Madras district. But for one thing, we are satisfied from our discussions with the Collector of Madras that his own charge still carries a full day's work with it and it will not be possible to add any area to it; and, for another, we are not satisfied that the Chingleput district is an unmanageable charge. It is no heavier

than many of the other districts, where the Collectors have stated that the charges are manageable. Some previous Collectors of Chingleput, whom we consulted have disagreed with the view that the charge is too heavy. The Collector who succeeded Sri Muthirulandi at Chingleput, Sri Lobo Prabhu, has also stated that the charge is not too heavy. We do not consider, therefore, that any reduction of size is necessary for the Chingleput district. We must add, however, that we do not accept Sri Lobo Prabhu's view that the district can take on the Madras district, too; we consider that, even now and more so, after the National Extension Service Scheme is fully extended, the Collector of Chingleput will not be able to manage satisfactorily an area larger than the present Chingleput district.

171. The Collector of Tiruchirappalli also stated that the district is even now unmanageable, because of the addition of Pudukkottai Division. When the Pudukkottai State was merged with the Madras State, it was simply added on to the Tiruchirappalli district as a division, and there is some substance, therefore, in the Collector's contention. We consider, however, that for the present the district is still manageable, though with some difficulty, and that a readjustment need be considered only with reference to the extension of the National Extension Service Scheme, but would be necessary then; we are dealing with the latter point further below.

172. The Collector of Tanjore, too, represented that the district has become unmanageable even now. But here, again, we consider that for the present the district is manageable, though with difficulty, but that a readjustment would be necessary when the National Extension Service is further extended.

173. As to the position after the National Extension Service is fully introduced, the Collectors of South Arcot, North Arcot, Salem, Coimbatore, South Kanara, the Nilgiris and Tirunelveli have stated that the districts would still be manageable, with the help of the extra Personal Assistant proposed. We agree with them. The Collector of Malabar, who had newly joined the district, said it was too soon to express an opinion on the point, but, *prima facie*, we do not think the district would require readjustment in size even then as, though the size of the district is large, several items of Revenue work met with in other districts do not arise there. For Chingleput, Tanjore and Tiruchirappalli, the Collectors stated that the districts would not require further readjustment in area after the readjustment they had proposed even as for the present work. For Chingleput we have not recommended any readjustment now; and we do not recommend readjustment even at the further stage. For Tanjore and Tiruchirappalli, we have, while not recommending readjustment now, indicated the need for readjustment later. The Collector of Ramanathapuram stated that, while no readjustment is required for the present work, it would be required when the National Extension Service is fully introduced;

we are inclined to agree. The Collector of Madurai said he would be able to manage the district even after the National Extension Service is extended, but as that would be only with the help of three Personal Assistants for general work, including the National Extension Service work, we consider that that arrangement would not be satisfactory. We will now elaborate the point in respect of this group of districts.

174. Tiruchirappalli with the addition of the Pudukkottai Division would certainly be too heavy a charge after the introduction of the National Extension Service. Tanjore has got as many as five Revenue Divisions even after separation, and should get six again when the National Extension Service is fully introduced. There are already two Personal Assistants for general work and the Collector says another would be required when the National Extension Service is fully introduced. The Collector of Madurai has at present got one Personal Assistant for general work, and the post of a second Personal Assistant, also for general work, was sanctioned by the Government recently. The Collector informed us that, when the National Extension Service is introduced over the entire district, he will require yet another Personal Assistant for National Extension Service work. We have already indicated that it would be an unsatisfactory arrangement for a district to have to be run with more than two Personal Assistants for general work. Ramanathapuram district was formerly almost wholly a Zamin-dari area, and though the work of the Collector is at present manageable, it may not remain so when the National Extension Service is extended all over the district. Considerable inconvenience is also felt at present owing to the fact that district headquarters of Ramanathapuram district is outside the district and that the District Heads of several departments are not all at the district headquarters (viz., Madurai) but distributed at several places; the inconvenience will, to some extent, be mitigated if the size of the district is reduced. In these circumstances, we are of the view that the question of manageability of the Collector's charges in the four districts of Tanjore, Tiruchirappalli, Ramanathapuram and Madurai will require examination when the National Extension Service has been introduced there. Possibly, there may be need to carve out a fifth district from portions of these four districts so as to give relief to these Collectors. Pattukkottai and Arantangi taluks may be taken away from Tanjore, Pudukkottai Division from Tiruchirappalli, and some of the adjoining area from Ramanathapuram, with consequent readjustment between Ramanathapuram and Madurai; and in that case, the headquarters may well be at Pudukkottai, which has got some advantages like the availability of buildings and good facilities of communication by road and rail. The new district may not be as large as some of the existing districts, but nevertheless will constitute a reasonably adequate district charge. The time for the

formation of the new district will be when the National Extension Service has covered roughly half the area in the four districts concerned.

175. One of the specific points included in the terms of reference is the devising of ways and means to provide such measure of relief to the Collector as to enable him to function effectively as head of the district, responsible for the entire field of developmental activity under his charge. It is with reference to that question that the whole of the preceding review has been made. Summing up, our view is that with the Personal Assistants now attached to the districts, the districts are generally manageable now, i.e., the Collector has had the necessary relief for attending satisfactorily to all his duties, including the development activities at the level at which they now stand; that even after the National Extension Service is fully introduced, the appointment of the extra Personal Assistant proposed under that scheme will give him adequate relief and he will, therefore, be able to attend satisfactorily to all his duties including those relating to the National Extension Service; that there is no need, therefore, to reduce the size of the districts, either now, or after the National Extension Service is introduced with the one exception that, when the National Extension Service is widely introduced there may be need to have a fifth district in the areas now covered by the districts of Tanjore, Tiruchirappalli, Madurai and Ramanathapuram.

176. It should be clearly understood, however, that this conclusion about the manageability of the district charges still means that the work will, in most places, be of the order of heaviness indicated in paragraph 160 above; it only implies that that burden should be looked upon by Collectors as "all in the day's march", and cheerfully accepted; and that it has been so accepted by the Collectors when they have stated, as most of them have, that the charges are and will be manageable in the set-up which has been discussed.

177. As regards co-ordination of developmental activities, the Collectors' authority and responsibility *vis-a-vis* the officers of other departments concerned have been clearly laid down by Government and have all along been recognized. The latest orders are in Government Memorandum No. 2069/52-1, Public (Services), dated 5th May 1953 and G.O. Ms. No. 1260, Public (Rural Development Projects), dated 3rd August 1954, no further instructions are required; but there is one point to be touched upon. At present, the Collector is writing annual confidential reports on several officers in the district, and this naturally ensures that so far as these officers are concerned, it is very unlikely that co-operation from them at any time will be lacking. There are, however, a few departmental officers on whom the Collector is not at present writing confidential reports. Examples of these officers are the Deputy Registrar of Co-operative Societies, the District Educational Officer and the Executive Engineer, Public Works Department.



All of them are actively connected with developmental activities. There seems to be no reason why these officers should be put on a different footing from the others in the district. We would, therefore, suggest that the Collector may be required to write annual confidential reports on all the remaining departmental officers of district level also, who are connected with developmental activities.

178. A passing reference may now be made to the necessity for continuing the Nilgiris and Madras districts.

179. The question of abolition of the Nilgiris district has cropped up from time to time. It cannot be denied that *prima facie* the Nilgiris district appears to be a light charge; but the Collector of that district functions also as the Revenue Divisional Officer, and this fact to some extent has to be set off against the smallness of the area, and the lightness of the Collector's charge. Further, the abolition of the district can only be by way of adding portions of it to Malabar and Coimbatore districts, but these two districts are already heavy charges, and will not admit of any addition to them. Above all, the question of the future of the Nilgiris district is bound up with the question of redistribution of States on a linguistic basis, and has, therefore, political implications besides purely administrative ones. We understand that the question of abolition of Nilgiris district was considered by the Government on previous occasions also, and dropped for reasons such as those mentioned above. We are, therefore, of the opinion that from a purely administrative stand point, there is no need to reopen the question at present.

180. From time to time the view has been expressed in the past that there is no need to have a separate Madras district with a separate Collector. During the period of the depression in the thirties, the districts of Chingleput and Madras were for some time kept under a single Collector as a measure of economy. The result of the experiment was not satisfactory, as it was found that combining the Revenue administration of the State Headquarters with that of an adjacent extensive rural area resulted, in practice, in the latter receiving less attention than was its due. Besides, it was found that the Collector of Madras had sufficient work to do in Madras City itself in his various capacities. The position is even now the same. We are of the opinion, therefore, that the abolition of the Madras district need not be considered at present.

181. *Personal Assistants.*—We have already indicated, in paragraph 165, the main principles to be followed in the delegation of work to Personal Assistants. We have examined the present distribution of work between the Collector and the Personal Assistant in the several districts, and find that there is considerable difference in the scheme of allocation of work from district to district. This is only to be expected, since the distinction between important and relatively unimportant subjects may vary. But in many of the districts, there is no arrangement to ensure that even in regard to subjects dealt with by the Personal Assistant, cases involving

questions of principle or policy, or otherwise important, should go to the Collector. In some districts, where it was in vogue, the arrangement was merely oral. We suggest that this arrangement should definitely be laid down in writing, and strictly followed.

182. The selection of subjects for complete delegation to Personal Assistants had not always been quite appropriate. For instance, in almost all the districts visited by us, land acquisition had been completely delegated to the Personal Assistants. Obviously, the interests of the Government and the public require that cases of land acquisition, particularly when large extents or amounts are involved, must be looked into personally by the Collector, at least at important stages like the overruling of objections, and the scrutiny of the preliminary valuation. In one district, even the inspection of Revenue Divisional Offices was, at one stage, virtually left to be done by the Personal Assistants—which was obviously objectionable. We suggest, therefore, that Collectors should be directed to examine the delegations in the light of the principles we have indicated, and make such modifications as are necessary.

183. We have suggested that Collectors should in any case keep track, generally, of the way in which the work delegated to Personal Assistants is being done by them. We recommend for use, for that purpose, a method which we found in vogue in one of the firms visited by us. The arrangement was to insist upon all office copies of correspondence approved by subordinate officers being clipped together, after despatch, and the 'clip' being submitted the next day to the superior officers for their perusal. In the Collector's Office, after all fair copies have been despatched each day, the Superintendent of the Fair-copying Section may be required to clip together in one pad all drafts of communications approved by the Personal Assistant, and submit them in one batch to the Collector for perusal. This would not require additional staff; nor would it take up too much of the Collector's time; he could run his eye through these clipped papers in a few minutes. The 'clip' system will ensure on the one hand that the Personal Assistant will take greater care than now while passing orders and approving drafts, as every case will, after despatch, come under the Collector's scrutiny. On the other hand, the Collector is enabled thereby to keep in touch with all orders passed by the Personal Assistant, and take immediate action whenever necessary, so as to put the Personal Assistant right by the issue of suitable instructions, and ensure that mistakes once committed by the Personal Assistant are not repeated. Delays in fair-copying and despatch will also, to a certain extent, come to the Collector's notice.

184. Besides the principles already mentioned by us, there is one other important principle to be observed in the scheme of delegation of powers to Personal Assistants. That relates to the position of Personal Assistants *vis-a-vis* the Divisional Officers and the

district heads of other departments. In dealing with proposals sent up by them, it is not appropriate that the Personal Assistant should himself overrule any decisions or recommendations made by them. When such overruling is considered necessary, he should, even in subjects where normally he passes the final orders himself, submit the papers to the Collector. We found that this was already in vogue in some districts, though not expressly laid down in all those districts. We suggest that this principle should be invariably laid down in writing everywhere.

185. Since, despite such a provision, the general position is that the Personal Assistants will be passing in review the work of Revenue Divisional Officers in many respects, we recommend that as a rule only senior Deputy Collectors should be posted as Personal Assistants.

186. We do not consider it necessary, generally speaking, that the Collector's discretion should be fettered in regard to the allocation of individual subjects to the Personal Assistant so long as the fundamental principles mentioned by us above are followed.

187. In this connexion, we have to point out that the wording of various statutes, wherein certain duties and functions have been cast specifically on District Collectors themselves, stands in the way of delegations being made to the Personal Assistants. Examples of these are the issue and renewal of licences under the Madras Rice Mills Licensing Order, the Textile Control Order and the Commercial Crops Markets Act and the registration of Estates under Coffee Market Expansion Act. The work involved in the issue of licences, etc., under these Acts can be very voluminous and taxing, though it is of an absolute routine nature and can be competently attended to by the Personal Assistant. However, objections have been taken in some quarters to the Collectors delegating their functions under these Acts to the Personal Assistants on the technical ground that there is no provision in the Acts themselves for such delegation, and that, therefore, it will be illegal for the Collector to do so. To provide for the legal delegation of statutory work to Personal Assistants in such routine cases, we are of the opinion that it is necessary to have an enabling enactment by which, wherever any functions are cast on the District Collector in any law, it shall be competent for the District Collector, with the previous approval of the Board or the Government provided for, to delegate his functions wholly or in part to his Personal Assistant; we understand that Madras Regulation VII of 1828 has been considered inadequate for this purpose. Of course, this necessarily implies that, when once there has been such a statutory delegation, the orders passed by the Personal Assistant become legally those of the Collector himself, and that the latter cannot, thereafter have powers to revise the Personal Assistant's orders, with the result that aggrieved parties would

necessarily have to go only to the Board of Revenue or Government in appeal or revision as the case may be. This would not matter since the main idea is that it would do if the order of the first instance is passed at the level of the Personal Assistant, and it is necessary that the work should be so arranged in order to give relief to the Collector. However, we would suggest also that, in future, as far as possible, work of routine nature should not be statutorily cast specifically on the District Collector, but only on 'Collectors', and the word 'Collector' may be defined as any Revenue Divisional Officer or the Personal Assistant, so as to admit of there being scope for an appeal to the District Collector from the orders of his Personal Assistant, as for example in the case of orders of Revenue Divisional Officers under the Hereditary Village Offices Acts and the Land Encroachment Act.

188. *The Collector's office.*—The correspondence branch of a Collector's Office, in its basic pattern, comprises three sections, in charge of the Huzur Sarishtadar, the Huzur Head Clerk and the Magisterial Head Clerk, of the grade respectively of Tahsildar, Deputy Tahsildar and upper division clerk. During the war years and the post-war period, there was general increase of work in most Collectors' Offices, to cope with which an additional Huzur Head Clerk was generally sanctioned, and the post is also being continued. Again, the abolition and taking over of estates created a lot of additional work, especially in districts with extensive zamin-dari areas, and to deal with this subject, a special Zamin Head Clerk was sanctioned in some districts and the post is also being continued. Additional clerks also were being sanctioned from time to time, to cope with the increased work in the various branches. During our discussions with Collectors, it was pointedly brought to our notice that the delay and inefficiency in the Collector's Offices is due not so much to inadequacy of clerical staff but rather to the inadequacy of the supervisory staff. There are Collectors' Offices where a section comprises of as many as 15 clerks. It is obviously impossible for a section head to supervise the work of such a large number of clerks. In the Board's Office and the Secretariat, sections rarely have more than about half-a-dozen clerks. Though it may be argued that the nature of the work which a clerk has to do in the Board's Office and the Secretariat is more responsible and more complicated than in a Collector's Office, there is the compensating factor that the proportion of upper division to lower division clerks is twice or thrice in the former when compared to the latter. Accordingly, the section head has to spend more time in scrutinising the work of the clerks in a Collector's Office than in the Board and the Secretariat. We are of the opinion that for the supervision of a section head to be effective, no section in the Collector's Office should have more than about seven or eight clerks. There is, therefore, considerable force in the complaint that the supervisory staff in the Collector's Office is inadequate and requires strengthening.

189. We have obtained from Collectors certain particulars regarding the subjects dealt with in each section, and the number of clerks attached to each section head in their offices. The particulars have been exhibited in Appendix XVIII. In considering the adequacy or otherwise of the number of section heads available for supervision in a Collector's Office, technical or special officers like the District Surveyor, the District Welfare Officer and Textile Control Officer have to be excluded, as these officers are touring officers with jurisdiction over the whole district, and have their own original work to attend to, besides the supervision of the work of the clerical and field staff under them. They will neither have the time, nor in view of their frequent absence from the District Headquarters, the necessary facilities, to scrutinize properly the work of any clerks in the regular correspondence sections of the Collector's Office. Again, purely temporary section heads sanctioned for special items of work (such as the Additional Huzur Head Clerk sanctioned in South Kanara district in connexion with the "Mangalore Treasury Embezzlement Case", or the Additional Huzur Head Clerk sanctioned in Madurai district for work relating to the regularization of assignments made to political sufferers), should also be excluded. If any of the regular clerks in other sections are attached to such special section heads, the result will be that the special work will be slowed down, and there will be the risk that the special staff may have to be continued much longer than is actually necessary for the disposal of the work for which they were sanctioned.

190. At present, the Fair-copying Section is attached to one or other of the regular section heads, the work of the latter being increased to that extent. We shall later on be proposing that the Fair-copying Section in the Collector's Office should be constituted into an independent section and that the post of Superintendent, Fair-copying Section, should be upgraded for the purpose. If this proposal is accepted, the Huzur Sarishtadar, or the regular Huzur Head Clerks, to whom the Fair-copying Section is attached, will get appreciable relief.

191. Again in some districts, the distribution of clerks among the several regular sections is capable of some readjustment so as to equalise the work of the section heads. In particular, we find that the Magisterial Head Clerk, and the Additional Huzur Head-Clerk, sanctioned for general increase in work, are having comparatively fewer clerks under them in some districts.

192. We discuss below, in the light of the above considerations, the position in each district in regard to the adequacy of the supervisory staff for regular Revenue work, excluding the Fair-copying Section.

193. *Madras*.—There are 30 clerks in the General Branch, but only two section heads to supervise them. An additional section head is clearly necessary so as to bring down the number of clerks in each section to a manageable figure.

194. *Chingleput district*.—It is seen that there are 33 clerks for regular Revenue work under the supervision of three section heads (Huzur Sarishtadar, Huzur Head Clerk and the Additional Huzur Head Clerk). Even if one or more clerks from these sections are attached to the Magisterial section (which has only three clerks at present) there will still be clear need for one more section head for this office.

195. *North Arcot district*.—There are 28 clerks in the General section, under the supervision of the Huzur Sarishtadar and Huzur Head Clerk, so that each section head has to supervise the work of 14 clerks on an average. As the Magisterial Head Clerk has already six clerks under him, there is no scope for enlarging his section. There is, therefore, a very strong case for the appointment of one more section head for this office.

196. *South Arcot district*.—If the Additional Huzur Head Clerk is also taken into account, there are three section heads in this office for supervising the work of 32 clerks in the General branch. The Magisterial Head Clerk has, however, only two clerks under him, and it should be possible for the Collector to attach three or four more clerks to this section. There does not, therefore, appear to be any pressing need for the immediate appointment of an Additional Section Head; the question may wait until some experience has been gained after implementing our suggestion mentioned above.

197. *Tanjore district*.—Though there are 34 clerks for regular Revenue work with only three section heads (Huzur Sarishtadar, Huzur Head Clerk and Additional Huzur Head Clerk), the Additional Huzur Head Clerks for National Extension Service Scheme and Estates Abolition, have at present only four or five clerks, respectively, under them. These two items of work, and accordingly, these two section heads, are likely to continue for some years to come, and they cannot be regarded as temporary in the sense referred to by us earlier. It should, therefore, be possible for the Collector to redistribute the clerks among various sections so as to give each section head a manageable charge. There is, therefore, no immediate need for an additional section head for this office. When, however, the work under the National Extension Service Scheme increases, thereby entailing the sanction of additional clerks for that section, an additional section head for the office might be necessary.

198. *Tiruchirappalli district*.—In the Revenue branch, there are 41 clerks under three section heads, so that each section head has to supervise 14 clerks. There is, therefore, clear need for the appointment of an additional section head for this office.

199. *Madurai district*.—If the three special section heads for Political Sufferers' Assignment, Estates Abolition and Civil Supplies are excluded, there are only three section heads in this

office for supervising 41 clerks in the Revenue Branch. The need for an additional section head is apparent.

200. *Ramanathapuram district*.—Even, with the additional Huzur Head Clerk, there are only three section heads in this office for exercising supervision over 39 clerks in the Revenue Branch. There is clear need for the appointment of an additional section head.

201. *Tirunelveli district*.—In the general Revenue branch, there are only two section heads for supervising 28 clerks. An additional section head is, therefore, clearly necessary.

202. *Salem district*.—There are only three section heads (namely, the Huzur Sarishtadar, the Huzur Head Clerk and the Additional Huzur Head Clerk) to supervise the work of 33 clerks in the General branch. Here again, the appointment of an additional section head is necessary.

203. *Coimbatore district*.—In this district, the Huzur Sarishtadar and the Huzur Head Clerk appear to be having too much work, but there is scope for adding to the work of other section heads. We feel that by a suitable re-distribution of clerks among the various sections, the work of the Huzur Sarishtadar and the Head Clerk can be reduced to manageable limits. We are not, therefore, recommending the appointment of any additional section head immediately.

204. *Nilgiris district*.—Only three clerks are at present attached to the Magisterial Head Clerk. If two or more clerks are placed under him, the Huzur Sarishtadar and the Huzur Head Clerk will have a manageable charge. We do not, therefore, recommend any additional section head for this office.

205. *Malabar district*.—In the General branch, there are 41 clerks who have to be supervised by three section heads, namely, the Huzur Sarishtadar, the Huzur Head Clerk and the Superintendent, 'W' Section. An additional section head, therefore, appears to be necessary for this office.

206. *South Kanara district*.—For regular work there are 22 clerks who are now supervised by the Huzur Sarishtadar and the Huzur Head Clerk. To make their work manageable, it is necessary to appoint one more section head for this office.

207. To sum up, we recommend, in the interests of efficiency, that one additional section head in the grade of Deputy Tahsildar should be sanctioned for each of the Collector's offices of Madras, Chingleput, North Arcot, Tiruchirappalli, Madurai, Ramanathapuram, Tirunelveli, Salem, Malabar and South Kanara.

208. There are some districts which, according to the standard we have proposed, would be entitled to even more than one additional section head; we have, nevertheless, limited the increase to

one, since, apart from financial implications, we consider that some experience should be had on the increase now given before a further increase is thought of.

209. The Record Room in a Collector's Office is now in charge of an upper division clerk, and is attached to one or other of the existing section heads. Elsewhere we have pointed out that closer and better attention should be paid to the Record Room. Our proposal for sanctioning an additional section head to every Collector's Office in the grade of a Deputy Tahsildar has been made with this objection in view also. The Record Room could be attached to the new section head. Subjects like Rural Water-supply, Minor Irrigation, Local Development Works, etc., which, broadly speaking, come under Rural Development, may all be attached to this section also, so as to ensure that all these subjects get the co-ordinated attention which they require.

210. Collectors have stressed the need for increasing the proportion of upper division clerks also either for a pattern of supervision by upper division clerks over lower division clerks, or for the handling of some important branches of work. For supervision, we consider that it is only the existing pattern, of supervision by section heads, that is appropriate, and we have already made our recommendation for making it more effective. For the rest, we have suggested elsewhere that, for the district as a whole, a proportion of 1 : 3 should be adopted as between upper division and lower division clerks, and that the necessary additional upper division posts should be sanctioned by upgrading a corresponding number of lower division posts. If this proposal is accepted, the Collector's Office is likely to get the benefit of a few additional upper division posts, and this should serve to strengthen the staff to a corresponding extent. This will be the answer alike to a proposal for increasing the number of upper division clerks and to a proposal for upgrading some lower division posts as upper division posts, which some Collectors have made. We may remark in passing that generally speaking, even at present, the proportion of upper division clerks to lower division clerks is highest in Collector's Offices, when compared to Revenue Divisional Offices and Taluk Offices.

211. Several Collectors made representations to us that they require additional clerks for coping with the work in their offices. Unlike Taluk Offices and Divisional Offices, however, Collectors' Offices have had their demands for additional clerks for increase in work met comparatively more liberally and more frequently. It is our impression that, generally speaking, the clerical staff in Collectors' Offices may be regarded as adequate; and we consider that there is no case for a general increase applicable uniformly to all Collectors' Offices. We may observe, in this connexion, that on the basis of the number of Personal Register currents and the entries in the distribution register, it is impossible at present to



estimate even approximately the total number of papers handled by the Collector's Office, as, unlike in the Divisional and Taluk Offices, even replies to old currents, let alone 'F' papers, and periodicals, are not numbered. Where a case can be made out for additional clerical staff, it is for the Collector concerned to take the initiative and take up the matter with the Board. It is pertinent here to state that clerks in the Collector's Office are not burdened with extra work, like jamabandi, and maintenance of accounts and inspections, to the same extent as those in the Taluk and Divisional Offices and that such extra work as occurs there is spread over a much larger number of clerks. The requests for additional staff can, therefore, be dealt with on the accepted formula of ten papers per clerk per day; and they can be satisfactorily dealt with under that formula when all papers received in the Collector's Office get to be numbered in accordance with the suggestion we have made in the Chapter on Office Procedure.

212. In this connexion we have considered the question whether the scale of additional staff for the Collector's Office under the National Extension Service Scheme is adequate. The Collectors stated that *prima facie* it seems to be adequate. We agree.

213. The Fair Copying Section of a Collector's Office generally consists of about half-a-dozen typists and one or two comparers. The necessity for prompt and accurate fair copying and despatch in a large and important office like a Collector's Office needs no emphasis. We have heard complaints of considerable delays and inaccuracies in this branch of work. The Superintendent, Fair Copying Section, is now only an upper division clerk in all the districts except North Arcot where he is a lower division clerk. He is not regarded as a separate section head, but is attached to one or other of the sections in the Collector's Office. We are of the opinion that the work of fair copying and despatch in a Collector's Office is so voluminous and so important as to deserve and require a separate section head who can be held solely responsible for the efficiency of the section. Besides supervising the typists and comparers, the Superintendent, Fair Copying Section, has also to acknowledge disposals and maintain the new case register. The duties of the post are, therefore, onerous. We are of the opinion that the post should be upgraded to the time-scale of Rs. 115-5-140 as in the case of Taluk Head Accountants. Only then can it be ensured that a sufficiently experienced and responsible person is placed in charge of the Fair Copying Section.

214. *Upgrading the post of Magisterial Head Clerk.*—The question of upgrading the post of Magisterial Head Clerk has been specifically referred to us by the Government. At present this post carries a fixed pay of Rs. 110 in some districts, and is only an upper division post in others. Many important subjects are being

dealt with in the Magisterial Section of the Collector's Office: to mention only a few, administration of the Cinematograph Act and the Arms Act, issue of passports strikes and lock-outs, Police, Law and Order. The separation of the Judiciary from the Executive cannot be said to have resulted in any appreciable reduction of the work in the Magisterial Section of a Collector's Office. The work relating to scrutiny of calendars, inspection of subordinate courts, and hearing of revision petitions under the Criminal Procedure Code was largely personal to the Collector, and the relief given to the office as a result of the "separation" has been only in regard to the maintenance of calendar registers, the putting up of monthly reviews of fines and pendency of cases, and the submission of criminal statistics to the High Court. The Magisterial Section sometimes comprises as many as 7 to 10 clerks. We are of the opinion that the supervision of so large a number of clerks cannot be properly done by a person who is practically an upper division clerk. Moreover the maximum of the upper division scale itself is Rs. 110 and the grant of that remuneration to the Magisterial Head Clerk cannot be much of an inducement to an upper division clerk to put forth his best. It has to be remembered that one of the requirements for a person to be appointed as a Magisterial Head Clerk is that he should have passed the Criminal Judicial Test and, accordingly, the Magisterial Head Clerk is a person with better qualifications than an ordinary upper division clerk. We are, therefore, of the opinion that it is necessary to upgrade the post of Magisterial Head Clerk. The question, however, is whether it should be upgraded to that of a Deputy Tahsildar. We are of the view that the work of a Deputy Tahsildar is much more onerous than that of the Magisterial Head Clerk, both in regard to the very nature of the duties, and in regard to the variety and complexity of the subjects he has to deal with. We therefore consider that it is not necessary to upgrade the post to that of a Deputy Tahsildar. We recommend that the post may be upgraded to the scale recently sanctioned for Taluk Head Accountants, viz., the time-scale of Rs. 115-5-140. This scale, we may point out incidentally, is much less than that sanctioned for the Sarishtadar of the Judicial District Magistrate's Office, which is Rs. 190-240.

215. *Treasuries*.—We found that the district treasuries did not offer any serious administrative problems. The only complaints we received were about the inadequacy of staff in some of the treasuries. Even there, since, unlike the correspondence branch of the Collectors' Offices, definite and concrete data were available for an assessment of the requirements, which have been acted upon and can continue to be acted upon, and there was no need to canvass general principles or occasion to suggest any uniform increase, we felt that it would be sufficient and appropriate to leave each Collector concerned to make out a case for additional staff.

## CHAPTER IX.

TRAINING OF ASSISTANT COLLECTORS AND PROBATIONARY  
DEPUTY COLLECTORS.

216. The training of Assistant Collectors and Probationary Deputy Collectors extends over a period of about fourteen months and the scheme of training has been laid down in G.O. Ms. No. 1322, Public (Special), dated 11th May 1949, for Assistant Collectors, and this applies also to Probationary Deputy Collectors. We consider that the several items of training laid down in this scheme, and the period prescribed for each, are quite suitable, and that they do not require any modification.

217. A new item, however, has, we suggest, to be added. At present great importance attaches to the Five-Year Plan and the National Extension Service. In the Tanjore Scheme for the N.E.S. which is to be the pattern for all the remaining districts also, the Revenue Divisional Officer and the Collector occupy key positions, being in fact the 'Captains' of the team of officers working in their jurisdictions. It is obvious therefore that the success of the N.E.S. Scheme depends to a very large extent on the degree of interest which these officers evince in that work. We are therefore of the opinion that it is highly desirable that Assistant Collectors and Probationary Deputy Collectors should get an opportunity of acquainting themselves first hand with N.E.S. work. Accordingly, we would suggest that to the existing syllabus for the training of Assistant Collectors and Probationary Deputy Collectors, a two weeks' period with a Block Development Officer may be added, of which the major portion may be spent in the field. This training can be appropriately given on the conclusion of all other items of revenue training, and before the officer commences his training with the technical departments like the Public Works Department, the Co-operative Department and the Police Department.

218. The actual value of the entire training depends to a very large extent on the amount of personal interest evinced by the Collector. The existing instructions in the I.C.S. Manual are very clear in the matter of the personal responsibility of the Collector for the successful training of an Assistant Collector. The position is intended to be the same in regard to a Probationary Deputy Collector. We understand, however, that in practice Collectors evince less interest in the training of Probationary Deputy Collectors than of Assistant Collectors, and that even in the case of Assistant Collectors the amount of personal interest evinced had not always been adequate. In some cases, we gathered, periodical calls by the Assistant Collectors were discouraged, instead of being encouraged, and all the details of the training were left to be worked out by the Personal Assistant or even by the clerk concerned in the Collector's Office. Such a state of affairs is

of course, highly regrettable. At every stage and during every item of training, the Collector's personality should be felt in full by the Assistant Collector or Probationary Deputy Collector. The Collector should arrange for the officer under training to meet him as frequently as possible, at least once a month. These should be the opportunities when not merely matters relating to the training are discussed informally as well as formally, but the art of keeping proper personal relationships is also conveyed by example—not in the sense of stilted etiquette and ritual—but in the sense of ease and tact and *savoir faire* in moving with others. The weekly diaries should receive careful and considerate treatment at the hands of the Collector himself. The officer under training should also be encouraged to attend all periodical meetings and conferences at which Revenue Divisional Officers are present. During office and field inspections, he may well be asked to accompany the Collector to see for himself how the Collector attends to these important items of work. So far as the technical part of the training is concerned, anybody who has had the ability to get through a competitive examination will obviously find it a simple matter to pick up a knowledge of the written rules and orders without much of guidance. What is of fundamental importance during the formative training period of a young officer's career is that he should get ample opportunities of imbibing those 'imponderables' which go to make up a good officer, and which he can learn more by moving closely with the Collector and by watching his example than by a mere perusal of files and books. We would recommend that this aspect of the matter should be strongly impressed on the Collectors.

219. The giving of training on proper lines would be an effortless matter for Collectors who had undergone that type of training themselves. Collectors promoted from the ranks (who themselves would not have had the benefit of such training) may not generally be in the same position, and they may have specially to cultivate an understanding of the requirements and problems of direct recruits: but this should not be difficult. But there is no gain-saying the fact that in any case it would be desirable to entrust the training to comparatively senior officers. Obviously, a senior officer is likely to appreciate better the necessity for the proper training of junior officers and also to know the correct method of ensuring it, than a comparatively less senior officer. During the War years and the post-war period that followed, there were very few senior officers working as Collectors in the districts, and it was during this period that the training of young officers suffered most. This was directly related to the difficulty which the Government, we believe, then had in following the general rule that ordinarily, no officer should be away from the districts for a period of more than three years at a time, and that a term as Collector should intervene between two terms in the Secretariat or

in the Board. The rule ensured that the more responsible charges among the districts were manned adequately. Opinions on general questions came at a more authoritative and confident level from such officers, and, by reaction, there was a general toning up of the district administration. Even on grounds of administrative efficiency therefore—a point relevant to our enquiry—it is desirable that the rule should be adhered to. But it is of particular importance in the present context, viz., the giving of proper training to junior officers. The efficiency of the public services can be maintained only if the younger generations of officers are properly trained and made fit in every way to take the place of the seniors who must gradually retire, and accordingly, the importance of the proper training of Assistant Collectors and Probationary Deputy Collectors cannot be exaggerated. We would therefore strongly emphasise the need for adherence to the rule referred to above, so that an adequate number of senior officers are available as Collectors, and suggest that Assistant Collectors and Probationary Deputy Collectors should be sent for training only under such Collectors.

220. We consider that it will be an advantage if a self-contained Manual is prepared in regard to the training of Assistant Collectors and Probationary Deputy Collectors. The present I.C.S. Manual has become obsolete in some respects, and some of the observations contained therein require modification in view of the change in set-up after Independence. It would be cumbersome to issue correction slips to the I.C.S. Manual to make it suitable of application for the present set-up. It would be preferable from all points of view to leave the I.C.S. Manual as it is, and compile a new Manual for the training of the I.A.S. Officers and Probationary Deputy Collectors. We understand that such a Manual is under compilation; we suggest that its completion may be expedited.

## CHAPTER X.

### MERGER OF ESTATE AREAS.

221. The estates taken over under the Madras Estates Abolition and Conversion into Ryotwari Act have generally been placed, either individually or in groups, in charge of Managers of the grade of Tahsildars or Deputy Tahsildars, except in Ramanathapuram district, where there are two Managers of the grade of Deputy Collectors. These Managers have their own separate officers and field staff. The special staff attend only to the work arising under the Abolition Act, while other general items of work in the areas like Loans, Rural Water-supply Wells, Local Development Works, etc., are attended to only by the regular Revenue

staff. In a few cases, the villages taken over are being administered directly by the regular Tahsildar or Deputy Tahsildar himself either with or without the assistance of Special Revenue Inspectors.

222. Except in this last group of cases, therefore, there are two sets of staff with overlapping territorial jurisdiction—i.e., two sets of officers at the Taluk and Firka level, who have to tour in the same tracts for their respective items of work.

223. It would *prima facie*, be an advantage if the duties could be pooled and the areas regrouped into compact charges under officers each of whom would perform both sets of duties. If there should be saving of staff in the process that would be a further advantage, but even without such saving there would still be the advantage of the work being done more efficiently with the charges compact. But on the other hand, particularly if there is no saving in staff, the advantage would be there only if the work on the estate side which is specialised in many respects, can be expected to be attended to with the same care and promptitude in a combined charge as when the charges were separate, and this will depend mainly on the stage which that work has reached in the various areas; where the special problems still exist to a considerable extent, it would obviously be inexpedient to think of a merger merely in order to form compact combined charges.

224. The *raison d'etre* for special staff to manage estates was that in those areas, a number of special and complicated problems arising under the Abolition Act had to be tackled, which were markedly different from ordinary Revenue work, and which required the undivided attention of a set of officers separate from the regular revenue staff. Demands on the several holdings had to be worked out under the Rent Reduction Act, and the Abolition Act, and heavy arrears of rent had to be collected. Under section 3 (d) of the Abolition Act, enquiries had to be made, and decisions arrived at, in various cases as to whether or not a person was *prima facie* entitled to a ryotwari patta in respect of the land under his occupation. The question of granting pattas to ryots and landholders, covered by sections 11 to 14 of the Act, is to be decided by the Settlement Officer, but the Manager has to gather and place before him all the relevant materials, in order that the interests of the State may be adequately protected and not go by default. It is the responsibility of the Manager to appear before the Settlement Officer when such matters are heard by him, and also before the Estates Abolition Tribunal when any case goes up on appeal before it. To discharge his responsibilities satisfactorily, the Manager has to inspect the lands and ascertain, by local enquiries and otherwise, whether the applicant is entitled to ryotwari patta or not; in cases where the applicant is not entitled to such patta, by reason of the land being poramboke, the Manager has to consult the Government Pleader and oppose the application before the Settlement Officer. Where the Settlement Officer's orders are adverse to Government, the Manager has to take

legal opinion and where necessary, move the authorities for filing an appeal. The Manager has also to collect the arrears of rent due to the landholder under section 55 of the Act, and submit proposals to the Collector for payment of the amounts due. Proposals for payment of compensation to religious, educational and charitable institutions under section 38 of the Act, have also to be formulated by the Manager after scrutiny of the old accounts. The Manager has also to inspect all cases of assignment made by the landholder after 1st July 1945 and prior to the handing over of the estate to Government, and take appropriate action for regularising the assignments or cancelling them. Besides, land registers have to be written up, and village accounts have generally to be brought up to ryotwari standards. Irrigation sources in estate areas have been generally neglected in the past, and require frequent inspection. It is also well known that village officers in estate areas are generally backward, and require constant special instructions and guidance.

225. Even though some of the estates have been under Government management for over three or four years now, most of the special items of work mentioned above continue to exist, and neither their urgency nor their volume has abated appreciably in many areas. Where such is the case, a Tahsildar with his multifarious responsibilities will not be able to give the problems on the estate side the particular attention which they call for, and merger, therefore, will have to be ruled out.

226. As and when the special items of work of the kind listed out above are cleared off, or a stage is reached when the work has got systematized and stabilized as routine, the merger would become feasible, but even then, another important aspect has to be taken into account. The work on the estate side is bound to decrease gradually, and the question of a reduction of staff, *pari pasu*, will have to be examined from time to time. The possibility of such a progressive reduction of the special staff can be closely and constantly kept in view only if the special staff is kept separate from the regular staff. Otherwise, there is the danger that the regular staff itself will be maintained at an unduly high level. Further, it should also be remembered that ultimately, on the completion of survey and settlement operations, a readjustment of taluk and divisional boundaries will be necessary in many districts, and the readjustment is likely to be radical in some districts; any adjustment of territorial charges now made will therefore be purely temporary, and will require revision again when survey and settlement work is over; and it will therefore be quite inadvisable to disturb the existing taluk boundaries for effecting integration of estates and regular staff, except to the extent where such revision is likely to conform to the permanent future pattern.

227. It is in the light of these general considerations, and with reference to the conditions in each district, that the possibilities of a merger of estates with ryotwari areas have to be considered.

228. The districts in the State may, for this discussion, be grouped under four heads :

- (i) districts where there are no estate areas at all, or where, even now, there is no special staff for estates,
- (ii) districts with comparatively small and scattered estate areas,
- (iii) districts with fairly large blocks of estate areas, and
- (iv) Ramanathapuram district which is almost wholly comprised of estate areas.

We shall review the problems of integration of estate areas with ryotwari areas for each of these groups of districts separately.

229. There are no estate areas at all in Malabar, South Kanara and Nilgiris districts. The estate villages lying within Madras City limits have already been transferred from the control of the Deputy Tahsildar-Manager, Saidapet, to that of the Independent Deputy Tahsildar, Madras, who attends to the estate's work along with his other work, and the integration of estate with ryotwari areas has thus been brought about already in Madras district.

230. In Coimbatore and South Arcot districts, the number of estate villages is relatively small. In Coimbatore district there is only one Tahsildar-Manager who is in charge of 39 estate villages, 34 in Pollachi taluk and 5 in Udumalpet taluk. We are informed that the survey in these areas is over, and settlement work also has made good progress. We have, elsewhere, on general grounds, urged the appointment of Headquarters Deputy Tahsildars for all the taluks. We consider that with the assistance provided by their Headquarters Deputy Tahsildars, it should be possible for the Tahsildars of these two taluks to take over the management of the estate villages in their taluks. The Collector and the Settlement Officer have no objection to the integration being effected. We recommend accordingly that if Headquarters Deputy Tahsildars are appointed for Udumalpet and Pollachi taluks, the estate villages in these taluks may be merged with the respective Tahsildars' charges, and that the post of the Tahsildar-Manager, Pollachi, may be abolished. The question whether the posts of Estate Revenue Inspectors can be abolished, or whether their number will have to be added to the regular Revenue Inspectors and the firka charges readjusted, will have to be examined by the Collector.

231. *South Arcot.*—The estate villages in South Arcot district lie scattered among different taluks as follows:—

Name of taluk.	Number of villages.
Cuddalore .. .. .	19
Tirukkoyilur .. .. .	19
Gingee .. .. .	12
Kallakurichi .. .. .	7
Chidambaram .. .. .	7
Villupuram .. .. .	8
Tindivanam .. .. .	3
Vriddhachalam .. .. .	2



In Chidambaram, Kallakurichi, Tindivanam, and Vriddhachalam taluks, the respective Tahsildars themselves are managing the estate villages in their charges. There is an Estate Manager at Cuddalore in the grade of a Deputy Tahsildar who looks after the estate villages in that taluk, assisted by a Special Revenue Inspector. Another Deputy Tahsildar-Manager at Tirukkoyilur is in charge of 19 estate villages in Tirukkoyilur and 12 in Gingee, and one village, each in Kallakurichi and Villupuram taluks. At the time of our discussions we ascertained that there were about 650 cases of encroachments in the jurisdiction of the Deputy Tahsildar-Manager, Cuddalore, necessitating enquiry under section 3 (d) of the Abolition Act, and 63 cases of Post 1945 assignment. Further, the Settlement Officer has detected a number of mistakes in the Land Registers, which have in consequence to be rewritten. The Deputy Tahsildar-Manager, Tirukkoyilur, has also yet to deal with about 300 cases of encroachments. The regular revenue staff will not be able to take on at present the estate work in these villages and attend to it with the care and speed that are necessary. We therefore feel that till these special items of work are disposed of, it would be inexpedient to effect merger of estate staff with regular staff. We would suggest, however, that the progress under these special items of work in these taluks should be closely watched, and that special staff should be disbanded as soon as these special items of work are reduced to limits within the manageability of the regular revenue staff; with the assistance of a Headquarters Deputy Tahsildar, it should then be possible for the regular Tahsildars to attend to the work in the estate villages also.

232. In all the remaining districts (except Ramanathapuram which is dealt with separately further below), the estate areas are fairly extensive.

233. *North Arcot*.—In this district, the largest number of estate villages lie in Arni and Tiruppattur taluks. In Arni taluk, there is only one Government village. The existing staff in the taluk comprises of a Tahsildar-Manager and an Independent Deputy Tahsildar. The former attends to the estate work in the taluk, while the latter attends to general administration in the taluk, including the revenue work in the solitary Government village. The Deputy Tahsildar has only one Revenue Inspector under him. Both the Tahsildar-Manager and the Deputy Tahsildar have to cover the entire taluk, though for a different items of work, and it is obvious that this is *prima facie* a very unsatisfactory arrangement. The Tahsildar-Manager should be able to attend to general administrative work also in the estate villages, and take on the solitary Government village too, if he is given some assistance in his office work. We consider that the Tahsildar-Manager could be designated as the Tahsildar of the taluk, and that the present Independent Deputy Tahsildar could be made his Headquarters Deputy Tahsildar. With the assistance

of the Headquarters Deputy Tahsildar, it should be possible for the proposed Tahsildar of Arni taluk to attend to both estates and other items of work in the entire taluk.' We may add that the Collector is in favour of this arrangement. The Settlement Officer has objected to this scheme on the ground that as there would be no economy, it is desirable to keep the two sets of Officers separate. We feel that there is not much force in the argument of the Settlement Officer. The Tahsildar-Manager will be taking over only one Government village in addition to his normal charge, and the miscellaneous work in the estate villages (now attended to by the Deputy Tahsildar) will be comparatively light; on the other hand, the relief he will be getting in office work by having a Headquarters Deputy Tahsildar will be appreciable and will more than offset the additional work he will be getting. We recommend, therefore, that the Tahsildar-Manager should become the Tahsildar of the taluk (looking after general work as well as estate work), and that he should have a Headquarters Deputy Tahsildar, and that the present post of Independent Deputy Tahsildar should be abolished. The present Revenue Inspector under the Deputy Tahsildar will not have to continue as such, but the question whether he should be added to the number of the existing Estate Revenue Inspectors has to be decided with reference to the statistics of work of the latter. We leave this for investigation by the Collector.

234. In Tiruppattur taluk there are 181 estate villages and 52 ryotwari villages. The present staff in this taluk comprises a Tahsildar-Manager and a regular Tahsildar. The regular Tahsildar looks after the revenue work in the ryotwari villages, and, of course, attends also to miscellaneous items of work such as Rural Water-supply Works, Elections, etc., in the estate villages as well. At one stage, we felt that the Tahsildar-Manager with the assistance of a Headquarters Deputy Tahsildar, could look after both ryotwari and estate villages. But as the estate area is fairly large, being about 285 square miles in extent, and as surveying has not made much progress except in Kangundi estate villages, we feel that it is not advisable at present to effect merger of ryotwari with estate areas in this taluk.

235. There is also a Deputy Tahsildar-Manager at Arkonam with jurisdiction over 19 villages distributed over Arkonam, Wallajah and Cheyyar taluks. We consider that these few villages could be merged with the respective taluks without any difficulty. The Manager has at present one Special Revenue Inspector under him; this post could also be abolished, as the regular Revenue Inspectors should be able to look after the few villages added to their respective charges. The Collector was in agreement with these proposals.

236. *Tanjore*.—There are at present one Estate Manager in the grade of Tahsildar at Arantangi with five Revenue Inspectors, and three Managers in the grade of Deputy Tahsildars at Tanjore,

Kumbakonam, and Nagapattinam respectively, with two Revenue Inspectors each. In the former Pattukkottai taluk (now bifurcated into Pattukkottai and Orathanad taluks), there were, besides the regular Tahsildar at Pattukkottai and Deputy Tahsildar at Orathanad, also a Tahsildar-Manager and a Deputy Tahsildar-Manager. When the taluk was bifurcated, the two special posts and 10 posts of Special Revenue Inspectors, were retrenched, and integration of ryotwari with estate areas was brought about without any addition to the normal staff. We find that the need for bifurcation of the original Pattukkottai taluk had been conceded long ago (i.e., apart from the question of Estates Abolition), on the basis of the normal volume of work in that taluk. Accordingly, it seems to us that the question whether retrenchment of estate staff in this taluk was justified in connexion with the bifurcation of the taluk did not receive pointed attention. The estate's work there has certainly not reached a stage which would justify the entire work (ryotwari and estate together) being asked to be managed by two officers where there were originally four; on the other hand there is justification for the total number still remaining as four. The Collector represented to us that the estate work in the taluk (particularly collection of revenue), had fallen into heavy arrears owing to the retrenchment of the estate staff. We therefore consider that there is a strong case for the restoration of the retrenched posts of Estate Managers and Special Revenue Inspectors. The question is, whether on restoration of the posts, these two officers should attend exclusively to the work on the estate side, or whether they should be pooled with the regular staff with suitable readjustment of territorial jurisdiction. The former is the better course, for estate work could then receive the concentrated attention of a special staff which it still requires in this area. The continued need for these two officers on the estate side may be reviewed from time to time. After the estate areas are settled on ryotwari principles, a readjustment of territorial jurisdictions will be necessary in this area; if readjustments are made at this stage, to carve out combined charges, the Government may be committed to permanent expenditure on a scale which may not be warranted when a normal pattern has been evolved.

237. The next question is whether integration of ryotwari with estate villages can be brought about in Arantangi taluk by effecting a suitable division of territorial jurisdiction between the two officers in the grade of Tahsildars at present functioning in the taluk. The Collector is against the merger of estate with ryotwari administration in this taluk at this stage. From a report sent by the Settlement Officer, Tiruchirappalli, we find that, though survey has made considerable progress in this area, settlement has not yet been taken up. It has also been pointed out to us that the tenure of estate areas in this taluk is of a complex nature, necessitating close investigations by the Settlement, Survey and

Estate staff. We also understand that in this taluk, there are a very large number of cases for action under sections 12 to 15 of the Abolition Act. We therefore feel that it will be inadvisable to effect any change in the existing set-up in Arantangi taluk.

238. In respect of estate villages in other taluks under the Estate Managers, Tanjore, Kumbakonam and Nagapattinam, immediate merger is not feasible, as the number of estate villages to be incorporated in each taluk is considerable, and the present revenue work in these taluks is already very heavy. Thus, the Tahsildar, Papanasam, will have to take over 20 estate villages if the Estate Manager, Kumbakonam, is to be abolished, and the Tahsildar, Kumbakonam, will have to take on 25 villages. We consider that the best course is to continue the special staff, and disband them progressively as the special items of work in the estate areas are cleared off.

239. *Tiruchirappalli*.—In this district, there are two Tahsildar-Managers at Marungapuri and Ariyalur respectively, besides two Deputy Tahsildar-Managers at Manapparai and Musiri. The Tahsildar-Manager at Marungapuri is in charge of Marungapuri and Kadavur estate areas, while the Deputy Tahsildar-Manager, Manapparai, looks after 16 estate villages in Tiruchirappalli taluk and 22 estate villages in Kulittalai taluk. The 17 zamin and inam villages of Musiri taluk and 5 inam villages of Lalgudi taluk are under a Deputy Tahsildar-Manager at Musiri. The Tahsildar-Manager, Ariyalur, has jurisdiction over all estates villages in Udayarpalayam taluk.

240. During our discussions with the Collector, we felt at one stage that the jurisdiction of the Tahsildar-Manager, Marungapuri, could be integrated with that of the dependent Deputy Tahsildar at Manapparai, and constituted into a taluk with headquarters at Manapparai. It was at that time felt that the Tahsildar-Manager, could, within his jurisdiction, attend to both estate and regular items of revenue work with the assistance of a Headquarters Deputy Tahsildar. The post of Deputy Tahsildar-Manager, Manapparai, could also then be abolished, the estate villages in Tiruchirappalli taluk in his charge being merged in the regular taluk. Of the remaining 22 estate villages in Kulittalai taluk, 14 which are within the Manapparai sub-taluk, could be looked after by the proposed Tahsildar, Manapparai, the Tahsildar, Kulittalai, taking over the rest of the villages. On a reference made to the Settlement Officer we, however, find that the settlement work in this area is still in the initial stage, and that, if integration is to be brought about immediately, it will be quite necessary to have a Special Deputy Tahsildar for attending exclusively to the estate work. The provision of such a Special Deputy Tahsildar would defeat the very object of integration, for, he would then be travelling over the same area for purposes different from those of the Tahsildar, Manapparai. There would also be no saving of staff. We therefore feel that it is inadvisable

to effect any merger of estate with ryotwari areas in Kulittalai taluk at this stage. It may be conceded, as suggested by the Collector, that the present charge of the Tahsildar, Kulittalai, is very heavy (the taluk being in fact 913 square miles in extent) and that the formation of a new taluk at Manapparai would give the Tahsildar, Kulittalai, some needed relief. We, however, feel that the question of relief to the Tahsildar, Kulittalai, should not be mixed up with that of integration of estate areas, and that whatever relief is necessary for the Tahsildar, Kulittalai, could be secured by retaining the post of Deputy Tahsildar at Manapparai even after separation of judiciary, and by enlarging the latter's territorial jurisdiction suitably to make up for his being divested of criminal work in the new set-up. As the Deputy Tahsildar-Manager at Manapparai is also to be retained, the estate villages in Tiruchirappalli taluk may continue to be administered by him.

241. As regards the Deputy Tahsildar-Manager, Musiri, the Collector's proposal is to abolish the post and convert the dependent Deputy Tahsildar now at Thuraiyur into an independent Deputy Tahsildar. An independent sub-taluk within a taluk will be an anomaly. Further, 17 villages of Thuraiyur zamin are yet to be taken over, and the post of Deputy Tahsildar-Manager, if abolished now, may very well have to be revived, when these villages are also taken over. There is therefore no special advantage in abolishing the post of Deputy Tahsildar-Manager, Musiri. As the Deputy Tahsildar, Musiri, is thus to be retained, and will be available in any case for attending wholly to estate work, we do not propose, either, the integration of the five estate villages in Lalgudi, which are now in his charge.

242. The number of villages taken over in the Udayarpalayam taluk (147) is too large for them merely to be incorporated in the regular taluk charge. The work on the estates side is stated by the Settlement Officer to be still in the initial stages, and so the setting up of combined charges is not feasible. Merger is therefore not possible in this taluk also at present.

243. *Chingleput*.—There are three Tahsildar-Managers at Tiruvallur, Madurantakam and Sriperumbudur respectively, besides two Deputy Tahsildar-Managers at Penalurpet and Saidapet with jurisdiction as under:—

Estate officer.	Taluks.		Number of villages.
Tahsildar-Manager, Tiruvallur.	Tiruvallur .. .. .	..	89
	Ponneri .. .. .	..	89
	Total ..		178
Tahsildar-Manager, Madurantakam.	Madurantakam .. .. .	..	169
	Chingleput .. .. .	..	59
	Total ..		228

Estate officer.	Taluku.			Number of villages.
Tahsildar-Manager, Sriperumbur.	Sriperumbudur	..	..	67
	Chingleput	..	..	22
	Kancheepuram	..	..	43
			Total	132
Deputy Tahsildar- Manager; Pena- lurpet.	Ponneri	..	..	82
	Tiruvallur	..	..	122
			Total	204
Deputy Tahsildar- Manager, Saida- pet.	Saidapet	..	..	33

During our discussions with the Collector, we desired to know what arrangements would be necessary if the main consideration were to be the elimination of overlapping jurisdictions between the Estate and Revenue staff. The Collector (Sri Muthirulandi), accordingly submitted comprehensive proposals for integration of the two sets of staff and the reconstitution of taluk boundaries. His proposals in brief were—

(i) to carve out three taluks from the present Tiruvallur and Ponneri taluks, creating a new taluk with headquarters at Sathya-vedu,

(ii) to abolish the post of Headquarters Deputy Tahsildar, Saidapet, as well as that of Estate Manager there, and to appoint two Tahsildars for Saidapet,

(iii) to carve out three taluks from the present Chingleput and Madurantakam taluks, the new taluk headquarters being located at Tirukalikundram; and

(iv) to abolish the post of Estate Manager, Sriperumbudur, and integrate the estate areas in that charge with Chingleput, Sriperumbudur and Kancheepuram taluks, respectively, and also to give relief to the Tahsildars by raising Uthiramerur to a full fledged taluk and readjusting areas suitably.

The Settlement Officer has no objection to the integration of estate with ryotwari administration on the lines indicated by the Collector of Chingleput, except in respect of villages in the jurisdiction of the Estate Manager, Madurantakam, where the maintenance of village land registers is not in a satisfactory condition. We are, however, not in favour of these sweeping proposals. There would be no ultimate economy in staff; indeed, there would, in fact, be additional expenditure necessitated by the construction of buildings for the new taluk offices and sub-treasuries. Some readjustment of taluk boundaries would obviously be necessary in Chingleput district, as there are a very large number of estate villages in all the taluks, and as mere incorporation of estate villages in existing

taluks will not be feasible. But it would be too soon to say whether there would be need for four additional taluks, namely, Sathya-vedu, Saidapet (additional taluk), Tirukalikundram and Uthiramerur as proposed by the Collector. We are anxious that Government should not be committed to expenditure on a large scale involved in the reconstitution of taluk boundaries and creation of new taluks, before the estate areas are settled on ryotwari principles, and the work in those areas conforms to the normal pattern. We therefore consider that the estate charges may be left separate as they are now.

244. *Salem*.—The special staff in this district consists of three Tahsildar-Managers at Hosur, Dharmapuri and Namakkal, respectively, and three Deputy Tahsildar-Managers at Krishnagiri, Tiruchengode and Salem. The number of estate villages is very large in several taluks, and considerable in the remaining taluks, as can be seen from the following table:—

Taluk.	Number of ryotwari villages.	Number of estate villages.
Hosur .. .. .	97	102
Krishnagiri .. .. .	111	94
Dharmapuri .. .. .	100	50
Harur .. .. .	62	42
Namakkal .. .. .	70	143
Tiruchengode .. .. .	79	81
Rasipuram .. .. .	51	13
Attur .. .. .	90	13
Salem .. .. .	80	13
Omalur .. .. .	74	9

245. The Estate Manager at Salem is in charge of estate villages in the four taluks last mentioned. The villages lie scattered, and his total work in all these villages is considerable. In view of the large number of estate villages in each of the other taluks, integration can be thought of only with readjustment of taluk boundaries and the pooling of staff. Whatever readjustment might now be made cannot hold good when the special items of work in the estate areas disappear. Integration at this stage may leave us with permanently increased staff. We also learn from the Settlement Officer that in almost all the areas, demands are found to have been incorrectly fixed originally under the Rent Reduction Act and have to be revised now, and that the writing up of land registers is also heavily in arrears. We therefore consider it inexpedient to effect any merger of estate with ryotwari administration in this district at this stage. We feel, however, that the possibility of progressive reduction of the large estate staff in this district should be constantly kept in mind.

246. *Madurai*.—There are in this district three Estate Managers in the grade of Tahsildar at Bodinayakanur, Tirumangalam and Madurai, besides a Deputy Tahsildar-Manager at Nilakottai. The work on the estate side in this district is in a rudimentary stage, especially at Bodinayakanur where the estates were taken over only in March 1954. Some big estates like Vallanadhi and Gandamanaickanur have yet to be taken over in this taluk. In Madurai taluk, there are 137 estate villages as against 123 ryotwari villages. We also ascertained, during our discussions with the Estate Manager, that in Madurai taluk there are 641 cases of post-1945 assignment and 358 cases of enquiries under section 3 (d) of the Abolition Act. It will not therefore be possible in this taluk simply to integrate the estate villages in the regular administration. In Tirumangalam taluk, there is a regular Deputy Tahsildar at Usilampatti, besides a Tahsildar at Tirumangalam, and the integration could be thought of only if the taluk is bifurcated. There would thus be no economy of staff. In Nilakottai taluk, there are 41 estate villages, and it would not be possible for the Tahsildar to take them over until the special items of work are cleared off. In Dindigul, the important Kannivadi Zamin consisting of 30 villages has yet to be taken over.

247. In view of these considerations, we feel that it will be inexpedient and inopportune now to bring about the merger of estate with ryotwari administration in Madurai district. We may also add that Periyakulam, Madurai and Tirumangalam taluks, and possibly Dindigul taluk also, would require bifurcation when the estate areas have been settled on ryotwari principles and merged in the regular administration.

248. *Tirunelveli*.—There are in this district, three Tahsildar-Managers with headquarters at Sivagiri, Veerakeralampudur and Vilathikulam, besides one Deputy Tahsildar-Manager at Nanguneri. In addition, there is a Special Deputy Tahsildar at Tirunelveli to assist the Tahsildar in administering the estate villages taken over, and in the collection of reduced rents. The settlement work in this district is still in its initial stages, and the important Ettayapuram Zamin has just been taken over. From a report of the Collector to the Board, we find that a large number of applications for ryotwari pattas from land owners are still pending enquiry. We therefore advise against integration of estate areas with regular staff at this stage.

249. *Ramanathapuram*.—By far the major portion of Ramanathapuram district consists exclusively of villages which comprised the former Ramanathapuram and Sivaganga zamins. The Government recently suggested that after separation of the Judiciary from the Executive, the Revenue Divisional Officers, Devakottai and Ramanathapuram, could not have much work to do, and that they could therefore take over the functions of the



Estate Managers at Sivaganga and Ramanathapuram. The Government also felt that there was, in general, considerable scope for effecting economy of staff in this district. In pursuance of this suggestion of Government, the Collector of Ramanathapuram has, in his reference A. 6. 24658/53, dated 25th March 1954, sent up some proposals for the integration of Estate with Revenue staff. These proposals have been transferred by the Board of Revenue to us for examination, as the subject falls within the terms of reference of the Committee.

250. The Collector has pointed out—and we agree with him—that the Estate Managers of Ramanathapuram and Sivaganga have to be retained in any case with their present jurisdictions, in order that each of the two big estates might be dealt with by only one Manager, the estate being the unit for all purposes under the Abolition Act. The Settlement Officer and the Estate Managers brought to our notice that several important registers maintained in these estates by the former landholders, related to the Estate as a whole, and that it will be impracticable to split up these registers among different sets of officers, in case more than one officer was entrusted with the management of the estates. The Collector also considered that the Managers' hands were full with their own work, and they could not themselves function as Revenue Divisional Officers. On the basis, that the Estate Managers' posts cannot, at present, be abolished, and that they will have to remain only as Managers' posts, the Collector made alternative proposals under which one of the revenue divisions (namely, Ramanathapuram Division) is to be abolished, and integration of estate and taluk staff is to be effected only up to the taluk level.

251. There are at present nine Government taluks in the district, while for purposes of estate administration, Sivaganga and Ramanathapuram estate areas have each been divided into six estate taluks. Besides the Deputy Collector-Managers at Ramanathapuram and Sivaganga, there is also a Tahsildar-Manager at Virudhunagar in charge of the minor estates in Sivakasi Division. There are, therefore, at present, as many as 22 Taluk Officers in the district for doing Government and estate work taken together. Under the Collector's proposals, the Government taluk will continue to be the unit for general administration. But where a Government taluk comprises of villages belonging to both Ramanathapuram and Sivaganga Estates, sub-taluks will be formed in that taluk in such a way that each sub-taluk will comprise of villages relating to only one estate, and the Officer in charge of that sub-taluk will have to deal with only one Estate Manager. Paramakudi, Tiruvadanaï and Aruppukottai fall within this category. The Collector's proposals in respect of each taluk can briefly be summarized as follows:—

*Tiruppattur.*—There will be one Tahsildar and he will be assisted by a Deputy Tahsildar at Karaikudi. These officers will

attend to both the revenue and estates work in their respective charges.

*Tiruvadanaï.*—The Tahsildar, Tiruvadanaï, will have jurisdiction over the Ramanathapuram Estate portion of the taluk, while an independent Deputy Tahsildar at Kandadevi will be in charge of the Sivaganga Estate villages in the taluk.

*Ramanathapuram.*—There are no complications in this taluk as it consists exclusively of Ramanathapuram estate villages. With the assistance of a Headquarters Deputy Tahsildar, the Tahsildar can attend to both the regular and the estate work.

*Paramakudi.*—The Tahsildar will have jurisdiction over all villages except the Sivaganga estate villages which will be under a Deputy Tahsildar with headquarters at Elāyankudi.

*Mudukulathur.*—Under the Collector's proposal, a Tahsildar assisted by a dependent Deputy Tahsildar at Kamuthi would manage both the estate and other work.

*Aruppukottai.*—This taluk consists of both Ramanathapuram and Sivaganga estate villages. The Collector has proposed that the Tahsildar, with a Headquarters Deputy Tahsildar, will exercise jurisdiction over the few Government villages as well as the Ramanathapuram estate villages, while a Deputy Tahsildar at Kariyapatti will be in charge of Sivaganga estate villages.

*Sivaganga.*—The Tahsildar will look after all the items of work assisted by a dependent Deputy Tahsildar at Sivaganga and another Deputy Tahsildar at Tirupuvanam.

The Collector also suggested that Sattur and Srivilliputtur taluks might be retained as they are, the Tahsildars being given the assistance of a Headquarters Deputy Tahsildar.

252. During our discussions with the Collector, we ascertained from him that while working out his complicated proposals, he had not taken into account even the development work that has already arisen in the district, in connection with Local Development Works, much less, the further increase in work in that direction contemplated when the National Extension Service Scheme on the Tanjore pattern is extended to the district. It was pointed out to us by the Revenue and Estate Officers of the district that the Taluk Staff would have to be further strengthened if the Tahsildars are to attend satisfactorily to the Local Development Work, for which very large allotments have been sanctioned by the Government. We found during our discussions that besides the staff proposed by the Collector of Ramanathapuram, each of the taluks of Paramakudi, Mudukulathur, Tiruppattur, Tiruvadanaï would have to be provided with Headquarters Deputy Tahsildars also. When this additional staff also was taken into account, it was found that the total number of Officers required in the proposed set-up would

be one more than the number now functioning. Clearly, then, the economics in staff envisaged in the Collector's proposals, will not materialize. There is the further consideration that if the estates staff is kept separate, it would be possible to effect progressive reduction in their number, as and when the special items of work in the Estates disappear or at least get reduced, whereas this object is likely to be defeated if the Estate staff is merged with the regular staff at this stage, on what would virtually be a permanent basis.

253. The Collector's proposals are open to another serious objection in that, under his scheme, the Taluk Officers will be subject to dual control. In respect of revenue and estate matters, they will be under the control of the Manager, while in respect of other miscellaneous and development items of work, they will be under the control of Revenue Divisional Officers. It will be very difficult in practice to work out such an arrangement harmoniously. Nor is the Collector's proposal to abolish one division, namely, Ramanathapuram, acceptable to us, as his proposal has not taken into account the development work which has since arisen. In our discussions with the Collector, we ascertained that there has been virtually no progress in respect of local development works in Devakottai and Ramanathapuram Divisions, though, being backward tracts, there is greater need for such works in those divisions than in Sivakasi Division where the progress is comparatively better. Greater efforts are, therefore, required on the part of the Revenue Divisional Officers, Devakottai and Ramanathapuram, if the district allotments under Local Development Works are to be spent in full and to the best purpose. Hence it is quite inadvisable to abolish one Revenue Division at this stage. Further, the proposal to add Mudukulathur taluk to an already heavy division like Sivakasi consisting predominantly of ryotwari areas, is also unsound. For these reasons, we are convinced that there is no possibility of abolishing any Revenue Division in this district, and that for the present, the estate and special staff should be kept separate in the whole of Ramanathapuram district.

254. From the above analysis it will be seen that in our view the scope for merging estate areas with ryotwari areas is at present very limited, and except in Coimbatore district and portions of North Arcot district, the estate areas will have to remain separate and be administered separately. But as will be evident also from the approach to the problem which we have indicated in the earlier paragraphs, this does not necessarily imply that the position should continue to remain so till survey and settlement operations have been completed. It ought to be possible for instance, except in cases where taluk boundaries themselves would require readjustment, to include estate villages in the regular charges, and do away with the special managerial charges, even prior to the completion of survey and settlement operations; this can be done

when the special and urgent items of work have disappeared and the work has been brought down to normal. Meanwhile, economies have to be looked for only in the direction of gradual retrenchment of the managerial staff, *pari passu* with the diminution in the volume and complexity of the special items.

## CHAPTER XI.

### MAINTENANCE OF SURVEY.

255. Maintenance comprises chiefly of two items of work, namely, maintenance of survey marks on the ground and keeping up to date the revenue records and registry in taluk offices and villages. The first is mainly field work, and the second mainly office work. Prior to 1942, both were being attended to by the Revenue Department, and the second item is even now being partly attended to by the Revenue Department. The first item was transferred to the Survey Department in 1942, which meant that the Taluk Surveyor took the place of the Revenue Inspector, and the District Surveyor that of the Inspecting Tahsildar. On the representations made by some Collectors, that maintenance work has deteriorated after the transfer, the Committee has been asked to examine the matter and consider whether it is necessary to revert to the old system.

256. A brief sketch of the background is pertinent. Until 1921, there was a Land Records Inspector for each Government taluk, whose duty it was to renew and repair survey marks. In that year, the Land Records Department was abolished as a measure of retrenchment and the work was transferred to the firka Revenue Inspectors, the number of firkas being increased by one for each taluk, which had a Land Records Inspector. For about a decade thereafter, there were no serious complaints against the work of Revenue Inspectors in this regard. But in December 1931, in connection with certain proposals for simplification of procedure regarding resettlement, the Board of Revenue for the first time voiced a complaint that the transfer of maintenance work from the Survey to the Revenue Department had produced unsatisfactory results, and suggested that the time had come for re-transferring the work to the Survey Department. The Board considered that firka Revenue Inspectors regarded the renewal and repair of survey marks very much "as a branch of their work on which the minimum amount of energy demanded by the rules should be expended". It was also felt that in regard to maintenance work the average Revenue Inspector could not be as competent as a professional surveyor. The Board considered that the employment of a professional and well-trained staff of surveyors would result in greater efficiency and increased output. As a result of further discussions, in G.O. No. 1943, Revenue, dated

2nd September 1936, the Government ordered that, as an experimental measure, the work should be transferred to professional surveyors in two taluks each in seven districts. In 1938, when reports were called for from the Collectors of those districts on the results of the experiment, all of them expressed satisfaction with the work of the Taluk Surveyors. The Government agreed with the Board that the experiment had been a success, and in G.O. No. 1773, Revenue, dated 23rd July 1940, the Government finally ordered the transfer of maintenance work to the Survey Department. The orders took effect from 1st April 1942. It is thus seen that the work was transferred to the Survey Department only after very careful consideration and experimentation, and mainly because expert opinion considered that the work of the Revenue Inspectors in this branch was unsatisfactory and that the Taluk Surveyors could do it better. Though the transfer did mean that some retrenchment in the Survey Department was avoided at the time, this by itself was not a significant consideration when the decision was taken. It is necessary to emphasize this point in order to correct the impression, which we found to be generally prevalent among those advocating the transfer of the work back to the Revenue Department, that the new scheme was ordered merely with a view to provide jobs for employees of the Survey Department who were about to be discharged and that the work was being satisfactorily done previously in the Revenue Department.

257. The Collectors, the Revenue Divisional Officers and the Tahsildars with whom we had discussions were all highly critical of the work of Taluk Surveyors. They complained that with the present unwieldy jurisdiction of Taluk Surveyors extending over a whole taluk; the Taluk Surveyors left many villages unvisited in the course of the year, and that the number of stones actually renewed by them was only a small percentage of those requiring renewal. The Surveyors mainly concentrated on subdivision work to the detriment of maintenance work. It was also argued that the want of control over village officers hampered the Taluk Surveyor in the discharge of his duties, and that the karnams very often failed to attend the inspections of Taluk Surveyors. It was alleged, too, that very often the Taluk Surveyors' work was not genuine. As against this, it was urged that the Revenue Inspector's charge was more compact, and his visits to villages more frequent, and that he could attend to maintenance in the course of his azmoish of fields. As he had administrative control over the karnam, the inspection of stones by the latter would be more genuine. The Revenue Inspector is also a man with prospects for promotion, and in order to earn a good record, would make efforts to realize more than the outturn prescribed, whereas a Taluk Surveyor, who has nothing to look forward to, would rest content with merely achieving the outturn fixed for him. It was also

urged that with the transfer of maintenance work to them, the Revenue Inspectors would have frequent opportunities to put to practical use their knowledge of survey, and that this would in turn improve their general efficiency as Revenue Officers.

258. We have obtained figures from the Collectors in regard to some relevant points such as the number of villages left unvisited by Taluk Surveyors, the percentage of stones actually renewed by the Taluk Surveyors to the total number of stones requiring renewal and the number of subdivisions check-measured and mapped by them. The figures have been reproduced in Appendix XIX. They show that many villages have not been inspected by Taluk Surveyors, and that the renewal of stones is not keeping pace with the number of missing stones, although the outturn under subdivision work has been quite satisfactory (since the Survey Department itself has been laying particular emphasis on that item of work). It has also to be conceded that a Revenue Inspector has a more compact and manageable jurisdiction and that he would have better control over the village Officers than a Taluk Surveyor.

259. There are, however, certain other considerations to be taken into account. It seems to us obvious that maintenance work is essentially technical in nature, and that any day, a professional surveyor giving his whole time to it ought to be able to attend to it more quickly and more satisfactorily than an administrative official like the Revenue Inspector, who attends to it as part of his multifarious duties, the volume and range of which are progressively on the increase. When a Revenue Inspector visits a village, he has to attend to items of work like azmoish, inspection of encroachments and irrigation sources, collection of land revenue, check of village accounts, and conducting some kind of enquiry or other, involving interviews with parties and the recording of statements. It is very unlikely that a Revenue Inspector can find time to attend to the work involved in replacing missing stones, or check-measuring subdivisions, or even plotting and computation of areas, in the midst of the abovementioned items of revenue work proper. Still less is it likely that a Revenue Inspector can find time to visit a village solely for maintenance work. The monthly outturn for a Revenue Inspector used to be 80 units, while that for a Taluk Surveyor is about 400 units. Thus, so long as the Taluk Surveyor turns out the prescribed number of units, the result from a statistical point of view will be the same, irrespective of the agency that does the work, as, generally, the Taluk Surveyor's minimum outturn is more or less equal to the previous total minimum outturn of all the Revenue Inspectors in the taluk. Many of the Tahsildars represented that, in the event of transferring maintenance work to the Revenue Department, it would not be possible for the Revenue Inspectors to realize at present anything like the previous outturn of 80 units per month, without

detriment to their revenue work. If the outturn is fixed at an appreciably lower level than before, the impression made on the arrears will be negligible, and maintenance is bound to suffer. Tahsildars in many of the districts which we visited admitted that unless firkas were very much reduced in size, it would not be possible for the Revenue Inspectors to attend to maintenance work satisfactorily. This clearly means that with the firkas as they now stand, and with the general work at the present level, it would not be possible to transfer this work to Revenue Inspectors now; and there can be no question of reducing the size of firkas now merely for the purpose of transferring this work to Revenue Inspectors. The firkas would no doubt be reduced in size when the National Extension Service is introduced, but there would then be so much more additional work of an urgent and important kind to do on the development side, the reduction in size, in fact being designed only for that purpose; it would therefore be impossible to expect the Revenue Inspector to be able to attend satisfactorily to maintenance work even then.

260. Further, even the position regarding arrears of maintenance work is not indicative of any deterioration, or alarming in itself. From a statement given to us by the Deputy Director of Survey (Appendix XX), it is seen that the number of missing stones due for renewal has been brought down in all districts since the appointment of Taluk Surveyors, and that there has been considerable progress also in the check-measurement of subdivisions, showing, in fact, that there has been a definite improvement in these respects since the maintenance work was transferred to the Survey Department. Some Collectors were sceptical, though, about the accuracy of the figures reported periodically by the Surveyors, and were inclined to think that the numbers of missing stones are actually much larger than the official figures. But we would point out that these figures are those furnished to the Board by the Collectors themselves. However, we suggest that it would be worthwhile to arrange for a thorough inspection of stones in one or two selected villages in each district by responsible officers such as Deputy Tahsildars, Tahsildars and Revenue Divisional Officers to verify how far the present statistics reveal the actual state of affairs. As to the number of stones requiring renewal, though the figure is still large, it is pointed out by the Deputy Director of Survey and the Director of Settlements that the proportion of stones requiring renewal to the total number of maintainable stones is not very high, and ranges from 1 per cent to 5 per cent, with the exception of Coonoor and Periakulam taluks where the percentage is 8 and 15 respectively, and they were of the view that, unless the proportion of missing stones to the total number of stones is higher than 4 per cent, there is no risk of the framework of survey breaking down, and from that point of view the general position is not alarming.

261. It is not denied by the Director of Settlements that the work is not as satisfactory as it should have been. One reason is that the abler men have had to be diverted to the Survey Parties working on the survey of estates taken over under the Abolition Act, leaving only young and inexperienced men, or old and ineffectual men, to work on the maintenance side. Another is that mobile parties intended to clear up then and there accumulations of arrears in ordinary maintenance have not in fact been put on that duty since they had to be used for special items of work, e.g., land acquisition in connexion with irrigation projects. A third is that supervision had not been properly exercised by officers of the Revenue Department over the Taluk Surveyors, which accounted for the visits not being properly planned, the comparative neglect of renewals, and even short-fall in outturn.

262. The first defect can be completely remedied only when the Survey Parties arrive at the final stages of their work and begin to release personnel, which would be about two years from now; but we suggest that even meanwhile a good sprinkling of the better type of men is released for maintenance work, especially for the areas where the work is heavy.

263. The second defect can be remedied if the mobile parties are kept at sufficient strength to man the special items of work as well as to attend to the work for which they were primarily intended. We recommend that suitable arrangements may be made accordingly.

264. The third set of defects has already been engaging the attention of the Director of Settlements and the Commissioner of Settlements, and a set of instructions designed to remedy the situation has just been issued. (Board's Ref. No. N. 7116/54, dated 27th October 1954.)

265. The present unsatisfactory position is, to a considerable extent, due to lack of close supervision by Revenue Divisional Officers and Tahsildars over the work of the Taluk Surveyors. In many places the Divisional Officers and Tahsildars did not even seem to be aware that the administrative control over Taluk Surveyors vests wholly with the Revenue Department. Even now, the diary of Taluk Surveyors passes through the Tahsildar and the Revenue Divisional Officer, and the pay bill of the Taluk Surveyor has to be passed by the Tahsildar. The authority competent to formally appoint and dismiss a Taluk Surveyor is the Collector. It ought therefore to be quite possible for Revenue officers to ensure that every Taluk Surveyor turns out adequate work. However, in one district, it was represented to us that even the diaries of Taluk Surveyors were not at present being put up to the Revenue Divisional Officer for scrutiny. What seems to have happened so far is that except for the necessarily infrequent supervision exercised by the District Surveyors and Range Officers, the Taluk Surveyors



have generally been left to themselves. In the absence of effective control by the Tahsildars and Divisional Officers, there has naturally been a decline in the morale of the Taluk Surveyors. We consider it very unfortunate that clear instructions were not issued in 1942, pointing out the duties and responsibilities of Tahsildars and Revenue Divisional Officers under the new system, and especially in regard to the supervision to be exercised over the Taluk Surveyors. Indeed, even a full copy of G.O. No. 1773, Revenue, dated 23rd July 1940, does not appear to have been communicated to the Revenue Divisional Officers and Tahsildars, on the ground that it was unnecessary. The set of instructions now being issued will make the whole position clear.

266. Those instructions, we notice, put the general responsibility for supervision on the Revenue Divisional Officers; clarify the respective duties of the Tahsildar, the District Surveyor and the Revenue Divisional Officer; provide for a programme of visits being drawn up with reference to the relative needs of the villages, and for advance intimation being given to the karnams; and provide, by way of cuts in pay for short outturn, for the full outturn being generally reached. We notice, too, that instructions had already been issued by the Board to ensure a proper proportion being kept up between renewals of stones and check-measurement of subdivisions, leaving the rest to be attended to gradually, and that where the number of missing stones in a village exceeds 7 per cent and the work cannot be attended to by the Taluk Surveyor, the village should be entrusted to surveyors of the mobile parties. We notice also that it is proposed to reduce the number of maintainable stones in areas surveyed on the system of simple triangles, maintenance in those areas being confined to technically important points, such as poramboke bends, field trijunctions and points where more than four lines meet.

267. We feel that, with the arrangements referred to in the preceding paragraphs, there is bound to be considerable improvement very soon in regard to maintenance work, and that there will be still further improvement when, about two years hence, competent surveyors get to be available in larger numbers for maintenance work. We feel also that, on the other hand, improvement cannot be hoped for merely by transferring maintenance work to the Revenue Inspectors, who will not have the time necessary even to maintain the *status quo*, much less, to effect any change for the better. We are, therefore, of the considered opinion that maintenance work should continue to remain with the Taluk Surveyors, and that there are no reasons to scrap the system laid down in G.O. No. 1773, Revenue, dated 23rd July 1940. We may add that even now, Revenue Inspectors are not divorced from maintenance work, as they are expected to overcheck a percentage of the karnam's stone inspection.

268. We would suggest, however, that in taluks where current maintenance work is specially heavy (e.g., due to land acquisition) additional Taluk Surveyors should be appointed, as has been done in Malabar.

269. It was complained in some districts that there were inordinate delays with the Range Officers in the posting of Taluk Surveyors whenever any vacancy occurred. We recommend that steps may be taken to avoid such delays, and that Range Officers may be permitted to draw men, if necessary, from Survey Parties in their own and adjacent ranges for being posted as Taluk Surveyors.

270. It was represented to us by some Revenue officers that the present outturn fixed for the Taluk Surveyor, namely, 400 units per month, was rather low and that after realizing this outturn, the Taluk Surveyors were inclined to take things easy and idle away their time. We are, however, assured by the Deputy Director of Survey that the present standard of 400 units is all that an experienced surveyor can realize, and that it may not be possible to fix a higher standard.

271. The training of Revenue Inspectors in survey is now conducted by the District Surveyor, and during this period of six weeks his regular work is dislocated. To avoid this, we would suggest that another officer should be deputed from time to time to conduct this training.

## CHAPTER XII.

### PERSONAL FILES.

272. The rules about the maintenance of personal files have been laid down in paragraphs 139 to 141 of the District Office Manual. Two suggestions have been made to us; one, that the system of maintaining personal files should be given up altogether; and two, that the personal file should be 'open'—that is, the entries should be shown to the person reported on, and his acknowledgment obtained in token of his having seen them.

273. The reasoning behind the first suggestion seems to be that often adverse remarks are made behind the back of the person concerned, and the latter has no opportunity of vindicating himself, and further, that there is unhealthy scope for the play of the personal equation between the officer writing the report and the person reported on in regard to the tone and content of the remarks made. Much of the dissatisfaction in this matter arises really from the fact that the existing rules as to the making of entries and the communication of adverse remarks of a remediable character are not strictly adhered to by many officers. For example, it

is definitely required that every remark in a personal file should be based on adequate reasons; if this is borne in mind, it is unlikely that off-hand remarks based merely on impressions and which cannot be substantiated by concrete instances, will be recorded in the personal files. Again, if adverse remarks of a remediable nature are communicated to the person concerned, the latter will have an opportunity of making such representations as he may consider necessary to the appropriate higher authority, and in cases where the adverse remarks are not justified, getting them cancelled or suitably modified. So, if personal files are maintained in the manner contemplated by the rules, there should not be any occasion for any person to feel a sense of injustice. On the other hand, the need for personal files is obvious. There are several stages when a selection has to be made for promotion to higher posts on a competitive basis from among a large number of persons technically qualified. Superior officers are frequently transferred, and it is hardly likely that the officer having to make the selection will, on the basis of his own observations and enquiries alone, be able to make a proper selection, whereas, if personal files are properly maintained, a perusal of them will immediately give some idea of the work and conduct of each person and thereby facilitate reasonable comparison of the abilities of different individuals and enable selection for promotion to be made more satisfactorily on merits. Indeed, the probability is that, but for personal files, far greater injustice might occur in making selections for promotions; they will then depend just on the officer of the moment, and be subject to the hazard of incomplete knowledge; and there will be greater room for the play of individual vagaries. Hence we are of the opinion that in the best interests of the subordinate staff themselves, the continuance of the personal file system is absolutely necessary.

274. As to the other suggestion—"an open access system"—which, we have been informed, prevails in some business firms and in the Defence Forces, it seems to us that so far as Government servants in the Revenue Department are concerned, such a system is not desirable. For the purpose which the personal files have to serve, defects even where they are not remediable, have to be recorded, and even where the remarks are favourable, they have to be distinctively shaded off to indicate gradations of merit. An "open access system" will either cramp the style and content of the remarks made by superior officers in these regards, or, should the remarks be made as they ought to be, jeopardise the harmony of the personal relationship between a superior officer and his subordinate: it is the former consequence which is likely to ensue, because the anxiety to avoid the latter alternative will be general. One of the main purposes for which personal files are used in the Revenue Department is, as already mentioned, the selection for promotion of a few out of many, and for this purpose, it will not

to merely to have in the personal files colourless and stereotyped remarks which will be the result if the "open access system" is introduced. The present system of having the remarks treated as confidential enables the officers to record in the personal files their opinions fully and freely, enabling them to adopt appropriate phraseology to mark out officers of varying grades of ability. We, therefore, feel that the "open access system" will not be appropriate for the Revenue Department.

275. A somewhat different suggestion has also been made to us, that instead of maintaining personal files, a "grading system" should be adopted, that is, persons working in an office or in a cadre should be placed in various grades like A, B, C, D, etc., with reference to their relative merits. Such a system, however, is bound to lead to uncertainty and complications. Different officers may classify the same person in different grades, varying conceivably from the very highest down to the very lowest. After all, there will be no need to grade a person every time a remark has to be made in the personal file; the need will arise only when a selection has to be made for purpose of promotion on a competitive basis. When a grading is made at that stage it will have to take into account all the gradings made previously, and the result will be more sketchy and haphazard when it is done on such previous gradings than as now when a selection is made on various opinions fully expressed. An 'ad hoc' grading—mental or explicit—has to be done when a selection has to be made, but that is different from saying that grading should be the only kind of record. We would, therefore, rule out the "grading system".

276. From our enquiries and discussions with Collectors and other officers in the course of our tours, and also from our own perusal of a few personal files in various offices, we feel that there is considerable truth in the complaint that adverse remarks of a remediable nature are not generally being communicated. The existing rules do require such communication; the question is why the instructions are not being carried out and what measures may be devised to remove the difficulties, if any, standing in the way. Some officers represented to us that they often find it difficult to decide what defects are to be construed as "remediable" and what defects should be construed as "irremediable". The existing rules on the subject seems to us to be fairly clear. However, in order to make the matter still more clear, it is desirable to incorporate in the rules a few examples of defects falling under each of the two categories. Thus defects of the following kind, which find mention in personal files, are clearly "remediable", e.g., tendency to delay papers, want of control over subordinates, inadequate knowledge of Departmental Rules and Regulations, taking things easy, lack of application, etc. On the other hand, examples of "irremediable" defects are deafness, stammering, poor personality, etc.

277. In order to make sure that there is no remissness in the communication of remarks about defects of a remediable nature, it is quite necessary to insist that the acknowledgment of the person concerned should be obtained and kept in the personal file. It is also desirable to fix the responsibility for the communication of all such adverse remarks on the custodian officers of personal files. An annual periodical may be prescribed in their offices to ensure that the matter is not lost sight of. Inspecting officers may also be required to go through personal files and verify whether adverse remarks have been communicated in every case. We feel that the adoption of these measures will ensure better compliance with the existing rules.

278. The form in which the personal file should be written up has been prescribed in the District Office Manual, but as it has been laid down that the reports should be in narrative style, and as the prescribed form containing the several points is not always before the Reporting Officer, some of the points are often overlooked while remarks are written up in personal files. To remedy this state of affairs and to ensure that considered remarks are recorded by every officer on every point mentioned in the form, we are of the opinion that a copy of the form should be pasted or printed on the personal file itself, so as to be available for ready reference of the officer writing up the personal file.

279. Personal files as kept now are generally untidy documents, with the outer docket, of brown cartridge paper, torn and tattered, and the remarks written on loose sheets of varying size and quality; and one cannot be certain whether the remarks are complete or not. We realise that it will not be practicable to maintain personal files in book form, as the remarks of reporting officers will be in loose sheets and they will have to be filed in the personal file. On the other hand, it is obvious that a very important document like a personal file, which has to be retained generally for well over 30 years in most cases, has got to be a fairly durable and substantial record. We would, therefore, suggest that the outer cover of personal files may be standardized in folder form and instructions printed on the inner pages of the covers as to the correct method of maintenance of personal files. The prescribed questionnaire form can also be conveniently printed in this folder. The folder may be mounted on cloth as in the case of the outer cover of Service Registers, so as to be tidy and reasonably hard-wearing. It may be laid down that only paper of standard half foolscap size should be used while writing up the personal file, and that this paper should be of a substantial quality. It may also be provided that two holes should be punched with a punching machine on the folder and the pages, and that the papers in the personal files should be tied together by a string passed through these two holes and fastened with a loose knot. The pages should be invariably required to be numbered on both sides.

280. We have, incidentally, considered the question whether the confidential file with the reporting officer should be an exact replica of the personal file with the custodian officer. We feel that this is unnecessary as there is no reason why all the remarks made by the superior custodian officer should be communicated to the subordinate reporting officer. In cases where the custodian officer disagrees with the remarks of the reporting officer, formal proceedings should be issued by the former, and a copy of the communication in which such disagreement is recorded should be sent to the reporting officer for being filed in the reporting file.

281. A further point has been mentioned to us, that at present the Collector has to maintain the personal files of a very large number of officers, and that this involves much routine scriptory and manual work for him, taking up much of his time which could be spent otherwise to better purpose. We find that there is some substance in this contention. The present rules are that the Collector should maintain the personal files of all lower division clerks fit for inclusion in the upper division list, all upper division clerks and all other superior officers of the Revenue Subordinate Service. Of these, the largest number will fall under the first two categories. Even now the practice in some districts is that the Personal Assistant to the Collector keeps the personal files of these two classes of persons. There is no particular reason why the Collector should keep with him personal files of officials below the grade of Deputy Tahsildars, as he will require them only when he has to record any remarks. We, therefore, think that the personal files of such officials may be left to be kept in the physical custody of the Personal Assistant; likewise, the Treasury Deputy Collector may keep in his custody the personal files of all Treasury and sub-treasury officials of similar rank. The Collector need keep in his custody the personal files of only Deputy Tahsildars, Tahsildars, and Gazetted Officers. It is not desirable to entrust the personal files of these higher grades of officers to the Personal Assistant or Treasury Deputy Collector.

282.- On the proper maintenance of personal files, as in several other matters, any amount of minute instructions will not have as much effect as the personal instructions given from time to time by the Collector and the Revenue Divisional Officer to their respective subordinate officers. Every opportunity for doing this should, therefore, be sought; and superior officers, in the course of their tours, should also test whether all subordinate officers understand the rules properly and, what is more, whether the rules are scrupulously followed.

283. Incidentally, we may observe that, in the interests of clarity, it is necessary to recast paragraphs 139-A, 140 and 141 of

the District Office Manual so as to bring their contents, and, to some extent, their wording also, in consonance with paragraph 139, and also with the provisions of the Civil Services (Classification, Control and Appeal) Rules.

## CHAPTER XIII.

### OFFICE PROCEDURE.

284. In any regulation of office procedure the principal objectives are the following :—

There should be a record of the papers to be attended to which would also enable a watch on them to ensure that they are dealt with promptly. The scriptory work involved in merely maintaining the registers necessary in the process should be reduced to the utmost minimum, in order that as much time as is possible may be made available to the clerks and superior officers for the actual work to be done on the papers themselves. All papers should be capable of being traced quickly, when required, and there should be no scope for the loss or misplacement of papers, and when this occurs, it should be possible to fix responsibility clearly and quickly. After final disposal, the files should be preserved for only so long as is absolutely necessary in the public interests, so as to avoid large accumulation of records in the Record Room. Books of reference, files of standing orders, etc., should be available in such form and manner that information on any subject is complete, up to date and ready to hand.

285. The office procedure in vogue at present in all Revenue Offices in the State is that which is described in the District Office Manual, and is often referred to as the ' Tottenham System ', after Mr. Loftus Tottenham, I.C.S., who conducted an investigation in 1921-23 into the possibility of simplifying office procedure. The District Office Manual is based largely on his report. Prior to its compilation, there was no systematization of the methods of office procedure adopted in the several offices. The main features of the Tottenham System are the introduction of a large measure of uniformity in regard to several matters, and the avoidance of scriptory work to the largest extent possible. A few modifications have been made from time to time in the light of experience, and embodied in the Manual ; but the system remains largely as it was originally framed ; and, taken by and large, it has worked efficiently and fulfilled satisfactorily the main objectives of an office system. It has also, otherwise, the obvious advantage now of a system well established and well understood. There is no need, therefore, to change that system in its main framework. But at the same time there are certain aspects where changes are called for, either

because a different outlook has to be brought to bear, or actual experience, again, has indicated the need for an alteration.

286. Mr. Tottenham held that in a public office, promptitude in the despatch of business was of the utmost importance, and that to secure the same, it was worth taking risks up to a certain limit. He quoted approvingly the observation of a Commission on Economy and Efficiency in the United States: "If the clerical operations of the Government were carried on so as to provide against every contingency, no matter how remotely possible it might be, the work of the Government would simply be clogged with records and checks, and its affairs could not be carried on at all. We do not believe in the remote exception controlling the system of an office". Guided by these principles, and in reaction against the then prevailing over-elaborate "disposal number" system of Dr. Maclean, Mr. Tottenham went to the other extreme, and held that it was not necessary at all to maintain a register in which a record of *all* papers received was kept. Under his system, only personal registers are to be maintained, and (in the case of Collectors' Offices), papers received in tappals are first handed over to clerks without any record of them, it being left to the clerks to scrutinize the papers and obtain new case numbers for all new cases, and register them in the personal registers. A distribution register is, of course, maintained in Collectors' Offices even under the system, but the only papers to be entered in this are those "the loss of which would be serious or inconvenient or might lead to something important being overlooked". There is thus virtually no record in Collectors' Offices of the vast majority of papers coming in. The instructions for the maintenance of the Distribution Registers in the case of the Collector's office are so vague that they are interpreted differently in different districts. Indeed, according to paragraph 14 of the District Office Manual, it is open to a Collector even to dispense with the register altogether if he thinks fit. For instance, in Chingleput Collector's Office, we found that only 45 papers had been considered important enough to be entered in the distribution register in the current year. Even in other Collectors' Offices, only about 1,000 to 2,000 papers on an average had been entered every year in the distribution register, and these were mostly papers with important enclosures such as passports, Service Registers, Personal Files and so on. Considering that about two lakhs of papers are received every year in a Collector's Office, the number of papers at present entered in the distribution register is negligible. In respect of the large number of papers that do not figure in it, there is no means of tracing any paper that is lost or is not forthcoming, and no means therefore of holding a clerk to account for the loss or misplacement of such papers.

287. The idea mentioned in the opening of previous paragraph is also embodied in the District Office Manual, where it is stated



that the criterion for treating a paper as important enough to find an entry in the Distribution Register is "Is the paper one that anyone is likely to want to make away with, or one that is irreplaceable or the loss of which, though it is not irreplaceable, would cause inconvenience, or draw down the censure of Government or the Board of Revenue". The assumption was that in the 'neglected' type of paper, if it emanated from another office it could be obtained again, and if it was from a member of the public, he could be expected to write again. The emphasis was on communications from the Board and Government the loss of which was to be regarded as a very serious matter, the loss of communications from the public or from other offices being a minor matter. "On no account is a separate register to be maintained of all communications received by registered post. It does not follow that because a man thinks fit to send a communication by registered post, it is of any importance (District Office Manual, paragraph 17.)

288. This outlook, even in respect of official communications, is narrow; failure to keep track of correspondence, irrespective of its importance, tends to delay and inconvenience.

289. In respect of communications from the public, that outlook is clearly outmoded; the criterion referred to can hardly be defended in the present day. The public have a right to demand that every communication received from them should receive careful attention, that it should not be allowed to be lost or misplaced, and that no officer should be heard to say, when a complaint is made, that there is no means of checking up on the receipt of his communication and how it was dealt with. Instances seem to be common in which even papers received by registered post are not traceable subsequently, and the heads of offices have been placed in a most embarrassing position when persons produce even postal acknowledgments. A majority of the Collectors, whom we consulted, conceded that there had been frequent complaints from the public that papers get lost in the Collectors' Offices, and more so in other offices, especially Taluk Offices. In the memoranda which we have received from the public, a point on which stress has been laid is the loss of papers in Revenue Offices and the need to devise measures to check 'burking' of papers by clerks. Loss of communications from the general public is a prolific source of discontent and, in the case of the less vocal and influential sections, may well lead to corruption and other malpractices. The general public have to be treated with due consideration in this respect.

290. We, therefore, feel that the rule should now be that all papers received in tappals should be numbered before they are handed over to the clerks, so that there may be no scope for the loss of any paper, and responsibility could be fixed in the event of loss in the rare cases when this occurs.

291. At the same time we feel that it is not advisable to revert to the elaborate "current register" which obtained under the "disposal number system" briefly described in paragraph 28 of Tottenham's report. We believe that the object in view can be achieved, so far as Collectors' Offices are concerned, by having a distribution register roughly on the lines of the one now in use in Taluk and Divisional Offices. The distribution register we have in mind will have columns as follows:—

- (1) The serial number of papers,
- (2) enclosures, if any,
- (3) number and initials of the clerk,
- (4) nature of final disposal with date, and
- (5) record-keeper's acknowledgment with date.

In view, however, of the vastly larger number of papers (running into lakhs) received in Collectors' Offices as compared to Taluk or Divisional Offices, we suggest that this distribution register should be maintained separately for each section, instead of one for the whole office. The serial numbers in column (1) of the distribution register will, of course, have been printed, as is the case at present with the distribution registers in Divisional and Taluk Offices. On receipt of tappals, the Collector and the Personal Assistant will first peruse them and send them on to the Huzur Sarishtadar, who will sort out the papers of each section into separate bundles. The section head concerned will, in his turn, study carefully all the papers sent to him, and will have them sorted out clerkwise. The papers will then be entered in the distribution register and numbered in the section itself in such a way that each clerk will have a consecutive series of numbers; to facilitate this, a numbering machine (which costs only about Rs. 30) should be supplied to each section. The papers will then be handed over to the clerks concerned, who will draw a bracket against column (2) and affix their initials in column (3) in token of having received their papers. This would ensure that every paper, of whatever description or nature it may be, gets a number affixed on it, and is acknowledged by the clerk who receives it ultimately.

292. In column (2) of the distribution register, very brief details of the enclosures should be given, e.g., "2 volumes service register", "1 Personal file", "2 maps", etc. If a paper received relates to a periodical, or is to be entered in a special register, such as gun licence renewal register, all that will be necessary is to ring off the entry in the distribution register, after noting in column (4) of the distribution register the number of the periodical or the serial number of the case in the special register. In the case of papers dealt with in the personal register, the entry number in the distribution register can be closed after noting against it the current number borne on the personal register. Acknowledgment of the Record-keeper need be obtained in column (5) of the distribution register, only

for papers which are not dealt with in some other register also (e.g., personal register or periodical register or special registers). Such papers will usually be those going into Record Files. Where there is some other register in which a paper is dealt with, it will generally be more convenient to take the Record-keeper's acknowledgment in that register rather than in the distribution register.

293. As the distribution register which we have suggested is to be maintained separately for each section of the Collector's Office, and as it will lead to confusion, and cause inconvenience, if the distribution register number is used also as a current number, it will still be necessary to have a "new case register" for the Collector's Office for personal register currents, so that there might be a continuous series of current numbers for the whole office, which might be quoted in correspondence, and according to which disposals could be arranged in the record room. After acknowledging the papers in the distribution register, a clerk will have to get new case numbers assigned wherever necessary as at present. The distribution register number will not be quoted in any correspondence, or made use of for any purpose, except for fixing responsibility for the physical custody of papers. Only the new case number or the periodical register number or the special register number, as the case may be, should be quoted as a reference number in correspondence. These arrangements will ensure that there is no confusion between the distribution register numbers and the new case numbers on the one hand and among the distribution register numbers of the various sections on the other. The present distribution register in Collectors' Offices can obviously be done away with when the modified distribution register is brought into use.

294. The advantage of the above system is that in the event of loss of a paper, the responsibility for it can be easily located. The number of papers received by each clerk on any particular date is known, and it will be his responsibility to produce those papers or show how those papers were disposed of. The very knowledge that if a paper is lost, responsibility can (unlike now) be fastened, will act as an effective deterrent to the 'burkinb' of papers by clerks. There is also the additional advantage that the total volume of correspondence work in the Collectors' Offices can be accurately gauged for statistical purposes, e.g., for comparing the volume of work in different offices, or for considering requests for additional staff.

295. Under the "Tottenham System", Government Orders and Board's Proceedings on which no specific action has to be taken, beyond merely communicating them to subordinate officers, should not be entered in any register, but should be merely 'filed' in one or other of certain "Record Files" prescribed for this purpose by Collectors or other heads of offices. The system of filing is

described in paragraphs 84 to 86 of the District Office Manual. We are later referring to this system of "record files" and suggesting some modifications as the system is not working satisfactorily. Almost all the officers, with whom we had discussions, conceded that the existing instructions on the system of filing were not being observed at all, and that it had become very difficult to trace Government Orders and Board's Proceedings, received in any office. It is now open to an unscrupulous or lazy clerk to put away the Government Orders and Board's Proceedings received in office without sending them to the record room at all. At the same time, it would entail enormous scriptory work, if all the Government Orders and Board's Proceedings, which are received in hundreds in Collector's Offices, are to be registered in the personal register and given an appropriate disposal. We, therefore, suggest that at the tappal stage such papers also should be dealt with like any other paper, i.e., they should be entered in the Distribution Register, and acknowledged by the clerks in column (3). If no further action is necessary on the Government Order or Board's Proceedings beyond "filing" it, the number of the record file in which it is to be kept will be got approved by the competent authority, and noted in column (4) of the distribution register, and the paper handed over to the Record-keeper under his acknowledgment in column (5) of the register. It would thus be possible to ensure that the clerks account for all Government Orders and Board's Proceedings received by them and send them to the record room without fail. At the same time, there is no scriptory work at all for the clerk beyond noting the record file number in column (4). Thus, an additional merit of the modified distribution register which we have suggested in the foregoing paragraphs would be that all "Record File" papers will be properly accounted for, and that there will be no possibility of any of these papers being lost or misplaced.

296. A distribution register in the form shown at page 74 of the District Office Manual is already being maintained in the Divisional, Taluk and Deputy Tahsildar's Offices. However, periodicals, papers to be "filed" in Record Files, and papers to be entered in special registers such as taluk register numbers 4, 5, 6, 7, 8 and 8A and the B. Memo. register, are not to be entered in the distribution register. Complaints of loss of papers have been more numerous in respect of Taluk Offices where the clerks are generally less experienced and the supervision less efficient than in Collector's Offices. Accordingly, it is more necessary in these offices than even in Collector's Offices, that every paper received in the tappals should be given a number, its disposal closely watched, all possibility of its loss or misplacement obviated, and provision made for locating responsibility in cases of loss or misplacements: We, therefore, suggest, that in Divisional, Taluk and Deputy Tahsildars' Offices also, *all papers* received in tappala

without any exception should be entered in the distribution register. After the papers received in tappals are sorted clerkwise, as at present, every paper will be given a number and entered in the distribution register. To facilitate this, a numbering machine should be supplied to each Taluk and Divisional Office. As the entries are made clerkwise, it will be an easy matter to bracket all the entries relating to individual clerks, and get their initials in column (3) in token of acknowledgment. In respect of periodicals or papers to be entered in special registers, the clerks will merely note in column (4) the periodical number or the serial number of the case in the special register. Government Orders and Board's Proceedings on which no specific action is necessary, will be closed in the distribution register after noting the appropriate record file number in column (4) and obtaining the Record-keeper's acknowledgment in column (5).

297. We may add that almost all Collectors and their subordinate officers with whom we had discussions, are in favour of this amplification of the scope of the distribution register in all offices and agree that this will, to a large extent, obviate the loss of papers and the frequent complaints received from the public in this respect. With the strengthening of the staff, which we have suggested earlier for the various offices on grounds of general increase of work, it should be possible for the distribution register to be maintained without any further additional staff.

298. It is also essential to devise arrangements for officers to personally keep track of important and urgent communications (especially D.Os.) received by them from the Board or Government, or from any other source for that matter. The Collectors have prescribed various unauthorized *ad hoc* registers in their offices designed to ensure that such important communications are not lost sight of and are attended to promptly. In an attempt to secure uniformity, the Board has recently, in B.P. Mis. No. 647/54, dated 9th May 1954, suggested (but not specifically ordered) the maintenance of a special register by all Collectors for personally watching correspondence on important matters. The Government have also, in Memorandum No. 984/54-1, Public (Services-C), dated 26th March 1954, ordered officers to keep a small, personal "call note book". We suggest that to systematize the matter, these registers could be standardized, and necessary instructions in regard to their maintenance may be embodied in the District Office Manual itself. The questionnaire for the inspection of offices will also have to be modified to include a reference to this special register and the personal call note book.

299. We would like to take this opportunity to reiterate the need for thorough and frequent inspection of personal registers by heads of offices and section heads. Not much purpose is served by the checking officer merely enumerating several defects in the running note file, and getting the clerk to reply to those remarks.

At least at the level of the section head and Personal Assistant; if not the Collector, it should be made a rule that the checking of personal registers should be done invariably in the presence of the clerk concerned, and with reference to all his pending files. The checking should be made with a view to take immediate further action on the spot on every file that has been delayed or wrongly dealt with, rather than (as is generally now the case) with a view merely to make a record of all the defects met with. No doubt this kind of thorough check will take about half an hour or so for each clerk but it will be time well spent. On the other hand, of course, if this kind of check is too frequent it will seriously dislocate the work of the clerk; so we suggest the check should come only twice a month by the section head and once by the Personal Assistant.

300. The view was expressed in some places that Collectors could be relieved of the obligations to check the personal registers of clerks in their offices. We do not agree with this view. Inspection of personal registers would give the Collector valuable insight into the state of affairs in his office, and also enable him to assess the quality of the supervision exercised by his Personal Assistant and section heads. The very fact that the registers have to be submitted to the Collector for check will ensure that the clerks maintain them better than they would do otherwise. In view of the pattern of checking we have laid down for the section head and the Personal Assistant, it would be sufficient if the Collectors check the registers once in two months.

301. We would also urge in this connection that, as in the case of personal registers, every special register maintained in an office should have a separate running note file in which checking officers should leave their remarks and get the replies of the clerks to defects pointed out. This is already done in some offices, but it should be enforced in all offices.

302. We would also suggest some incidental changes in office procedure to bring it into line with present-day requirements. A common complaint among those who had sent memoranda to us was that their communications were not even acknowledged by the department, and that this was the case even when there were valuable enclosures such as Government Promissory notes or Title Deeds. We suggest that it should be made a rule that *every* original communication received from a member of the public should be acknowledged within a day or two of its receipt, the prescribed printed cards being used for the purpose. The only exceptions will be those cases where a final reply itself could be sent within about a week. Where possible, an indication should be given as to when final orders may be expected so as to avoid frequent reminders. When a communication is transferred by a higher authority, such as the Collector, to a subordinate officer for disposal, the fact should be intimated by the former to the party,

who should be requested to carry on further correspondence directly with the subordinate officer. Printed cards for such communications have already been prescribed and they should be used more liberally.

303. Paragraph 57 of the District Office Manual provides that when a petition is rejected, no reasons for the rejection should be mentioned in the order unless the Collector has specifically directed that they should be given. Though reasons for rejection of petitions are now being recorded on the note file, cases still occur where no reasons are *communicated* to the parties. We feel that, in consonance with the present democratic set up, reasons for rejection of petitions should be invariably communicated to the parties unless the Collector or the head of the office thinks it inadvisable to do so on any particular grounds. The relevant provision of the District Office Manual should be amended suitably. We need hardly say that the public will have greater confidence in the administration if orders received by them show *prima facie* that their representations were adequately considered and, where their requests have been rejected, it was done only for specific reasons. A bald rejection without any reasons in explanation is likely to produce a sense of frustration.

304. Delays in correspondence can be traced in a measure to the practice of elaborate noting by most clerks, in spite of specific instructions in the District Office Manual that such tendency should be discouraged. Such noting obviously adds to the work of clerks. In most cases, no noting at all will be required, as the officer is himself expected to peruse the current file and write out his orders in the note file. Noting should be confined to cases where reference to previous files or some rules or orders is involved, and even then only to the barest minimum necessary. There should be no attempt to transcribe in the note file what is clearly set out in the current file. Officers should be told to see that the note file is only a key, and where necessary a corrective to the current file, and not a substitute for it or a replica of it.

305. In this connection we consider it necessary specifically to elaborate on two important points. A large number of references are received in the Collector's Office, which could be answered with reference to information available in the Collector's Office itself. However, not infrequently, reports are called for from the Revenue Divisional Officers on such references, and the Revenue Divisional Officers in their turn may call for reports from Tahsildars, with the result that the papers finally may go down to Revenue Inspectors and even to village officers. Such unnecessary calling for reports is typical of clerk-ridden offices. Every superior officer should take care to see that references to subordinate officers are made only when really necessary and absolutely unavoidable. Even when any such rereference is found to be necessary, two further

matters will have to be borne in mind. Firstly, the reference need not issue as a matter of routine to every subordinate officer, but only to those to whom the subject-matter may apply. Secondly, when a reference is made, care should be taken to see that all the required information is completely listed out and called for, so as to avoid the need for further reference on receipt of the first reply. In this context also, it would be very necessary for superior officers to specify the points on which they want a report. Reports should be called for in *pro formas* whenever possible, so as to avoid the chance of any aspect being overlooked.

306. The second point we wish to mention is that very often reports are called for in a routine fashion from subordinate officers for statistical particulars (e.g., particulars of areas of taluks and firkas, number and names of villages in each taluk, extent under cultivation with different crops in different faslis, particulars of rainfall, etc.), without verifying whether such statistics were previously called for at any time, or are already available in the office. A great deal of wholly unnecessary additional work is cast upon every official from Village Officer upwards in having to collect such statistics every now and then. We are of the opinion that every section head, and if possible, every clerk, in every office, should be encouraged to maintain a stock file of statistical information, properly indexed and constantly brought up to date. Whenever important statistics on any subject are collected and reported to any authority, a copy of the report should be kept in the stock file so as to be available for ready reference later on. In order to ensure that the stock files of these statistics are properly maintained, it is advisable for the Board to prescribe a standard list of such stock files. These stock files are of course quite different from those now in use in regard to ordinary correspondence-subjects, which are dealt with further below.

307. We believe that roneo forms could be used more extensively than at present for putting up notes, drafts and final orders on several matters such as sanction orders of Minor Irrigation and Rural Water-supply Works, issue of Gun Licences and Cinematograph Licences, grant of leave to village officers and so on. This will materially save time for the clerk, the section head, and the officer, and also for the fair copying section. In the course of our visits to offices we had occasion to examine the extent to which such forms for notes and drafts were being used, and found that in some of the offices there is large scope for extension of their use. We suggest that Collectors should continually investigate the possibility of extending the use of such roneo forms, and make it a point to look into the matter at the time of inspection of subordinate offices. As Taluk and Divisional Offices generally have no roneo machine, the Collector could have suitable roneo forms prepared in his office, and have them sent to subordinate offices.



308. The view was expressed by some of the officers with whom we had discussions, that the number of periodicals that have to be submitted now by the Revenue Officers is unduly large, and that some of the periodicals could be eliminated, or at least reduced in frequency. We, therefore, called for special reports from Collectors on the scope for elimination of unnecessary periodicals, and, on an examination of their reports, we feel that some of the periodicals could be eliminated or reduced in frequency. But a further examination will be required in each case, before a final decision is taken, and we are, therefore, transferring the Collectors' reports to the Board of Revenue. We also feel that there should be a systematic examination once a year by each head of office of all the incoming and out-going periodicals of his office with a view to see whether any of them could be abolished, or at least reduced in frequency. An annual periodical may be required to be submitted to the immediate superior to show the result of such examination, and the latter should review the necessity for continuing these periodicals, and issue necessary orders for their discontinuance in appropriate cases.

309. A large number of reminders received in Revenue Offices relate to delays in the submission of periodicals. To enable the officer to check delays in the submission of periodicals, there should be attached to the front page of the periodical register of each clerk, besides an index, a "calendar" showing by month and date, all the periodicals due from his seat. The section heads should also keep with themselves a calendar of all incoming and out-going periodicals relating to their section clerkwise and date-wise. It should be the duty of the section head to scrutinize the abstract every day, and ensure that periodicals are despatched promptly.

310. We had occasion to refer in an earlier paragraph to the system of record files now in use in Revenue Offices. Instructions for the maintenance of record files are contained in paragraphs 84 to 86 of the District Office Manual. Almost all the Collectors and their Officers, with whom we had discussions, conceded that the present system of marking 'F' and 'F-I' had not been working satisfactorily. The failure of the system can be gauged from the fact that there was hardly a single instance of any "filed" paper being indexed in any of the districts which we visited! Under the existing system, there is no check to ensure that the various Government Orders and Board's Proceedings received in offices actually reach the record room and are carefully filed there. The system of numbering in a Distribution Register, which we have suggested in an earlier paragraph, will, to a large extent, prevent such loss or misplacement of papers to be "filed". Record files are maintained in respect of a number of other subjects also besides Government Orders and Board's Proceedings, such as inspection

notes, jamabandi check memoranda, sanction of leave and increments to staff. It has been left to each Collector to prescribe the list of subjects for which record files are to be kept, and consequently, there are variations from district to district both in the number and heading of record files. In one district, we found that a record file was being maintained even for the *Fort St. George Gazette*! We, therefore, suggest that the Board should draw up a standard list of record files for adoption by Collectors, and their subordinate officers. Thick folders, with the record file number and subject-matter printed on them, should be supplied to all offices for filing papers. On the inside of the folder for each record file, an index should be kept showing serially, the number and the of the Government Order or other document kept in that file. This would enable the officers to verify easily whether a particular Government Order or Board's Proceeding had been received in the office or not. It will not be necessary to write in the index the particulars of the Government Department, as the information would be already printed on the folder itself. Nor need the subject be written, as the number of the Government Order itself will be sufficient to trace it. We realize that some additional scriptory work will be involved in the maintenance of such an index for each record file, but this would be quite worth while in the interests of quick tracing of papers when required again. To argue that even such little scriptory work is unjustified, would imply that it was hardly worth while communicating to the office concerned the Government Orders or Board's Proceedings in question—a conclusion we are loth to draw.

311. *Period of retention of different records.*—Apart from N. Disposals, there are three kinds of disposals now in vogue, namely, R, D and L. It sometimes happens that L Disposals are required for reference after they are destroyed. To avoid this inconvenience, we considered a suggestion whether all L Disposals could be retained for three years instead of for one year, as at present. A few of the Collectors and their officers were in favour of increasing the period of L Disposals to three years, while the majority felt that, with such an increase in the period of retention of L Disposals (which constitute the bulk of the records in any office), the record room might get congested. We feel that much of the inconvenience caused by the premature destruction of these records could be obviated if there were a new kind of disposal intermediate between L and D in respect of papers which may have to be retained for more than one year but which it is unnecessary to retain for as long as ten years. A new disposal—it may be called 'K' disposal (Keep)—could be prescribed in respect of papers, which are to be retained for three years. Papers relating to money claims, refunds of revenue, grant of leave to village officers for more than one year or leases for one or two years, to give only a few obvious examples of such papers, can be given this 'keep' disposal. As regards D Disposal, we consider that the present period of

retention, viz., ten years, is quite suitable. With the introduction of 'K' disposal, the number of D. Disposals would naturally get reduced. R. Disposals are now retained permanently. It may sometimes happen that a paper which is marked for permanent retention may cease to be of any interest after a decade or so, and there is no reason why the record room should be permanently burdened with such files. We, therefore, suggest that even R. Disposals should be reviewed after 30 years and destroyed, if found necessary. This work in respect of R. Disposals already 30 years old may be spread over a period of a year and completed by the end of 1955; after that only one year's disposals will come up for review each year, and the work will not be onerous. In order to prevent careless destruction of R. Disposals, it may also be provided that such of them as are considered suitable for destruction should be kept ready at the time of annual inspection of the office, and that the inspecting officer should pass orders for their destruction after a careful scrutiny of the files. We may add that all the Collectors and their officers with whom we had discussions are generally in favour of these suggestions.

312. Periods of retention are now prescribed *ad hoc* for each periodical and for some special kinds of papers (e.g., election records), and it is impossible for any officer to know, without undertaking a kind of research, how long a periodical or other record is to be retained. It is very desirable to have a simple and uniform set of rules which are adhered to in practice rather than have complicated rules which it is difficult to adhere to. We, therefore, suggest that the present rules regarding retention of periodicals should be simplified so as to classify periodicals and all other records into one or other of the four different categories of disposals—L. Disposal, K. Disposal (which we have suggested), D. Disposal and R. Disposal.

313. The rules regarding the retention of record files should also be simplified in a similar manner. Ordinarily, it should suffice if record files relating to such matters as inspection notes, jama-bandi check memoranda, etc., are retained for three years. The record files relating to Government Orders and Board's Proceedings could be destroyed after ten years. If a Government Order of Board's Proceedings is of such importance so as to require permanent retention, then it should not go into a record file at all but should be registered in the personal register and closed in R. Disposal so that it might automatically be indexed. All record files will of course be scrutinized before destruction, just like any other file, and those papers which deserve to be retained permanently could be sorted out and closed in R. Disposal.

314. According to Board's Proceedings No. 38, Press, dated 22nd October 1951, personal registers, distribution registers and new case registers are to be retained for five years. Some of the Collectors represented to us that personal registers should be retained

for ten years. They argued that it might be possible with reference to a personal register to verify the correspondence relating to papers closed in L. Disposal and destroyed. This argument does not appear to be convincing. We fail to see the utility of retaining personal registers for more than three years when the bulk of the papers dealt with would have been destroyed at the end of that period. The mere information that a particular file had been dealt with in an office is not likely to be of much use when the file itself had been destroyed. We, therefore, feel that personal registers, distribution registers and new case registers could be destroyed after three years. It is anomalous that while personal registers are now being retained for only five years, the periodical registers should be retained for ten years. These registers merely give the date of despatch of different periodicals, and the items are carried over afresh each year to a new register. It should, therefore, suffice if the periodical register also is retained for three years.

315. *Stock files.*—All important orders are to be kept in stock files for facility of reference as per the instructions contained in paragraph 152 of the District Office Manual. The necessity for stock files is obvious, as there is a large body of Government Orders, Board's Proceedings and other orders, not embodied in the departmental books, but which nevertheless are in force and have to be adhered to, and which should be available in a handy form for ready reference. As a rule, the present state of maintenance of stock files in all offices leaves much to be desired. In fact, most of the officers with whom we had discussions admitted that stock files were not being maintained satisfactorily. Generally, no proper index is kept; obsolete orders are not weeded out and cross-references are not noted, with the result that an officer going through a stock file cannot at all be certain whether the orders contained in it are up to date. It is this uncertainty which hampers busy executive officers like Collectors, Revenue Divisional Officers and Tahsildars in taking quick decisions, and which is, to a considerable extent, responsible for delays in correspondence in Revenue offices and unwitting violation of many important orders. The present system has the inherent defect that the proper maintenance of stock files depends primarily on the competence of the clerks, and is constantly and continuously handicapped by changes of personnel among clerks, section heads and heads of offices; it is impossible in these circumstances, to expect any improvement in the working of the system; and nothing short of an arrangement for a central compilation of these orders at a responsible level will meet the case. We, therefore, feel that printed stock files containing important Government Orders and Board's Proceedings should be compiled for all important subjects and supplied to all subordinate offices down to the Taluk offices.

We have seen some of the stock files which were recently got printed in the Board's office, and we find that these stock files are much more readable and handy than the usual kind of stock files; but not, from what we have seen, quite in a condition to be issued to subordinate offices without further scrutiny as to completeness and accuracy. We realize that the cost of printing stock files will be considerable, but we feel that the supply of such stock files will greatly improve the efficiency of district revenue administration, and will also save much scriptory work in different offices. In fact, it is desirable that the distribution of stock files should be on the same scale as the Board's Standing Orders and other books of reference; printing will facilitate this. We suggest that the compilation of printed stock files should be done in the office of the Board of Revenue and that they should be re-issued quinquennially. We consider that it is advisable for the Board itself to standardize the list of stock files to be maintained in every office, in the interests of uniformity and efficiency, instead of leaving it to each head of office, as at present, to prescribe his own list. In the intervals, between these quinquennial supplies, it will still be necessary for supplementary manuscript stock files also to be maintained for each subject in respect of all orders issued during those periods; and we suggest that whenever a Government Order or Board's Proceedings is considered important enough to be communicated down to the level of Tahsildars, it should be printed, and sufficient spare copies should be sent to Collectors so that they could be straightaway distributed to the subordinate offices without having to be roneoed in Collectors' offices. Each office should get at least two copies of these printed orders, so that one copy could be placed in the stock file straightaway. The number and name of the stock file in which any paper should be placed, should be boldly printed on it, to facilitate the work in subordinate offices and to prevent misplacement. The case of stock files relating to matters purely of local interest would of course be outside these general arrangements.

316. We also suggest that important Codes and Manuals should be more frequently reprinted and issued than is now the case. In an earlier chapter, we had occasion to complain how the clerks were handicapped in passing their tests by the non-availability of Board's Standing Orders. A few other important books like the District Office Manual are also out of print. In the course of our discussions with the Controller of Stationery and Printing, we gathered that there had been delays ranging from 6 months to 2 years in the printing of these books. We suggest that the Government should instruct the Controller to assign high priority to the printing of important departmental manuals. The absence of books of reference impedes the despatch of business. We, therefore, suggest that the Board of Revenue or other appropriate authority, as the case may be, should review periodically (say once

a year) the stock position, and consider the necessity for reprinting and re-issuing important Codes and reference books such as the Board's Standing Orders, District Office Manual, Stamp Manual, Madras Treasury Codes, Madras Account Codes, Taluk Manual of Accounts, Village Manual of Accounts, Madras Financial Codes, Takkavi Manual, Land Acquisition Manual, etc. If a Code or Manual is likely to run out of stock within the next 12 months, or if the correction slips have become so numerous that reference to them is cumbersome, that would be an indication that the book in question should be reprinted and issued. Under no circumstances should a situation arise when important books are out of print as has happened in the case of the Board's Standing Orders, for the last over a decade.

## CHAPTER XIV.

### FORMS AND STATIONERY.

317. About 2,000 different forms—Revenue, Special Funds, Common and T. & A. Forms—are in use in the offices of the Revenue Department. Forms, besides saving scriptory work, help to draw attention to all points relevant to the disposal of cases. Our inspections and inquiries have revealed that the work relating to forms as well as stationery—especially the preparation of indents and maintenance of stock accounts—have been very badly neglected and that in consequence the efficiency of the department has been impaired.

318. Forms are now supplied by the Controller of Stationery and Printing against indents sent periodically by the various unit officers. A cycle of dates for submission of indents as well as supply has been fixed by the Government for different varieties of forms. The Controller does not keep with him any reserve stocks of any forms, owing mainly to difficulties of storage accommodation, and he takes up the printing of each form every year only after consolidating the indents from various offices. It is clear, therefore, that unless the indents are submitted by the various officers on the due dates, it will not be possible for the Controller to adhere to his programme of printing. During our discussions with the Controller, we ascertained that at least 40 per cent of the indents from the Revenue Officers were being received after delays of two to three months. As the commencement of printing of the forms could not be put off indefinitely, the result is that officers who send belated indents have often to go without the supply of forms in the cycle, and consequently wait till the following year for their supply.

319. In the course of our visits to a few of the Taluk offices, we had occasion to scrutinize the office copies of some of the

indents. These bore no evidence at all of any check by the heads of offices, or even the ministerial heads though the certificate that "the stock of forms had been verified and found to be correct" had been furnished, apparently in a routine manner. The officers were frank enough to admit that, owing to their pre-occupation with other pressing items of work, the preparation of indents had been left entirely to an over-worked and none too diligent Record-keeper, who, himself having very often a good deal of original correspondence work to attend to, had in turn to look to the Record peon for help. Nor has any effective control been exercised in the Treasury Deputy Collector's offices through which indents are generally routed. In fact, the Controller showed us an indent from a Taluk office which had not even been countersigned by any officer in the Collector's office. The result has been that even the most glaring mistakes in the preparation of indents have gone undetected.

320. A few of the more common mistakes in the preparation of indents which we came across may be referred to. The number of forms required for any particular year has to be calculated with reference to the average annual consumption during the three previous years, the balance actually on hand on the date of indent, and the quantity required during the remainder of the supply year. Unless the number asked for conforms to the calculations set out above, the Controller will not supply the quantity asked for in full. In some cases, where Tahsildars complained of a short fall in the supply of forms, a reference to the indents revealed that the supply by the Controller had been in accordance with the average annual consumption, and that it was the Tahsildar who had 'inflated' his requirements. We can give many such instances of inflation of indents. For example, the Currency Chest Register (T. & A. 194) is supplied in book form, and one register will suffice for at least three years' use. But in the Taluk office, Kozhikode, we found that the Tahsildar had noted the average annual consumption as 16 registers. As a result of such 'inflation' of indents going on undetected for years, we found that there had been such a heavy accumulation of stocks in certain cases that the existing stocks of some registers and forms would last for a few hundreds of years. The Taluk office, Kozhikode, has now 160 volumes of the Currency Chest Register, which would suffice for nearly 500 years. But even this figure is surpassed by another Taluk office namely, Madurai, where there are some 300 volumes of this register, which would be sufficient to last for 1,000 years. In another Taluk office, we found 32 volumes of Process Register No. 3 (R.F. 26-50) and the Tahsildar conceded that the existing stock would suffice for 150 years. This manner of presentation of these cases is only to highlight the carelessness displayed; the actual numbers involved are not, it may be noticed, very large; and the instances are strey.

321. More often, of course, it is the reverse that happens and important forms are altogether omitted to be indented for. In one district at least, we learnt from the Treasury Deputy Collector that a Tahsildar had failed to indent for ' Adangal ' forms (Village Account No. 2), and yet complained of the non-supply of those forms.

322. Prompt action is not also taken in Taluk offices to check the receipt of forms against the invoices sent by the Controller. In one Taluk office, we found that the invoices for supply of forms received even a month or two prior to our inspection had not been checked, and that the receipts had not been entered in the Stock Registers.

323. Certain observations about the state of maintenance of Stock Registers of forms are called for in this connection. The registers have generally been written up in the most careless fashion, several important columns not having been filled up at all. The receipts and issues of various forms have not been noted in the Stock Register, nor the number of the invoices under which forms had been received. The average of one year's consumption had not also been entered in respect of any of the forms as required by the heading of the columns in each page of the Stock Register. In the result, we found many discrepancies between the actual stocks and the book balance. Thus, in the Taluk office, Cuddalore, we found only 7 registers relating to ordinary postage stamps (R.F. 30-11) while according to the books there ought to have been 24 registers. In the same office, though there were approximately 5,000 forms relating to Village Account No. 3, no corresponding entries had been made in the Stock Register. The Stock Registers in some of the Taluk offices inspected by us do not appear to have been looked into at all by anybody during recent years.

324. The arrangement of the various forms in the Record rooms also leaves much to be desired. The Record room was in a chaotic condition in some of the offices visited by us. In one Taluk office, we found some bundles of forms received a month or two earlier, lying unopened and unverified. Officers were not even aware of the existence of some of the forms which they had in stock and in some cases, forms which could have been used with advantage were not being used at all. Thus, common forms, C.F. No. 44 for acknowledging petitions from parties, C.F. No. 38 for intimating petitioners of transfer of their petitions to another officer, and C.F. Nos. 32 (b) and 41 for communication of short orders, had not been distributed among the clerks, and were lying unutilized. We feel justified in drawing the conclusion that Tahsildars had generally abdicated their responsibilities in regard to the proper maintenance of the Record room in favour of their



record-keeper, who himself is only an inexperienced and over-worked lower division clerk. Of course, inspecting officers have also to share the blame for the present unsatisfactory position.

325. Similar defects, namely, delays in the submission of indents, wrong estimation of requirements and inaccurate accounting of stocks have been noticed in regard to articles of stationery also.

326. We should, however, hasten to observe that the delays and defects in the preparation and submission of indents, and in the maintenance of the Stock Registers, constitute only one side of the picture. The other side, namely, that relating to supply of forms by the Controller against indents, is also equally unsatisfactory. Put briefly, the supply is intermittent and generally inadequate. We understood that the Government Press is called upon, at short notice, to undertake special items of work such as the printing of ballot papers for elections to District Boards, printing of matter relating to Electoral Rolls, etc., and in the absence of any separate establishment or machinery in the Government Press for attending to such urgent jobs, the printing of forms is naturally put off, without a full appreciation of the effects of such action on the day to day working of the administrative machinery. In the course of our discussions with the Controller of Stationery and Printing (Sri Stooks), we understood that, when he took charge of his office late in 1953, the printing of forms against the indents for 1951-52 and 1952-53 was still in arrears. For these two years, therefore, Revenue offices had to get on without regular supply of forms, and depend merely on the stocks which they happened to hold. The various forms required for use by village officers were in particular, not supplied, with the result that in some districts, the karnams had even to get the forms locally printed at their own cost through their association. In one district at least, they were informally directed by a helpless Taluk office to a private printing press which supplied the forms on payment. The officers of the Revenue Department had of course been reminding the Government Press all the time for the supplies of forms, but no replies were apparently sent to them. The Controller himself confessed to us that the clerical staff in his office was very inefficient, and that even telegrams from different officers were very often ignored. When owing to pressure of special work, the Superintendent, Government Press, was not in a position, for two years in succession, to print these forms, he should either have apprised Government in time of the position so that alternative arrangements could have been made by them, or informed the indenting officers of the position so that they could have moved in that direction. As there would be no point now in purporting to make supplies as for 1951-52 and 1952-53, the Controller has, and rightly we think, treated those indents as

cancelled, and arranged to make some *ad hoc* additional supplies for the current supply year. Again, such supplies of forms as were actually made, were not in time, with the result that the full benefits of these supplies could not be derived by the offices concerned. Adangal forms (Village Account No. 2), for instance, supplied long after the cultivation season, could not obviously serve any useful purpose in that fasli. It was also represented to us by some Tahsildars that it was not an uncommon experience for them to receive supplies of forms which either they had not indented for, or did not relate to their department. We ourselves saw in one Taluk office a large stock of Police department forms. Though the officer at the receiving end ought in such cases to take the initiative to transfer the unwanted forms to the appropriate office or department, the fact remains that even in regard to such a simple matter as despatch, and possibly the sorting out of the forms, mistakes do occur in the Controller's office.

327. With regard to stationery also, the supplies where made, have been piecemeal, while certain items were not supplied at all for want of stocks with the Controller himself. It was also represented to us that there is considerable scope for improvement in the quality of some of the articles of stationery supplied. Taluk offices in particular seem to have suffered the most in the matter of supply of stationery, as the Collector's office or other unit offices through which these articles were generally supplied, were inclined to retain for their own use a disproportionately large share of the supplies. Thus, in one Taluk office, we noticed that the clerks had no white or badami paper to write on, and they were using the blank portions of various forms for putting up their notes and drafts, though we learnt from the Controller that the Collector's office which had to supply that Taluk office had ample stocks of paper on hand, and its consolidated indent had been complied with, to the extent admissible.

328. We have carefully considered the ways and means of improving the present position with regard to the indenting and supply of forms and stationery. We feel that the existing system of insisting on fresh annual indents every year, should be given up. The preparation of these indents entails a good deal of scriptory work. Since the indents are very often got prepared by a lower division clerk at high pressure and without adequate supervision just a few days in advance of the due date, mistakes inevitably creep in. Nor will it be possible for a responsible officer to find time to scrutinize carefully the stock and indents in respect of every item when approving the indent. If the head of the office delays the submission of the indents, the entire Revenue staff and the Village Establishment have (for no fault of theirs) to carry on without forms or stationery in the following year, resulting in loss of efficiency, and inconvenience to the general public. There

are also some delays in the countersigning office, not to speak of the uncertainty whether the Controller would finally supply indents either punctually or completely.

329. Normally, there will not be any considerable variations in any office, from year to year, in the requirements of most of the forms. Likewise, the quantities required of various articles of stationery like white paper, badami paper, typewriter ribbons and ink powder, will, within certain limits, be the same from year to year in any office. We, therefore, suggest that the present system of annual indents might be dispensed with and that instead, the Board of Revenue should, in consultation with the Collectors, lay down for each Taluk, Divisional and Collector's office a standard annual scale of supply of different forms and articles of stationery. The scale of supply may, in the first instance, be approved by the Government. It should be the duty of the Controller automatically to supply year after year, direct to each office, the quantities of forms and stationery as thus finally fixed by Government, and by the dates to be specified. With this fixation of a scale of supply for all offices, there will be no need for regular annual indenting. There might, of course, be slight variations from year to year in the requirements in respect of a few forms. In a year of drought, for example, forms relating to Village Account No. 5 may be required in large numbers. When extensive areas are newly brought under irrigation in any particular taluk or district, a large supply of forms relating to Village Account No. 6 might be required. An indent may have to be prepared annually in regard to such variations, and even then, only after the possibilities of adjusting stocks of forms within the district and among the districts as a whole, had been explored by the Collector and the Board of Revenue, respectively. If such adjustments are not possible, then alone should there be need to place an indent on the Controller for the supply of additional forms or articles of stationery. The Board of Revenue will be the appropriate authority to place such indents on the Controller on a State basis.

330. The advantages of the scheme suggested by us are manifold. The clerical work involved in the preparation of the bulk of the indents will be cut out, thereby saving public time which could be put to better use. Each office will be assured of a minimum supply of forms and stationery without having to suffer for the mistakes that may be committed by a low-paid record-keeper. The Controller would know in advance the volume of printing work ahead of him and could therefore arrange the programme of work in the Press suitably. The work involved in his office in the shroffing of indents would disappear almost completely. Further, the Board of Revenue, which is the head of the department, has now no means at its disposal of knowing the position in regard to supply of forms and stationery, though this has a bearing on the

efficiency of the department. Our suggestions would place the Board of Revenue in the centre of the picture, and would enable it to review periodically the position in regard to the supply of forms and stationery. We may add that all the Collectors with whom we had discussions, and the Controller of Stationery, are in favour of the scheme suggested by us.

331. Prescription of a standard scale of supply of forms and stationery to different offices on the lines suggested by us will of course take some time, and we have some suggestions to offer for the interim period. In the event of a shortfall or failure in the supply of forms or stationery, apart from sending frantic letters and telegrams to the Controller of Stationery and Printing, which generally evoke no response, there is no course now open to the indenting officer to seek remedy. Once the indents are prepared and sent up to the Controller of Stationery and Printing, they are not kept track of by the indenting officers. We therefore suggest that a current should be opened for every indent after it is despatched as a periodical, and that it should not be closed till the supply of forms of stationery covered by the indent has been completely made, and the invoices checked and acknowledged. In the event of a partial or total failure of supply, the subordinate officers should report to the Collector, who should in turn take up the matter with the Controller of Stationery and Printing. If the reasons advanced by the Controller for non-compliance with the indents are unsatisfactory, the Collector should take the matter to the notice of the Government through the Board of Revenue.

332. It is also necessary that the Record rooms of the Taluk and Divisional offices should be completely overhauled and that the Stock Registers should be brought up to date, so that a start might be made on a clean slate. We, therefore, suggest that the Board of Revenue should at once arrange for a physical verification of the stocks of the different kinds of forms stored in all Revenue offices and for the accurate posting of Stock Registers. The verification should be done in the immediate presence of the head of the office or Personal Assistant to the Collector as the case may be, and should be completed within a period of three months. It should thereafter be the responsibility of the head of the office to ensure that accurate accounts are kept for the different varieties of forms. The appointment of an Attender for the Record room, and a Headquarters Deputy Tahsildar for Taluk offices, as suggested by us, would also improve matters. The Record-keeper has now very often a good deal of correspondence work on various subjects to attend to, with the result that he has to neglect his legitimate work in the Record room. With the strengthening of the staff in the Taluk offices on the lines indicated by us, it should be possible for the Tahsildars to relieve the Record-keeper completely of correspondence work relating to subjects other than those that pertain to the Record room. At the time of the annual

inspection of the Taluk office, the Divisional Officer should invariably look round the Record room, inspect the Stock Registers, and physically verify the stocks in a few cases himself and record the result in the notes of inspection. An officer should be made to realize that the Record room should receive his personal attention and that any slackness in this respect will be taken severe note of. The questionnaire for the inspection of Taluk offices should be suitably amplified. Similar considerations apply to the superior officers also.

333. Supplies of stationery and forms are made not direct to all offices, but in some cases through what are known as unit offices. These unit offices had presumably been selected with reference to their convenient location, such as being at a railhead. It is the duty of the unit officer to receive the supplies from the Controller of Stationery and Printing, and arrange for their distribution to the other Revenue offices located in the interior. This unit system was allowed to be continued presumably with a view to secure some economy in railway freight. This system, however, has not been found to work satisfactorily. In the event of a partial deficiency in supplies, the unit officers generally appropriate in full their requirements from any stocks received, and supply only much smaller quantities to the other offices. We, therefore, suggest that supplies of all forms and stationery should be made direct to all offices by the Controller himself. This may not involve any additional expenditure, as in any case the unit officer will have to incur some expenses for transporting the forms and stationery to the offices attached to him. The Controller of Stationery and Printing feels that he can undertake direct supply. Even if the number of despatches in his office has to be increased in consequence as represented by the Controller the expenditure will be worth incurring in the interests of efficiency and ultimate economy.

334. Even with the regular supply of forms on a standard scale, occasions may arise when some forms may have to be got printed urgently, or some important circulars (e.g., to village officers) may have to be printed and issued. The Collectors pressed that they should, on such occasions, be empowered to print forms and circulars locally. We, however, feel that a more satisfactory arrangement in such emergent cases would be for the Controller of Stationery himself to get such forms printed in private presses and supply them to Collectors if he cannot undertake the work in the Government Press itself. The Controller of Stationery and Printing, with his closer contact with the printers, may be able to secure better terms to the Government. In extremely urgent cases, where the delay involved in corresponding with the Controller will defeat the very object in view, Collectors may be authorized to resort to local printing at any private press approved in this behalf by the Controller beforehand. With regard to stationery, Collectors have now powers to make local purchase up to Rs. 25 at a time if the Controller of Stationery and Printing is not able to

supply those articles himself. We suggest that the Collector's powers might be enhanced suitably, say, up to Rs. 100, in view of the rise in prices, and the increased volume of work in the Revenue Department.

335. In the course of our discussions with the Controller, we understood that the congestion in the Government Press would be relieved to a certain extent if a small Rotor Printing Press costing only about Rs. 10,000 could be located in some districts. This machine, we are told, can straightaway print copies of any matter written on a special kind of paper. The possibility of establishing such a press in at least some of the heavier districts like Tanjore, Madurai and Coimbatore, may be explored by Government in consultation with the Controller of Stationery and Printing. Any such press can of course cater to the needs of all departments in the district, and not only of the Revenue Department.

336. During the war, many of the forms were ordered to be reduced in size as a measure of paper economy. It was complained before us that some of the forms so reduced in size are found to be inconveniently small in size, and that much difficulty is being felt in writing up these diminutive forms. As 2,000 different forms are in use in the department, it has obviously not been possible for us to examine all those forms and make suggestions with regard to the enlargement of their size. We would, however, suggest that a Revenue Officer in the grade of a Deputy Collector should be placed on special duty for about a month to go into the question of revision of the size of forms in use in the Revenue Department in consultation with the Controller of Stationery and Printing. We have, however, examined a few of the important forms which are in constant use, and suggest that at least the forms listed out in Appendix XXI should be restored to their previous size immediately. The Controller of Stationery himself conceded that the printing of small size forms was definitely uneconomical as the printed headings themselves took up a good deal of space, leaving very little space for entries to be made, and leading to the rather anomalous result that far from there being economy in paper, there was ultimately avoidable wastage of paper. We are satisfied that the diminutive size of some of the forms does result in considerable inefficiency and inconvenience and that it is necessary to restore their size to pre-war standards.

## CHAPTER XV.

### TOURING.

337. *Minimum touring.*—Being the principal executive officers of the Government, most of the officers of the Revenue Department have to be frequently on tour, and the Government have also recognized the need for such tours, and prescribed certain minima of touring to be done by the different grades of officers. Under

Board's Standing Order No. 124, Collectors are required to be on tour for 60 days and Revenue Divisional Officers for 75 days in the half-year. Board's Standing Order No. 128-5 requires Tahsildars to be on tour for 90 days in the half-year, while Revenue Inspectors are, under Board's Standing Order No. 140-14, to be on tour for 25 days in the month. There has been an increase in the tempo of activities of the department in recent years, particularly on the developmental side. The National Extension Service Scheme is now in force in a few areas in each district, and is likely to be extended to other areas also in the future. The increased range of duties calls for more touring than previously, and in fact all grades of officers are generally now on tour for more than the prescribed number of days. We, therefore, feel that it is appropriate that the touring prescribed for Revenue Officers, should, accordingly, be raised. We suggest that the minimum of touring may be increased from 60 to 75 days in the half-year for Collectors, from 75 to 90 days for Revenue Divisional Officers, and from 90 to 120 days for Tahsildars. We may add that this suggestion was agreed to by all the officers in the districts with whom we had discussions.

338. *Proportion of halts and marches.*—In order to ensure that officers halt in interior parts sufficiently long so that they can conduct inspections and enquiries thoroughly and be generally accessible to the public, Government have prescribed a proportion of halts to marches. In view of the rapid touring necessitated by the increased activities during and after the war, the proportion of halts to marches, which was previously as 1 : 1 was revised as 1 : 2 for Collectors and Revenue Divisional Officers. Some Divisional Officers represented to us that this proportion of halts to marches should be further relaxed, or, in the alternative, that night halts made even on days of marches should be construed as halts for the purpose of computing the proportion. We are definitely of the opinion that, when an officer goes to a camp, he should stay there for a few days on all normal occasions so that he could attend to all local inspections and inquiries to be made in the neighbourhood, and in order that the villagers of the area may come to know of his camp, and make any representations to him that they may wish to. The tendency to march to camp late one evening, and to return to headquarters at an early hour the next day, is strongly to be deprecated. Camping should be in the public interests, and not merely a matter of arithmetic to arrive at the prescribed minimum touring. We may also add that most of the Collectors and Revenue Divisional Officers are in favour of the maintenance of the present proportion, particularly as marches from camp to camp are now construed as halts. We are, therefore, of the view that there is no need to relax the present proportion of halts to marches, viz., 1 : 2. We may add that as developmental activities and the increased tempo of general work require that officers should cover

their jurisdictions frequently, and as all areas should receive adequate attention, there is no need to consider the question of reverting to the old proportion of halts to marches, viz., 1: 1.

339. *Facilities for night halts.*—In the case of Tahsildars, no proportion of halts to marches has been laid down, but with reference to local conditions some Collectors have been insisting upon a certain number of night halts. The position may remain so. We find, however, that many Tahsildars are now unable to make night halts in villages on any considerable scale, firstly because they have to return to headquarters every day to attend to their urgent correspondence work, and secondly because there are no suitable public places for them to stay. The proposal for the appointment of Headquarters Deputy Tahsildars for every taluk, made in an earlier chapter, would solve the first difficulty, but the second would still remain. Government chavadies in the rural areas are so few and far between that very often Tahsildars are left, if they want to halt, with no alternative except to stay in the houses of village officers or some leading ryot; the undesirability of that, from an official point of view, is obvious. We are, therefore, of the view that, in the best interests of the public and the Government, a number of new chavadies should be constructed in important villages, on a planned programme over a period of five to ten years. Independently of that, while implementing the provision for the construction of Community Halls under the National Extension Service Scheme, Collectors may be instructed to examine the possibility of constructing Community Halls in such a way that they could also serve as halting places for touring officers including Tahsildars. In any case, meanwhile, budgetary allotments for constructing new chavadies, and also for repairs and improvements to existing chavadies, should be increased.

340. *Revision of fixed travelling allowance.*—Tahsildars and Deputy Tahsildars are at present being allowed only fixed travelling allowance for their tours. The standard monthly fixed travelling allowance for Tahsildars is Rs. 49-2-0 and for Deputy Tahsildars, Rs. 33-12-0. The Tahsildars were unanimous in complaining about the inadequacy of the present fixed travelling allowance in itself, and also in view of their having to tour for about 25 days in a month, as against a minimum touring of 15 days in a month upon which the fixed travelling allowance is based. The fixed travelling allowance is intended to cover not merely the expenditure on account of food and halting charges but also the conveyance charges. Officers of the grade of Tahsildars are entitled to a daily allowance of Rs. 3-6-0 or Rs. 4-8-0 (depending on their pay), and even if they were allowed only daily allowance for just 15 days, their fixed travelling allowance should be more than the Rs. 49-2-0 they are getting. Officers who draw daily allowance are also entitled to claim actual conveyance charges. In view of the low



rates of fixed travelling allowance, it sometimes happen that the peon accompanying a Tahsildar on tour draws a larger amount as travelling allowance than the Tahsildar himself, as the former is allowed to draw travelling allowance under the Madras Travelling Allowance Rules. The disparity between the fixed travelling allowance now drawn by the Tahsildars and the amount they would be entitled to if they were allowed travelling allowance under the Madras Travelling Allowance Rules, would be still more marked if they tour for more than 15 days in a month, as they are now generally doing. If, as proposed by us, the minimum touring is raised to 20 days in the month, the present fixed travelling allowance would have to be disproportionately raised; but the case of the Tahsildars is that for the reasons indicated above, that would still be quite inadequate; they press that they should be either allowed to draw travelling allowance under the Madras Travelling Allowance Rules, or that the present fixed travelling allowance should be doubled. The problem of allowing the Tahsildars travelling allowance under Madras Travelling Allowance Rules is beset with certain practical difficulties, and will also entail avoidable scriptory work in the preparation and scrutiny of travelling allowance bills. We are, however, convinced that the present fixed travelling allowance is inadequate and we recommend that it should be increased to at least Rs. 75 a month, the minimum touring of Tahsildars being also, as proposed by us, raised to 20 days in the month. Deputy Tahsildars in independent charge of entire taluks, like Arni, Bhavani, Paramakudi, etc., should also be allowed to draw the same fixed travelling allowance as Tahsildars, as the size of their charges is very much the same as that of a taluk manned by a Tahsildar. We consider that there is no case for increase in the fixed travelling allowance of Revenue Inspectors and dependent Deputy Tahsildars as their jurisdiction is compact, and as they could economize on their conveyance charges by the use of cycles.

341. *Provision of jeeps to officers.*—It was represented to us that, when a Tahsildar is on tour, much of his time is being wasted in waiting for public conveyances. This is also the case with Revenue Divisional Officers who do not own cars. Besides, Tahsildars and Revenue Divisional Officers find it difficult to reach interior villages, and when they do manage to reach them, it is only after considerable expenditure of time and money. The Collectors generally felt that Tahsildars and Revenue Divisional Officers would be able to turn out better work if they were provided with jeeps. We agree with that view. For maintaining close contact with rural areas, it is particularly important that interior villages should be visited. On inspections or inquiries, a Tahsildar could turn out twice or thrice as much work if provided with a jeep as he would be able to do otherwise. Much public time could be saved if Tahsildars could move about quickly. We realize that the supply

of jeeps to all Tahsildars and Revenue Divisional Officers may not be feasible from the financial point of view. We would, however, urge that a jeep should be supplied at least for each division, so that it could be shared by the Tahsildars in the division and the Divisional Officer himself. The jeep could be allotted to each Tahsildar for about a week, and he could use it particularly for carrying out inspections in interior villages. As the fixed travelling allowance of Tahsildars comprises also an element of conveyance charges, it will be quite reasonable to cut the fixed travelling allowance of Tahsildars to some extent for the days they use the jeeps. We consider that a cut of Rs. 1-8-0 per day would be reasonable.

342. *Increase of mileage allowance of Revenue Divisional Officers.*—It was represented to us by some of the Divisional Officers that they were being allowed mileage at only six annas per mile, while officers of the same grade in other departments, such as Deputy Superintendents of Police and Deputy Prohibition Officers, are being allowed mileage at nine annas per mile. We are not aware of the reasons for such a distinction as between officers of the same grade having more or less comparable jurisdictions. The touring of Revenue Divisional Officers is no less essential in public interests, and no less subject to emergent developments, than that of Deputy Superintendents of Police or Deputy Prohibition Officers. We would, therefore, urge that mileage at nine annas should be allowed to the Revenue Divisional Officers also.

343. *Advances for purchase of cars to Revenue Divisional Officers on probation.*—Advances for purchase of motor cars can now be given only to Deputy Collectors who have completed their probation. It was represented to us that such advances should be given even for acting Deputy Collectors on probation on the basis of their pay as Tahsildars. Much as we sympathize with this request, we are unable to recommend it, as Revenue Divisional Officers on probation are likely to revert as Tahsildars for various reasons, some of them beyond their control, and such officers may thus be left with a car which they cannot normally afford to maintain when they have to work as Tahsildars.

## CHAPTER XVI.

### DECENTRALIZATION OF POWERS.

344. In the light of our discussions with the officers and the public, we feel that there is considerable scope for decentralization of powers now exercised by various grades of officers in the department. The main guiding principles are two. One is that it is

obviously in the public interests that final decisions should be available to parties as early as possible, and it is necessary, therefore, that a subject should be finally disposed of at the lowest level of authority consistent with its importance. The other, a corollary of the first, is that superior authorities should be freed of comparatively minor responsibilities so that they may have more time for important work. The latter is a point mentioned by Dean Appleby in his report on Public Administration. He says: "Too much time should not be spent on small matters which at present often results in some of the more important matters being given little attention. There should be greater delegation of authority, and methods should be devised to eliminate or reduce delays." The Government have cited this in a reference recently made to the Board of Revenue from which we find that the Government themselves are thinking on lines of delegating greater authority to junior officers. It is also pertinent to add that by decentralization of the type indicated there will be no additional work thrown on the officer of the lower grade; he will merely be passing orders where he is now sending reports with recommendations; the rest of his work will be the same; we are accordingly making the proposals for decentralization, which follow; they carry in some cases, beyond the advantages indicated above, some other incidental advantages also. We may add that each of those items had the support of a majority of the officers with whom we discussed them in the districts. We may add, also, that the items, we have suggested are not exhaustive, and that further investigation of possibilities in this direction would be desirable.

345. *Assignment of lands.*—Under the rules issued in the annexure to G.O. No. 296, Revenue, dated 10th February 1954, the Collector is the only competent authority to assign even non-valuable lands. In G.O. Press No. 336, Revenue, dated 15th February 1954, powers in regard to assignment of valuable lands have also been reserved with the Collector. We would like to point out that prior to the imposition in 1943 of the ban on the assignment of lands, Tahsildars themselves were competent under Board's Standing Order 15 to assign non-valuable lands. The Government have now concentrated all powers of assignment in the hands of the Collector, presumably with a view to ensure that the maximum limit of possession of land laid down for the classification of persons as "landless poor", are strictly enforced. The Government's idea seems to be that the Collector is in the best position to find out, by a reference to all Tahsildars, the extent of lands an applicant possesses. Such references to Tahsildars will, in practice, involve a lot of delay, besides unnecessary work all-round. A better way of setting about the matter would be to ask the applicant himself to give a solemn declaration as to the extent of land he owns, with a warning that in the event of his furnishing incorrect, false or misleading information, the grant is liable

to summary cancellation at any time. Obviously, the applicant is in the best position to give the information, and he can do this in his application itself. Collectors even now act merely on the declaration of the applicant and on the report of the Tahsildar of the taluk in which the applicant is ordinarily resident and owns lands. We, therefore, feel that the powers of assignment of non-valuable lands subject to the limits as to the extent, etc., laid down in the Government Order cited above, should be restored to the Tahsildars. The Tahsildars can assign those lands after obtaining a declaration from the persons concerned as to the extent of lands owned by them, and in the event of any misrepresentation or false declaration, the order of assignment can always be cancelled. This devolution of powers to the Tahsildars will not only relieve the Divisional and Collectors' offices of much work, but would also make for quicker disposal of applications for assignment of lands. As regards valuable lands, we would suggest that the powers of assignment, subject to the conditions laid down in G.O. No. 336, Revenue, dated 15th February 1954, should be vested in the Revenue Divisional Officer. Valuable lands are according to paragraph 2 of that Government Order, to be sold only in public auction or at market rates, whichever is advantageous to Government, where the applicants are not "landless poor". Free assignment of valuable lands are to be only in favour of landless and poor persons and then, too, with restrictions on the powers of alienability of the lands assigned. There is, therefore, no risk of harm to public interests by delegation of these powers to the Revenue Divisional Officers. It will also always be open to any persons aggrieved to appeal to the Revenue Divisional Officer or the Collector, as the case may be, in all these cases.

346. *Powers of eviction.*—Under the Madras Land Encroachment Act, 1905, Tahsildars and Deputy Tahsildars are now competent only to charge simple assessment or levy penalty in respect of unauthorized occupations of Government lands. Proposals for eviction have to be submitted to the Revenue Divisional Officers who alone are competent to pass eviction orders and sign the notice of eviction under section 6 of the Act III of 1905. In view of the very large number of encroachments being reported to them for eviction, generally on the eve of jamabandi, it is not possible for the Revenue Divisional Officers to inspect the encroachments themselves personally or even to apply their minds to the facts of each case. In a vast majority of the cases, Revenue Divisional Officers merely accept the recommendations of the Tahsildars and order the eviction of encroachments, in a routine manner. It frequently happens that, when the order of the Divisional Officer is taken on appeal and he is asked by the Collector to inspect the lands personally, the Divisional Officer is obliged to take a different view of the case. We, therefore, feel that the powers of evicting encroachments can safely be entrusted to the Tahsildars. Even now,

the Tahsildars have the discretion to classify an encroachment as objectionable or unobjectionable, and they report to the Divisional Officers for eviction only such cases as they think to be objectionable. If they can be trusted to exercise this judgment properly, then the power of ordering eviction of encroachments can also be safely entrusted to them. Further, there will always be a right of appeal to the Divisional Officer, who can, if necessary, on personal inspection, take a different view. The present rules requiring the Tahsildars to inspect all encroachments before holding them to be objectionable should, of course, continue to be enforced. The delegation of powers suggested by us would not only lead to the more expeditious eviction of objectionable encroachments, but would also relieve the District Collector of a considerable volume of his appellate work. It is certainly anomalous that an appellate authority should be invoked when, as frequently happens, the original authority has exercised his powers in a purely routine fashion without applying his mind to the matter. If our view is accepted, section 6 of the Madras Act III of 1905 and the executive instructions thereunder will have to be amended suitably.

347. *Powers under the Land Acquisition Act.*—The practice at present is to appoint the Revenue Divisional Officer as the “Collector” under the Land Acquisition Act, but all the spade work to enable him to submit the draft notification and the draft declaration under the Act and to pass the award, not to mention the post-award and other stages, is done only in the Taluk office. There is absolutely no reason why when so much of the work relating to land acquisition is done in the Taluk office, the Tahsildar himself should not be appointed “Collector”, at least in simple cases of land acquisition—say, those involving one acre of land or where the compensation is likely to be less than Rs. 1,000. There are numerous instances of acquisitions of petty extents of lands for Rural Water-supply Works, for widening of roads, etc. The appointment of Tahsildars as Land Acquisition Officers in such cases will not only expedite the land acquisition proceedings but will also enable the Divisional Officer to devote closer attention to the bigger cases of land acquisition. We may add that in Malabar, acquisition of large extents of lands for Malampuzha and other irrigation projects is attended to only by Special Tahsildars and that even in other districts, Special Tahsildars (including District Welfare Officers) have been empowered to act as Land Acquisition Officers. No new principle is, therefore, involved in entrusting these powers to the Tahsildars. We recommend, therefore, that, in the comparatively smaller cases of the type mentioned above, Tahsildars may be appointed “Collectors” under the Land Acquisition Act.

348. *Passing Remission Accounts.*—Village Account No. 5 (Remission Account) has now to be passed by the Revenue Divisional Officers. It consists of two parts—Part I relating to Fixed Remissions, and Part II relating to Season Remissions. The grant

of fixed remissions is a formality which a Tahsildar can attend to just as well as a Revenue Divisional Officer. As regards season remission, it is granted in cases where there has been either whole-sale or partial failure of crops, owing to excess or deficiency of water. Some of these cases are covered by clear instructions in the Board's Standing Orders, while for others the specific orders of the Board or Government are necessary both in regard to the scale of remission, and in regard to the tracts for which remission has to be granted. The most important point in regard to season remission is that there should be timely azmoish of the crops by a responsible officer, so that the outturn of the crops is correctly noted in the adangal. Everything hinges upon the figures of yield. The actual preparation and approval of the remission statement is a purely arithmetical operation. We are, therefore, of the opinion that in regard to season remissions, the Revenue Divisional Officers should concentrate on the azmoish and correct record of yields, and the question of the tracts for which remission should be recommended. When once these aspects have been adequately attended to by the Revenue Divisional Officers, we do not think it necessary to burden them further by being asked to sign the voluminous entries in the remission statements. This latter work may as well be left to be done by the Tahsildars themselves; the Tahsildar has, even now, to examine every entry in the No. 5 Account and sign it before submitting it to the Revenue Divisional Officer. The account will be subject to scrutiny by the Jamabandi Officer, just like other village accounts. We would, in this connection, point out that the Tahsildars have even now powers to levy and remit water-rate and penalties, the amounts involved in which in normal years will be much larger than the amount of remissions sanctioned. There can be no greater risk to the public revenue in the one case than in the other. We, therefore, feel that the Tahsildars can be safely empowered to pass remission accounts, and we recommend accordingly.

349. *Loans.*—In view of the depreciation in the value of money, we also suggest that Tahsildars' powers in respect of sanction of takkavi loans might be increased from Rs. 500 to Rs. 1,000, and that of Revenue Divisional Officers from Rs. 1,000 to Rs. 2,500. As Collectors' powers of sanction have recently been enhanced to Rs. 5,000 we do not suggest any change in that respect. We may add that even now special Tahsildars for Loans are empowered to grant loans up to Rs. 1,000, and therefore no new principle is involved in our proposal.

350. *Minor Irrigation and Rural Water-Supply Works.*—A suggestion has also been made to us that the powers of sanction of estimates for Minor Irrigation and Rural Water-Supply Works subject to a limit of Rs. 2,500, and within the allotments of funds by the Collector, might be delegated to Revenue Divisional Officers, with a view to give some relief to the Collector and also to expedite

the execution of the works. There are, however, likely to be some practical difficulties in giving effect to this suggestion. The estimates can be sanctioned by the Divisional Officer only after technical scrutiny by the Minor Irrigation Supervisor who is attached to the Collector's Office, and that will involve delays. We therefore feel that there is no need to disturb the existing arrangements.

351. *Fire Relief*.—The powers of different authorities to sanction relief in the case of fire accidents have been laid down in G.O. Press No. 1084, Revenue, dated 1st May 1954. The Tahsildars have at present no original powers of sanction of relief to the victims of fire accidents. In view of the need to grant urgent relief in such cases, we suggest that Tahsildars could be empowered to sanction expenditure for the relief of distress caused by fire, up to Rs. 250 in each case. The Revenue Divisional Officer's powers can be increased to Rs. 1,000 and the Collector's powers enhanced to Rs. 2,500. We may add that even now, in the smaller cases of the type for which we propose powers to the Tahsildars, Revenue Divisional Officers are generally sanctioning relief only on the basis of the reports of the Tahsildars, without making any personal inspection; the delegation of these powers to the Tahsildars in such cases will not therefore lead to any financial laxity.

352. *Community Certificates*.—In connection with appointments to the public services, admissions to educational institutions, etc.; "community certificates" are in many cases insisted upon. Under the present rules, a certificate that a person belongs to a backward community or a scheduled class can be issued only by the Revenue Divisional Officers. Revenue Divisional Officers are generally granting such certificates only on the basis of reports of Tahsildars, who in turn rely on the certificates issued by the Village Headmen. They do not make any independent inquiries, nor is it necessary or even possible for them to do so. We, therefore, feel that the Tahsildars might themselves be empowered to issue such community certificates. This will not only give considerable relief to the Revenue Divisional Officers but will also serve the convenience of the public who now have to approach two officers (namely, the Tahsildar and the Revenue Divisional Officer) for getting the certificates.

353. *Powers over Village Officers*.—Tahsildars have now virtually no disciplinary powers over village officers except the power to inflict a fine of rupee one on karnams. A suggestion was made to us that all the powers now exercised over the village officers by the Revenue Divisional Officers, including those of appointment and dismissal, could be entrusted to the Tahsildars. The view, however, was also expressed in that connection that it might not be expedient to vest Tahsildars with powers of appointment and dismissal of village officers, as they are people with local ties, and

as they are in more intimate contact with the village officers than the Revenue Divisional Officers, and their decisions, consequently, are likely to be affected either by inhibitions or by prejudice. Although this line of argument can be met by saying that even now Tahsildars make the recommendations in these cases, it may be conceded that the importance of these decisions requires that, for the time being at least, they should remain at the level of the Revenue Divisional Officer. We recommend, therefore, that short of appointment and dismissal, all other powers over village officers might be entrusted to Tahsildars. Such devolution will not only relieve the Revenue Divisional Officers of a number of petty disciplinary enquiries against village officers, but would also considerably strengthen the Tahsildars' hands in dealing with village officers. No additional work will be thrown on Tahsildars, for even now all cases of disciplinary action against village officers pass through them, and in the event of devolution of powers as proposed, they would only be passing final orders, instead of (as now) making recommendations to the Revenue Divisional Officer. At present Tahsildars are empowered to grant short leave to village officers up to a period of three months and appoint temporary substitutes in such vacancies. We suggest that the period should be extended to two years. The powers in respect of sanction of additional charge allowance to village officers, and issue of certificates to candidates successful in the special tests for village officers, might also be delegated to the Tahsildars, as the Revenue Divisional Officers are now exercising those powers only on the basis of the reports of Tahsildars.

354. *Disciplinary powers over Office Staff.*—The Tahsildar has no disciplinary powers over the clerical staff of his own office beyond the power to award a censure. In the interests of better maintenance of discipline in the Taluk Office, and with a view to avoid delays and unnecessary correspondence in disciplinary cases, we suggest that Tahsildars should have all disciplinary powers over both lower division and upper division clerks of their offices up to withholding of increments. Irrespective of whether this proposal is accepted or not, Tahsildars should at least be empowered to sanction the increment certificates of their staff. Increments are to be allowed as a matter of course in the absence of any specific orders stopping the increment of the official concerned. There is no reason, therefore, why the Divisional Officers' sanction should be obtained for the grant of annual increments. We would, in this connexion, like to refer to the whittling down of the disciplinary powers of Revenue Divisional Officers under a recent amendment to the Madras Civil Services Classification and Control Appeal Rules, re-issued in G.O. No. 2249, Public (Services), dated 20th August 1953. Under rule 14 (a) (i) of the Classification and Control Appeal Rules, the Revenue Divisional Officer, as the immediate superior gazetted officer, has powers to stop the increment of his



own staff and the staff in subordinate offices, but in view of the recent amendment, he has to obtain the prior sanction of the appointing authority, i.e., the Collector; before imposing that penalty. Prior to this amendment, the Revenue Divisional Officers had powers to stop the increments of the subordinate staff under them. The present rule requiring consultation with the Collector not only means delay and weakens the control of the Divisional Officer over his staff, but also seems to be against the principles of natural justice, as the Collector, who is the normal appellate authority, will have to form a definite opinion on the merits of the cases, even while conveying sanction for stoppage of increment to the staff. This difficulty has no doubt been got over by providing that, when the Collector hears appeals against such cases, he will have to refer the matter to his superior, namely, the Board of Revenue. This procedure, we submit, is cumbersome and seems to be wholly unnecessary. We would strongly urge that the powers of Revenue Divisional Officers to stop the increment of his subordinate staff should be restored, particularly when the Government have now given them an additional power, which they did not possess before, namely, that of imposing suspension pending enquiry into grave charges.

## CHAPTER XVII.

### OTHER ESSENTIAL ADMINISTRATIVE PROBLEMS.

355. *Hours of work.*—The hours of work for offices prescribed in the District Office Manual are 11 a.m. to 5 p.m. with an interval of quarter of an hour between 2 p.m. and 3 p.m. for tiffin. This is apparently on the assumption that the principal meal is taken in the morning at about 10 o'clock. There is, however, a section of the staff which prefers an early light breakfast in the morning, and a late lunch between 1 p.m. and 2 p.m.; the present hours do not suit them. Even for the former class of persons, the present tiffin interval of 15 minutes is found to be too short, and is in practice generally exceeded by everybody. From our discussions with the Officers in the districts, we gathered that though, taken as a whole, most clerks do put in considerably more than six hours of work every day, the prescribed hours for attending and leaving the office are not being rigidly adhered to except in Collectors' Offices. Particularly where Taluk and Divisional Offices are located in small towns and the houses of clerks are close by, quite a good proportion of clerks attend office early in the morning, any time after about 8 a.m., go home for lunch between 1 p.m. and 2 p.m. and return to the office after about an hour, to stay on till well after 5 p.m. each clerk more or less setting his own pattern according to his own convenience. The prescription of uniform hours is for

ensuring that full work is turned out during those hours, and that everybody is in when the public come to the office to transact business. Relaxation of the hours would mean loosening of discipline as well as inconvenience to the public. It is obviously desirable, therefore, that there is no deviation between practice and theory in such an important matter as the hours of attendance. We considered the question whether the hours of work could be changed to suit the convenience of both the broad types of persons referred to above by fixing them as 10 a.m. to 1 p.m. and 2 p.m. to 5 p.m. with an interval between 1 p.m. and 2 p.m. Apart from the objection that this would in effect amount to an increase in the nominally effective hours of work by 15 minutes, persons who have their principal meal in the morning might find it inconvenient to attend office as early as 10 a.m. An abrupt break of one hour in the middle of the day will cause considerable dislocation of work, and also incommode the public. The staff also might not all find it either possible or even necessary to leave the premises and put off their work during the period. We, therefore, hold that no change in the existing hours of work is called for. But it is possible to accommodate those whom the present hours do not suit, without inconveniencing the rest, by advancing the interval and increasing the time to be taken off. The present tiffin interval, as indicated already, is in any case not adequate; we suggest that it should be increased to half an hour. It can be availed of for lunch or tiffin as the case may be, by the staff being permitted to take the interval at any time between 1 p.m. and 2 p.m. We do not contemplate the staff going home for the purpose at all; so permission will be subject to the condition that none should leave the office compound. To the extent possible, the arrangement should also be that the clerks leave their seats by turns instead of all at one time. Our proposal implies that the hours of work would be reduced by 15 minutes from  $5\frac{3}{4}$  hours to  $5\frac{1}{2}$  hours. We would, however, point out that, even now, in practice clerks take more than the prescribed 15 minutes, and that the change which we have suggested would only bring the rules into conformity with practice; and on the other hand it has the advantage that it will accommodate the two main types, help to keep everybody at his work during the whole of the prescribed time barring his interval, give the office a tight-knit look, and make, correspondingly, for increased efficiency. Observance of the prescribed hours should be rigorously insisted on; attendance outside those hours should not be accepted as substitution or excuse, and should, rather, be discouraged.

356. *Officers and the public.*—Our discussions in the districts revealed that officers at all levels are not able at present to impose any restrictions on the hours for receiving petitions from parties, or representations from or on behalf of the public. They get visitors at their residence as well as at the office, and outside the

usual office hours as well as within, and from as early as 7 a.m. to as late as 8 or 9 p.m. and on holidays as well as working days. Only a very few have laid down fixed hours; of the rest, a very few consider that the present position is as it ought to be, but the large majority merely accept it as inevitable; and back of the view of that large majority is the feeling that they should not put off visitors even when they come at odd hours, lest there should be complaints from the public and criticism from the higher authorities.

357. There is obviously a misapprehension of the position in this respect by the officers and the public alike. When it is stated that the entire time of a public servant is at the disposal of Government, it means that he cannot take up any other remunerative employment, and that when any emergent work arises, he should be available to attend to it any time of the day or night. But it does not mean that he should be available to everybody all the time even for normal work. In fact, the prescription of office hours is itself an indication of the correct position—namely, that normally he is expected to be available to the public only during those hours. The reasons, too, are obvious. The day's work should leave him time for leisure and recreation, and for attending to his own private affairs; and it should enable him to come comparatively fresh to the next day's work. All too often, even as it is, an officer has to do work outside the office hours at his residence for which he would require quiet concentration. It will go against all this if an officer is subjected to a stream of visitors from early in the morning to late in the evening; and by affecting his health, it will also render him, even in a short run, a less efficient instrument.

358. We suggest, therefore, that with a view to clarify the matter, the Government may authorize officers to restrict interviews to a certain span of hours, and exhort the public to conform to those hours. We consider that it will be quite reasonable and appropriate if interviews are restricted at headquarters to the office hours, i.e., from 11 a.m. to 5 p.m. Even this might be split up into two separate spans; one of them will be exclusively set aside for petitions and interviews, when the persons need not have to wait for any appreciable time; during the other, the rest of the period, the Officer will be attending to his office work, but subject to the exigencies of that, will be receiving petitions and giving interviews also. Thus, a stated period, of about an hour, say from 11 a.m. to 12 noon, may be exclusively set apart for interviews and receipt of petitions, all other work being put aside till this is completed. During the remaining hours, the officers should be accessible, but the public should be made to understand that they might have to wait for some time if the officer happened to be engaged on any other item of work, which would not permit of interruption. When he is engaged in court work, that should of course suffer no interruption at all. We have no doubt that an

arrangement on these lines would ultimately be to the convenience of all, and that the public would not find it difficult to adapt themselves to these restrictions. These suggestions are of course in regard only to interviews of a routine nature; when the matter is of a very important and urgent nature, officers should attend to the public even outside these hours. That will have to be decided on the merits of each case; when the nature of the business is indicated, the officer will decide whether he will entertain it or request the party to appear at the prescribed hours.

359. One essential consequence of restricting hours of interviews as proposed would be that officers should, without fail, attend office regularly between 11 a.m. and 5 p.m. when they are at headquarters except when they have got some inspections or other similar work in the morning or in the afternoon. Even in the excepted cases, officers should attend office for some reasonable time between 11 a.m. and 5 p.m. As far as Collectors are concerned, however, the Chairman considers that they should continue to have the discretion in this matter, which they have all along had, and that while they should be available to the public between 11 a.m. and 5 p.m., it should be open to them to adjust, according to their convenience, their hours of work as between the office and the residence.

360. Our idea also definitely is that interviews should take place only in the office and on working days, and that no interviews should ordinarily be granted at the Officers' residence or on holidays except in very special circumstances.

361. It is quite necessary, for the arrangements to work smoothly, that the public should be apprised of the rationale of the regulation of interviews; that could conveniently be done by embodying the instructions in the brochure which we are suggesting separately below.

362. In camps, of course, the general idea is that officers should mix with the people freely, and interviews should, therefore, be generally allowed, whenever they are sought for; but even there, it is reasonable that an officer should have his evening free if he wishes, and that the morning limit should be reasonably convenient; the hours, therefore, may be between 8 a.m. and 5 p.m. Here too, of course, there will be exceptions—when officers are out on inspections, or when they are engaged on other business which does not permit of interruptions; and on the other hand, there will be exceptions too, made by the officers for important and urgent work.

363. Besides the fixing of regular hours for interviews, we consider that it is essential also that there should be some arrangement in every office for the public to wait conveniently before they are called in for interviews by the Officers. "Parties' sheds"

have already been provided in many of the Taluk offices, but these are often left to be in a very insanitary condition. The Heads of offices should see that these are kept clean and tidy. Where "Parties' sheds" are not already in existence, the possibility of constructing them should be considered. Meanwhile, it might be possible at least to enclose a portion of the verandah, and set it apart for use by the public as a waiting room, and provide some seating accommodation there, as is already being done in some Collectors' offices.

364. It is necessary also that notices should be exhibited in a conspicuous place showing the hours of work, the hours exclusively set apart for interviews, and the appropriate officer whom parties should approach, and where his room is located in the office. We observed during our tours, that there are no such notices in most of the offices.

365. The Heads of offices are the persons who would normally be seeing visitors, but when they are away in camp, it is possible to make other arrangements at headquarters in the Taluk offices and in Collector's offices. In Taluk offices the Headquarters Deputy Tahsildar should grant interviews to all persons whenever the Tahsildar is not in headquarters, and attend to their requests as far as may be possible. In Collectors' offices, the Personal Assistant would be the obvious person to grant such interviews when the Collector is away in camp. In Divisional offices, when the Revenue Divisional Officer is away, though it would not be appropriate for the Head clerk to accord interviews, parties may be allowed to approach him for information about cases on which action is pending.

366. We would also emphasize the need not merely for the utmost sympathy and courtesy in dealing with the public but also as close and immediate an attention to their requests as possible. Wherever necessary, the officer granting the interviews should call for the concerned files, if any, examine the cause of the delay, and consider in detail the request of the petitioner so that quick redress may be granted. This is a much better way of dealing with a petitioner than merely asking him to go away with a reply that his petition will receive attention. In no circumstances should any person be instructed to approach the clerks direct for any information that he might require. The present rule prohibiting parties from having direct access to clerks is quite salutary, and should be rigorously enforced.

367. We also think that it would be useful if a brochure explaining the general set-up of the Revenue department is published for the information of the public, and distributed widely. The public could be informed as to the officers whom they should approach, in the first instance, and by way of appeal or revision, on various matters such as assignments, grant of loans or transfer of registry.

It may be impressed upon them that alike for saving unnecessary work for the superior officers and for having their own business dealt with as expeditiously as possible, it is important that they should first approach the appropriate local officers for all matters wherein they are competent to grant redress. It now very often happens, for instance, that a ryot requiring a loan of less than Rs. 500 for the purchase of bulls, applies to the Revenue Divisional Officer or Collector, though the Tahsildar is himself competent to dispose of his application. The preparation of such a pamphlet can be entrusted to the Information and Publicity Department. Copies of the pamphlet should be made available to schools and rural libraries and all village officers.

368. *Attendance of officers on high personages.*—We have had occasion, in earlier chapters, to refer to the fact that on account of the tours of high personages in the districts, a certain amount of additional work falls on the local officers. Government themselves have already recognized the need to minimize the dislocation caused to the regular work of officers by such visits, and have recently reiterated that Collectors need not break camps to meet important visitors such as Ministers, and that they may take leave of them on other occasions, immediately after arrival, except when their presence is specifically requested. We feel that similar instructions may, with advantage, be issued in respect of Revenue Divisional Officers also, so that their work may not be unduly dislocated on this account. We do not, however, think that the instructions need be extended to Tahsildars. The Tahsildar, we find, is still almost invariably required to make the usual general arrangements on such visits. He could also furnish to the visitors any information asked for, and in case palpable misrepresentations are made as to facts, he could immediately correct them; so, though a certain amount of dislocation of the Tahsildar's work may result by his accompanying high personages, there are compensating advantages from the point of view of public interests.

369. *Importance of personal work of officers.*—Complaints have been made to us both by the public and by some of the officers that the Department is clerk-ridden, that the shaping of files is very largely left to the clerks, and that officers, instead of leading and guiding the office, as is expected of them, are prone merely to pass on papers to the office, leaving the ill-equipped and over-worked clerks to deal with them to the best of their abilities or dawdle over them in ignorance or uncertainty; while we do not believe that this criticism is universally or even widely, applicable, it may be conceded that the type of officer does exist, and that in many offices occasions do arise, such as would justify the criticism. But the fault, where it occurs, is that of the personnel, and not of the system. There are no instructions anywhere that warrant the pernicious practice in question; on the other hand, such instructions are there are, for instance those in the District Office Manual

mentioning the scope of noting by clerks and stating that nobody below the rank of section-head should offer an opinion on the merits of cases, all proceed on the assumption that initiative, guidance and decision all rest personally on the officers at the top. This has been well understood, and acted upon all along, by the better type of officer. But since that position has been implicit rather than explicit, it is worthwhile emphasising it positively. It means that the impulse is always from the top and keeps acting from there all along. Officers should always scrutinize the tappals carefully. On papers relating to what may be called the normal beat, they should see that the clerks do nothing more than they are expected to do, viz., merely referencing the file, or giving a brief precis also, or putting up previous records, citing relevant statutes and rules and useful precedents too, according to the nature of the case—but nothing further; and that section-heads, who, in view of their experience in dealing with such cases in the field or in the office, are allowed to offer their opinion, do so briefly. It is outside this 'routine' type of cases, however, that the play of the Officer's personal factor counts for more, and is particularly necessary, even on the tappals. When communications from superior offices arrive which call both for detailed examination, and an expression of opinion, the officer should give instructions to the office on the tappals themselves as to the lines along which further action should be taken, e.g., what materials should be gathered, or to whom a reference should be made, and on what points. There would be other communications merely inviting the opinion of officers on questions of principle or policy, or of similar wide scope; such papers should not go to the office at all except for registering; they should be disposed of by the Officer himself, if necessary after an oral discussion with the section-heads. There would be other papers which indicate that there has been official bungling or remissness in the past; he should indicate on the tappals the precise remedial action to be taken either in his office or in the subordinate offices. Some of such cases he should be able to settle on the spot by having the section-head and clerk concerned bring up the paper immediately. Time spent in scrutinizing the tappals and in taking or directing action in this manner will be time well spent. Even on 'normal' papers when the clerks have any doubt or difficulty, they should be encouraged to seek guidance from the section-heads, and the section-heads should, similarly, seek guidance from the officers; the check of personal registers should be the occasions when such guidance is given so that clerks do not merely 'sit on' papers which they do not know how to deal with. And when the stage for passing orders comes, the papers should be in just such shape that his own mind has to be brought to bear decisively on the case, and bear such impress. And it should be one of the important duties of inspecting officers to scrutinize a few typical files in the office to see how far the work in the office bears the personal imprint of the officer as outlined above.

370. *Inspection of subordinate offices.*—For the maintenance of proper standards of efficiency, a scheme of supervision entails inspections; and, as is well known, provision exists now for periodical inspection by superior officers of the different offices of the department. Elaborate questionnaires have also been prescribed for the purpose. There is, however, reason to fear that the inspections have tended to become stale and stereotyped, the same defects being noticed and the same comments being offered year after year. In advance of the inspection, one or more clerks are generally sent, who go through the records and registers and prepare “preliminary notes.” There can be no objection to this procedure so long as it is clearly understood that clerks can only gather the necessary statistical and other material, and that it is the responsibility of the inspecting officers themselves to answer the several questions prescribed in the questionnaires. However, in course of time, this qualification seems to have been lost sight of in some cases, and there has been a tendency on the part of some officers to adopt wholesale the “notes” written by the clerks, without the officers themselves taking any trouble to find out the actual state of affairs in the office. In some of the originals of the inspection notes which we scrutinized, we found that the officers had not a word of their own to add to what their clerks had written beforehand, beyond merely asserting in a vague manner that the condition of the branch or of the office inspected was “unsatisfactory” or “satisfactory.” If inspection of an office by a superior officer is to serve the purpose for which inspections are prescribed, it is obvious that the personality of the inspecting officer should make itself felt, and that he should take pains to go through the records and registers personally to the extent necessary. Though there can be no objection to his utilizing the services of a clerk to gather statistics or other factual information required, it is his own personal scrutiny that counts, and it is his own personal impressions formed as a result of such scrutiny that should be embodied in the notes of inspection. He should lay down precisely what the material to be kept ready in advance is, and reserve the rest of the work to himself. For example, for answering a question about delays in correspondence, he will not ask his clerk to list up all cases of delay over a stated number of days; the list may not be complete; it would not show what delays were unavoidable; it will not show whether effective action had been taken to prevent delays or punish the persons responsible. The officer should, himself, in the light of such factors, examine the registers and form his impressions; it would not matter that he may not notice all the delays; but his examination would give a vivid first-hand impression which would be more valid than any opinion based on a mere list of delays compiled by his clerk; such an examination will also be more fruitful of results. And another important aspect of an inspection should be the assessment of the personal work of the officer himself whose office is inspected. Some of the inspection



notes which we saw showed that this had not been neglected, but some, on the other hand, did show that it had been neglected. Here, too, the opinions should be formed and expressed only by the inspecting officer himself; and the clerk would be directed only to gather the material necessary; the clerk would be asked to get together, for instance, only information about the number of works for inspection, under minor irrigation, wells, etc., the files containing the reviews on various matters made by the officer, the files containing the inspection notes made by the officer of his own subordinate offices, and so on. During the course of their tours, the higher inspecting officers, like Collectors and Board Members, should call for the originals of inspection notes and check up whether the officers had conducted their office inspections on these lines. Very serious notice should be taken of officers who conduct the inspection of subordinate offices in a perfunctory manner.

371. It is necessary that inspections should cover all the items of work in the offices inspected. But we notice that the present questionnaires do not draw attention to some important points. For instance, there are no questions about the communication of adverse remarks on personal files, or about the stock position and proper use of the standard forms. We suggest that the questionnaires should be examined and made comprehensive and up to date.

372. In this connection, we would also like to emphasize that the function of an inspecting officer is not merely to point out defects at the annual inspection but to help the subordinate officer in running his office efficiently. He should therefore make it a point to step into the subordinate office as often as possible when he happens to camp in the place, do a 'random sampling' of registers and files, and give suitable instructions in regard to defects noticed.

373. *The use of the regional language in Revenue offices.*—It seems to us that, at a not too distant future, the regional languages may have to be employed as the medium of correspondence in Government offices both in view of the strength of public opinion on the subject, and also in view of the progressive deterioration in the standards of English in schools. In view of the provisions in the Constitution, too, there is no longer any room to doubt whether ultimately English should be replaced for official purposes. In G.O. Ms. No. 854, Public (Elections), dated 7th April 1948, Government themselves ordered as an experimental measure that in the Tiruchirappalli district all official proceedings and correspondence within the district should be carried on in the regional language. In our opinion, there is no necessity for any experiment with the object merely of finding out whether English could be replaced by the regional language; that question is, we think, now beyond doubt in view of the facts which we have mentioned, at the outset.

The experiment should rather be, therefore, to find out the practical problems that would arise when official correspondence is conducted in the regional language, and to work out solutions for those problems. In this respect the experiment in the Tiruchirappalli district happened to suffer from certain handicaps. The fundamental one was that Tamil typewriters were not supplied to the Taluk and Divisional Offices, and only one typewriter was supplied to the Collector's office. When correspondence had to be carried on in Tamil, and the volume of it was such that a good portion of it had to be typed, the absence of Tamil typewriters meant that correspondence had perforce to be carried on in English instead, the experiment, to that extent, being defeated. The scope of the experiment was further restricted by the proviso that noting within the offices could be carried on in English. The processes of thought and expression would be easy and successful only if the "turning-in" is complete; they would be spasmodic and jerky; and the result would be unsatisfactory, if part of the work is to be in Tamil and part in English. There was some difficulty also over the absence of equivalents in Tamil for standard administrative terms, but this could have been got over by using, for the time being, the English words themselves. The experiment, viewed in the proper light, has only these lessons: Tamil typewriters and typists should be supplied to the full extent required in all the offices. Noting on files should also be in Tamil. Steps should be taken by Government to evolve a standard glossary of technical and administrative terms as early as possible.

374. From what we have stated it will be obvious that there is no particular need to wait on the Tiruchirappalli experiment for extension of the principle elsewhere. And in fact a better approach would be to have preliminary attitudes induced gradually all over, instead of an abrupt transition in certain areas in succession. We would suggest that, as a beginning, clerks who are not proficient in English should be allowed, and even encouraged, to put up notes in the regional language. Revenue Inspectors may also be allowed to send their reports in the regional language if they choose to do so. A note of warning, however, is needed here—that in the assessment of comparative merits of clerks for promotion, there should be no prejudice, consciously or unconsciously, against clerks who use the regional language in preference to English. What should be looked for is only good grasp, and clear and correct presentation, irrespective of whether the medium employed by the clerk is English or the regional language. In the interim period, further, everywhere, drafts going out to the public not acquainted with English should also be invariably in the regional language, as is the case in Taluk offices even at present. A specific exception, should be made in the case of orders which are likely to be taken up in adjudication to courts; as these have to be worded with legal precision they should continue to be drafted in English. *Pari passu* with these developments, as and when fresh or additional supplies of typewriters to the various offices have to

be made, the possibility of supplying Tamil typewriters and providing Tamil typists should be examined. From our discussions with the Controller of Stationery, we understood that Tamil typewriters do not cost much more than English typewriters and that their supply could easily be stepped up if firm orders are placed on the companies supplying such machines. We would also stress that in the employment of the regional language for official purposes, especially in the transition stage, while a variety of styles is inevitable, pedantry is the one thing to be avoided. To be avoided, particularly, is the attempt to manufacture recondite equivalents for simple terms now in administrative use. Till a standard glossary of administrative and technical terms is evolved, there cannot be any serious objection against continuing to use for Revenue purposes, English and Hindustani words which are commonly understood even by the masses, such as Collector, Tahsildar, jamabandi, Azmoish, etc. If an approach is made on these lines, we feel that the switch-over to Tamil will be smooth and gradual. What applies to Tamil applies of course to the other regional languages also. We may add that such an approach will merely be a translation into concrete terms of the idea with which even for the Madras Public Service Commission Examination for the Ministerial Services, a test in the regional language was introduced in the year 1949.

375. *Refresher courses.*—The value of refresher courses has been recognized in technical departments, where the field worker cannot, in the nature of things, keep himself abreast of the latest developments in science and research relating to his sphere. In the field of general administration, the need is not so obvious, as all orders involving changes in policy or principles, and all administrative instructions, are communicated then and there to all offices. But even in the sphere of day-to-day general administration, several interesting problems arise, or doubts or difficulties crop up, and it will be useful if arrangements could be made for periodical discussions of such problems among the Executive Officers of the department. While, therefore, we do not advocate special refresher courses, as such, we suggest that periodical meetings of officers should be held for discussion of outstanding administrative problems. There need not even be meetings specially convened. Even now, conferences are held frequently for reviewing the progress of Rural Water-supply and National Extension Service Schemes, etc.: just in continuation of such conferences, provision could be made for a meeting of Revenue Divisional Officers, Tahsildars and Deputy Tahsildars in the district under the presidency of the Collector for a free exchange of views on various problems of administration. Revenue Divisional Officers can, in their turn, hold similar meetings of Tahsildars and Revenue Inspectors at the taluk headquarters. Officers should be free at the conferences to raise any subject connected with the working of the department; formal agenda might also be prepared for facility of discussions at the conferences. Subordinate officers may be encouraged to read short

papers on topical subjects with reference particularly to the practical difficulties met with in the implementation of rules and orders. The discussions at these conferences will be of interest and use to all officers, particularly to junior officers and those who have been on special duty in the recent past, and hence out of touch with Revenue administration. Such conferences are in fact already being held in some districts: our main point here is only to indicate the scope of such conferences and to suggest that they may be systematized and that official recognition may be given to the practice. We may add that, in periodically convening Collectors' conferences, the Government themselves have recognized the need for conferences of administrative officers.

376. *Training for National Extension Service Schemes.*—According to the Memorandum of Instructions for the introduction of the National Extension Service Scheme in Tanjore district, the responsibility for the implementation of the scheme has been placed on the Revenue Department. We have, therefore, considered the question whether any special training or reorientation in outlook would be necessary to enable Revenue Officers to discharge satisfactorily their functions under the National Extension Service Scheme. The officers of the Revenue Department, whom we consulted, were in general inclined to assume that even now they were attending to many developmental activities (e.g.), construction of roads, wells, repairs to irrigation sources (etc.), and that they could take on the additional functions contemplated in the National Extension Service Scheme without any special training. There is no need to doubt the ability of the Revenue Department to assume the new functions that will devolve on them under the National Extension Service Scheme. We, however, feel that some special instructions to Revenue Officers would be necessary so that they may have a clear idea of the back-ground, and of the scope and nature of the duties connected with the National Extension Service. A Manual defining these should of course be made available for the use and reference of Revenue Officers. Besides, we suggest that some special lectures might be arranged to be given at Madras for the benefit of Collectors, in which, the scope of the National Extension Service Scheme might be fully explained to them. Such lectures might conveniently be given by the Director of Community Development or the Director of Rural Welfare, and might be in continuation of the Collectors' conferences which the Government have been periodically holding. On return to their districts after attending these lectures, Collectors might, in their turn, arrange for meetings of their subordinate officers, and give suitable instructions to them to ensure the successful working of the National Extension Service Scheme. There might be need for such meetings only in the interim period. Ultimately, according to the arrangements we have proposed, village development officers are to be recruited from the ranks of the clerks of the department after they are given special training in development work. It is

only these village development officers who would, in course of time, be manning the higher posts in the department. There might therefore be no need for any special training to Revenue Officers for the National Extension Service work when these village development officers secure promotion as Deputy Tahsildars or Tahsildars. As regards directly recruited Gazetted Officers, namely, Probationary Deputy Collectors or Assistant Collectors, we have already suggested the inclusion of a period of two weeks with the Block Development Officers as part of their general training.

377. *Additional staff for new items of work.*—The Revenue Department is very often called upon to undertake new functions by executive orders of Government or by virtue of provisions in new statutes. Being the chief executive agency of the Government, such new functions have of course necessarily to be entrusted to the Revenue Department. But it has been complained to us by Collectors and their subordinate officers—and we fear that these complaints are largely true—that when the department is saddled with such new functions, due notice is not taken of the strain cast on it, and that sufficient additional staff necessary for coping with the new functions is not always sanctioned. To give one instance, recently Tahsildars were kept busy for a little over a month with the arrangements for elections to District Boards. The Tahsildars had to select buildings for locating polling stations, arrange for the supply of ballot papers and other election materials to the different polling stations, attend to the receipt and safe-custody of ballot boxes, and look to the counting of votes and declaration of the results. Some clerical assistance was of course given to the Tahsildars for these elections, but what every Tahsildar needed most was an executive assistant in the grade of a Deputy Tahsildar who could share with him the immense volume of outdoor work involved in making arrangements for the smooth conduct of the elections. Unfortunately, the need for the sanction of an Election Deputy Tahsildar for this purpose was not recognized by Government. We would, therefore, suggest that, whenever any new item of work is entrusted to the Revenue Department and when it can be reasonably foreseen that extra staff will be required for it, suitable additional staff both in office and in the field, should be sanctioned simultaneously, instead of leaving it to some Collector to raise the question and to get sanction for the staff, entailing meanwhile the inconvenience caused by the delay.

## CHAPTER XVIII.

### OFFICE AMENITIES.

378. For the staff of an office to give of their best it is essential that they should have reasonably comfortable working conditions, viz., adequate accommodation, proper light and ventilation, and

serviceable furniture. It has to be confessed, with regret, that the conditions in several Government offices in these respects leave much to be desired.

379. Most of the buildings in which the Revenue offices are housed were built in the 19th century or early in the present century. In spite of the increase in staff from time to time there have been no significant improvements to, or extensions of, these buildings. The result has been that several offices, particularly Taluk offices, are now very much cramped and over-crowded. In halls where only 4 or 5 clerks could be comfortably seated, very often twice the number are huddled together. Some of the offices are very incommodious, ill-lit and ill-ventilated. In some Taluk offices there are not even separate rooms for the Tahsildars and Headquarters Deputy Tahsildars. In the Divisional Office, Tiruchirappalli, we found that an enclosed narrow veranda was all that was available for the clerks to be seated in.

380. An improvement in regard to these matters is urgently called for. We, therefore, suggest that the Government should in consultation with the Board of Revenue, draw up a programme for effecting improvements, alterations and additions to existing buildings, and systematically implement the programme, some funds being provided in the budget every year for this purpose.

381. Not only are the buildings incommodious, but even the annual maintenance appears to have been neglected in a few cases. Some of the Taluk offices, and even some Collectors' offices, present a lugubrious appearance for want of proper maintenance. We therefore suggest that allotments for annual maintenance should be suitably increased, and that inspecting officers should review the adequacy of the maintenance every year, with reference to the funds provided for the purpose.

382. While almost all Collectors' offices have now been electrified, several of the Divisional and Taluk offices have not yet been electrified. The District Office Manual lays down that work by artificial light should be avoided as far as possible. It is common knowledge, however, that the clerks in the Revenue Department, particularly in the Taluk offices, have frequently to sit till very late in the evenings to finish their day's work. Even with the strengthening of the staff suggested by us, it may not be possible for clerks to avoid working beyond the prescribed hours altogether, particularly during kist season and jamabandi. Again, in spite of the rule that sub-treasuries should be closed before sunset, they have very often to be kept open till late in the evenings, particularly on days when there are heavy remittances of land revenue, or when issues of stamps have to be made. It is difficult to work in the strong rooms on such days without artificial lights. We also noticed during our visits to Record rooms that

some of them are very dark even during day time, and that it would be a great strain to the record-keeper to search for records without artificial light. We would, therefore, urge that all Revenue offices, and particularly Taluk offices, should be electrified according to a programme to be drawn up by the Board of Revenue. We would also urge that fans should be provided for not only heads of offices, but also for the non-gazetted staff throughout the year. The present rules under item 28 to Appendix VII of the Madras Financial Code, Volume II, relating to the provision of punkhas and fans, restrict their use by non-gazetted officers to the period from March to October save in exceptional circumstances. Such discrimination does not accord well with the democratic spirit of the present day. With the electrification of buildings, the expenditure now incurred on the employment of punkha-pullers and purchases of lanterns, kerosene oil, etc., will of course be saved. Apart from that, unnecessary waste of electric energy can also be guarded against by restricting the allotment to each office, as at present, under Hot and Cold Weather Charges, and it should be possible, in fact, by the exercise of due vigilance, to keep the entire recurring costs more or less at the existing level.

383. During our visits to various offices, we have had occasion to notice serious shortcomings in furniture. Old and rickety articles, particularly chairs, are a common sight. Very often, the supply is inadequate and some of the staff have to sit on boxes or similar make-shift affairs, and two or more clerks have to share one table. There is a dearth of pigeon hole almirahs, which tends to papers getting mixed up or lost. An improvement is clearly necessary in regard to the supply and repairs of furniture. Much, of course, depends on the interest taken by the head of each office. But we would suggest that allotments for purchase and repairs of furniture should be suitably increased, and care should also be taken to see that the distribution of the allotment among the several offices in the district, especially Taluk offices, is equitable.

384. Finally, we find that even the compounds of offices are not in many cases kept as neat and tidy as they should be, and we suggest that all heads of offices should be directed to see that compounds are kept clear of undergrowth and litter, and that wherever there are the facilities for it, a garden, or at least a small plantation of shade-giving trees, is reared and maintained. In the questionnaires for inspection of offices, a question on this point may also be introduced. Lay-out and maintenance should not be difficult. It may be possible for Collectors to spare small amounts from Vanamahotsava funds, for the purchase of seeds and cuttings of trees. The Forest and Agricultural Departments may give advice as to the type of plants or trees that can be raised, and also arrange for supply of seedlings to the extent possible.

## CHAPTER XIX.

### STAFF AMENITIES.

385. For promoting the contentment of the staff, it is essential to provide them with certain other basic amenities also, to the extent the finances of the Government may permit. Such amenities are taken for granted in the case of large business houses and factories, and where they are lacking, Union and State Governments themselves take steps to enforce them by legislation and other ways. It is, therefore, certainly anomalous that similar amenities should not be provided by the Government for their own employees.

386. *Tiffin room.*—In most of the Revenue offices, there is no separate room or enclosure in which the staff can have their lunch or tiffin, with the result that the clerks are now obliged to take their lunch or tiffin in the corridors or verandas, thereby rendering the premises untidy. Such use of the office premises is not also in keeping with the dignity of a public office. Besides, it causes a lot of inconvenience to the staff themselves. It is, therefore, essential to provide a suitable lunch or tiffin room for the staff. Where this cannot be done by enclosing existing verandas, it will be necessary to construct suitable additions to existing buildings.

387. *Canteens.*—The Non-Gazetted Government Officers Association, and also some of the officers, represented that provision should be made for staff canteens in Collectors' and Taluk offices. It will not conduce to either economy or efficiency if Government themselves were to run such canteens. But it is obvious that canteens are necessary for the convenience of the staff. The organization and running of such canteens should be left to the co-operative endeavour of the staff themselves, but the Government could encourage the formation of such canteens by allowing the organizers free use of a portion of the office compound, and, if necessary, at the initial stages at least, by keeping out private vendors from office compounds, so as to avoid unhealthy competition.

388. *Recreational facilities.*—In the interests of the health and physical fitness of the non-gazetted staff, it is desirable that every encouragement is given by the Government to provide recreational and cultural activities for them. The obvious way of doing this is the promotion of Non-Gazetted Officers' Clubs. There are such clubs now only in a few places. More have not come up because the non-gazetted staff cannot run them entirely on their own resources. The appropriate method of help would be for Collectors to be authorized to make grants of suitable amounts to such clubs from out of the discretionary grants available with them, the allotment to Collectors being increased for that purpose; if necessary. A condition of such grants should be that the clubs consist predominantly of non-gazetted staff, and that the grants should bear a definite proportion to the resources raised by the clubs themselves.



389. *Housing facilities.*—We consider it desirable that in places where available houses are few and the rents are high, Government themselves should construct houses and let them out to the staff deducting 10 per cent of the pay as rent. We are aware that the financial position of the Government may not permit them to embark on large housing schemes at present; but the need for providing housing facilities for the staff should be constantly kept in mind, and a long-term programme should be drawn up, and such amounts as can be spared should be earmarked every year for the purpose in the Budget. For the long-term programme, a priority list of places should also be drawn up, with reference to the conditions prevailing in the various districts in regard to availability of houses.

## CHAPTER XX.

### FINANCIAL ASPECTS.

390. We have borne it in mind right through that it would not be realistic to make recommendations which, although they will have a bearing on efficiency, will not be appropriate with reference to the financial position of the State. That is why, for instance, we have not made suggestions like modernized buildings for offices, or a link-up by telephone of the entire administrative machinery in the districts. We now proceed to give an indication of the Financial implications of the proposals which we have made.

391. There are of course a number of recommendations which do not have any financial implications and which can, therefore, be given effect to straightaway.

392. We are leaving out of account items which pertain to the National Extension Service Scheme, as the financing of it stands on a separate footing, and the Government's commitment to it is quite independent of our survey.

393. One item for which we would suggest the highest priority on merits—the raising of emoluments of lower division clerks—is, however, of such magnitude that the implementing of it will depend upon the extent to which the Government is prepared to go, and the time when they will be able to give effect to it; without a decision on those points there will not be much purpose in attempting an estimate of the cost. There are other items of considerable magnitude which would deserve high priority also, which, again for similar reasons, we have to be content to leave to be attended to by Government to the extent the financial position each year would permit—e.g., the programme of additions, alterations, and improvements to existing buildings, including electrification; the programme of construction of chavadies; the programme

of construction of houses for clerks in areas where there is a pressing need for that arrangement. There are other items where, though the amounts involved may be comparatively smaller, the outlay will have to depend not merely on the amounts that can be set aside each year but also on the needs as estimated from year to year—e.g., increase in allotment for furniture or for the maintenance of buildings, or construction of tiffin rooms. We are leaving all these items, therefore, out of account for our calculations.

394. The remaining items come up to a total which, in relation to the size of the State budget, seems to us to be modest; and it may be possible to implement them all together; but if it should come to a question of a selection in order of priority, the items should, in our view of their relative importance, stand arranged in the order which we have given below.

395. We accordingly give below the various items, with our estimate of cost. The details of calculations are in Appendix XXII.

Serial number and item.	Cost rounded off to the nearest hundred.	
	Non-recurring.	Recurring.
	RS.	RS.
1 Supply of numbering machines to all offices..	6,700	..
2 Appointment of Headquarters Deputy Tahsildars for Taluk Offices and Head Clerks for taluks in charge of Deputy Tahsildars .. .. .	..	1,92,800
3 Restoration of divisions .. .. .	..	86,800
4 Restoration of sub-taluks .. .. .	..	39,200
5 Sanction of additional clerks for taluk offices.	..	3,19,000
6 Conversion of clerk's post to typist's post in Taluk Offices.. .. .	..	8,600
7 Record attenders for taluk offices .. .. .	..	67,800
8 Increase in the proportion of upper division clerks to lower division clerks .. .. .	..	1,02,600
9 Additional clerks for Divisional Offices .. .. .	..	29,500
10 Increase in the fixed travelling allowance of Tahsildars and Deputy Tahsildars .. .. .	..	36,300
11 Training of clerks .. .. .	..	1,14,600
12 Training of Revenue Inspectors .. .. .	..	1,700
13 Additional section head for Collector's Office .. .. .	..	26,400
14 Time-scale for head clerks of Divisional Offices .. .. .	..	13,600
15 Upgrading the post of Magisterial Head Clerk of Collector's Office .. .. .	..	5,500
16 Upgrading the post of Superintendent, Fair Copying Section of Collector's Office .. .. .	..	6,500
17 Special pay for Revenue Inspectors .. .. .	..	35,800
18 Supply of jeeps to all divisions .. .. .	5,46,000	1,67,200
19 Increased mileage for Revenue Divisional Officers .. .. .	..	20,000
Total ..	5,52,700	12,83,900

## CHAPTER XXI.

## SUMMARY OF THE PRINCIPAL RECOMMENDATIONS.

(Paragraphs in this Chapter have been separately numbered.)

*The Ministerial Service.*

1. Owing to the disparity in the emoluments of clerks under the Government of India, and in business firms, on the one hand, and under the Madras State Government on the other, the department has not been attracting the better type of candidates for some years past; this has affected efficiency in the clerical ranks; as promotions to higher categories will be made from these ranks in due course, the long-range effects will be serious; we, therefore, recommend that the scales of pay of lower division clerks should be raised at the earliest possible moment so that a better type of candidate can be attracted to the department; if finance stands in the way, the question will have to be frankly faced that a lower standard of efficiency in the department will have to be put up with in future.

2. In order to provide an incentive for good work among lower division clerks, we suggest that the number of upper division posts should be increased so that the proportion of upper division clerks to lower division clerks might be 1 : 3 in every district.

3. A preliminary training is essential before clerks are actually asked to take up duties. It can be given by attaching the clerks, on allotment by the Madras Public Services Commission, as supernumeraries for a period of three months in the Taluk and other Revenue offices in the district. The clerk would spend the first two months in the Taluk Office, for one week out of which he will be attached to the Tahsildar as a camp clerk; he will be with a Revenue Inspector for a week; there will then be a week in the Divisional office and a fortnight in the Collector's office. In order that the clerks might be available, as now, from the start of the year for which recruitment is made, for filling up vacancies as and when they arise, the allotment of candidates by the Madras Public Services Commission will have, in consequence, to be advanced by a period of three months. The period of training will be treated as part of the probationary period; the interval between conclusion of training and actual appointment to a vacancy should be treated as interruption of probation.

4. As far as possible, clerks should be posted for service in their own districts, and requests for mutual transfers of clerks to their own districts should continue to be allowed liberally.

5. Every clerk on his initial appointment should get a copy each of the District Office Manual, the Government Servants' Conduct Rules, and a brochure giving information about the general set-up and functions of the Revenue Department; he should also,

besides, be given a document in the shape of a personal letter by the Collector which would embody the following points: the Revenue Department, which he is entering, is, in its many-sided activities as the general administrative organ of Government, the one most widely affecting the life of the ordinary citizen; it has a long tradition of versatile efficiency which it behoves him to keep up; in his early years as clerk he would not (except when he works as a Revenue Inspector) be in direct relations with the public, and his own round of duties would be only of an auxiliary nature, but even then the care, diligence, promptitude, and accuracy of his work are very important factors in building up the efficiency of the department which finally reacts on the public in the shape of quick and satisfactory decisions; that in doing his work, therefore, he would always remember that background—that his own contribution merges into a channel of action that affects in the end the interests of fellow-citizens; that he should also remember that in his own hands lies the key for opportunities for more and more direct and effective service to the public in the higher ranks of the department, this being the one department where, by dint of hard and meritorious work, a clerk can rise to the highest posts; and that right through, it also behoves him to maintain the integrity, fairness and impartiality which, together with a sympathetic and human approach to problems, constitute the hall-mark of a good public servant.

*The Firka.*

6. A pass in all the three parts of the Revenue Test should be insisted on for clerks who are to be sent out as Revenue Inspectors; when clerks who are not fully qualified have to be posted as Revenue Inspectors, the period of service as unqualified Revenue Inspector should not be taken into account in computing the total period of service as Revenue Inspector prescribed for purposes of promotion.

7. Service in a Taluk office for a minimum period of one year should also be insisted on before a person is selected as Revenue Inspector.

8. Clerks who are to be sent out as Revenue Inspectors should also receive training for two weeks from a Tahsildar, in the field as well as in office, on important subjects like Land Acquisition, Alienation and Encroachments; this may be in continuation of the survey training; the period of survey training may be cut down by two weeks so that the whole period of training may, as now, be six weeks.

9. In view of their duties being more arduous and responsible than those of a lower division clerk, Revenue Inspectors should be given a special pay of Rs. 5 a month.

10. Firkas are, generally speaking, manageable in size a readjustment of the size of firkas will be made as and when the National Extension Service Scheme is introduced; we feel that

no general reduction in the size of the firkas is called for in the interim period meanwhile but, exceptional cases may be dealt with separately on their merits.

11. *Revenue Inspectors and firka charges under the National Extension Service Scheme.*—The reduction in the size of firkas in connexion with the National Extension Service, proposed as a general pattern, in the Memorandum of Instructions for the National Extension Service in Tanjore district, which would generally mean a bifurcation, would be adequate; but the exact re-adjustment required at any particular time and in any particular district should be specifically examined at every stage of extension of the National Extension Service.

12. The proposal for combining the charges of Revenue Inspectors and Village Level Workers is a sound one; but the present arrangement to have those charges manned in due course only by persons selected *ad hoc*, without reference to the Madras Public Services Commission, and put through a course of training in the grama sevak schools, is not sound. As a minimum period of service as Revenue Inspector is a necessary qualification for further promotions in the Revenue Department, and only the grama sevaks will alone in future be posted to the combined charges, they will in due course be the only people eligible for promotion. The large category of clerks recruited through the Madras Public Services Commission will have to stagnate in the lower division, leading to a feeling of frustration, with seriously adverse effects on the efficiency of the offices. And, on the other hand, the whole hierarchy would be getting manned by persons recruited by a method which excludes the Madras Public Services Commission— which seems to be quite inappropriate in principle. We, therefore, suggest that selection to the category of Village Development Officers should be made from among the clerks recruited through the Madras Public Services Commission and who have put in a minimum period of service in a Taluk office and who are technically qualified by having passed all parts of the Revenue Test; that such qualified and specially selected clerks should be given the training which is now given to the grama sevaks, and posted to hold the combined charges as Revenue Inspectors-cum-Development Officers under the National Extension Service. We suggest, further, that the Government may examine whether it will not be possible, in the case of qualified Revenue Department clerks, to curtail the period of training now given in the grama sevak schools so as to make the whole scheme more economical. And we recommend that, meanwhile, the existing orders on the recruitment of grama sevaks should be immediately modified so that the Government might not be left with a large number of grama sevaks who would be a problem.

13. *Probationary Revenue Inspectors.*—The scheme of recruitment of Probationary Revenue Inspectors may continue without

any change; there is no need to have direct recruitment of Probationary Deputy Tahsildars.

#### *Deputy Tahsildars.*

14. The temporary posts of Deputy Tahsildars created already in view of the general increase in work, e.g., Headquarters Deputy Tahsildars and Additional Huzur Head Clerks in Collectors' offices, which have been in existence continuously for more than five years should straightaway be made permanent.

15. In taluks the heaviness of which has already been realized by the appointment of Headquarters Deputy Tahsildars, the abolition of sub-taluks at the time of the separation of the Judiciary from the Executive merely threw additional work on Tahsildars; in such cases sub-taluks have to be restored; and we accordingly recommend the restoration of the Nidamangalam sub-taluk in the Tanjore district, the Palayamkottai sub-taluk in the Tirunelveli district and the Kunnamangalam sub-taluk in the Malabar district. Tirurangadi sub-taluk in Malabar district will also have to be restored, if the proposal to constitute a new taluk, with headquarters at Tirur, does not materialize. In view of certain special features, we recommend the restoration of the Vayittiri sub-taluk in the Malabar district also.

16. Following the same principle we recommend that in the Madurai and Tiruchirappalli districts, where the separation of the Judiciary from the Executive is yet to be effected, the sub-taluks of Madurai and Vidasandur should be retained, and owing to certain features in the Kulittalai taluk, the sub-taluk at Manappara should also be retained.

17. For the exercise of proper supervision over lower division clerks, and for maintenance of discipline when the Deputy Tahsildar is away on camp, we recommend that one of the posts of lower division clerks in the offices of Dependent Deputy Tahsildars should, where there is no upper division clerk already, be upgraded to that of an upper division clerk.

#### *The Taluk.*

18. In order to make the taluk charges manageable, enabling the Tahsildar to attend adequately to his work, which has increased all round, particularly on the developmental side, and in order to ensure better supervision in the office, and better discipline when the Tahsildar is away on camp, we recommend that Headquarters Deputy Tahsildars should be sanctioned for all Taluk offices in the State straightaway where this has not already been done.

19. Taluk offices are generally understaffed; for a closer supervision of lower division clerks and for helping in the handling of the more important branches of correspondence, one upper division

clerk more is particularly necessary on an examination of the relevant figures relating to correspondence and other work in all the Taluk offices, we recommend the appointment of 1 upper division clerk and 2 lower division clerks in 74 Taluk offices, 1 upper division clerk and 1 lower division clerk in 11 Taluk offices and 1 upper division clerk in 10 Taluk offices.

20. In Taluk offices where there is no typist's post now, a lower division clerk's post should be converted into a typist's post as early as possible.

21. The Record Room is in a bad way in the Taluk offices; we recommend the appointment of an attender for the Record Room in every Taluk office.

22. In the above respects Taluk offices in charge of Deputy Tahsildars are to be treated in the same way as regular Taluk offices; only, instead of a Headquarters Deputy Tahsildar these offices should have an officer in the scale of Rs. 115—5—140 as Head Clerk.

23. We are not in favour of upgrading the post of Taluk Head Accountant to that of Deputy Tahsildar.

24. *Taluk charges and the National Extension Service Scheme.*—The extra staff proposed for Taluk offices for the National Extension Service Scheme is *prima facie* adequate, except that an additional typist may also have to be sanctioned when the scheme is extended throughout the taluk.

25. The assistance to the Tahsildar provided by way of Taluk Development Officers of the grade of Deputy Tahsildars is adequate; it is a sound arrangement that the Taluk Development Officer should work under the general supervision of the Tahsildar; but the Taluk Development Officer should not be empowered to correspond directly with the Revenue Divisional Officer.

#### *The Revenue Division.*

26. There has been an increase in the tempo of the normal activities of the Revenue Department; new functions have been added on to the department in relation to developmental activities; in respect of these activities, guidance and co-ordination at the divisional level have to be done by the Divisional Officers; but in many cases the Revenue divisions, as they stand after the Separation of the Judiciary from the Executive, are found to be so unwieldy that the Revenue Divisional Officer cannot perform his role effectively. Reviewing the problem in this light, we recommend the restoration immediately of the following Revenue Divisions:—

Saidapet in the Chingleput district,

Vellore in the North Arcot district,

Coimbatore in the Coimbatore district,  
Cuddalore in the South Arcot district, and  
Dharmapuri in the Salem district.

And on the same grounds we recommend that in the Tiruchirappalli and Madurai districts, where the separation of the Judiciary from the Executive is to be effected shortly no Revenue Division should be abolished.

27. When the National Extension Service Scheme is extended throughout each district, all the remaining divisions which were abolished at the time of the separation of the Judiciary from the Executive will also have to be revived, and the time for this would be when the National Extension Service is introduced in about half the area of an existing division. It may well turn out, after some experience, that some of the heavy divisions may have to be reduced in size even further.

28. Divisional Offices also are generally understaffed, and on a scrutiny of the work relating to correspondence and other items, we recommend that one lower division clerk may be sanctioned in all the Divisional Offices in the State except Chingleput, Pudukkottai, Pollachi and Fort Cochin.

29. We are not in favour of upgrading the post of Head Clerk in the Divisional Office to that of a Deputy Tahsildar; but in order to avoid the stagnation in these posts, which generally now carry a fixed pay, of persons with no further prospects who lose interest in work, and in order to provide an incentive for efficient work to those who are appointed to these posts, we recommend that the posts should carry the scale of pay Rs. 115—5—140.

30. To enable Divisional Officers to discharge effectively their functions of co-ordination of developmental activities, we urge that explicit instructions should be issued by Government authorizing Divisional Officers to request other departmental officers at the divisional level to accompany them for joint inspections, or to attend discussions or conferences in their offices on outstanding matters.

31. The scale of additional staff for Divisional Offices for work connected with the National Extension Service, as indicated in the Memorandum of Instructions, is *prima facie* adequate except that the necessity for an Accountant also may have to be examined later on.

#### *The District.*

32. In the context of increase in general work all round, including developmental activities, and of the Collector's central role in the co-ordination of developmental activities, particularly under the National Extension Service Scheme, the question has to be considered whether district charges are manageable now, and



will be manageable when the National Extension Service Scheme is fully extended. As between the two methods of giving relief to Collectors, appointment of Personal Assistants or reduction in the size of districts, we consider on an examination of the pros and cons, that the balance of advantage is in favour of the former method. This is the principle adopted by the Government so far; and it is the principle apparently accepted by them for the stage that will arrive when the National Extension Service is widely introduced, since they have made provision for the appointment of an additional Personal Assistant at that stage. Our endorsement of the principle is, however, subject to two very important considerations. One is that the scheme of delegation of powers to Personal Assistants is arranged in such a way that while Personal Assistants take over the routine and intermediate stages of all correspondence, only comparatively unimportant subjects are dealt with by the Personal Assistants finally, and even there, provision is made for the Collectors to see important cases, or cases involving questions of policy, and for him generally to keep in touch with the way in which all these cases are dealt with. The other is that the general control by the Collector, which is the essential point, will become so tenuous as to be ineffective, if he is to have more than two Personal Assistants for the general work, including development work now and the National Extension Service later on (and leaving out of account Personal Assistants sanctioned for special items of work). When that stage has been reached, a readjustment of the size of the district will have to be considered. We have considered the whole question on these lines; and our view is that with the Personal Assistants now attached to the districts, the districts are generally manageable now, i.e., the Collector has had the necessary relief for attending satisfactorily to all his duties, including the developmental activities at the level at which they now stand; that even after the National Extension Service is fully introduced, the appointment of the extra Personal Assistant proposed under the scheme will give him adequate relief, and he will, therefore, be able to attend satisfactorily to all his duties including those relating to the National Extension Service; that there is no need, therefore, to reduce the size of the districts, either now, or after the National Extension Service is introduced, with the one exception, that when the National Extension Service is widely introduced, there may be need to have a fifth district in the area now covered by the districts of Tanjore, Tiruchirappalli, Madurai and Ramanathapuram, that district may be formed by taking away Pattukkottai and Arantangi taluks from the Tanjore district, the Pudukkottai Division from the Tiruchirappalli district, and some of the adjoining area from the Ramanathapuram district with consequent readjustment between the Ramanathapuram and Madurai districts; the headquarters of the new district may well be at Pudukkottai which has some advantages like the availability of buildings and good facilities of communications.

33. As the person responsible for co-ordinating all developmental activities in the district, it is appropriate that the Collector should write confidential reports on the officers of other departments in the districts concerned with those activities; he is already required to send reports on some of them; he should be asked to send reports on the others also.

34. *Personal Assistants.*—In the scheme of delegation of powers to Personal Assistants, besides the principles mentioned above being followed, it should also be distinctly laid down that Personal Assistants, even when dealing with subjects which they can themselves dispose of, should not pass orders over-ruling any decisions or recommendations made by Revenue Divisional Officers; such papers should go to the Collectors themselves. Since, despite such a provision, the position still generally is that the Personal Assistants will be passing in review the work of Revenue Divisional Officers, we recommend that as a rule only senior Deputy Collectors should be posted as Personal Assistants.

35. So long as the fundamental principles about delegation are followed, the Collector's discretion need not be fettered in the allocation of individual subjects to the Personal Assistant.

36. The wording of statutes sometimes prevents delegation to the Personal Assistant of powers which are routine and can appropriately be delegated; it is necessary to have an enabling enactment by which, wherever any functions are cast on the District Collector, it should nevertheless be competent for the District Collector, with the approval of the Board or the Government, to delegate them wholly or in part to his Personal Assistant. We also suggest that, as far as possible, work of a routine nature should not be statutorily cast on the District Collector, but only on, 'Collectors', the word 'Collector' being defined so as to include the Revenue Divisional Officer or the Personal Assistant.

37. *The Collector's office.*—There is considerable force in the complaint that the supervisory staff in the Collector's office is inadequate and requires strengthening. No section in the Collector's office should have more than about 7 or 8 clerks. To provide for this we recommend, on an examination of the position in all the Collectors' offices, that one additional section head in the grade of Deputy Tahsildar should be sanctioned for each of the Collector's offices of Madras, Chingleput, North Arcot, Tiruchirappalli, Madurai, Ramanathapuram, Tirunelveli, Salem, Malabar and South Kanara.

38. We do not consider it necessary to upgrade the post of Magisterial Head Clerk to that of a Deputy Tahsildar; but we recommend that it may be upgraded to the scale of Rs. 115—5—140.

39. The work of fair-copying and despatch is important enough to require a separate section head; we suggest that the post of Superintendent, Fair Copying section, should be upgraded to the time-scale of Rs. 115—5—140.

40. The clerical staff in Collectors' offices is generally adequate and we consider there is no case for a general increase applicable uniformly to all Collectors' offices; where a case can be made out, it is for the Collector concerned to take the matter up with the Board.

41. The scale of additional staff for the Collector's office proposed under the National Extension Service Scheme is *prima facie* adequate.

#### *Training of Assistant Collectors and Probationary Deputy Collectors.*

42. The scheme if training is suitable and does not require any modification; however, in view of the importance now attaching to the Five-Year Plan and the National Extension Service, a period of two weeks with a Block Development Officer may be added, the major portion of which should be in the field.

43. It is essential that the Collectors should take close personal interest in the training of Assistant Collectors and Probationary Deputy Collectors; there is reason to think that this has not been sufficiently borne in mind by all Collectors; it is necessary that this aspect of the matter should be strongly impressed on the Collectors.

44. It is necessary also that the training should be in the hands of senior Collectors; there is reason to think, also, that the training has suffered in recent years to some extent because an adequate number of senior Collectors was not available in the districts, and that this was because the general rule that ordinarily no officer of the Collector's grade should be away from the districts for more than three years at a time, and that a term as Collector should intervene between two terms in the Secretariat or in the Board, had not been strictly followed; that rule also secured a general toning-up of the district administration and was valuable in that respect too; we therefore strongly emphasise the need for adherence to that rule, so that an adequate number of senior officers are available as Collectors, and suggest that Assistant Collectors and Probationary Deputy Collectors should be sent for training only under such Collectors.

#### *Merger of Estate Areas.*

45. Except in a few cases where the estate villages are administered by the regular Tahsildars or Deputy Tahsildars there are two sets of Officers now at the Taluk and Firka level—one for the regular administration and the other for the management of estates taken over under the Abolition Act—who have to tour in the same tracts for their respective sets of duties. It would, *prima facie*, be an advantage if the duties should be pooled and the areas

regrouped into compact charges under Officers each of whom would perform both sets of duties. If there should be a saving of staff in the process that would be a further advantage, but even without such saving there would still be the advantage of the work being done more efficiently with the charges compact. But on the other hand, particularly if there is no saving in staff, the advantage would be there only if the work on the estate side, which is specialized in many respects, can be expected to be attended to with the same care and promptitude in a combined charge as when the charges are separate, and this will depend mainly on the stage which that work has reached in the various areas; where the special problems still exist to a considerable extent, it would be inexpedient to think of a merger merely in order to form compact combined charges. In many areas these special items of work do exist, and neither their urgency nor their volume has abated. Apart from that, the possibility of a progressive reduction of the special staff with the decrease of work can be closely and constantly kept in view only if the special staff is kept separate from the regular staff; otherwise there is the danger of the regular staff itself being maintained at an unduly high level. Further, any adjustment of territorial charges now made will be only temporary, and will require revision again when survey and settlement operations are completed, and it will be inadvisable therefore to disturb existing taluk boundaries except when the arrangement is likely to conform to the permanent future pattern. In the light of those general considerations and with reference to the conditions in each district, we have examined the possibilities of merger. We find that the possibilities are very limited and that the administration of the estate areas will have to remain separate everywhere except in Coimbatore and portions of North Arcot district. In Coimbatore we recommend that if Headquarters Deputy Tahsildars are appointed for Udamalpet and Pollachi taluks, the estate villages in these taluks may be merged with the Tahsildars' charges and the post of Tahsildar-Manager, Pollachi, abolished. In North Arcot we recommend that in Arni taluk the Tahsildar-Manager should become the Tahsildar of the taluk (looking after general work as well as estates work) and that he should have a Headquarters Deputy Tahsildar and that the present post of independent Deputy Tahsildar should be abolished. For the remaining areas, it does not mean that the present position should continue till survey and settlement operations are completed; it should be possible, for instance, except in cases where taluk boundaries themselves require readjustment, to include estate villages in the regular charges and do away with the special managerial charges when the special and urgent items of work have disappeared and the work has been brought down to normal. Meanwhile, economies have to be looked for only in the direction of gradual retrenchment of the managerial staff, *pari passu* with the diminution in the volume and complexity of the special items.

*Maintenance of Survey.*

46. We consider that maintenance work should continue to remain with the Taluk Surveyors and should not be handed back to Revenue Inspectors but some drawbacks in the present arrangements have to be remedied. The supervision of the Taluk Surveyors by the Tahsildars and Revenue Divisional Officers had not been adequate; the Board has recently issued comprehensive instructions on this point. The better type of Taluk Surveyors had generally been diverted to the Survey Parties attending to the work under the Estates Abolition Act and they will begin to be released back for maintenance work only about two years from now; we suggest that even meanwhile a sprinkling of this type should be released for maintenance work, especially for the areas where the work is heavy. Mobile parties intended to clear up arrears then and there had been diverted for work in special items like land acquisition in connection with irrigation projects; we suggest that these parties should be kept at sufficient strength to man such items of work as well as to attend to the work for which they were primarily intended. We suggest also that in taluks where current maintenance work is specially heavy, additional Taluk Surveyors should be appointed.

*Personal Files.*

47. These are intended not merely for the summing up of a person's worth but also for the assessment of comparative abilities; they cannot be dispensed with, nor run on the 'open-access' system, nor replaced by a 'grading system'. The grievance in this regard really is that in practice adverse remarks about defects of a remediable nature are not communicated to the parties concerned, though the rules require such communication. This grievance seems to a large extent to be well-founded. Though the rules are clear, it is desirable, in order to give fuller guidance, to incorporate in the rules a few examples of defects which are 'remediable' and 'irremediable'. When remarks are communicated, the acknowledgment of the person concerned should be obtained and kept in the personal file. The responsibility for communication of adverse remarks should be on the custodian Officers and a periodical should be prescribed for them to watch this. Inspecting Officers should verify whether remarks that required to be communicated had been communicated in all cases. The files as kept now are generally untidy; we make certain suggestions of detail for their neat maintenance. As no amount of written instructions can effectively take the place of personal instructions, every opportunity for giving them so should be sought, and superior Officers should, during their tours, see that the rules are properly understood and scrupulously followed.

*Office Procedure.*

48. Taken by and large, the Tottenham System has been found to be working reasonably efficiently, and to be fulfilling satisfactorily the main objectives of an office system; it has, besides, the obvious advantage now of being a system well established and well understood; there is no need, therefore, to change that system in its main framework, but at the same time there are certain aspects where changes are called for, either because a different outlook has to be brought to bear, or actual experience has indicated the need for alteration.

49. The system allows certain types of papers in the various offices to go without any record of receipt; and one general complaint especially from the public has been that papers get lost or mislaid. We suggest that all papers received in tappals in all the Offices should be numbered; the numbering may be done by machine and the papers first entered in a simple distribution register.

50. Communications from the public are seldom acknowledged now. We suggest that it should be made a rule that every original communication received from a member of the public should be acknowledged within a day or two of its receipt, except where the final reply itself is expected to be sent within a week; and when a communication is transferred by a higher authority, such as the Collector to a subordinate Officer for disposal, the fact should be indicated by the former to the party; prescribed printed cards are already available for these purposes and they should be liberally used.

51. The present rule, that reasons for rejection of petitions should not be given in the orders communicated to the parties, unless the Officer passing the order specifically directs that they should be given, is inappropriate now; we suggest that the rule should be the other way about, namely, that the reasons should be invariably communicated unless the head of the office thinks it inadvisable on any particular grounds to do so.

52. We reiterate the need for thorough and frequent inspection of personal registers by section heads and Officers. We suggest that the checking should, when it is done by the section head or Personal Assistant, be invariably in the presence of the clerk concerned and with reference to all pending files; and that when it is so done, it should come only twice in the month by the section head and once by the Personal Assistant; it will suffice if Collectors check the registers once in two months.

53. We stress the need for Officers to see that unnecessary noting on files by clerks is avoided, and the need to see also the references to subordinate officers are made only when really necessary and when they are made, that all the information required is completely listed out and called for.

54. We stress the need for a more extensive use than now of roneo forms for notes, drafts and fair copies.

55. We suggest that once a year each head of office should examine the list of in-coming and out-going periodicals with a view to see if any of them could be abolished or reduced in frequency, and report the result to his immediate superior, who should take appropriate action thereon.

56. For the better maintenance of record files, apart from some suggestions of detail, we recommend that the Board should draw up a standard list for adoption by Collectors and their subordinate officers.

57. Since it is found that sometimes papers now given L. Dis. (destroyable after one year) are required for a slightly longer period, but not so long as the ten years which D. Disposal carries, we suggest an intermediate K. (Keep) disposal which would carry retention for three years. We suggest also that R. Disposal Papers may be examined after 30 years to see if any of them can be destroyed. We recommend, too, that the rules for retention of periodicals and other special records should also follow the same simple and uniform pattern—one year, three years, ten years and permanent retention.

58. We recommend that stock files containing important G.Os. and B.Ps. should be compiled in the Board's Office, and printed and supplied to all subordinate offices (down to the Taluk Office) once in five years. In the intervals when stock files will still have to be maintained, such G.Os. and B.Ps. should be printed, and sufficient spare copies of them should be sent to Collectors so that they could be straightaway distributed to subordinate offices without having to be roneoed in Collectors' Offices; each office should get two copies so that one could be put in the stock file straightaway.

59. Important Codes and Manuals should be more frequently reprinted and issued than is now the case; the Board of Revenue, or other appropriate authority as the case may be, should review the stock position of these books periodically, say once a year, and arrange for their reprinting as soon as the necessity is disclosed.

#### *Forms and Stationery.*

60. There are delays and defects now in the preparation and submission of indents and in the maintenance of stock registers; supply by the Controller has also been intermittent and generally inadequate. As a remedy, we suggest that the present system of annual indents may be dispensed with and that, instead, the Board of Revenue should, in consultation with Collectors, lay down for each office a standard annual scale of supply; after this scale is

approved by the Government, it should be the duty of the Controller to make the supply accordingly to each office. An annual indent would be necessary only for variations from this standard; the Board will send this to the Controller on a State basis after the possibilities of adjustment within the district, and among the districts as a whole, have been explored.

61. It is necessary that the Stock Registers of Forms should be brought up to date meanwhile; the Board should arrange for a physical verification of stocks and an accurate posting of the Registers; the work may be arranged to be completed within a period of three months.

62. The system of distribution through unit offices, which now exists in many cases, should be discontinued; supplies of forms and stationery should be made direct to all offices by the Controller himself.

63. In emergent cases, when the work cannot be done in time in the Government Press, the Controller should get the forms printed in private presses and supply them to Collectors. In extremely urgent cases, Collectors may be authorized to resort to local printing at presses approved beforehand by the Controller.

64. The reduction of the size of various forms, ordered as a measure of war economy, has caused administrative inconvenience in many cases, and an enlargement of size is called for. A Revenue Officer in the grade of Deputy Collector should be placed on special duty for about a month to go into the question of revision of size, in consultation with the Controller. We have ourselves suggested, meanwhile, the restoration of the old size, straightaway, in the case of a few important forms.

### *Touring.*

65. In view of the increased range of duties for all Officers, necessitating more touring than previously, we recommend that the prescribed minimum may be increased from 60 days in the half year to 75 for Collectors; from 75 to 90 for Revenue Divisional Officers, and from 90 to 120 for Tahsildars.

66. The present proportion of halts to marches, viz., 1 : 2 prescribed for Collectors and Revenue Divisional Officers may be maintained.

67. Tahsildars are not now able to halt as much in the villages as the public interests require owing to the absence of halting places; we suggest that a number of new chavadies should be constructed in important villages, on a planned programme over a period of five to ten years.

68. The present Fixed Travelling Allowance of Tahsildars is inadequate; when the minimum touring is raised to 20 days in the month as proposed, the Fixed Travelling Allowance should be



increased to Rs. 75 a month. This should apply also to Deputy Tahsildars in charge of taluks.

69. Mileage at nine annas per mile, now allowed for Deputy Superintendents of Police and Deputy Prohibition Officers, should be allowed for Revenue Divisional Officers also, instead of the present rate of six annas per mile.

70. Revenue Divisional Officers and Tahsildars have to waste a lot of time waiting for public conveyances; they experience difficulty in reaching interior villages; a fast conveyance would enable a large number of inspections and enquiries to be completed in any given time; we, therefore, recommend that a jeep may be supplied at least for each Revenue Division, which could be shared by the Tahsildars in the division and the Revenue Divisional Officer himself.

#### *Decentralization of Powers.*

71. It is obviously in the public interest that final decisions should be available to parties as early as possible, and it is necessary, therefore, that a subject should be finally disposed of at the lowest level of authority consistent with its importance. It is desirable also, that superior authorities should be freed of comparatively minor responsibilities so that they may have more time for important work. In the light of these principles we feel that there is considerable scope for decentralization of powers, and we make the following suggestions accordingly :—

Powers of assignment, which now vest only in Collectors should, in the case of non-valuable lands, be restored to Tahsildars, and in the case of valuable lands, be vested in Revenue Divisional Officers.

Tahsildars instead of Revenue Divisional Officers can be empowered to order eviction of encroachments.

In simple cases of Land Acquisition—say those involving not more than one acre of land in extent or Rs. 1,000 as compensation—Tahsildars can be appointed 'Collectors' under the Land Acquisition Act.

Tahsildars, instead of Revenue Divisional Officers, can be empowered to pass remission accounts.

Powers of sanction of Takkavi loans may be increased from Rs. 500 to Rs. 1,000 for Tahsildars, and from Rs. 1,000 to Rs. 2,500 for Revenue Divisional Officers.

Powers of sanction of expenditure for the relief of distress caused by fire may be given up to Rs. 250 for Tahsildars, and increased to Rs. 1,000 for Revenue Divisional Officers and to Rs. 2,500 for Collectors.

Tahsildars, instead of Revenue Divisional Officers, may be authorized to issue "Community Certificates"

All powers over village officers, except appointment and dismissal, may be entrusted to Tahsildars.

Tahsildars may be given disciplinary powers over lower division and upper division clerks of their officers up to the withholding of increments; they may also be empowered to sanction the increment certificates of their staff.

#### *Other Administrative Problems.*

72. *Hours of work in offices.*—In order to bring about conformity between the practice and the rule, the tiffin interval may be half an hour instead of fifteen minutes as now; and in order to accommodate persons who have their principal meal about the middle of the day, as well as those who take an early morning meal and an afternoon tiffin, the interval may be allowed to be availed of between 1 p.m. and 2 p.m.; otherwise, attendance during the prescribed office hours should be strictly insisted on; attendance outside those hours should not be accepted as substitution or excuse, and should, rather, be discouraged.

73. *Officers and the public.*—Officers now feel constrained to receive visitors at all hours, very early as well as very late, and at their residence as well as at the office, and on holidays as well as working days. This is not really expected of them; as affecting their health it would impair their efficiency; and officers are entitled to have a modicum of leisure and privacy too, and also have some time when they can quietly concentrate on files attended to at the residence. With a view to clarify the matter, therefore, we suggest that the Government may authorize officers to restrict interviews to a certain span of hours and exhort the public to conform to those hours. At headquarters the hours may be the office hours, 11 a.m. to 5 p.m.; out of this a stated period may be set apart exclusively for interviews and during the remaining period, the officers should be accessible, but subject to the exigencies of other work. On matters of a very important and urgent nature, officers should attend to the public even outside these hours, each case being decided on its merits. These arrangements mean that officers should attend office regularly between 11 a.m. and 5 p.m. when they are at headquarters except when they have got some inspections or other similar work; even in the excepted cases they should attend the office for some reasonable time during those hours. The Chairman considers that in this respect Collectors should, however, as heretofore, have the discretion to adjust their work as between the office and the residence, while being available to the public between 11 a.m. and 5 p.m. Interviews should take place only in the office and on working days and no interviews should ordinarily be given in the residence or on holidays.

74. In camps, the general idea being that the officers should mix freely with the people, interviews should be generally allowed whenever sought but the hours may be between 8 a.m. and 5 p.m.

75. It is quite necessary, for all these arrangements to work smoothly, that the public should be apprised of the rationale of the regulation of interviews; that could conveniently be done by embodying the instructions in the brochure which we are suggesting separately below.

76. Parties should have a convenient place to wait at when attending offices; where parties' sheds exist, they should be kept clean and tidy; where there are none, the possibility of constructing them should be considered; and meanwhile, at least a portion of a veranda should be set apart for the purpose, and seating accommodation provided there.

77. Notices should be exhibited at a conspicuous place showing the hours of work, the hours exclusively set apart for interviews, and the appropriate officer whom parties should approach, and where his room is located in the office.

78. We emphasize the need not merely for sympathy and courtesy but also as close and immediate an attention as possible to the requests made at the interviews.

79. We think a brochure on the following lines would be useful explaining the general set-up of the Revenue department; informing the public as to the officers whom they should approach, in the first instance, and by way of appeal and revision, on various matters such as assignments, grant of loans, or transfer of registry; and impressing on them that alike for saving unnecessary work for the superior officers and for having their own business dealt with expeditiously, it is important that they should first approach the appropriate local officers for all matters wherein they are competent to grant redress. Copies of the pamphlets should be made available to schools and rural libraries and all village officers.

80. *Attendance of officers on high personages.*—On account of the tours of high personages in the districts, a certain amount of additional work falls on local officers. In recognition of the need to minimize the dislocation caused to regular work, Government have recently reiterated that Collectors need not break camps to meet such visitors, and that they may take leave of them on other occasions immediately after arrival, except when their presence is specifically requested. We feel that similar instructions may, with advantage, be issued in respect of Revenue Divisional Officers also.

81. *Importance of personal work of officers.*—There have been complaints that the department is clerk-ridden. We do not believe the criticism is universally or even widely applicable. Where the fault occurs, it is a defect of personnel and not of the system. Existing instructions proceed on the assumption that initiative, guidance and decision all rest personally on the officers at the top.

This has been well understood, and acted upon all along, by the better type of officer; but since the position has been implicit rather than explicit, it is worthwhile emphasizing it positively. We indicate, accordingly, the manner in which tapals and papers are to be dealt with so that the work may carry the personal impress of officers.

82. *Inspection of subordinate offices.*—We point out that the sending of clerks in advance for preparing “ preliminary notes ” is only for the purpose of gathering and getting ready the statistical and other information required for the inspection, and that it is the inspecting officer’s own scrutiny that counts, and that it is his own personal impressions formed as a result of such scrutiny that should be embodied in the notes of inspection; the inspecting officer should lay down precisely what the material to be kept ready in advance is, and reserve the rest of the work to himself. The inspecting officer should always make an assessment of the personal work also of the officer whose office is inspected. Since the function of an inspecting officer is not merely to point out defects at the annual inspection but to help the subordinate officer in running his office efficiently, he should also make it a point to step into the subordinate office as often as possible, during his tours, do a ‘ random sampling ’ of the registers and files, and give suitable instructions in regard to defects noticed.

83. *The use of the regional language in Revenue offices.*—The regional language will in course of time have to replace English as the official language. There is no need for an experiment merely to see whether that would be possible; an experiment should rather be to find out the practical problems that would arise when correspondence is conducted in the regional language, and to work out solutions for those problems. The experiment which is being tried in Tiruchirappalli has been handicapped by not being on these lines; the lessons so far from that experiment are: Tamil typewriters and typists should be supplied to the full extent required in all the offices; noting in files should also be in Tamil; steps should be taken by Government to evolve a standard glossary of technical and administrative terms as early as possible. There is no need to wait on the Tiruchirappalli experiment for extension of the principle elsewhere. And in fact a better approach would be to have preliminary attitudes induced generally all over, instead of an abrupt transition in certain areas in succession. As a beginning, clerks who are not proficient in English should be allowed, and even encouraged, to put up notes in the regional language. Revenue Inspectors may also be allowed to send their reports in the regional language if they choose to do so. Drafts going out to the public not acquainted with English should also be invariably in the regional language as is generally the case in Taluk offices even at present. As and when fresh or additional supplies of typewriters to the various officers have to be made, the possibility of supplying

Tamil typewriters and providing Tamil typists should be examined. Till a standard glossary is evolved, there should be no objection to the continued use of English and Hindustani words which are widely understood like Collector, Tahsildar, jamabandi, azmoish, etc., the attempt to manufacture recondite equivalents for such terms is to be avoided. If an approach is made on these lines, we feel that the switch-over to the regional language will be smooth and gradual; and such an approach will merely be a translation into concrete terms of the idea with which, even for the Madras Public Services Commission examination for the Ministerial Services, a test in the regional language has been laid down.

84. *Refresher courses.*—Even in the sphere of day-to-day general administration, several interesting problems arise, or doubts or difficulties crop up; and it will be useful if arrangements could be made for periodical discussions of such problems. While we do not advocate special refresher courses, as such, we suggest that periodical meetings of officers should be held for discussion of outstanding administrative problems; these meetings can be combined with conferences which are already being held for various purposes.

85. *Training for National Extension Service Scheme.*—Some special instructions to Revenue Officers would be necessary so that they may have a clear idea of the background, and of the scope and nature of the duties connected with the National Extension Service. A manual defining these should be made available. Besides, special lectures could be arranged to be given to Collectors at Madras by the Director of Community Development or the Director of Rural Welfare. Collectors could, in their turn, arrange for meetings of their subordinate officers and give suitable instructions to them.

86. *Additional staff for new items of work.*—Whenever any new item of work is entrusted to the Revenue Department, and when it can be reasonably foreseen that extra staff will be required for it, suitable additional staff (both in the office and the field) should be sanctioned simultaneously.

#### *Office Amenities.*

87. While there has been an increase in staff, from time to time, there have been no significant improvements to, or extensions of, office buildings. Several offices are cramped and overcrowded, and some are incommodious, ill-lit and ill-ventilated. The Government should, in consultation with the Board of Revenue, draw up a programme of improvements, alterations and additions, and systematically implement the programme, some funds being provided in the budget every year for this purpose.

88. Annual maintenance appears to have been neglected in a few cases. Allotments for maintenance should be suitably increased.

89. All Revenue offices, and particularly Taluk offices, should be electrified according to a programme to be drawn up by the Board of Revenue. Fans should be provided throughout the year for not only heads of offices, but also for the non-gazetted staff, the discrimination between them contained in the present rules does not accord well with the democratic spirit of the present day.

90. There are serious shortcomings in furniture now; allotments for purchase and repairs of furniture should be suitably increased.

91. Compounds of offices are not always kept as neat and tidy as they should be. Heads of offices should be directed to see that compounds are kept clear of undergrowth and litter, and that wherever there are facilities for it, a garden, or at least a small plantation of shade-giving trees, is reared and maintained.

#### *Staff Amenities.*

92. *Tiffin rooms.*—It is essential to provide a suitable lunch or tiffin room for the staff; where this cannot be done by enclosing existing verandas, it will be necessary to construct suitable additions to the buildings.

93. *Canteens.*—The Government could encourage the formation of co-operative canteens by allowing free use of a portion of the compound, and, if necessary, at the initial stages at least, by keeping out private vendors so as to avoid unhealthy competition.

94. *Recreational facilities.*—Collectors should be authorized to make grants to non-gazetted officer's clubs from their 'Discretionary Grants'. The allotment to Collectors being increased for that purpose if necessary; a condition of such grants should be that the clubs consist predominantly of non-gazetted staff and that the grants are in definite proportion to the resources raised by the clubs themselves.

95. *Housing facilities.*—We consider it desirable that in places where available houses are few and rents are high, Government themselves should construct houses and let them out to the staff deducting 10 per cent of the pay as rent; the Government may not be in a position to embark on large housing schemes at present; but the need should be borne in mind; a long-term programme should be drawn up with a priority list of places, and such amounts as can be spared should be earmarked every year for the purpose in the Budget.

#### *Financial Aspects.*

96. In working out the cost of our proposals, we have left out certain items, which, though they deserve, in our opinion, a very high priority, involve policy decisions by the Government in the light of their financial position, i.e., raising the emoluments of

lower division clerks; carrying out additions, alterations and improvements to the existing buildings including electrification; construction of chavadies; and building houses for clerks where the need is pressing. We have left out also items like increased allotments for the purchase and repair of furniture, and for the maintenance of buildings, and provision of tiffin-rooms, as the outlay on them will depend on the estimated needs from year to year. For the remaining proposals, we have worked out the cost, and have suggested that the total being modest in comparison with the size of the State Budget, it may be possible to implement them all together; but we have, nevertheless, arranged them also in an order of priority according to our assessment of their relative importance. The total cost comes to Rs. 5,52,700 non-recurring, and Rs. 12,83,900 per annum recurring.

30th November 1954.

M. V. SUBRAMANIAN,  
*Chairman.*

C. A. RAMAKRISHNAN,  
*Member.*

G. RAMACHANDRAN,  
*Secretary.*