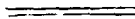


GOVERNMENT OF THE
CENTRAL PROVINCES AND BERAR



REPORT
OF THE
ECONOMY COMMITTEE
1938



NAGPUR
GOVERNMENT PRINTING, C. P. & BERAR
1938

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REPORT OF THE ECONOMY COMMITTEE, CENTRAL PROVINCES AND BERAR

CHAPTER I.—INTRODUCTION

1. **Constitution and terms of reference.**—The Committee was constituted by the Provincial Government by its Resolution No. C-297-B-VI of the 26th October 1937, which is reproduced below :—

“In the course of his Budget speech delivered in the Legislative Assembly on the 10th September 1937, the Hon’ble the Finance Minister stated that Government was contemplating the appointment of a strong and representative re-trenchment committee to advise it in effecting drastic economy in the cost of administration. Government has considered the proposal and is now pleased to appoint a committee, which will be known as ‘The Economy Committee, 1937’, constituted as follows :—

Chairman.

The Hon’ble Mr. D. K. Mehta, Minister for Finance.

Members.

The Hon’ble Mr. R. M. Deshmukh, Minister for Public Works.

Mr. K. P. Fande.

Mr. M. P. Kolhe.

Mr. V. M. Jakatdar.

Thakur Chhedilal.

Mrs. Anasuyabai Kale.

Mr. J. T. Chopda.

Rao Sahib D. Y. Rajurkar.

Khan Bahadur Syed Hifazat Ali.

Mr. D. L. Patil.

Thakur Udaybhanshah.

Mr. C. D. Deshmukh, C.I.E., I.C.S., Financial Secretary to Government, will be Secretary to the Committee.

The Committee’s terms of reference are—

To examine the organization of all departments, conduct a detailed scrutiny of provincial revenue and expenditure, and to make recommendations with a view to effecting economy and securing the maximum possible reduction in the cost of administration, consistent with reasonable efficiency, so as to bring it into accord with the resources of the province.

Government hopes that the Committee will be able to submit their report by the middle of December next.”

2. **Scope of enquiry.**—We have scrutinized departmental organization and expenditure in relation to existing resources and have not conceived it as our duty to investigate in detail to

what extent the revenue of the province is capable of expansion. The realization that the residual taxable capacity of the province is exceedingly limited and that for years to come development—or even financial solvency—must be conditioned by the extent of economy achieved has formed the background of our enquiry. We have referred to receipts only where there is a direct connection between the receipts of a department and the services rendered or amenities provided by that department. In examining the possibilities of economy we have confined ourselves to the sphere of administration, as distinct from questions of policy or matters raising important constitutional issues, as for instance, the provincialization of certain services or the imposition of a cut in the pay of Government servants. Both the Provincial Government and the Legislature are seized of these important issues, the decision of which does not seem to us to call for any detailed financial scrutiny. Lastly, in interpreting efficiency we have borne it in mind that standards of good administration vary enormously and need to be co-related with the stage of material and political development reached by the people.

3. Previous Retrenchment Committees.—We have been considerably assisted in our task by statements supplied to us summarizing the recommendations made by the similar committees of 1923, 1931 and 1937, and the action taken by Government on these recommendations. At the same time the fact that the ground has been traversed by three committees within the last fifteen years has restricted the scope of discovery in our search for economies. In particular, the Retrenchment Committee of last year drew attention to many possible economies which we would otherwise have indicated. In many cases the recommendations of that Committee and those made by us cover common ground, but we have mentioned these only where the character of our recommendations varies from the corresponding recommendations of that Committee.

4. Procedure.—We held our first meeting at Nagpur on the 8th November 1937 in order to settle our procedure and to arrange a programme of work, and proceeded to constitute three sub-committees for a speedier and more effective examination of the departmental budgets than what would have been possible in general meetings of the Committee. A number of departments were entrusted to each sub-committee for detailed scrutiny and the Secretaries in the departments concerned were requested to place at their disposal all the relevant information. The sub-committees were also authorized to consult the heads of the respective departments whenever necessary. Questions of a general nature, such as those affecting all or more than one department, as well as matters involving principles of general application not specifically included among the subjects dealt with by the General Administration Department, were reserved for examination by the Committee as a whole. The sub-committees were required to report to the Committee the results of their investigation and forward their recommendations with a brief statement of the reasons therefor. After constituting the sub-committees we proceeded to the examination of matters falling within the category of general questions and principles, and

continued the work on the 9th November. The sub-committees held several meetings between the 9th and the 26th November and submitted their reports by the end of the month. We held our third meeting at Nagpur on the 24th November in order to formulate conclusions on the general matters provisionally discussed in the first two meetings. It was decided that the final conclusions so formulated should be communicated to Government by way of an interim report in order to enable Government to examine them without delay and to take decisions in time for giving effect to them for the purposes of the next budget. The discussion of general economies was continued in the 4th and 5th meetings held on the 25th and 26th November and an interim report was submitted to Government on the 6th December 1937. The 6th and 7th meetings of the Committee were held at Nagpur on the 5th and 6th January 1938, and were devoted to a consideration of the report of sub-committee No. 1. We were obliged to suspend our work at this stage as, on account of pre-occupation with budget and legislative work, our Chairman, the Hon'ble the Finance Minister, and his colleague on the Committee, the Hon'ble the Public Works Minister, did not expect to be able to spare time for continuing the work of the Committee. The 8th, 9th and 10th meetings were held at Pachmarhi between the 23rd and 26th May 1938, and were devoted to the consideration of the reports of the sub-committees. This and the examination of a few residual general economies were concluded in the 11th, 12th and 13th meetings held at Nagpur between the 27th and the 29th June 1938, and we met to pass the draft of the report on the 6th August. We regret that owing to causes beyond our control we did not find it possible to submit our report by the time indicated in the Resolution. We have, however, authorized the Secretary to forward extract copies of our proceedings to the departments concerned for taking appropriate action in advance of the submission of our final report.

5. Arrangement of recommendations.—Chapter II contains our recommendations on general questions and principles affecting more than one department, while Chapter III contains our recommendations concerning individual departments. No reference has been made to matters or departments in respect of which our examination failed to disclose any possibility of economy. In order to minimize the bulk of the report we have stated the justification for a recommendation only where it was not obvious or where the complexity of the issues involved seemed to call for a brief statement of our reasons. A more detailed discussion of some of these will be found in our recorded proceedings and the reports of the sub-committees.

6. Financial results.—Wherever possible we have given an estimate of the extent of economy that is likely to result ultimately if our recommendation is adopted. The amount is shown within parentheses in thousands of rupees (+) denoting increase of receipts and (-) savings. Where no figures have been given it may be assumed that no estimate is possible or that we did not have the time or data necessary for a calculation. The total of ascertainable economies is approximately Rs. 44 lakhs.

Of this, Rs. 14 lakhs is more or less immediately realizable, and Rs. 30 lakhs is either dependent on the sanction of higher authority or likely to take time to materialize fully.

We understand that in several instances orders have already been passed by Government on our interim recommendations or that action on the lines of our recommendations has already been taken by Government on its own initiative or on the basis of the conclusions embodied in our proceedings. We have appended a list of these economies as an Appendix to our report.

We are informed that the ultimate budgetary betterment resulting from action taken on the report of the Retrenchment Committee, 1937, is approximately Rs. 6 lakhs.

CHAPTER II.—GENERAL QUESTIONS AND PRINCIPLES

7. Travelling allowance—(i) *Road mileage and journeys by motor car.*—(a) For first grade Government servants the rates should be reduced to four annas a mile, except for journeys beginning and ending at the same point in the same day, for which it should be three annas a mile.

(b) For second grade Government servants the corresponding rates should be three and half annas a mile and three annas a mile, respectively.

(ii) *Classification of Government servants into grade for road and railway journeys.*—We recommend the following grading:—

First grade.—The Hon'ble the Ministers and the Judges of the High Court, the Financial Commissioner, Commissioners of Divisions, Heads of Departments, Secretaries to Government and any other officer in receipt of actual pay of Rs. 1,000 per month and above.

Second grade.—All other Government servants in receipt of actual pay exceeding Rs. 250.

Third grade.—As at present (Supplementary Rule 4 under Fundamental Rule 44) except that the pay limit should be Rs. 250 instead of Rs. 200.

Fourth grade.—As at present.

(iii) *Railway mileage.*—We see no scope for reduction in the rates prescribed for second grade Government servants, viz., $1\frac{1}{2}$ second class fare, but consider that for the first grade the rate can be reduced to $1\frac{1}{3}$ first class instead of $1\frac{1}{2}$ first class fare without causing appreciable loss or hardship to the Government servants concerned.

(c) For third grade Government servants the rates should be modified as follows:—

- (1) (a) By a railway line and a train which provides intermediate accommodation— $1\frac{1}{2}$ intermediate class, and
- (b) by a railway line providing intermediate accommodation, but by a train not providing such accommodation—one third class plus $\frac{1}{2}$ intermediate class.

- (2) By a railway line not providing intermediate accommodation for Government servants drawing substantive pay (a) of less than Rs. 100—1½ third class, and (b) not less than Rs. 100—2 third class.

The other rules in regard to railway mileage should be framed consistently with the above rates.

(iv) *Daily allowance.*—(a) The Hon'ble Ministers and Judges of the High Court, Financial Commissioner, Commissioners, Heads of Departments and Secretaries to Government—Rs. 5 per day.

(b) *Other first grade officers.*—(1) Deputy Commissioners, Heads of offices (e.g., District Superintendents of Police, Divisional Forest Officers, Executive Engineers, etc.), and officers of equal or higher rank—Rs. 4 per day.

(2) *The remaining officers.*—Rs. 3-8-0 per day.

(c) *Second grade Government servants.*—(1) Officers of all-India services in receipt of actual pay of Rs. 600 and above—Rs. 3-8-0 per day.

(2) Officers of all-India services in receipt of actual pay below Rs. 600—Rs. 3 per day.

(3) Officers of Class I services in receipt of actual pay of Rs. 600 and above—Rs. 3 per day.

(4) Officers of Class I services in receipt of actual pay below Rs. 600—Rs. 2-8-0 per day.

(5) Other officers in receipt of actual pay of Rs. 600 and above—Rs. 3 per day.

(6) Other officers in receipt of actual pay below Rs. 600—Rs. 2-8-0 per day.

(7) Officers in receipt of actual pay of Rs. 300 and above—Rs. 2-8-0 per day.

(d) *Second and third grades.*—(1) An officer in receipt of actual pay below Rs. 300, but not below Rs. 200—Rs. 1-12-0 per day.

(2) Officers in receipt of actual pay below Rs. 200, but not below Rs. 160—Rs. 1-4-0 per day.

(3) Officers in receipt of actual pay below Rs. 160—Rs. 1 per day.

(c) *Ministerial officials and Government servants of the fourth grade.*—As at present, subject to any modification Government may find it fair to make in the last rate of 2 annas.

All the special rates of daily allowance, excepting those specified above, viz., Rs. 5 and Rs. 4, for certain classes of officers given in Appendix IX should be abolished. It follows that there will be no difference in respect of Central Provinces and Berar districts or in respect of journeys with tents and without tents. (- 2.00).

8. *Dear district allowance.*—This allowance should be paid only to Government servants in receipt of actual pay below Rs. 50 stationed at the headquarters of the Nagpur, Amraoti, Akola, Yeotmal and Buldana districts and at Khamgaon. No differentiation need be made between rates admissible for Nagpur

and the five Berar towns. The allowance should not be granted to establishment who are not in receipt of it under the existing rules. The rates should be as follows :—

- (a) Boy peons attached to the Civil Secretariat, Chief Engineer's office and Government Press, boy orderlies of the Police Department, and uncertificated teachers of girls' schools—Re. 1 per mensem.
- (b) Clerks and other superior establishment, menials and inferior establishment, head constables and constables of police, chief head warders, head warders, and warders of the Jail Department, demonstration jamadars of the Agriculture Department—Rs. 1-8-0 per mensem. (-2.06).

9. Conveyance allowance.—We consider that there is justification for the grant of conveyance allowance in suitable cases in strict accordance with the principle stated in Supplementary Rule 12 under Fundamental Rule 44, but hold that in the case of the higher paid officers in the interest of economy and in view of the attractions and amenities of life at Nagpur and Jubulpore it is unnecessary to grant conveyance allowance as a compensation for additional mileage done within the five-mile limit in the discharge of their duties. The following detailed modifications of the entries in Appendix VI, page 159, of the Fundamental Rules, Volume II, are recommended. (- 1.15).

Omit the following entries either for the reasons stated above or because there is insufficient justification for continuing the allowances :—

Entries Nos. 1, 2, 3, 5, 6, 29, 31, 33, 40 and 41.

Entry No. 7.—Reduce to Rs. 15 for the maintenance of a motor cycle.

Entries Nos. 8, 9 and 10.—Rs. 15 for the maintenance of a motor cycle.

Entries Nos. 11 to 21 (b), 23, 24, 26, 27, 28 (a), 28 (b), 46, 55, 56, 57, 58 and 59.—Rs. 2 for the maintenance of a bicycle.

Entry No. 4.—It should be considered if this post could not be abolished or replaced by a special post on a lower scale of pay. It is at present held by a Deputy Ranger. The necessity of asking the Plateau Superintendent to look after Ambajheri gardens, for which purpose the conveyance allowance is apparently given, should also be reviewed. If the post is retained and journeys to the garden have to be performed then the allowance should be Rs. 12.

Entry No. 22.—Rs. 12 for Berar and Rs. 10 for Central Provinces for a pony or any suitable conveyance in lieu of other travelling allowance.

Entry No. 25.—For Ranger—Rs. 15 for Berar and Rs. 12 for Central Provinces. For the rest in this entry—Rs. 12 for Berar and Rs. 10 for Central Provinces, otherwise no change.

Entry No. 30.—Rs. 25 if a motor car is maintained and Rs. 15 if motor cycle is maintained.

Entry No. 32.—This should be given for the maintenance of a conveyance other than an ordinary bicycle only to Sub-Inspectors of Police attached to the district police force, excluding readers to District Superintendents of Police, Sub-Inspectors attached to reserve lines and Prosecuting Sub-Inspectors. It should also be given to one Sub-Inspector of C. I. D. stationed at Nagpur. Sub-Inspectors of Police attached to the Training College or Training Schools, and those under training in the College, as also C. I. D. Sub-Inspectors, should not be granted conveyance allowance.

Entry No. 34.—If the Sub-Inspectors to whom conveyance allowance is admissible, as in entry No. 32, maintain a bicycle, the allowance should be Rs. 2.

Entry No. 35.—Rs. 15 for the maintenance of a motor cycle.

Entries Nos. 36 and 37.—Rs. 25 for Berar and Rs. 20 in Central Provinces. (The Committee endorses the recommendations of the Retrenchment Committee, 1937, in regard to the abolition of the mounted force excluding His Excellency's escort.)

Entries Nos. 42 and 43.—Retain as at present.

Entry No. 44.—Rs. 15 for the maintenance of a motor cycle.

Entry No. 45.—Delete "Sub-Assistant Surgeons in charge of irrigation dispensaries". Rs. 15 for the maintenance of a motor cycle and Rs. 15 in Berar and Rs. 12 in Central Provinces for pony or bullock tonga; if bicycles are kept, Rs. 2.

10. Bad climate allowance.—We are not convinced that there is sufficient justification for classing this allowance as special pay. It seems to us to be essentially of the nature of a compensatory allowance. We concede the fairness of the principle on which this allowance is granted, but find that the list of places in respect of which it is granted requires a careful scrutiny with a view to curtailing it as much as possible. In examining the list the availability of medical facilities at the station should be taken into account. In the absence of sufficient local knowledge we are not in a position to make concrete suggestions in regard to the exclusion of places from this list, but it appears to us that places like Chanda, Raipur, Bilaspur, Drug, Saraipalli, etc., are *prima facie* unsuitable for inclusion in the list. A careful scrutiny in the light of existing conditions is therefore required. The rates in force disclose an unnecessary diversity, and are, in many cases, definitely extravagant. We propose the following maxima for the amounts of the allowance to be granted to the principal classes of officers concerned, and leave the rates in other cases to be regulated on the same lines:—

Class I.—Circle Inspectors of Police, Tahsildars, Rangers, Public Works Department Overseers—Rs. 20 per month, if the pay of the officer is Rs. 120 or over, otherwise Rs. 15 per month.

Class II.—Assistant Medical Officers, Special Health Officers, Agricultural Assistants, Sub-Inspectors of Police, Naib-Tahsildars and Veterinary Assistant Surgeons—Rs. 10.

Class III.—Deputy Rangers, Revenue Inspectors—Rs. 7-8-0. Police Head Constables—Rs. 5. Constables—Rs. 2.

The maximum in the case of ministerial Government servants should be Rs. 5 and for inferior Government servants—Rs. 2. (—25).

11. **Special pay.**—We recommend the adoption of the following criteria and principles for determining whether special pay is admissible or not, and for regulating the rates:—

Any Government servant on the time-scale may be called upon to fill any post on that scale without additional remuneration, provided he is given no more than a full day's work. It is wrong to consider that one post is more onerous or responsible than another borne on the same cadre. It is not possible, generally speaking, to assess accurately the relative responsibility attaching to posts of entirely different nature held by officers on the same time-scale. The criterion to be adopted is: Are the duties of all the posts in the same cadre interchangeable, that is, are they performable by any member of the cadre?

Special pay is permissible where it is in effect a device used in the interest of economy. Two classes of cases may fall under this head—

- (1) Where it is possible to draw a definite distinction as to the nature of duties to be performed, it is cheaper and administratively more convenient to grant special pay than to create a special post on a rate of pay higher than the time-scale for any given cadre.
- (2) In temporary vacancies, or even as a permanent arrangement, it is sometimes cheaper for Government to grant special pay to a Government servant for work in excess of a full day's work, neglecting occasional rushes of work which must be treated as incidental to Government service, or work which is not strictly the sort of work the Government servant was recruited to do than to entertain extra staff or fill a vacancy.

If these criteria are adopted most of the special pays that are now being granted for the specially arduous nature of a Government servant's duties or for specific addition to responsibility will disappear, and special pay will be given for additional work only where it falls outside the ordinary scope of the duties of the appointment which the Government servant concerned holds or is a distinct addition to a full day's work.

We consider that the special pay given to Secretaries to Government is admissible under these principles and is really not an exception. Secretaries to Government have duties to perform which are of outstanding importance because the imperfect presentation of a case by a Secretary or wrong advice may seriously affect the whole policy of Government or the translation

of policy into practical administration and may cause widespread harm. Every member of the Deputy Commissioner's cadre is not capable of performing the duties of a Secretary, and there would be justification for creating separate posts outside the cadre for the performance of these duties. Such an arrangement obtains in Bombay, but in the Committee's opinion it is extravagant, and in order to enable Government to select an officer within wide limits, we think it preferable to give special pay. We have, however, two modifications to suggest in the present system—

- (i) The amount of special pay should be reduced to Rs. 200.
- (ii) A maximum limit should be set on the total of basic pay and special pay to be drawn by any Secretary. This maximum limit should be Rs. 2,250.

The result will be that after an officer has reached a basic pay of Rs. 2,000, the special pay will be progressively absorbed by the annual increments until at the Rs. 2,250 stage it would disappear entirely. The justification for such an arrangement is that after reaching a certain seniority an officer should be liable to be called upon to perform the duties of a Secretary without additional remuneration.

We recommend that all the limits of special pays should be scrutinized in the light of the above principles. We have not had time to do so ourselves. A cursory examination of the statement furnished by the Finance Department showing the special pays drawn by gazetted officers of the various departments leads us to think that almost every special pay in this list is unjustifiable, excepting special pay given to Secretaries to Government and perhaps to the Instructor, Forest School, Balaghat.

In conducting the scrutiny the Secretariat Departments concerned should consider not only the necessity of continuing any special pay but also its amount. Some sort of a limit, say 15 to 20 per cent, should be prescribed on the proportion which special pay bears to the average pay of the post to which it is attached. Any orders that may be passed in this respect should apply not only to future incumbents but also to the present holders of the posts, sanction of the proper authority being taken wherever necessary. (- 1.25).

12. Free quarters or house-rent allowance, and other rent concessions.—(a) The existing concession in regard to free quarters or house-rent allowance should be continued only in favour of menials, head constables, constables, foresters and forest guards, warders and other Government servants of similar rank, no such concession being granted to members of the subordinate or higher services. The only exception we are prepared to recommend is, that of the hostel superintendents in the Education, Industries and Agriculture Departments. It is understood that these hostel superintendents are called upon to do additional work out of college or school hours and in return get free accommodation and special pay. The special pay should be withdrawn, but if the addition to their work and responsibility is sufficient to warrant the concession, free accommodation may

continue to be given. No change is necessary in the concessions listed in Annexure A, page 228-G, of the Fundamental Rules, Volume II.

(b) While we anticipate no difficulty in the way of accepting the above recommendations in so far as new recruits are concerned, we realize that the cumulative effect of the various economies we have recommended might be such as to cause hardship to certain lower paid ranks of the existing personnel. We, therefore, recommend that free quarters or house-rent allowance may continue to be granted to all classes of subordinate service officers who are in receipt of the concessions at present and who draw pay not exceeding Rs. 120 per mensem, e.g., sub-inspectors of police, deputy rangers, assistant medical officers, etc. In order to protect such officers from loss of remuneration when they pass the Rs. 120 stage by the recovery of rent, we further recommend that the rent recoverable should be limited to the excess of actual pay over Rs. 120. (- 1.50).

13. Constitution of Provincial Services.—We doubt, whether, generally speaking, the differentiation between Class I and Class II services is necessary, desirable or economical. In the conditions governing the supply of candidates in most departments there is little or no difference between the qualifications required for the two classes. Even if there is a difference in qualifications, unemployment is so acute that even highly qualified candidates come forward for posts in the lower class. Instances have occurred in which candidates who have failed to obtain a post in Class II have in a subsequent year been selected for Class I. Two candidates may have practically equally good qualifications and often it is a mere matter of good fortune for one to be selected for the Class I service, and the other to be relegated to Class II. The former will have a practical certainty of rising to the top of his time-scale and good prospects of attaining a high administrative appointment, whereas the latter will have to hold an inferior charge for the best part of his service, and have only a limited chance of being promoted to the higher salary. Such arrangement does not appear to be fair either to the candidate or to Government. The recruit for Class II has little incentive to put forward the best he is capable of. Government also takes the risk of selecting men for responsible duties of the higher service before it has any opportunity of deciding the real capacity of the candidate. We, therefore, favour the abolition of the distinction between Class I and Class II, and the constitution of single provincial service for each department with a junior and a senior scale. There may be departments, for instance, the Medical Department, in which the two essential conditions justifying abolition of the distinction between Class I and Class II, namely, equal qualifications and free availability of candidates, may not obtain. For these departments it may be necessary to differentiate and constitute two services. For departments having the unified service the point at which promotion from the junior to the senior scale should normally take place will depend, among other things, on the proportion of inferior to superior charges. The method of promotion may also differ. Although seniority tempered by

merit may be the ordinary rule in certain departments promotion from the junior to the senior scale may have to be made wholly by selection and not by seniority.

There will also be departments for which even though there may be a unified service, it will not be necessary to have separate scales, *e.g.*, the Excise Department, the Co-operative Department and the boilers and factory inspectorate.

14. Scales of pay.—We have not had the time to conduct a detailed examination of the question of suitable revised scales for all services. We have, however, considered what the minima and maxima should be and how increments should be placed. We recommend that for the purpose of determining the minimum for provincial services a distinction may be drawn between non-technical and technical departments. The former class would comprise departments like the Executive, Judicial, Police, Agriculture, etc. The latter would include Medical, Forest, Engineering, and the like. The minimum for a non-technical provincial service should be Rs. 125 and for the technical it may be Rs. 150. The maximum in both cases should be Rs. 500. The rate and frequency of increments should be smaller in the initial stages and should rise in penultimate stages. (- 20.00).

15. Efficiency bars.—We consider that however rigorous might be the tests adopted in applying efficiency bars, the tendency towards leniency cannot be entirely eradicated. In our opinion, it is preferable to divide services on the time-scale into grades corresponding to the performance of more or less routine work and work requiring in the incumbents higher powers of initiative and a higher sense of responsibility. Promotion from one grade to another would then be restricted by the operation of vacancy bars. General control over promotions from grade to grade could be secured by requiring heads of departments to submit to Government periodical lists of officers fit for promotion in the case of the more important services as is done when lists are compiled of Naib-Tahsildars fit for trial as Tahsildars.

16. Select grades.—We hold that the revised scales of pay including highly paid select grades that were introduced in 1920 and succeeding years were a windfall to the Government servants then in service, and that the constitution of select grades not corresponding to any change in the nature of the work to be done was misplaced generosity which the province can now ill-afford. The extravagance of these select posts will be evident from a glance at the old pay scales for Extra-Assistant Commissioners, Sub-Judges, Deputy Superintendents of Police, etc. We do not wish to make any recommendation that would affect prejudicially the existing holders of select grade posts, but recommend that opportunity should be taken to abolish each post as soon as it falls vacant, the sanction of the competent authority being obtained for the purpose. (- 1.27).

17. Contingencies.—The total contingent expenditure for all departments as provided for in the current year's budget should be subjected to a lump reduction of 8 per cent and the

total provision in next year's budget should not exceed the amount so arrived at. The distribution of the lump reduction among the various departments, and items comprised in the head is left to the discretion of the Finance Department. We recognize that certain kinds of contingent expenditure are not susceptible of much artificial control, *e.g.*, expenditure on service postage, rates, taxes, etc. There are certain other kinds of contingent expenditure which we also feel should not be reduced in the interest of the public served, for instance, hospital charges, purchase of quinine and vaccine and sera purchased by the Public Health Department from the Veterinary Department. An item which requires careful examination in all departments concerned is expenditure on diet-money and travelling expenses of witnesses, revenue defaulters, etc. The prescribed scales should be reviewed with reference to the latest modifications in the travelling allowance rules for Government servants. (- 2.73).

18. **Compulsory retirement after 25 years' qualifying service.**—As Government has already taken up this question, we do not desire to make any recommendation, except that before retiring officers under this rule Government should consider whether this measure will actually result in economy. If the pension granted to officers so retired is to be 30/60 of average emoluments it is probable that in a number of cases there will be no saving. Officers recruited in the chain of vacancies would start earning increments five years earlier than they would have if retirement had taken place under the existing rules, so that even if there is a saving initially it will have diminished in five years' time.

19. **Cummutation of pensions.**—It appears that the number of years purchase given in the table prescribed for officers of Asiatic domicile does not differ materially from the table adopted by a representative Life Assurance Company for the purchase of annuities. The Government table is based on mortality return for the whole of India, whereas the Company's table is based on rates of mortality among Hindu males for the period 1905—1925. The Central Provinces and Berar would probably show mortality rates not differing appreciably from those for India as a whole. Whether by the application of the prescribed table Government is actually losing on commutation or not cannot be discovered until statistics are collected of commutations granted in the past, say, the last 10 years, as compared with the relief from pensioners' liabilities thereby secured. It is understood that these statistics are being collected by Government. After examination in progress is completed Government should, if necessary, consult the Government actuary with the Government of India before taking a final decision.

20. **Frequency of transfers of Government officers.**—We have reason to believe that notwithstanding the existence of orders enjoining the restriction of transfers in the interests of economy, administrative departments and other authorities order transfers too frequently, being influenced by administrative or even personal considerations, and without due regard to economy. We urge, therefore, that steps should be taken to ensure

that unnecessary transfers are not made and that the provisions of Supplementary Rule 79 under Fundamental Rule 44 are strictly observed.

CHAPTER III.—INDIVIDUAL DEPARTMENTS

21. **Judicial Department—(i) High Court—(a) Paper book branch.**—Section-writers in the paper book branch should be replaced by salaried staff, as we believe that this will lead to economy. An additional staff of ten clerks will probably suffice and should be entertained temporarily in the first instance.

(b) *Translators.*—The two advance increments given to double graduates appointed to the post of translators is unnecessary, as we understand that double graduates freely offer themselves for the posts. The maximum of the pay scale for translators is also too high, but if a general revision of scales of pay takes place in accordance with our recommendations in Chapter II this scale will no doubt be reduced in order to adjust it with the other ministerial scales.

(c) *Stenographers.*—The maxima for these posts are also excessive, and should be reduced when the scales are revised in accordance with our general recommendations.

(d) *The Editor, Nagpur Law Reports.*—The scope for effecting a reduction in the rate of remuneration fixed for the Editor, Nagpur Law Reports, should be examined.

(ii) *District and Sub-Judges' Courts—(a) Civil divisions.*—We understand that a proposal to abolish the Hoshangabad civil division is already under consideration. We do not think that there is scope for the abolition of any more divisions.

(b) *Sub-Judges' Courts.*—We find that on the advice of the High Court Government has already closed as many as 15 courts and that the cadre of Sub-Judges is about 20 per cent below sanctioned strength. We are satisfied that the need of adjusting staff to volume of work is receiving adequate and constant attention. We approve of the general lines on which action is being taken.

(iii) *Legal and Legislative Assembly Departments and Legal Remembrancer's Office—(a) Scales of fees for Government pleaders.*—We note that the prescribed scales have been generally reduced and would only suggest further consideration of the scales for appeals and revisions in which there might be scope for reduction, in particular, in cases in which there is a joint argument and a common judgment appealed against by each person affected.

(b) *Assembly reporters.*—The scales of pay appear to us to be unduly generous and should be co-ordinated with such revised pay scales as will be fixed for Secretariat stenographers as a result of the general revision recommended by us.

22. **Public Works Department—(i) Organization.**—We understand that Government has already formulated certain proposals with a view to reducing the cost of the higher directional staff, and has taken steps towards bringing them into effect. Six

sub-divisions have also been abolished. In the existing circumstances there does not seem to be scope for further retrenchment, but if irrigation does not develop in the Mahanadi, Kharung and Maniari areas it may be possible to close one division and one or two sub-divisions.

(ii) *Transfer of works to local bodies.*—The majority of us consider that from the financial point of view, as also in the interest of efficiency, it would be economical to take back all transferred works and to construct and maintain, on behalf of district councils, the more important of their original works and their class I and class II roads. The district is too small a unit and the resources of a district council are generally insufficient, for enabling it to employ well-qualified district engineers capable of designing and executing works economically and carrying out sound professional jobs. Government has already under consideration the report of a committee appointed sometime ago in order to examine the whole question and make recommendations on the resumption of transferred works and the provincialization of important district council roads. We are informed that the recommendations of that committee coincide with our recommendations. We are of the opinion that the district council funds that will be set free by the provincialization of their roads, on the lines suggested by us, should be earmarked for the improvement of rural communications, as district councils have not been expending on roads the full maintenance allowance determined according to the Public Works Department rules. The best way of ensuring that the earmarked amount is applied to this purpose would be to reserve an equivalent amount from the general purposes grant and to insist on the district councils spending it on the improvement of rural communications. Particular attention should be paid to the Transferred Works Committee's recommendation that any qualified district council staff which would be discharged on Government's taking over works and roads should be absorbed in the Public Works Department staff to the fullest possible extent.

(iii) *Maintenance of roads and buildings.*—The maintenance allowance for roads is Rs. 27 lakhs, and permits of renewal of metal of class I and class II roads every five years. The roads in the province are declared to be very good by competent observers. No appreciable deterioration of surface will result, if metal is renewed once in every six years instead of five. The maintenance allowance may, therefore, be reduced by 20 per cent or Rs. 2.6 lakhs. The actual amount necessary for maintaining any length of road varies, of course, according to circumstances, e.g., lead from the quarries, the state of traffic, etc. In certain sections it rises to a level where it is just as cheap to tarmac the road. We understand that within the total allotment such sections and portions passing through important villages are tarmaced every year to abate the dust nuisance. In other words, we get better roads for the same money. This also may be continued and the distribution of the grant for maintenance may be left to the Chief Engineer's discretion. Close attention should be paid to appropriate restriction of the number, weight and speed of motor vehicles in order to reduce the wear and tear. In using whatever

money is available for communications preference should be given to bridges as they do not add appreciably to the maintenance cost. (- 3.00).

It may also be possible to divide roads into categories according to their relative importance in the scheme of communications, e.g., trunk, provincial, inter-district and local, and to regulate maintenance not mechanically according to their class, but in closer conformity with the volume of traffic carried. Allotments for maintenance should be adjusted to different standards of maintenance prescribed in the light of traffic conditions.

(iv) *Purchase of stores.*—The bulk of the stores purchase is made through the Indian Stores Department, and we are told that we get our money's worth out of the small commission that we pay. In purchasing other stores, e.g., articles required for use in Government buildings, such as durries, chiks, furniture, linen, crockery and cutlery, etc., orders should be placed with the jails where the articles are manufactured or with local firms in preference to outside sources. We understand that instances have occurred in which on account of insufficient notice the jail has been unable to supply articles to the department and purchases from outside have been authorized. We consider this most undesirable, and would recommend the issue of orders to secure that all requirements are foreseen in time and orders placed with the jails at least six months in advance. Purchase of such articles from any other source should not be permitted without the approval of Government.

(v) *Schedule of rates.*—On the recommendation of the Retrenchment Committee, 1937, a lump reduction of 10 per cent was made as an experimental measure from estimates prepared on the basis of the latest schedule of rates. We gather that the experiment has not proved successful, and that the tenders actually received are very seldom as low as 10 per cent below the estimates. In order to test the position fully, however, the cut might be tried a few months longer, except at places where difficulty is felt in obtaining tenders at the reduced rates.

(vi) *Rest-houses.*—Action has already been taken to abolish rest-houses which are reported to be insufficiently used. The question should be reviewed periodically in order to ensure that superfluous rest-houses are not maintained.

(vii) *Rents of Government bungalows.*—We understand that the question of pooling of rents as permitted by Fundamental Rule 45-A (iv) (c) has been considered in the past and dropped for fear of causing discontent. We question the validity of this reason and recommend the re-examination of the matter with a view to minimizing the loss caused by the operation of the 10 per cent pay limit. In our opinion, the revaluation of Government bungalows and the fixing of rents according to accommodation and amenities provided would be more equitable to all concerned than the usual method of assessing individual rents on the basis of capital values influenced by fortuitous circumstances.

(viii) *Specifications.*—The work of revising specifications and evolving economical designs was last carried out in 1929. We think it will pay Government to have the matter examined again by a suitable officer placed on special duty for the purpose.

(ix) *Maintenance of irrigation works.*—We are told that the standard of maintenance has already been lowered consistently with economy and safety, and that efforts are being made to extend the use of irrigation agreements in Form A-1 with the object of reducing the subordinate staff employed. Further scope for economy will now lie only in the abandonment of the works of which the public concerned fail to take advantage in spite of the favourable terms recently offered.

23. *Registration Department.*—Inspectors of Registration Offices should be entrusted with the duty of carrying out inspections in all courts, excepting the High Court, in order to ensure that proper court-fee and stamp duty has been paid on documents filed or produced before courts. Such test inspections will minimize leakage of stamp revenue through negligence or fraud.

24. *Separate Revenue Department.*—(i) *Rewards.*—We feel that unless care is taken to restrict rewards, whether to officials or to non-officials, to really important cases the system is likely to encourage false or fraudulent complaints and the growth of a class of professional informers making a living by implicating innocent persons. Cases and statistics of rewards should, therefore, be carefully scrutinized and any tendency to give rewards in petty cases should be suppressed. No rewards should be given where the value of the property seized is trifling.

(ii) *Pass fee on imported foreign liquor.*—It is understood that in Bombay and United Provinces clubs and private individuals are not permitted to import foreign liquor from dealers outside the province except on import passes for which a reasonable fee has to be paid. We recommend the adoption of a similar system in this province. (+ 20).

25. *Police Department.*—(i) *Organization.*—We have gone very carefully into the question of the organization of the higher directional staff with the assistance of the Inspector-General of Police, who explained his point of view at great length. He gave statistics showing that whether from the point of view of population per range, or number of station-houses, number of districts, etc., the charge of each range Deputy Inspector-General in this province is larger than in most of the provinces. Comparative statistics of this kind are, in our opinion, an uncertain guide. In the first place, the possibility of reducing the number of Deputy Inspectors-General is perhaps already under consideration in other provinces as it is here. Secondly, our task is to find out what staff is required for the needs of supervision consistent with, not necessarily a high pitch of efficiency, but reasonable efficiency. We are told that the Deputy Inspectors-General tour on an average 151 days in the year, and have their time fully occupied while on tour. No standards of inspection have been prescribed nor is there any standard test for delimiting a range area. It all depends on the intensity of inspection. We agree that a certain amount of direction, control and supervision is necessary, and that the Inspector-General must have deputies to assist him in his work. With the Retrenchment Committee, 1937, we think, however, that he should be able to manage with two instead of three deputies. The Deputy Inspector-General

in charge of Crime and Railways has to supervise the work of only two District Superintendents of Police and a small C. I. D. staff and has two Personal Assistants, one of the rank of a District Superintendent of Police and the other of a Deputy Superintendent of Police. A total staff of one Inspector-General, three Deputy Inspectors-General and two Personal Assistants appears to us to be excessive in the circumstances of the province. We, therefore, endorse the proposal of the Retrenchment Committee, 1937, that the post of one Deputy Inspector-General should be abolished. (- 12).

(ii) *District Executive Staff and the Police Force.*—We have been shown statistics from which we are invited to draw the conclusion that although some increase in the Police Force has taken place in recent years there is no scope for reduction, the increase having partly been in response to increase in population. Having regard to the changed political conditions and the generally law-abiding nature of the inhabitants of the province we think, however, that a lower standard of policing will not be inconsistent with public safety, and this consideration should be borne in mind in regulating recruitment to the Police Force. The possibility of reducing the number of station-houses should also be examined particularly at places where the buildings are very old and are in need of renewal.

(iii) *Scales of pay of constables and head constables.*—We find that in United Provinces, the Punjab and Bihar scales of pay (United Provinces Rs. 13—16, Rs. 16—19; Punjab Rs. 17—20, select grade Rs. 20—28 and Bihar Rs. 15—21) are on the whole lower than in this province. The Inspector-General explains that our scale of Rs. 16—22 for constables is pitched slightly higher in order to offer sufficient inducement for outsiders, who are largely recruited for the Special Armed Force. Statistics of recruitment show that in the case of the ordinary force local candidates are now coming forth in sufficient numbers, having contributed on an average about 75 per cent in the last one or two years. Men in the Special Armed Force are in receipt of additional pay varying from Rs. 5 to Re. 1, according to grade or length of service. This should be sufficient inducement to such outsiders as it is considered necessary to recruit. The Inspector-General mentioned certain reasons for recruitment of outsiders for the Armed Police, but we were not very greatly impressed, and we feel that the needs of unemployment in the province make it incumbent on us to resort to local selection and recruitment in the Police Force. As the province has an element with military traditions available, e.g., Marathas, and also has in the northern districts a population akin to that of the United Provinces from which recruitment to a certain extent is now made, it should in our opinion be possible to make suitable selection from the material available, and an attempt in the direction be made. We are loth to recommend further reduction of scales for the lower paid services, but it must be remembered that the total strength of the Police Force is 11,000, and that the reduction of Re. 1 per month will mean a saving of Rs. 1.32 lakhs. We, therefore, recommend a revised scale for constables of Rs. 15—21, as in Bihar, with a reduction

of Rs. 2 in the higher grades. We notice that the scales of pay for head constables were among the very few scales which were not revised in 1932. This will yield a saving of Rs. 1½ lakhs approximately. If the scales for head constables and constables are revised now as recommended by us, similar revision should be undertaken of the scales for warders and chief warders in the Jail Department. (- 1.75).

(iv) *Listed posts*.—In our opinion, the additional remuneration to holders of listed posts is excessive and is out of proportion to the increase in their responsibility. In most of the services which have been provincialized promotion from Class II to Class I is on the new scale. Owing to circumstances which have an extra-provincial significance the question of prescribing new scales for the Indian Police Service and the Indian Civil Service seems to have been shelved. Whatever the justification may be for not introducing the new scales for direct recruits to the Indian Civil Service, we can see no objection to the fixation of new scales for listed post holders. Although listed posts have existed for a good many years past the large increase in their number that has taken place in recent years was not a prospect that could have been taken into account by most men in the provincial service when they entered it. In our opinion, a holder of a Class II post when promoted to an Imperial post should be brought on to a new scale, initial pay being fixed so as to give a minimum increase of Rs. 150 over substantive pay. The new scale might suitably be Rs. 600—25—900. This will be sufficient remuneration to promoted officers for the added responsibility of a district charge. Unless the recruitment of Indians to the Indian Police Service is to be placed on an all-India basis, without the present restrictions as to local selection and local posting, there is probably no justification for maintaining the distinction between the Indian Police Service and provincial police services. The Indianized portion of the Indian Police may, in our opinion, be provincialized without detriment to efficiency. (- 18).

In making this recommendation we have presumed that the maximum of Rs. 500 suggested by us for scales of pay within the competence of the Provincial Government is not likely to be accepted in any recommendation that the Provincial Government may make to the Secretary of State in regard to new scales of pay for listed post holders.

(v) *Deputy Superintendents and Circle Inspectors*.—We see no great advantage in the present division of charges between Deputy Superintendents and Circle Inspectors and the maintenance of two inspecting agencies between the District Superintendent of Police and the Station-house Officer. Economy could be effected by abolishing a certain number of posts of Circle Inspectors, enlarging certain circles and entrusting them to Deputy Superintendents, the District Superintendent of Police dealing directly with each Circle Officer whether he is a Deputy Superintendent or a Circle Inspector. But this arrangement would not be economical as the duties of Circle Inspectors involve extensive village touring and the touring of Deputy Superintendents would cost more. An alternative, which we are

inclined to favour, is the abolition of the posts of Deputy Superintendents. Possible objections to the complete abolition of these posts are—

- (a) that there would be no source of recruitment left to listed posts as it might not be administratively desirable to promote to these posts men who had begun and spent the major portion of their service in subordinate capacities, and
- (b) that the Deputy Superintendent deals with a certain amount of original work in exercise of the powers delegated to him by the District Superintendent of Police.

We do not think that either objection is insuperable. The first could be surmounted by directly recruiting a proportion of Circle Inspectors, and the second by fully utilizing Assistant Superintendents of Police and, wherever necessary, appointing a senior Circle Inspector to work as a personal assistant to the District Superintendent of Police and to discharge functions delegated by him. We wish to point out in this connection that even now there are districts, for instance, Nimar and Bhandara, where no Deputy Superintendent is usually posted. We believe that no administrative inconvenience or serious loss of efficiency will result, if the posts of the Deputy Superintendents are abolished. (- 1.16).

(vi) *Stipends in the Saugor Training College.*—The stipend system should be replaced by one of giving scholarships to poor and deserving candidates belonging to specified communities. We do not apprehend that the abolition of stipends will affect adversely the quality or number of candidates forthcoming for training in the College; we understand that no stipends are given in the United Provinces. (- 20).

(vii) *Charge of Police Lines.*—We think that in the case of the smaller lines it should be possible to replace Reserve Inspectors in charge by Sub-Inspectors of Police, and recommend trying an experiment in this direction in a place like Mandla, Betul, Bhandara or Balaghat, where there are on an average only about 80 men to look after.

(viii) *Special pay.*—There are a large number of special pays given which will, no doubt, be examined by Government in accordance with our general recommendations on the subject of special pay. We wish to record our opinion, however, that we see no justification for the special pay drawn by the Superintendent, Government Railway Police. Indeed, we question the necessity of all the special pays given in this department to the superior service officers, such as the Principal, Saugor Training College; Assistant Superintendent, Railway Police; Assistant to the Deputy Inspector-General, Crime and Railways; and Sub-Divisional Officers in residential sub-divisions. We also doubt the propriety of granting special pay to officers in the Criminal Investigation Department and Inspectors and Sub-Inspectors attached to the Training Schools.

(ix) *Sergeants.*—These posts are, in our opinion, unnecessary and should be abolished, except in cantonments where problems of dealing with delinquents from the Army arise. (- 56).

(x) *Pay of Inspectors appointed as Deputy Superintendents.*—We notice that by way of an exception to the general rule an Inspector appointed to the Central Provinces Police Service, on or after the 9th December 1931, enters the revised scale at a point Rs. 125 in excess of his substantive pay as Inspector or at the next stage above that point if it comes between stages. This special concession is, in our opinion, extravagant, and without justification and not paralleled in any corresponding rank in any other department. It should, therefore, be withdrawn if, contrary to our recommendations, posts of Deputy Superintendents of Police are continued. (- 2).

(xi) *Motor vehicles inspection fees.*—In view of the steady increase in the number of motor vehicles and applications for driving licences it should be considered whether there is not scope for reducing the fees for inspection of motor vehicles and for drivers' tests paid to official and non-official inspectors at places where whole-time Inspectors are not employed.

(xii) *Rent of quarters to railway policemen.*—We are informed that the railway charge rent to railway police officers on quite a different basis than that adopted by them in levying it from their own employees. It is open to the railways to make concessions in favour of their employees, but Government should ascertain if the rent charged to railway police is fair in itself, *i.e.*, whether it is calculated on the capital value in the same way as rent is assessed under the Fundamental Rules. If it is not, the matter should be taken up with the railway authorities with a view to inducing them to charge fair rents.

26. Jail Department—(i) *Reduction or abolition of jails.*—As an experimental measure the Amraoti District Jail should be reduced from the first to the third class. The buildings are old and insanitary and there is sufficient spare accommodation in the two Central Jails and the Akola Jail. (- 13).

(ii) *Transportation of prisoners.*—We are told that Government has issued orders stopping even voluntary transportation. We gather that there are convicts who are genuinely anxious to go to the Andamans, where after incarceration for six months they are liberated as self-supporting prisoners. The effect of these orders will be that our average daily jail population will increase and additional accommodation will be necessary. Apart from sentiment, we see no objection to allowing prisoners to be transported who genuinely volunteer to go. We, therefore, recommend that Government should reconsider these orders.

(iii) *Superfluous posts.*—The posts of one matron and two female teachers attached to the Nagpur Jail have been vacant for the last four years and may now be abolished.

(iv) *Scales of pay of warders, etc.*—While dealing with the Police Department we have already recommended that if the scales of pay for constables and head constables are revised as suggested by us, a similar revision should be carried out of the corresponding scales for warders and head warders, etc. (- 6).

(v) *Jail manufactures.*—The Inspector-General complains that in spite of the repeated orders of Government there is a tendency among Government departments to buy from outside

articles which the jail can undertake to supply. The reason is that under the present accounting system the rates charged by the jail include charges on account of supervision and the labour of prisoners. This commercial accounting appears to us to be quite unnecessary, and the manufacturing department of jails should be permitted, by changing the account rules, if necessary, to supply articles to other Government departments either at cost price or the market price whichever is higher. We have already referred to the complaint that insufficient notice is given to the jail by the Public Works Department and other departments for the supply of articles. It is obvious that if jails are not given adequate notice, they cannot comply with orders in time. Indent dates, therefore, should be prescribed and departments instructed to anticipate demands well in advance. No purchase of articles which can be purchased from the jail should be permitted, except with the express sanction of Government, and the orders should be communicated to the Accountant-General to enable him to keep a watch during audit on compliance with them.

(vi) *Purchase of yarn.*—Yarn has to be purchased from the Empress Mills who are themselves competitors in the sale of cloth and have, therefore, every temptation to make excessive charges, the jails being almost their only customers for yarn. The yarn is, on the other hand, of very good quality, and the Inspector-General of Prisons doubts if equally good yarn could be purchased from elsewhere at an appreciably lower rate. We think that it may be worthwhile to institute a system of calling for open tenders and for the Inspector-General to consult the Textile Expert to Government in regard to the quality and price of the specimen sent with the tender before accepting any tender. This may lead to a saving of Rs. 3,000. (- 3).

(vii) *Amalgamation of posts.*—We have considered the possibility of amalgamating the post of Inspector-General of Prisons with that of either the Inspector-General of Civil Hospitals or the Director of Public Health. We think that it may be worthwhile investigating the feasibility of placing the Medical, Jail and Public Health Departments under one senior officer assisted by two personal assistants—one in subordinate charge of jails and the other of public health.

(viii) *Special pay.*—We do not consider that there is any justification for the special pay drawn by the Deputy Superintendent, Factories. It may be abolished.

(ix) *Compensatory allowance to Assistant Medical Officers.*—We recognize the justification for a compensatory allowance to Assistant Medical Officers, attached to jails, but regard the present rate of Rs. 60 as excessive and recommend its reduction to Rs. 30 per mensem. (- 1).

27. *General Administration*—(i) *Secretariat organization.*—We find that many of the recruits of recent years have very good university qualifications, and among the registered candidates there are many equally well qualified. The Government of India and several other provinces now recruit to the ministerial services through competitive examination and are apparently satisfied with the result. We would, therefore, recommend

recruitment in similar manner, separate examinations being held for separate grades of work, the requirements of the Secretariat and offices of the heads of departments being pooled wherever possible. In particular, differentiation between routine and higher work seems essential. It will, of course, be necessary to reserve a certain percentage of seats for candidates belonging to educationally backward communities in order to give them a fair chance, which, it is suggested, may be done in accordance with some definite formula consistent with maintenance of efficiency. The examination should include an oral test and careful attention should be given to the training of the recruits. It is also suggested that a certain percentage of posts may be reserved for promotions of those from lower to higher grades in clerical service. It is recognized that the Finance Department will need a different system for recruitment on account of the technical nature of the work performed in that department. The present method of recruitment from the Accountant-General's office for the higher grades seems to us to be suitable.

(ii) *Scales of pay for ministerial services.*—We assume that, as recommended by us, in organizing the work of offices differentiation will be made between routine work and work of a higher order, such as noting and drafting, and that Rs. 500 per mensem will be the maximum stage of revised scales of pay for provincial services. On these assumptions we recommend the following minima and maxima for ministerial services :—

Lower division clerks.

Secretariat and offices of heads of departments—Rs. 30—2—80.

Upper division clerks.

Secretariat—Rs. 50—150.

Offices of heads of departments—Rs. 40—125.

Superintendents.

Secretariat—Rs. 160—250.

Offices of heads of departments—Rs. 140—220.

District offices—Rs. 120—180.

The other scales should be co-ordinated with these.

(iii) *Menial establishment.*—We are told that the number of peons supplied to each officer depends on his rank, and that in practice some sort of standard is followed. Aware as we are that the power to effect retrenchment at the top does not rest with Provincial Government we are reluctant to appear to wield our axe heavily on the lower-paid ranks of Government service. At the same time the cumulative savings that will result from a judicious pruning in the latter direction will be considerable. So large a number of menials is employed in the service of Government that it seems essential to keep down the number to the minimum. We do not, however, desire that any reduction that will result from our recommendation should affect the existing employees. We would suggest that the whole question be systematically examined and standards prescribed for the allotment

of peons to officers. Beyond a certain stage we see no necessity for regulating allotment according to the rank of an officer. Commissioners and Heads of Departments, for instance, can do with three orderlies instead of four just as well as Deputy Commissioners or Secretaries to Government can.

(iv) *Hill exodus*.—We do not feel ourselves called upon to pronounce on the political or administrative desirability or otherwise of the unofficial move to Pachmarhi of the Hon'ble Ministers, Secretaries to Government and Heads of Departments during the first season (the second season having been abandoned altogether) in accordance with Government's latest orders on the subject. If for any administrative reason the move is to continue in its present form, looking at the matter from the financial point of view alone, we are satisfied that by—

- (a) making the Hon'ble Ministers, Heads of Departments and Secretaries bear their own expenses and those of the staff accompanying them,
- (b) discontinuing the subsidy of the Pachmarhi Motor Service Company, and
- (c) abolishing the Pachmarhi sub-division of the Public Works Department,

Government has taken all reasonable steps open to it to reduce the cost of the move.

(v) *Number of Secretaries*.—We have carefully gone into the question of the number of Secretaries and Under Secretaries employed, and with one dissentient voice, are satisfied that having regard to the inevitable increase of work which the advance of democracy entails there are no superfluous officers and that almost every officer has a full day's work, if not more.

(vi) *Financial Commissioner and Commissioners of Divisions*.—We are definitely of the opinion that the posts of Commissioners, *i.e.*, intermediate controlling officers posted at divisional headquarters, are not required as they represent an over-elaboration of departmental organization, and should be abolished. In order to facilitate this change simplification of judicial work should be effected by abolishing second appeals in revenue cases. Where the original order is passed by a revenue officer subordinate to the Deputy Commissioner, the first and final appeal should lie to the Deputy Commissioner. Where the order is passed by that officer, the final appeal should lie to the authority entrusted with final appellate and revisional jurisdiction under section 296 of the Government of India Act, 1935. Government does not yet seem to have made up its mind in regard to the constitution of this tribunal nor do we regard it as falling within our terms of reference to make any recommendation in this behalf. In the circumstances we content ourselves with making alternative recommendations regarding the form of the intermediate administrative agency to be interposed between the Provincial Government and the Deputy Commissioner, being prepared to concede that some such agency is necessary for the control, guidance and inspection of the work of the Deputy Commissioners in the field of administration as distinguished from policy. If the court of final appeal in revenue matters is to take the form of a board of revenue consisting of non-service members

then, in our opinion one service head for the Revenue Department drawing the same pay as the Commissioner is all that is required for the purposes of superintendence, giving advice to Government on administrative matters and exercising delegated functions on its behalf. The exact designation of the post is a matter of little moment but Director of Revenues would appear to be suitable. If, on the other hand, final appellate or revisional work is not to be entrusted to a non-official board, then we would recommend the vesting of final judicial and supervisory administrative functions in a board of revenue, consisting of two service men of the rank of Commissioners. For the purposes of either alternative we assume that the complete separation of judicial and executive work in districts, which it understands is contemplated, will be effected, making it possible to delegate to the Deputy Commissioner as much power in revenue matters as is administratively desirable. (- 2.16).

(vii) *Abolition of districts.*—The Retrenchment Committee of 1937 has already recommended the amalgamation of Betul with Chhindwara and of Balaghat with Seoni. We endorse this recommendation and also suggest that the three districts of the old Chhattisgarh division should be reduced to two, as Drug is definitely a light charge. We also consider it administratively feasible to convert Mandla into a residential sub-division of the Jubbulpore district. Government might also consider a suggestion which has been made that the two portions of Bhandara transferred to Balaghat prior to 1920, *viz.*, the southern portion of the Waraseoni tahsil and the Lanji tract should be restored to Bhandara. (- 1.00).

(viii) *Abolition of tahsils.*—We find that this question has been carefully examined in the past and that although tahsils like Seoni-Malwa, Patan and Banda are decidedly light charges there are weighty reasons why they could not be abolished. At what stage the disadvantage and wastefulness of keeping on excessively small units are balanced by the advantages of adhering to long standing arrangements and securing public convenience and contentment must be a matter of opinion. On the whole we are inclined to agree with the Retrenchment Committee of 1937.

(ix) *Sub-divisional charges.*—We found it difficult to picture to ourselves the organization of district work and the disposition of staff that would follow the completion of the impending separation of executive from judicial work as the lines on which this separation will be carried out are not known to us. In view of this uncertainty we find it difficult to make any recommendation in regard to the personnel required for subordinate executive work in districts. So far as residential sub-divisions are concerned the majority of us can conceive of no practicable alternative to the present system. As regards non-residential charges, what is of primary importance is the minimizing of all "post office" work, *i.e.*, routine duplication of mere channels of communication. We believe that Tahsildars could be authorized to submit cases direct to the Deputy Commissioner on a much more extensive scale than is allowed at present. But even after everything feasible has been done in this direction every district would require officers of a grade intermediate between the Deputy

Commissioner and the Tahsildar to exercise delegated administrative and judicial functions in revenue cases and carry out inspections on behalf of the Deputy Commissioner and generally to assist him in the administration of the district. On the question whether these assistants should be personal assistants with no territorial charge or should be sub-divisional officers on the existing pattern, our general feeling inclines towards a judicious distribution of territorial charges as being likely to prove administratively more effective, and therefore more economical, than a system of personal assistants, which we understand was tried in Bombay and failed.

(x) *Listed posts.*—With one dissentient voice we recommend that for reasons we have already discussed in connection with listed posts in the Police Department we think that officers promoted from the provincial service to listed posts in the I. C. S. should be given additional pay over their substantive pay in the provincial scale, say, of Rs. 300 per mensem, subject to a maximum of Rs. 1,200 in the case of officers on the old scale. The present method of promoting such officers to the exceedingly high senior scale of the I. C. S. is unnecessary and extravagant. (— 21).

(xi) *New scales of pay for I. C. S. and I. P. S.*—We cannot understand why the question of revising the scales for the I. C. S. and I. P. S. for new recruits has been held up. The delay means the creation of large vested interests and the imposition of heavy and unnecessary liability on provinces. We recommend that Government should take up this question with the higher authorities, and press insistently for the revision of these scales of pay, having regard especially to the fact that a system of selection by nomination of European recruits has recently been introduced. Whatever reason there may be for paying a high scale of salary to officers recruited as a result of a severe competitive test we can see no justification for giving the same scale of pay to men selected without having to undergo any such test. We further feel that a scale of pay fixed for recruitment of European element in a European market has no necessary application to the scale for recruitment of the Indian element to the same service, the bulk of which will hereafter be recruited in India. A distinction may, therefore, justifiably be made by a differential scale for recruitment on foreign and home markets.

(xii) *The number of posts allotted to the first grade in the ministerial scales.*—We are definitely of the opinion that the allotment of 33 per cent of the posts to the first grade in all offices without any reference to the existing number of select grade posts, or to the needs for the higher type of clerk in individual offices was an extravagant measure. Orders should be issued without delay, cancelling the previous orders in this respect, holding up all further promotion to the first grade and prescribing a method of allotment more appropriate to the needs of each office.

(xiii) *Telephone connections.*—There is a very long list of telephone connections given at Government cost. We recommend a careful review of this list and its curtailment so as to retain telephone connections only for those officers who must have them in the interest of public work.

(xiv) *General recommendations as to competitive examinations.*—As a general measure of increase in efficiency, and therefore ultimate economy, we suggest that Government should examine the possibility of recruitment by competitive examination wherever possible, always having due regard to the minimum of communal claims with minimum sacrifice in efficiency on this account.

(xv) *Discretionary grants.*—In the interest of economy the total annual provision on account of discretionary grants by the Head of the Province, the Hon'ble the Ministers and Commissioners should be reduced by half. (- 14).

28. *Revenue Department*—(i) *Commission paid to patels of ryotwari villages in Central Provinces for collection of land revenue.*—This should be fixed on a sliding scale, and the rate of remuneration reduced in the case of patels who receive Rs. 50 per annum or over.

(ii) *Assistant Superintendents of Land Records.*—We recognize that in existing circumstances there is no scope for reduction in the number of Assistant Superintendents of Land Records, but the possibility of entrusting the work of Tahsildars and Naib-Tahsildars can profitably be examined if and when the separation of the judicial from the executive takes place.

29. *Survey and Settlement Department*—*Scattered milkiyat-sarkar nazul plots.*—In order to save avoidable work, steps should be taken to dispose of by sale or otherwise scattered milkiyat-sarkar plots and bits of nazul land in municipal towns lying between municipal drains and private property. It would be preferable to vest the latter in the municipal committee concerned on condition that the plots are used only for public purposes and are not allowed to be built upon.

30. *Forest Department*—(i) *Forest School.*—Steps should be taken to reduce the number of stipends in the forest school. One means of doing this would be to select as many private students as possible for training in the school and to guarantee them employment if they obtain satisfactory pass. The guarantee given to Government students at the school that employment would be offered to them as foresters should be reconsidered and withdrawn, if necessary.

(ii) *The Sylviculturist.*—We find that there are too many changes in the incumbent of the post of Sylviculturist and think it desirable that the post should be held by one officer for as long a period as possible. The special pay of the Sylviculturist is unnecessary and should be abolished.

(iii) *Assistant Working Plans Officer.*—The special pay attached to these posts should be abolished.

(iv) *Conservators.*—We think that there is scope for reduction in the number of Conservators by one. Steps should be taken to give effect to this recommendation as soon as practicable, and in any case not later than the end of the current financial year. We understand that the third post of Conservator must be retained for some time to come, owing to certain administrative reasons. (- 12).

(v) *Forest divisions*.—The Saugor and Damoh divisions have already been amalgamated and the amalgamation of Amraoti by splitting it up between the Betul and the Melghat divisions is in progress. We see no further scope for reduction. We suggest that the headquarters of the enlarged Melghat division should be transferred to Ellichpur in order to enable Government to discontinue the Chikalda allowances.

(vi) *Rangers*.—An endeavour should be made to induce candidates for rangers' posts to obtain training at Dehra Dun at their own expense.

31. Co-operative Department—(i) *Village Panchayat Officer*.—We are of the opinion that the Village Panchayat Officer is too expensive an agency and that his jurisdiction, which is the whole province, is too large. We suggest that there should be a Village Panchayat Officer as far as possible in each division. If the present Village Panchayat Officer is reverted to the regular line, officers on lower rates of pay might be employed. We also suggest that the Village Panchayat Officer should devote time in rural uplift.

(ii) *Deputy Registrar*.—We suggest that when the Extra-Assistant Commissioner, who is now acting as Junior Deputy Registrar, reverts to the regular line next March, the post of the Junior Deputy Registrar should be held in abeyance and an Assistant Registrar be put in charge of Berar. (— 7).

(iii) *Assistant Registrar*.—We suggest that recruitment to vacant posts of Assistant Registrars should be held in abeyance until the rates of pay have been re-examined and new rates announced.

(iv) *Auditors in the Co-operative Department*.—The audit of primary societies in Berar is conducted by the departmental auditors who are on a scale of Rs. 70—105, whereas the audit of similar societies in Central Provinces is carried out by society auditors employed on a lower scale of Rs. 30—40. This distinction has, it is understood, a historical origin, Government having undertaken the liability for audit of primary societies in Berar. This is no reason, however, why an unnecessarily expensive staff should be entertained by Government for carrying out audit. A cadre of assistant auditors on a scale of Rs. 30—40 should be created for the audit of primary societies in Berar, and the circle auditors thereby set free should either be given suitable work or, if this is not possible, retrenched. (— 3).

32. Agriculture Department—(i) *Demonstration farms*.—We suggest that the question of simplification of accounts in demonstration farms should be taken up, and that when the accounts have been simplified, demonstration jamadars should be placed in charge of the farms subject to the control of the ordinary Agricultural Assistant of the tahsil. This will release a certain number of Superintendents of Farms to be posted as Agricultural Assistants to tahsils where at present there are none. Alternatively it might enable a certain number of posts of Agricultural Assistants to be held in abeyance.

(ii) *Basim and Damoh farms*.—It should be examined whether these farms cannot be made to pay by employing a cheaper agency as superintendent. If not, they should be closed down.

(iii) *Bilaspur farm*.—It should be examined whether a demonstration jamadar could not be put in charge of this farm.

(iv) *Experimental farms*—(a) *Chhindwara farm*.—We consider that this might be converted into a demonstration farm, and an endeavour should be made to see that it is paying its way. Alternatively it should be examined whether the farm at Chhindwara cannot be dispensed with.

(b) *Adhartal farm*.—The herd of cattle should be transferred to Dindori, thus enabling expenditure on this farm to be reduced.

(c) *Tharsa farm*.—This farm has recently been returned to the department, having been leased out for some years. It should be examined what useful purpose is being served by this farm, and also the possibilities it has as an experimental farm.

(d) *Chandkuri farm*.—This farm should be offered to the district council, the demonstration jamadar being placed in charge, in place of the Farm Superintendent.

(e) *Pachmarhi gardens*.—It should be verified whether the pay of Overseer of the Gardens is charged to the working expenses. A similar question arises in other farms whether the Superintendent's pay is shown against the cost of demonstration.

(v) *Establishment*.—We are in favour of employing experts to increase productivity in land but do not favour the promotion of Agricultural Assistants to the posts of Extra-Assistant Directors on higher pay. These Agricultural Assistants, who are promoted to Extra-Assistant Directors, are in no way better qualified than Agricultural Assistants.

We think that it should be possible to reduce the number of Extra-Assistant Directors of Agriculture looking to the number of experimental and demonstration farms proposed to be retained.

The special pay of Rs. 10 to the Overseer in charge, College Dairy, and to the Agricultural Assistant attached to Telinkheri Farm are both unnecessary and should be cut out.

(vi) *Upkeep of cattle and farm*.—Expenses have increased from Rs. 13,034 in 1935-36 to Rs. 17,100 in 1937-38. An endeavour should be made to reduce this expenditure to the figure of previous years.

(vii) *Public demonstration plots*.—Efforts to increase the number of private demonstration plots should be intensified, and the public demonstration plots should be, as far as possible, curtailed. This will assist in curtailing upkeep expenses to the figure suggested above.

(viii) *Fees*.—We consider that fees payable by students of the Agricultural College might be raised from Rs. 90 to Rs. 138. But for agriculturists the existing concession rates of Rs. 60 should continue.

(ix) *Scholarships (Stipends)*.—We think that the number of stipends should be reduced to two per year. Sons of well-to-do and non-agriculturists should be ineligible. The feasibility of giving stipends from the first year and not from the second year, as is the present practice, should also be examined. The increase

from Rs. 10 to Rs. 15 in the value of stipends, suggested by the Retrenchment Committee, 1937, is not supported. Expenses of students visiting experimental farms are paid by Government. It is suggested that the more well-to-do students should pay their own expenses.

(x) *Pachmarhi garden*.—The Superintendent who is at present on leave is likely to retire. It is suggested that the Overseer who is at present in charge should continue, and one Superintendent's post should be abolished. If a reduction is effected in the number of Superintendents' posts, we consider that it should be possible to employ a properly trained horticulturist. The present Superintendents and Overseers are untrained men. A general overhaul of the establishment of Garden Superintendents and Overseers is suggested.

(xi) *District gardens*.—It was suggested that the possibility should be examined of developing district gardens into horticultural gardens to supply grafts. Where this is found impossible, we think that such gardens should be transferred to municipal committees who should be approached to take them over, or, in the alternative, they should be disposed of.

(xii) *Agricultural College Dairy*.—We understand that the dairy is maintained for the purpose of training students. If it is not self-supporting, the possibility may be examined of effecting economy by making arrangements for the training of the boys in the Telinkheri Co-operative Dairy and abolishing the college dairy.

(xiii) *General*.—The Director of Agriculture should examine the working of farm schools, the pay of menial staff and other contract contingencies, in order to effect reduction of expenditure.

(xiv) *Agricultural College, Nagpur*.—The hostel superintendent's allowance of Rs. 50 should be reduced to Rs. 30. His house-rent concession has recently been reduced to half rent which is approximately Rs. 8 per month. In view of this reduction of special allowance to Rs. 30 will be sufficient.

33. Veterinary Department—(i) *Extra-Assistant Director's post*.—The post of one Extra-Assistant Director should be held in abeyance and that the Deputy Director of Veterinary Services should be posted to a division.

(ii) *Fee for vaccination*.—The Retrenchment Committee, 1937, suggested a fee of Re. 1 for vaccination. We think that this fee is too high as it is payable by owners of large herds of cattle. These men have little cash until they have disposed of their herds. A fee of 4 annas per head for vaccination is adequate to start with.

(iii) *Hill allowance*.—The Veterinary Assistant at Pachmarhi receives a 20 per cent hill allowance. This should be abolished, and the question whether he might be allowed private practice should be examined.

(iv) *Special pay*.—The special pay of Rs. 10 per mensem sanctioned to the Farm Superintendent, Telinkheri Farm, should also be cut out.

(v) *Training of Veterinary Assistant Surgeons.*—The training of Veterinary Assistant Surgeons in the Central Provinces is impossible at present. The whole question of the training of Veterinary Assistant Surgeons at Bombay should be gone into, and it should be ascertained what steps are necessary to encourage local candidates.

(vi) *Officer in charge of Animal Husbandry.*—This officer should revert to the Agriculture Department, and a corresponding reduction should be made in the number of Extra-Assistant Directors as vacancies arise.

(vii) *The premium bull system.*—This system has not given the results hoped for. We consider that the system should be discontinued as rapidly as possible.

34. Revenue Department (Stationery and Printing)—(a) *The apprentice system.*—The possibility of introducing the apprentice system should be examined. This would enable Government to save money on the training of candidates who are at present paid.

(b) *Rates for publication of notices in the Gazette.*—We suggest that these should be enhanced by 25 per cent and that the free list of Government publications should be examined and curtailed as far as possible. But before the rates for Law Reports are enhanced, the rates charged in other provinces should be examined.

(c) *Annual report.*—The annual report of the Government Press contains details of printing by departments. This entails waste of labour. A simplification of the details might save work and lead to economy. We consider that it should be sufficient to keep accounts by commercial departments, local bodies, and private persons.

(d) *Stationery Department.*—We suggest that a provincial stationery depôt should be opened, and Government should cease to deal with the Government Stationery Depôt, Calcutta, to whom a commission of 5 per cent is paid on purchase. The saving is estimated at Rs. 12,000 per annum. But before the suggestion is adopted, the point should be examined whether Nagpur is in a position to obtain as satisfactory market quotations as Calcutta.

(e) *Forms.*—We consider that though an officer had been put on special duty to check the consumption of forms waste in the use of forms still continues. We suggest that an officer on special duty should be deputed to examine the matter again.

(f) *Routine note sheets.*—We suggest that poorer quality of paper might be used with smaller margins. We do not favour the reduction in quantity of stationery allotments to districts every year, but consider that a cheaper quality of paper might be used.

(g) *Typewriters.*—We suggest that the possibility should be explored of establishing a central agency on contract for repairing typewriters in order that the life of the typewriters in Government offices should approximate to that of those in use in England and thus extend the life of typewriters.

(h) *Binding of Law Reports.*—The quality of leather binding used in the Law Reports and District Gazetteers is luxurious, and we suggest that a cheaper quality of binding should be used. The possibility should also be examined of getting these bound locally or on contract. This would save postal charges to Nagpur.

(i) *Standardization of forms.*—Much has been done to improve the standardization of forms, but we are informed that there are still a number of forms used in different departments which do not differ materially but which differ sufficiently to need separate scheduling of forms. We suggest that further standardization should be undertaken.

35. **Public Health Department**—(i) *Direction.*—While recognizing the increasing importance of public health services, we consider that in a province like ours where the public consciousness in health and sanitation is rudimentary it is important to secure a closer co-operation of curative and preventive medicines under the unified direction rather than aim at a self-contained public health unit with expensive higher direction. The work at present done by the Inspector-General of Prisons, the Inspector-General of Civil Hospitals and the Director of Public Health is not sufficiently heavy to justify the employment of three highly paid officers of the I. M. S. A scheme of amalgamation of the directional staff should be devised so as to reduce the number of the officers of the type to two. We did not have sufficient evidence before us of the details of administration of the three departments to enable us to put forward with confidence a concrete scheme of amalgamation and are content to leave Government free to draw up a suitable scheme for adoption as long as sufficient funds are not available for the expansion of the activities of the Medical and Public Health Departments. (- 17).

(ii) *Vaccine Institute.*—The post of Superintendent of the Vaccine Institute, which was raised to Class I in 1935, should be reduced to Class II after the present incumbent retires.

(iii) *Health School.*—The budget for 1937-38 provides for expenditure of Rs. 9,820 on the Health School which trains eight students for nine months. The expenditure is excessive, and the working of the school should be overhauled. In this connection, we commend to Government the Director of Public Health's note showing how a saving of about Rs. 6,000 can be effected. (- 6).

(iv) *Provincial vital statistics.*—A sum of Rs. 11,640 is provided for payment as allowances to station-house officers for the registration of births and deaths. This work should be considered as a part of the ordinary duties of the police, and the allowances should be discontinued. (- 12).

(v) *Grants to local bodies.*—(a) Grants to the municipal committees towards the pay of health officers and health supervisors should be discontinued. The staff is employed in the discharge of responsibility which rests exclusively on committees and there is no reason why the general tax-payer should contribute. (- 9).

(b) Grants to municipal committees towards the salaries of sanitary inspectors should also be discontinued. This special advantage is enjoyed by only 17 out of 53 municipal committees in the province who employ sanitary inspectors. (- 7).

(c) The grant of the municipal committees of Gondia and Sihora for midwives should be discontinued. Similar grants paid to several local bodies were abolished in 1935.

(d) The grant of Rs. 100 paid to the district council, Mandla, for improvement of the sanitation of Dindori should also be withdrawn.

(e) Grants for anti-malarial measures in Pachmarhi, Dharni and the Melghat should be stopped. (- 1).

(f) Grants for rat destruction campaign should also be discontinued with the exception of the grants paid to the municipal committees of Nagpur and Jubbulpore in view of the constant exposure of these big towns to the risk of plague infection. This last recommendation is not unanimous, being opposed by one member. (- 3).

36. Medical Department—(i) *Civil Surgeoncies at Nagpur, Jubbulpore, Raipur and Amraoti.*—These are reserved for British I. M. S. officers. Such reservation is not necessary for the Civil Surgeoncies at Jubbulpore and Chhindwara. As regards Jubbulpore, it is understood that other British medical officers are available for the treatment of British officers and their families. As regards Chhindwara, the number of British officers in that district does not justify the reservation. We therefore recommend that the Secretary of State for India should be moved for the removal of the reservation of these Civil Surgeoncies for I. M. S. officers. (- 20).

(ii) *Fees.*—There is no justification for allowing the officers of the Medical Department a share in the fees levied under Appendices XXVII, XXVIII, and XXIX. All these fees should be credited to Government in full.

(iii) *Special pays.*—The special pay given to the Civil Surgeon, Pachmarhi, should be abolished. Similarly, special pays granted to Assistant Medical Officers for being in charge of police hospitals and lock-ups and the Reformatory School, Jubbulpore, should be abolished. Special pays granted to House Surgeon, Mayo Hospital, and certain Assistant Surgeons for working as lecturers in the Robertson Medical School should be discontinued.

(iv) *Nursing staff.*—The scales of pay of the nursing staff appear to be *prima facie* excessive, and should be revised.

(v) *Travelling allowance.*—The figures of expenditure and travelling allowance show a tendency to rise, apparently due to frequent transfers which should be minimized.

(vi) *Mental Hospital dairy farm.*—The dairy farm attached to the Mental Hospital should be made self-supporting. Otherwise, arrangements should be made for obtaining milk from outside.

(vii) *Police hospitals.*—Where the charge of the police hospital by itself or of a police hospital and the medical work in the jail do not give a full day's work to the Assistant Medical Officer

concerned the possibility should be investigated of making some economical arrangements, as for instance, where the conditions permit entrusting the work to the Assistant Medical Officer in charge of the civil dispensary.

37. Industries Department—(i) *Factories.*—Under the Factories Act, no fees can be levied for the inspection of factories. There is no reason why such inspection fees should not be levied. The Act should be amended, giving the necessary power to Government to levy fees.

(ii) *Reformatory School.*—The school should be in charge of a Head Master rather than a Superintendent—a man who would constantly bear in mind the reformatory character of the institution. Incidentally this arrangement would be more economical than the present one.

(iii) *Textile Expert and development of handloom industry.*—Now that Government has appointed a Textile Expert, we do not think that a Weaving Superintendent is also necessary.

(iv) *Travelling allowance.*—The provision on account of travelling allowance under head “47-A—Factories” and head “47-B—Boilers” shows a tendency towards the increase, which should be checked.

(v) *Handicraft schools.*—In order to increase the income of handicraft schools as well as to help the ex-students to whom facilities are, it is understood, given by the department to work in the school, orders for the supply of articles required by departments of Government, for instance, furniture, etc., should be placed with the school to the fullest possible extent.

38. Local Self-Government Department—*Grants to local bodies.*—An officer was appointed on special duty in 1927 to investigate the question of the financial relations between the Provincial Government and the local bodies. It is understood that no action has been taken on his report. These relations are not on a satisfactory basis at present, and we recommend that the whole question should be gone into by a separate committee on which the local bodies should also be represented. We endorse the recommendation made in paragraph 17 of the Report of the Retrenchment Committee, 1937, namely, that grants should be withdrawn from those local bodies which have consistently failed to raise sufficient income, as compared with others, from the sources of revenue allotted to them.

39. Education Department—(i) *Government High Schools and Arts Colleges.*—These should be transferred to private agencies, provided that Government is satisfied that the efficiency of the education imparted in the altered circumstances will not be affected.

(ii) *Teaching hours.*—The question of the number of hours taught by the members of the staff in Government colleges should be examined. Each professor should work up to the maximum number of 24 hours per week as laid down in the University Regulations and, if this is done, it may be possible to effect a decrease in the strength of the teaching staff.

(iii) *Teaching of certain subjects.*—The question of confining the teaching of certain subjects, in which the total number of students under instruction is small, to one college only should be examined with a view to reduction of staff.

(iv) *Special pay.*—There is no case for the grant of Rs. 250 per mensem special pay to one principal of a college while other principals are in receipt of Rs. 150 per mensem only. There is also no case for the grant of special pay to principals of colleges. Although they have to do more administrative work, this is compensated for by the fact that they have less teaching work to do. Pending the acceptance of this recommendation, the special pay given to non-I. E. S. principals should be less than that given to I. E. S. principals. The actual amount of the allowance for the non-I. E. S. principals should be settled later. In view of the impending appointments to the two vacant principalships, for filling which no qualified I. E. S. officers are understood to be available, immediate action is called for on this recommendation.

(v) *Rent-free houses.*—There is no case for the grant of a rent-free house to college principals.

(vi) *Orphan grants.*—The possibility of decreasing the amount of orphan grants (Rs. 26,500) for payment to pupils in Anglo-Indian and European schools should be examined.

(vii) *Scholarships.*—The question of the abolition of all Government scholarships should be examined. They should be classified as stipends and awarded to poor and deserving boys of all communities and to Harijans and backward classes.

(viii) *Deputy Director's post.*—The post of Deputy Director of Public Instruction should be abolished and an experienced Class I Administrative Officer should be appointed to give the Director of Public Instruction the necessary assistance in his office.

(ix) *Assistant Inspectors.*—The question of abolishing all posts of Assistant Inspectors (9) and the appointment of District Inspectors on a smaller scale of pay at district headquarters should be examined with a view to economy. If this is accepted and, in addition, extra powers are delegated to Inspectors of Schools, it may be found possible to abolish altogether the post of Deputy Director of Public Instruction.

(x) *Special pay to senior Deputy Inspectors.*—The question of the abolition of a special pay of Rs. 50 per mensem to each senior Deputy Inspector of Schools should be examined.

CHAPTER IV.—CONCLUSION

40. *Review of expenditure.*—The statement showing by units of appropriations the total provincial expenditure for the years 1921-22 to 1938-39, given in the explanatory memorandum appended to the budget for 1938-39, gives a bird's-eye view of the variations that have occurred in the incidence of expenditure since the beginning of the Montford reforms. The cost on account of the pay of officers and establishments has increased

from Rs. 2,16.76 lakhs to Rs. 2,30.75 lakhs—an increase of Rs. 20.90 under pay of establishments, being counterbalanced by a decrease of Rs. 5.59 lakhs in the pay of officers, non-voted or charged, and of Rs. 1.32 lakhs in the pay of officers, voted. Development in most cases involves increase in establishments, but there is little doubt that the large increase in the cost of establishments that we have noticed is not a true measure of the small and halting advances in the nation-building departments that have occurred during the last 15 years. The best part of the increase must be attributed to the unduly generous incremental scales of pay that were sanctioned after the Great War in order to adjust emoluments to a rise in the cost of living, perhaps considered to be permanent at the time, but proved by events to be transient. The increase under establishments is seen to be all the more remarkable when it is remembered that scales of pay were revised in 1931-32. For reasons we have already stated in the opening chapter, we have made no recommendation in regard to the imposition of a cut in pay, but have drawn attention to the increase in order to stress the urgency of introducing revised scales of pay.

Although the pay of officers shows a decrease of Rs. 6.91 lakhs since 1921-22, it is notorious that the scales of pay are unconscionably high. We estimate that the reduction of cost under this head, which will be a painfully slow process even if the Secretary of State could be persuaded to stop recruitment to the remaining Imperial Services, will set free at least Rs. 25 lakhs for purposes of development.

41. Cost of pensions.—As a direct consequence of the inflated scales of pay, the pension bill of the province has also arisen steadily from Rs. 16.68 lakhs in 1921-22 to Rs. 41.72 lakhs according to the current year's budget, truly a phenomenal increase which does not seem to be susceptible of any regulation. There is no reason to hope that this rising tide will have reached its crest for another 15 years. Till then the province must carry the extra burden like a mill-stone round the neck, a legacy of past extravagance.

42. Steady pursuit of economy.—A periodical review of departmental organization and expenditure, such as that made by *ad hoc* committees like ours, has its uses in any system of administration, but we desire to emphasize the obvious truth that economy is an attitude and not a measure to be undertaken by fits and starts. A detailed and continuous scrutiny of expenditure is the only effective safeguard against extravagance and uneconomic management, and the success with which this is achieved must depend on the vigilance exercised by the Finance Department, and the completeness of its collaboration with standing committees of the legislature on one hand, *viz.*, the Public Accounts Committee and the Finance Committee, and its co-operation with Audit on the other hand. We consider it of the utmost importance that Government accords to the Finance Department an unquestioned primacy in matters financial and that its advice is not overruled without strong and unmistakable justification.

43. Acknowledgments.—We desire to express our thanks to all Secretaries and Heads of Departments for their willing co-operation in the conduct of our enquiry. We are indebted to the staff of the Finance Department for placing before us numerous statistics and notes which have assisted us greatly in our work.

We are particularly obliged to the Secretary of the Committee, Mr. C. D. Deshmukh, whose indefatigable energy and unsparing labours have considerably helped us in taking our decisions.

D. K. MEHTA,
(Hon'ble Minister, Finance)
Chairman.

R. M. DESHMUKH.

V. M. JAKATDAR.

D. Y. RAJURKAR.

K. P. PANDE.

M. P. KOLHE.

SYED HIFAZAT ALI.

UDAI BHAN SHAH.

THAKUR CHHEDILAL.

DASHRATH LAKSHMAN PATIL.

ANASUYABAI KALE.

J. T. CHOPDA.

C. D. DESHMUKH,
Secretary.

NAGPUR:
The 6th August 1938.

NOTE OF DISSENT OF RAO SAHIB D. Y. RAJURKAR

Paragraph 7 (i)—Travelling Allowance—The road mileage and journeys by motor car.—(a) For the first grade Government servants the majority of the Committee have fixed the rate of four annas a mile except for journey beginning and ending at the same point and on the same day. I think, three annas a mile is quite enough. Four annas should not be allowed.

(b) For second grade Government servants, the majority of the Committee have permitted a rate of three and half annas a mile. I think the rate should be only three annas a mile.

Paragraph 7 (ii)—Classification of Government servants into grades for road and railway journeys—

First grade.—The majority of the Committee have decided to include officers of Government in receipt of actual pay of Rs. 1,000 per month and above in the first grade. I think the limit is too low. It should be raised to Rs. 2,000. In my opinion officers drawing salary above Rs. 2,000 and more should be included in the first grade.

Second grade.—The majority of the Committee have included in the second grade all other Government servants in receipt of actual pay of Rs. 250. In my opinion that limit should be Rs. 300. All other Government servants in receipt of actual pay of Rs. 300 should be included in the second grade.

Third grade.—The majority of the Committee recommend that the pay limit should be Rs. 250. I recommend that it should be Rs. 300.

Road mileage.—The majority of the Committee have not recommended about not permitting road mileage when the travel is made by the motor car when the places travelled are connected by railway. I think much of the scandal about travelling allowance is due to want of satisfactory rule on this point. I recommend that the Honourable the Ministers and all the Government servants should not be allowed road mileage if they travel in their own car but should be allowed only railway fare according to their grades, if the places visited by the Honourable the Ministers and the Government servants are connected by railway. Much saving can be effected if this point is settled by clear rule on this point.

(iv) Daily allowance.—(a) When the members of the Legislative Assembly are allowed only Rs. 2-8-0 per day as daily allowance when they attend the Assembly Sessions, there is no reason why the Honourable the Ministers, Judges of the High Court, Financial Commissioner, Commissioners, Heads of Departments and Secretaries to Government should be allowed Rs. 5 a day as recommended by the majority of the Committee. I think the daily allowance per day should be Rs. 2-8-0 only. The members

of the Assembly are the pick of the society returned to the Assembly by the people residing in the province. When they are paid Rs. 2-8-0 per day, there is absolutely no justification in allowing Rs. 5 a day to the abovementioned Government officials. If it is said that the members are paid Rs. 75 per month as salary and that is why the daily allowance is kept on this low level, I say that every one of the officers abovementioned draws more than Rs. 500 per mensem as salary. The minimum salary of the abovementioned class of officials is seven times more than that of the salary drawn by the members of the Assembly. And therefore I strongly recommend that the highest daily allowance allowed either to the Ministers or the above officers of the Government should not exceed Rs. 2-8-0.

(b) *The other first grade officers.*—(1) The majority of the Committee have recommended Rs. 4 per day. I would recommend Rs. 2 only, per day, for these officers.

(2) The majority of the Committee have recommended Rs. 3-8-0 for the remaining officers. I would recommend Rs. 2 per day for the remaining officers.

(c) *Second grade Government officers.*—(1) Officers of all-India Services in receipt of actual pay of Rs. 600 and above are given Rs. 3-8-0 per day by the majority of the Committee. I think they should be allowed only Rs. 2 per day.

(2) Officers of all-India Services in receipt of actual pay below Rs. 600 are allowed by the majority of the Committee Rs. 3 per day. I would suggest that they should be allowed only Rs. 2 per day.

(3) Officers of Class I Service in receipt of actual pay of Rs. 600 are granted Rs. 3 per day by the majority of the Committee. I would like to fix Rs. 2 per day as a daily allowance.

(4) Officers of Class I Service in receipt of actual pay below Rs. 600 are allowed Rs. 2-8-0 per day by the majority of the Committee. I would recommend that Rs. 2 per day should be fixed as daily allowance.

(5) Other officers in receipt of actual pay of Rs. 600 and above are allowed Rs. 3 per day by the majority of the Committee. I think Rs. 2 per day should be fixed as daily allowance for these officers.

(6) Other officers in receipt of actual pay below Rs. 600 are granted Rs. 2-8-0 per day by the majority of the Committee. I think they should be paid Rs. 2 per day as daily allowance.

(7) Officers in receipt of actual pay of Rs. 300 and above are paid Rs. 2-8-0 per day by the majority of the Committee. I think they should be paid Rs. 2 per day as daily allowance.

8. *Dear district allowance.*—This allowance has been recommended by the majority of the Committee for Government servants in receipt of actual pay below Rs. 50, at the headquarters of Nagpur, Amraoti, Akola, Yeotmal and Buldana districts and at Khamgaon, I think, owing to economic depression and the abnormal fall in prices in Berar, viz., Akola, Yeotmal, Buldana, Amraoti and Khamgaon should be taken away from the list as

living in these towns is not very high. These headquarters cannot be called as dear district places. In Nagpur the rents are very high and therefore there is justification in allowing dear district allowance to Government servants in receipt of actual pay below Rs. 50. There is absolutely no justification in allowing dear district allowance to Government servants in Amraoti, Akola, Yeotmal, Buldana and Khamgaon.

9. I agree.

10. Bad climate allowance.—(i) The majority of the Committee have recommended the bad climate allowance to Government servants and have classified the Government servants into three classes. They have included in class I—Circle Inspectors of Police, Tahsildars, Rangers, Public Works Department officers, at Rs. 20 per month, if the pay of the officers is Rs. 120 or over, otherwise Rs. 15 per month. In my opinion all the officers mentioned in this list are sufficiently highly paid officers and they do not require any special favour from the Government. I would like to delete class I from this list. I would like to further recommend to Government that persons who are suspected to be corrupt and incompetent should be posted to the places where bad climate allowance is granted. These posts should be reserved for punishment. No Government servant should be kept there beyond three years.

(ii) The majority of the Committee have included Assistant Medical Officers, Special Health Officers, Agricultural Assistants, Sub-Inspectors of Police, Naib-Tahsildars and Veterinary Assistant Surgeons in this class, and have allowed Rs. 10 as bad climate allowance to these officers. I recommend that the bad climate allowance should be Rs. 7 instead of Rs. 10. The necessary amendment for the classes should be made and there should only be two classes. Class I should be in place of class II and class II in place of class III.

(iii) I differ from the majority of the Committee in holding this view that the special pay given to the Secretaries of Government should be allowed. I do not share the views of the majority Committee that the Secretaries to Government have to perform duties which are more important than the Deputy Commissioners, Commissioners and Heads of Departments, from amongst whom the Secretaries and Under Secretaries are generally drawn. The reasons assigned for granting special pays to Secretaries are untenable. If an imperfect proceedings of cases is made by the Secretaries that is a case for removal and not for granting special pay. It is the duty of Government to appoint proper men for proper places. If the argument of the majority of the Committee were to be accepted as correct that the Secretary and the Under Secretary should be paid special pay in order that they may not cause special harm to the province by their mistake, I think, every Government servant will have to be paid special pay in order to prevent him from playing mischief or doing harm to the province. So this bogie of bad presentation of the case or wrong advice by the Secretary is unnecessarily put forward to support a class of Government servants who are required by the Honourable the Ministers every day. The Secretaries of the Government get all the facilities of

the residence at Nagpur, the principal city of the province, which other officers of their grade do not get and in addition all the educational facilities for which other officers are required to pay for their children, are at the disposal of these officers. And, therefore, I strongly recommend that the special pays of all the Secretaries and Under Secretaries be abolished.

The Bombay example is very bad example to follow. Our province is an agricultural province and cannot afford to have the luxury of industrial province of Bombay. The scales of pays to these Secretaries and Under Secretaries are already very high and their annual increments are also excessive. Every one of these Secretaries draw the salary above Rs. 1,000. The Under Secretary also draws a salary of Rs. 500 and it would be simply ridiculous that when the Honourable the Ministers who are their immediate superiors should be satisfied with only Rs. 500 and their Secretaries drawing salaries by thousands of rupees should be given special favour in the form of special pay. If India can demand a sacrifice from its Honourable the Ministers in accepting the salaries of Rs. 500 per month, can it not expect that the Indian Civil servants and the Imperial Service servants of Class I should not make some sacrifice in foregoing special pay. My submission is that at least the Congress Government should not allow special pay to any officers under the Provincial Government. I am opposed in principle to grant special pay to any Government servant.

12. Free quarters or house-rent allowance or other rent concessions.—I would like to add one more point to be considered by the Government and it is this—

At present all the officers of Government, high and low, occupy the rest-houses or the dâk bungalows without paying any rent. Under the present rules they are allowed to occupy the rest-houses, dâk bungalows or the circuit-houses free of rent while on duty. I think, when the Government officers are allowed travelling expenses and daily allowance there is no reason why they should not contribute to the maintenance of dâk bungalows, rest-houses and circuit-houses of which the Government officers take full advantage. I, therefore, recommend that all the Government officers occupying the dâk bungalows, rest-houses or circuit-houses while on duty should be made to pay Re. 1 for occupation of the same for 24 hours. For 12 hours the rate should be Re. 0-8-0. The present rate of Rs. 1-8-0 per day for 24 hours is too heavy. It should be brought down to Re. 1 as prevalent in Bombay and should be applicable to both officials and non-officials.

13. Constitution of Provincial Services.—While agreeing with the majority report for abolition of Class I and Class II services I recommend that all the present incumbents should be brought under new scale which the Retrenchment Committee has fixed for those services. The old scales of pay as has been admitted by the majority are too extravagant and the province under its present state of depleted revenues and with big schemes in hand like prohibition cannot afford to pay its servants so extravagantly as it is paying at present. New scales whether as proposed by the majority report or as proposed by me, should

be brought immediately into force and should be made applicable to the new entrants as well as to the present incumbents. The old scales of pay introduced in 1921-22 were revised by the Government in 1935, and were made applicable in many cases of Provincial services from the 10th December 1931.

I do not see any objection why the new scale which the present Retrenchment Committee wants the Government to introduce should not be made applicable to the present incumbents.

14. Scales of pay.—I do not share the view of the majority that we the members of the Retrenchment Committee had not sufficient time at our disposal to conduct the detailed examination of the question of suitable revised scale for all services. The Committee was appointed in October 1937 and it is nearly 10 months now since the Committee was appointed. If even after such a length of time the members of the Retrenchment Committee do require more time, to conduct a detailed examination of the question of suitable revised scale for all services the time should be granted, but the first and foremost question of retrenchment is the highly paid scales of salaries of Government servants. The whole country is crying hoarse against their high and extravagant pays and unless they are revised and brought down to the present level of prices and the present level of Provincial Revenue there would not be satisfaction of the public opinion. I would, therefore, suggest that the Committee should not shirk its primary responsibility of revising the scales of pay for all services. If the majority is not agreeable to this suggestion of mine I beg to differ from its opinion. For the non-technical departments like the Executive, Judicial, Police, Agriculture, Education, Excise and Jail, the minimum pay for Provincial service should be Rs. 125 only; for Extra-Assistant Commissioners, Sub-Judges, Deputy Superintendents of Police, Extra-Assistant Directors of Agriculture, District Excise Officers, Deputy Director of Land Records and Professors directly appointed in Government Arts, Science and Agricultural Colleges, the maximum should not be Rs. 500 as suggested by the majority. I recommend that the maximum for these services should be Rs. 300. They should reach the maximum by an annual increment of Rs. 5 with efficiency bar at Rs. 200. After the efficiency bar is crossed the increment should be Rs. 10 and the maximum should be Rs. 300.

For technical Provincial service I agree with the majority report that the minimum pay should be Rs. 150 but I disagree with the majority report and say that the maximum for technical services should be Rs. 400 (four hundred). It should not be Rs. 500 as proposed by the majority. The annual increments should be Rs. 5 with efficiency bar at Rs. 225. After the bar is crossed the annual increment should be Rs. 15. The technical departments should include Medical, Forest, Engineering and the like. The scales of pay for ministerial services both in the technical and non-technical departments should be thoroughly overhauled. For matriculates the starting salary should be Rs. 30 and the maximum should be Rs. 80 with an annual increment of Rs. 2 as suggested by the majority. For graduates who should not be appointed in lower divisions the scale should be Rs. 40

to begin with and the maximum should be Rs. 125. The annual increment should be Rs. 3. The scale for matriculates should be the same throughout the province in all the departments and the scale for graduates except in the Secretariat where men with first class abilities be recruited should be Rs. 40 minimum and Rs. 125 maximum. For graduates in the Civil Secretariat Rs. 50 should be minimum and Rs. 150 maximum. The present distinction of increment for matriculates in various departments of Government should not be continued but they should be brought on uniform scale of increment throughout. Thirty per cent of the posts of lower division clerks should be reserved in the upper division for promotion to lower division clerks. Superintendents and Head Clerks in all the departments except in the Secretariat should be brought under one scale. For Superintendents the minimum pay should be Rs. 100 and the maximum Rs. 150 with suitable rates of increment. For the Secretariat Superintendents minimum should be Rs. 150 and maximum Rs. 225. I would like to draw the attention of the Government to the extravagant scale of pay of the Senior Superintendent, four Superintendents, four selection grade clerks and five upper division clerks in the office of the Chief Engineer, Public Works Department. The scales are not only extravagant but excessive in the office of the Chief Engineer and the Secretary to Government. Similarly in the Government Press practically the scales have not been revised at all though revised in all other departments since 1931. I do not understand why this department should be given differential treatment. The Storekeeper, Head Clerk, Book Depôt, Head Estimator, Second Estimator, Assistant Estimator and another Assistant Estimator and four Assistant Estimators are paid on excessive scales. In these two departments there is ample scope for applying the axe.

Similarly, in the Superintending Engineer's office and Executive Engineer's office and Sub-Divisional offices in the Public Works Department the Draftsmen are paid salaries on which even Civil Engineers would like to accept jobs. The Government should apply axe here.

Stenographers.—The revised scale of pay of Stenographer is too high. The minimum for Stenographer should be Rs. 40 and maximum pay should be Rs. 100. The Stenographers in all the departments should be paid minimum and maximum pay as suggested by me.

Education Department.—Matriculates and under-graduates only should be employed in all the Anglo-Vernacular schools in the Education department and the minimum pay should be Rs. 30 and maximum Rs. 80 with an annual increment of Rs. 2 as per matriculation clerks in other departments. Graduate teachers should be recruited under the same scale as graduate clerks in other departments. For Head Masters and Superintendents, normal schools, maximum should be Rs. 150 and minimum should be Rs. 100.

In the Legal, Judicial and Legislative Departments the Superintendent, Accountant, Senior Noter and Drafter, Council Clerk, Legal Clerk, Combined Clerk and Stenographer, and Council Reporter are paid salaries on too liberal scale. For

Council Reporters minimum should be Rs. 60 and maximum Rs. 150. The Superintendent and other clerks should be given the same salaries as are paid in other departments of Government.

Police Department.—There are four posts of Superintendents in the subordinate ministerial service in the Police Department. There are two Superintendents in the office of the Inspector-General of Police drawing salary, minimum Rs. 200 maximum Rs. 300. These two Superintendents should also be brought on the scale of other Superintendents and they should be entrusted with the work of the office of the Inspector-General of Police, Criminal Investigation Department, and the Inspector-General of Police, Finger Print Bureau. The present post of Superintendent, Inspector-General of Police, Criminal Investigation Department, and Inspector-General of Police, Finger Print Bureau, should be abolished. There are two Assistant Superintendents to Inspector-General of Police. One post should be abolished. Eighteen clerks in the upper division in the office of the Inspector-General of Police were drawing Rs. 50 as minimum and Rs. 175 as maximum; under the revised scale, the minimum is fixed at Rs. 100 and the maximum is Rs. 130. I cannot see why the minimum salary is doubled in the revised scale.

15. I consider that the efficiency bar should be applied more strictly and great control should be exercised by the superior officers. At least 25 per cent should be held up under efficiency bar.

16. *Select grades.*—I hold with the majority that the revised scale of pay including highly paid select grades that were introduced in 1920 and succeeding years were wind-falls to the Government servants then in service and that the constitution of select grades not corresponding to any change with the nature of the work to be done was misplaced generosity which the province can now ill-afford. Having held that view the majority of the Committee should have recommended the abolition of these posts immediately. But as they have not done so I beg to differ from them and recommend that select grade posts throughout in all the departments should be abolished immediately, necessary sanction of the proper authority having been obtained for the same purpose.

17. *Contingencies.*—I suggest that there should be a lump reduction of 10 per cent in the total contingent expenditure for all departments as provided for in the budget for 1938-39. I disagree with the majority who recommend only a lump reduction of Rs. 8 per cent.

18. *Compulsory retirement after 25 years' service.*—The majority of the Committee have not recommended anything to the Government regarding compulsory retirement after 25 years of qualifying service. They have shirked from making any recommendation on the ground that the Government has already taken up the question. My view is that it is a duty of the Retrenchment Committee to express its views on the point and I therefore do not wish to depend on the view expressed by the majority. I recommend to the Government that now there

is ample testimony before the Government that Government servants are not willing to go in retirement voluntarily after 25 years' qualifying service. I bring to the notice of Government, leaving apart this question of 25 years' service, there are numerous clerks and other officers under Government who have put in even 30, 32 and 35 years' service, and they have not been retired only because they have not completed 55 years of their age. I recommend that a list be prepared from all the departments of all those servants who have put in 30 years' service and more and who have as yet not put in 55 years of their age and after the list is prepared the Government should immediately retire all these men without any delay. Similarly, men who have put in 25 years' qualifying service should be retired compulsorily immediately after having obtained the sanction of His Excellency the Governor to change the Fundamental Rule to that effect. The question is so very vital and important that the whole public and the vast number of educated unemployed are anxiously watching and awaiting the orders of the Government. I do not share the view of the majority that if the pension is granted to Government servant so compulsorily retired after 25 years' service there will be no saving if they are given pension at the rate of 30/60 of average emoluments. I hold the view that there will be immense saving if compulsory retirement after 25 years' qualifying service is brought into force immediately.

19. Commutation of pensions.—I do not at all agree with the majority of the Committee regarding the view expressed by them regarding commutation of pensions. The commutation of pensions is a heavy burden upon the province and Government cannot afford to pay commutation value of pensions. As is remarked by the majority of the Committee in paragraph 41 of its report regarding cost of pensions that as a direct consequence of the inflated scales of pay the pension bill of the province has risen steadily from Rs. 16.68 lakhs in 1921-22 to Rs. 41.72 lakhs according to the current year's budget. Truly a phenomenal increase which does not seem to be susceptible of any regulation. The majority thinks this extra burden of pensions like a mill-stone round the neck of the province and considers this as a legacy of past extravagance. I submit, therefore, that if the burden of pension is too heavy for the province why should it bear the extra burden of the commutation value of pensions which has risen up from zero in 1926-27 to 8 lakhs in 1936-37 and has probably reached 12 lakhs this year. I fail to understand the logic of those who say the Government is benefited by paying advance pensions and commutation pensions are nothing but advance pensions. If their logic is accepted as correct then why should not the Government pay 30 years' advance salary to its servants and draw immense benefit from advance payment. The logic is absurd in the extreme and I would therefore recommend the Government that the pensions and the commutation of pensions are just like a mill-stone round your neck. If you cannot escape the liability of the pensions you can at least escape this voluntary payment in the form of commutation pensions. A clear saving of 12 lakhs per year can be effected. There is no insurance company in India not even in the whole world, I venture to say, which insures the lives of men beyond 55. The

present Central Provinces Government is the only insurance company which insures the life of its old servants above 55 and wants to derive benefit from that insurance. I strongly recommend the Government to stop commutation of pensions immediately.

20. Frequency of transfer of Government officers.—I agree.

21. Judicial Department.—The Retrenchment Committee appointed by the Bihar Government has recommended for the reduction of salaries of High Court Judges. I appreciate that view and recommend to the Government that it should early take steps to reduce the salaries of the High Court Judges. I also recommend that the salary of the Advocate-General should be fixed at Rs. 500 and he should not be given extra remuneration for appeals and revisions. The Advocate-General should be wholetime Government servant. As the Congress has found self-sacrificing eminent politicians to accept salaries of Rs. 500 per mensem the Congress can also find eminent lawyers in the High Court to work as an Advocate-General on a salary of Rs. 500.

The scales of fees for Public Prosecutors for the Sessions cases are too high. The scales of fees of revision and appeals are also very high. I would recommend that Public Prosecutors should be appointed on substantive pay fixed at Rs. 250 per month. In these days of economic depression there are number of distinguished lawyers who are ready to work on a fixed salary of Rs. 250 per mensem with a guaranteed contract of five years' service. Public Prosecutors should be appointed after publicly inviting applications and advertising the post. I strongly object to the method of back-door appointment of Public Prosecutors. There should not be two Assistant Public Prosecutors. Only one Assistant Public Prosecutor should be appointed for five years with a fixed salary of Rs. 100.

Government would make a lot of saving if fixed pay is given to the Public Prosecutor and Assistant Public Prosecutor.

Sub-Judges' Courts.—Sub-Judges' courts at Akot, Murtizapur and Jalgaon can safely be abolished. One Sub-Judge posted at Akola can very well do the work of the Sub-Judge at Murtizapur and at Akot where there is not enough work to engage a Judge's full time. There will be saving of cost of establishment at Akot and at Murtizapur if these courts are abolished.

22. Public Works Department—*Maintenance of roads and buildings.*—I differ from the view of the majority that no appreciable deterioration of surface will result if metal is renewed once in every six years instead of five. In these days of heavy traffic of heavy motor lorries and motor cars renewal earlier than five years is necessary. But instead of that the Committee has recommended renewal after six years. This is a very bad step for the Government to take. The public should not be made to suffer as a result of economy. If the Government were only after economy then Government can as well close schools and dispensaries. The question is whether the public will tolerate such curtailment of expenditure. I strongly dissent from the views taken by the majority on this point.

Transfer of works to local bodies.—I strongly dissent from the view of the majority that from the financial point of view as also in the interest of efficiency it will be economical to take back all transferred works and to construct and maintain on behalf of district councils the more important of their original works and their class I and class II roads. This is a retrograde step and the Government should not accept the majority view in this respect. If more works are not transferred at least *status quo* should be maintained.

23. **Registration Department.**—Graduates should be appointed directly as Sub-Registrars, fifty per cent posts being reserved for clerks in the Sub-Registrar's office. The minimum salary for a graduate should be Rs. 40 and maximum Rs. 125. The Sub-Registrars should be asked to receive documents from 11 a.m. to 5 p.m. as in Bombay. The suggestion if carried out will lessen corruption and increase public convenience.

25. **Police Department—Sub-Inspector's pay.**—The minimum salary for a Sub-Inspector of Police after training should be Rs. 50 and not Rs. 70 as at present. The maximum should be Rs. 100. Inspector's salary should be minimum Rs. 100 and maximum Rs. 200. Select grades should be abolished. Annual increments for Sub-Inspector should be Rs. 5. There should be efficiency bar at Rs. 100 when efficient Sub-Inspector should be promoted to the rank of Inspector. For Inspectors increment should be Rs. 7 per year. There should be efficiency bar at Rs. 170 and efficient people should be promoted to the rank of Deputy Superintendents of Police and District Superintendents of Police.

26. **Jail Department.**—Prison labour should be utilized mainly for the manufacture of articles required by Government offices. Furniture and stationery, tents, durries, printing of forms, cane manufactures required for the Government offices can very well be taken up in jails. A lot of saving can be effected if most of the printing work that is done at present by the Government Printing Press at Nagpur is entrusted to the several jails in the province. Literate prisoners should be taught composing and printing. Printing presses should be established in each and every jail and Government printing work can be exacted from the prisoners. Lot of saving can be effected thereby.

27. **General Administration—Abolition of tahsils.**—The question of abolishing Jalgaon and Mangrulpir tahsils should be examined. Jalgaon tahsil can be distributed in Akot and Khamgaon taluqs and Mangrulpir can be distributed in Murtizapur and Basim taluqs. There is not enough work for one Tahsildar and one Naib-Tahsildar all the year round in the Mangrulpir tahsil.

Sub-divisional charges.—At present there are two taluqs in each revenue sub-division in Berar. It is advisable to have three taluqs in each sub-division.

28. **Revenue Department.**—No dissent.

29. **Survey and Settlement Department.**—No dissent.

30. Forest Department.—In my opinion in addition to the abolition of one Conservator's post as recommended by the majority of the Committee, two posts of Deputy and Assistant Conservators should be abolished. Posts of 190 of Deputy Rangers should be abolished as they are unnecessary. The question should be examined whether half the posts of Extra-Assistant Conservators can be abolished. The scale of salaries of Deputy and Assistant Conservators should be reduced. The minimum should be Rs. 100 and the maximum should be Rs. 300. The scale of Extra-Assistant Conservators should not exceed that of the Extra-Assistant Commissioners on the executive side as mentioned above in paragraph 14.

The scale of salaries for Rangers should be Rs. 60 minimum and Rs. 125 maximum.

31. Co-operative Department.—No dissent.

32. Agriculture Department.—Five posts of Deputy Directors and Assistant Directors should be abolished. Only the posts of two Deputy Directors be retained on a minimum salary of Rs. 100 and maximum salary of Rs. 300.

The scale of salaries of 43 clerks in the Agriculture Department be reduced on the general lines suggested above.

The salary of Agricultural Assistant be reduced. Rs. 40 should be minimum and Rs. 100 should be maximum. The salary of the Agricultural Chemist should be reduced. Rs. 125 be minimum and Rs. 300 maximum. Special pay of the Principal, Agricultural College, be abolished.

33. The cadre of Deputy Director of Veterinary Services and Assistant Director of Veterinary Services be reduced from six to four. Minimum salary Rs. 125 and maximum Rs. 300.

The scale of pay of Veterinary Inspectors—minimum should be Rs. 40 and maximum Rs. 100.

34. No dissent.

35. No dissent.

36. Suggestion already made.

37. No dissent.

38. No dissent.

39. Education Department.—Akola, Amraoti, Patwardhan High School, Nagpur, be immediately abolished and handed over to private institutions in those respective places. Spence Training College, Morris College and Robertson College, Jubbulpore, be immediately abolished and the buildings be handed over to private colleges in those localities. A faculty for B. T. be established in Nagpur University and stipend to B. T. students for Spence Training College be stopped. The salaries of the Principals of these colleges (Government) in the province should not be above Rs. 500. Fees in schools and colleges should be reduced by 50 per cent.

Emergency cut of 10 per cent in salaries of Government servants drawing salary above Rs. 100 be immediately brought into force. If this is not possible then the Act taxing Government servants and others who pay income-tax be amended so as to tax persons having income above Rs. 200 in the same scale like the income-tax. If this is not possible then increments of all Government servants should be stopped till the life of the present Legislative Assembly.

A permanent Retrenchment Committee be appointed from amongst the members of the Legislative Assembly to examine questions of retrenchment from year to year and make recommendations to Government for effecting proper economy.

Government servants should be encouraged to suggest methods of the economy in their offices by offering suitable prizes to those whose suggestions are proper and acceptable to the Government.

DINKARRAO RAJURKAR,
Member, Legislative Assembly.

NAGPUR :
The 6th August 1938.

APPENDIX

Statement showing the cases in which orders have already been passed by Government on the interim recommendations of the Economy Committee or in which action on the lines of the Committee's recommendations has already been taken by Government on its own initiative or on the basis of the conclusions embodied in the proceedings of the Committee, *vide* paragraph 6 of the report.

<i>Reference to the paragraphs of the Report</i>	<i>Committee's recommendation</i>	<i>Action taken by Government</i>
(1)	(2)	(3)
General		
8	Reduction in the expenditure on dear district allowance.	The suggestions have been accepted except that the allowance has not been withdrawn from Wardha.
17	Reduction in contingent expenditure.	The total budget provision for contingent expenditure for 1938-39 has been reduced in lump by 8 per cent of the sanctioned grant for the year 1937-38. The maximum rates of mileage allowance for witnesses in criminal and civil cases are being reduced to annas 4 per mile
Judicial		
Proceedings of the Committee.	The special pay attached to the post of Assistant Legal Remembrancer may be reduced to Rs. 100 for future incumbents.	The special pay of Rs. 200 attached to the post has been abolished with effect from the 15th April 1938. The question of reviving the special pay at the reduced rate of Rs. 100 is to be taken up after orders are passed in regard to the special pay drawn by Under Secretaries.
Public Works		
Proceedings of the Sub-Committee.	Abolition of sub-divisions ..	The following six sub-divisions have been abolished :— Buldana, Ahiri, Maniari, Damoh, Rudri and Pachmarhi.
22 (iii)	.. Reduction in the expenditure on the maintenance of roads and buildings.	Provision in the budget for 1938-39 has been reduced by Rs. 3,54,520 in the case of the roads and by Rs. 86,340 in the case of the buildings. The provision for 1939-40 and future years will be regulated on the basis of that for the year 1938-39.
22 (iv)	.. Reduction in the expenditure on the purchase of stores.	The suggestions have been accepted and necessary orders have been issued in the matter.
22 (vi)	.. Superfluous rest-houses should not be maintained.	Instructions have been issued that the question of the abolition of the rest-houses which are very seldom used should be reviewed annually and proposals should be submitted for the sanction of Government as necessity may arise.

APPENDIX.—concl'd.

<i>Reference to the paragraphs of the Report</i>	<i>Committee's recommendation</i>	<i>Action taken by Government</i>
(1)	(2)	(3)
Registration		
23	.. Inspectors of Registration Offices should carry out inspections in all courts in order to ensure that proper stamp duty has been paid.	The suggestion has been accepted.
Police		
9	.. Abolition of the mounted police force.	The Saugor centre of the mounted police has been abolished.
Jail		
Proceedings of the Committee.	Amraoti District Jail to be reduced from class I to class III.	The suggestion has been accepted.
General Administration		
27 (xiii)	.. Curtailment of telephone connections.	Four telephone connections have been abolished.
Forest		
30 (i)	.. Reduction of stipends in the Balaghat Forest School by selecting as many private students as possible.	Number of private students has been raised from two to seven.
	Withdrawal of the guarantee to Government students for employment as Foresters.	The suggestion has been accepted.
30 (vi)	.. An endeavour should be made to induce candidates for Rangers' posts to obtain their training at Dehra Dun at their own expense.	The suggestion has been accepted.
Proceedings of the Committee.	Reduction in the number of elephants.	Orders have been issued reducing the number of elephants to four.
Do. do.	.. The provision for temporary establishment should be reduced to Rs. 2,500.	A provision of Rs. 500 only has been made in the budget estimates for 1938-39.
Agriculture		
32 (xiv)	.. Reduction in the Agricultural College Hostel Superintendent's allowance.	The allowance has been abolished.
Industries		
37 (i)	.. Imposition of a fee for the inspection of factories.	The suggestion has been accepted and necessary steps to amend the Factories Act are being taken.