



GOVERNMENT OF BOMBAY

REPORT ON DISTRICT REVENUE OFFICES

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Government of Bombay

**REPORT**  
**ON THE REORGANIZATION OF**  
**DISTRICT REVENUE OFFICES**

**BOMBAY**

**PRINTED AT THE GOVERNMENT CENTRAL PRESS**

**1959**

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REMARKS OF THE  
SPECIAL SECRETARY

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(G.C.P.) L-A H 6474—1

**Remarks of Shri V. T. Dehejia, I.C.S., Special Secretary, on the Report of Shri M. G. Pimputkar, I.C.S., on the Reorganisation and Review of the working of revenue offices in districts.**

**INTRODUCTORY**

1. I was directed to go into the question of the strength, training and organisation of the staff and the system of work in the districts, sub-divisional, taluka and mahal revenue offices and other allied problems, by Government Resolution, Political and Services Department, No. MRS-1057-J, dated the 10th October 1957. Shri M. G. Pimputkar, I.C.S., was to be associated with me in this work but he could not join his duties till April 1958. In the meantime, I was also appointed as a member of the Sales Tax Enquiry Committee and the work of that Committee started taking up much of my time from about the last week of March 1958. In August 1958, Government directed in Government Resolution, Political and Services Department, No. MRS-1058-B, dated the 22nd August 1958, that Shri Pimputkar should prepare the Report and it should be submitted to Government for consideration with my views on it.

2. Shri Pimputkar has now submitted his report which I have the honour to forward.

3. It is easy to supplement or modify views contained in a report if the differences are of details rather than in the main approach. I would, however, have preferred to write this Report with a very different approach. Firstly, there is the question of Revenue and General Administrative system. The present system is very old. It has been altered over years on fringes to adapt it to changing conditions but the main structure has remained unaltered. This has advantages as well as disadvantages. At the present stage of development, the question of reorganisation of district revenue offices requires a very thorough study in the light of their historical development and the need to fit the old and varying organisations of different areas to the altered requirements of a democratic administration. Even assuming that the main frame of general administration was good and required to be generally preserved in the Welfare State, the question of relative importance of different subjects has to be considered. Land revenue was a major source of income some years back but is no longer so now. It is doubtful if it will increase much in future. Land revenue administration was of great importance second only to administration of justice and maintenance of law and order, particularly in rural areas. Distinctions between different forms of Inam had to be observed at one time with great

care. Many of the Inams have now disappeared. Land rights are undergoing a vast and quick change. There are suggestions to hand over land revenue collection or entire land revenue or even land revenue administration to Panchayats. Land revenue has thus to find a different place from what it had 20 or even 10 years ago in the scheme of the duties of the Collector and his establishment. On the other hand, Shri Pimputkar seems to proceed on the assumption that the general basis has to be what it has been hitherto and improvements and marginal adjustments have to be considered to make that administration more efficient. I have necessarily confined my remarks to the aspects that Shri Pimputkar has dealt with.

4. In view of the recent decision of Government to combine the posts of Village Panchayat Secretary and Talati, Shri Pimputkar has not gone further into this aspect of the question. This is natural as the decision has very wide implications and if the decision works out well, several corollaries must follow. On the other hand, it means that this particular line of change has been preferred to some others in the field. In view of this Shri Pimputkar has concentrated on the aspect of adapting the present system for greater efficiency keeping the altered conditions in view. Consideration of this restricted problem has also not been easy as in the new Bombay State four major systems co-exist at present and they differ materially at all levels. Shri Pimputkar has mainly concentrated attention on the administration in the old Bombay districts. In view of this, in discharging the limited task assigned to me by the Resolution of the 22nd August 1958, I do not think it appropriate to write almost another report or to make lengthy comments on the recommendations made by Shri Pimputkar. I would also not like to go into the aspect of presentation. Each person has his own approach and style. In commenting on the recommendations I do not propose to analyse the reasons given by Shri Pimputkar even where I differ about them. Apart from the fact that any other course would unduly complicate matters, what matter are the specific recommendations. I have also considered it desirable not to comment on the points on which I generally agree or where I mildly disagree and feel that the recommendation made is well worth considering even though the form in which it might be more practicable should be somewhat different. No useful purpose is likely to be served by my discussing such recommendations in detail at this stage. For the purposes of further consideration, I think it is sufficient that they have been mentioned in the Report.

5. I think Shri Pimputkar has fully dealt with the limited problem to which he has applied himself and has considered different aspects of it with care, insight and understanding. The Report will go a long way as the first step in improving efficiency and achieving unification. During the last ten years the Bombay State has expanded from a population of 2,08,49,840 (1941 census) and an area of 76,443 square miles to a population of 4,82,65,221 (1951 census) and

an area of 1,90,872 square miles. In the process a large variety of different administrations had to be assimilated. This by itself is a big task. It has become much bigger by the expanding duties of the administration. It is necessary to keep this in view in appreciating the difficulties of the problem.

### **Village Administration**

6. I agree with Shri Pimputkar that for some time a Patil will be necessary for each village and the present practice of appointing a local man who may or may not be a watandar is appropriate. It will not be at all convenient to have an outsider working as a Patil. On the other hand, a Patil should not be a person taking an active part in politics and should be a person who commands respect of all sections. I do not think the present practice in old Bombay State of depending on tradition and hereditary rights requires any change for the present and I agree with Shri Pimputkar that though it may be regarded as an anachronism, the watandari system may continue for some time. Considering the position that a Patil enjoys in the village, I doubt whether it will ever be difficult to find a suitable and willing local officiator. I also agree with him that the Sar Panch will not be suitable for this job though my reasons are different from his. In course of time when police intelligence system is extended and improved, it should however be possible to abolish the Patil system completely.

7. The new size of talati's charge will have to be fixed after taking into account the work of Village Panchayats that each talati will have to handle. As Panchayats have not developed uniformly in different talukas, it will not be possible to indicate a general standard for some time. At present the talatis, by and large, cannot be said to be overworked. As their work is seasonal, they have to work longer hours on occasions but that happens in other posts also. The real difficulty at the talati level is of recruitment of persons of very mediocre ability and inadequate training while in service. I am personally of the view that throughout the administration it is better to employ fewer but intelligent and well educated persons and to train them properly. In view of the compulsory primary education and much greater facilities now available for such education in rural areas, it is not now difficult to find suitable talatis with the necessary educational qualifications. With a little care it should be possible to make a reasonably good choice on a competitive basis. The system of training, which is considered in detail later, should provide an opportunity for judging a recruit's aptitude. It will be desirable to dispense with the services of candidates who do not come up to the necessary standard at the stage of training.

8. I do not agree with Shri Pimputkar that the talati establishment should be a district establishment but I agree that a talati should be allotted to a taluka for a period of 8 to 10 years. This is necessary

in order to reduce the inconvenience of transfers to distant places to the low paid staff. In special circumstances, however, it may be necessary to transfer a talati out of a taluka at a shorter interval. I agree with Shri Pimputkar that talatis should be paid a small permanent travelling allowance depending on the distance of the saja village from the taluka headquarter. The old days when a talati could count on a free lift in a bullock-cart have gone. In any case it is not desirable for a talati to take such obligations. Bus services have spread to most areas in the interior also. The idea of the permanent travelling allowance is to cover the return bus fare of the talati and an amount to cover the small extra cost of food at the taluka headquarter. The proposed rates do not cover full daily allowance but I think they should give some relief as compared with the present position.

9. I also agree with Shri Pimputkar about other facilities and equipment to be given to talatis except on the question of residential accommodation. While I agree that it would be a progressive measure to provide a rural house for the talati, I am afraid the overall cost of such a proposal would be very high, particularly as the number of talatis will now increase. On the one hand, there is the advantage of providing an independent residence for a talati which can also demonstrate to the villagers what a suitable house within their means and built from local materials could be; on the other, quite a number of talatis may be staying alone in their saja, leaving the family at taluka headquarter or other kasba town and even otherwise for a variety of considerations they may prefer to stay in a particular neighbourhood. On the whole the balance of advantage is in going slow on a proposal of this nature. It will, however, be a good principle to accept that Government may construct suitable houses in areas in which talatis find it particularly difficult to get any type of accommodation at all. When the talatis start working as Secretaries to Village Panchayats, the present difficulty of a place of work for them should disappear as presumably the Panchayats will have no objection to talatis doing their revenue work and keeping the revenue record in the Panchayat offices.

10. In these remarks I have assumed that the proposal to combine posts of talatis and Village Panchayat Secretaries will be given effect to soon and that it will not only be a combined cadre of talatis and Panchayat Secretaries but that in all villages having Panchayats, the talati and Panchayat Secretary will be the same person. In such a set up, I have not been able to follow the implications of the proposal to hand over the work of land revenue collection to Panchayats, *vide* section 169 of the Bombay Village Panchayats Act, 1958. The talati-cum-Panchayat Secretary will do the work in any case. He will be recovering land revenue and other Government dues on the basis of his revenue record. After the recovery, the amount collected will be credited in the taluka

sub-treasury. The responsibility of the Panchayat under section 170 also extends only to recovery and collection. What part will the Panchayat play in this? Will the talati work under the supervision of the Sar Panch? Will the Panchayat be responsible if there is any defalcation? Who will hold the collected money pending its transmission to the sub-treasury?

11. Further, experience shows that a talati does not study properly—and not infrequently even superficially—the orders and circulars sent to him. In future he will also have to study Panchayat law, rules and orders for discharging his duties as Panchayat Secretary. He has also to be familiar with tenancy work, has also to prepare electoral rolls and may also be entrusted with the work of purchase of foodgrains. Moreover, he will be working under different authorities for all these purposes. The implications of such working by a person of limited education, limited ability and small pay will in any case require a constant and careful watch.

12. The Balwantrai Committee has, no doubt, recommended that, as far as possible, the Village Panchayat should be used as the agency for the collection of land revenue. That Committee recognises that it will be necessary to classify the panchayats on the basis of the performance in their administrative and developmental field and that only those Village Panchayats which satisfy the specified basic minimum of efficiency should be invested with the powers of collecting land revenue. This aspect has been incorporated in section 169 also. The Committee points out that one of the main advantages of this recommendation is that the Panchayat's other income can be supplemented by the Commission for such collection. When, however, the Panchayat Secretary is a full time Government employee, being a talati his entire salary is paid by Government, there would normally be no question of paying a commission to the Panchayat. This recommendation will thus have little relevance in view of the proposal to have talatis-cum-Panchayat Secretaries.

13. While I agree with Shri Pimputkar's description of the functions of a Circle Inspector, I do not agree with him about the size of a circle charge. He has suggested reduction of the charge from its present size of about 30 to 35 villages to 20 villages on an average. I think the Circle Inspector should be able to manage a charge of about 25 to 30 villages. In all such matters one has to think of two aspects of the question. At one end, work of how many talatis can a Circle Inspector supervise? At the other, how many circles should there be in a normal taluka of about 100 to 120 villages? If there are too many Circle Inspectors, the Mamlatdar's work becomes more difficult. Shri Pimputkar has thought in terms of reducing the charge by about 25 per cent. practically at all levels. I do not think this is a proper solution for a number of reasons besides the reason of cost, which is also important. A better course



is to organise the work in a systematic way, to give adequate training to the staff and to recruit more efficient persons, if necessary by paying more. There is bound to be a continuous demand for increase in salaries on economic grounds. In old days when pays were low, numbers could be increased without very serious thought. With the increasing stress on better remuneration now, it is essential to ensure that full time work is taken from all persons. Even apart from this, it is a common experience that large numbers bring their own problems. In administration it is particularly necessary to check the tendency to multiply numbers at all levels.

14. I also do not agree with him that all Circle Inspectors should be replaced by Circle Officers as and when Circle posts fall vacant. Circle Inspectors are generally appointed by promotion of talatis and this is the only normal avenue of promotion open to them. Their main duty is to supervise and guide talatis and to make enquiries entrusted to them by the taluka office. In this capacity a senior talati who, with experience, is promoted as a Circle Inspector should be able to discharge his duties quite well. On the other hand, a Circle Officer, whose previous service has been as a clerk, takes some time to settle down to outdoor executive work. It will also not be feasible to make talatis take Revenue Qualifying Examination and to promote them as Circle Officers. The present practice of having one or two circle officers in a taluka who can give some relief to the Mamlatdar has been working reasonably well. The work as a Circle Officer gives an Aval Karkun experience of executive work which would fit him for Mamlatdar's duties. If all the circles are manned by Circle Officers, the group of Aval Karkuns and Circle Officers will be too large and will not have sufficient scope for promotion to the Mamlatdar's grade particularly if more Mamlatdars are to be recruited directly as recommended later in the report. In my opinion about 50 per cent. of the circles may be manned by Circle Officers.

### **Taluka Office**

15. The present talukas in the new State are very uneven. As it is not possible to realign talukas in different areas at this stage, the only workable solution is to appoint a Naib Mamlatdar of the rank of Mahalkari for bigger talukas to assist the Mamlatdar. Shri Pimputkar has recommended the division of duties by villages. I think it will be better if the division is by subjects. Both systems have their advantages and drawbacks. I, however, consider that from the point of view of efficiency and uniformity of administration, division by subjects is better. The Naib Mamlatdar may be assigned subjects which can be dealt with without much touring. He can relieve the Mamlatdar of some inspection work by undertaking these duties in villages round about the headquarter. I do not think the suggestion of creating a separate Mahalkari's charge

within a taluka is workable. In the first place it will need a separate headquarter. Secondly, there will be the additional link of the Mahakari corresponding with the Mamlatdar and thereby increasing the Mamlatdar's work. There will also be difficulties about the sub-treasury. Further a taluka may not be heavy merely because of the number of villages or of the distances. Some talukas are heavy because of their urban character or development of irrigation or industry. I think my suggestion to have a Naib Mamlatdar to assist the Mamlatdar will be suitable for all such cases. Division of work by subjects would ensure uniformity of decision in respect of matters arising in the same taluka. The risk of a very awkward situation arising out of materially different decisions in respect of different villages, if the division of work is by villages, is a factor of material importance.

16. I agree with Shri Pimputkar that there should be a taluka Aval Karkun in each taluka who can look to the headquarter work particularly when the Mamlatdar is on tour and can supervise the work of the office. He can also work as the Enquiry Officer for the Taluka Office. In some talukas this post of Aval Karkun will not be necessary in addition to the Naib Mamlatdar. I also agree with Shri Pimputkar that the present difficult position at the taluka level is largely due to the lack of adequate knowledge of local conditions on the part of Mamlatdars. There have been frequent transfers, may be due to unavoidable reasons. It, however, seems to me that at least some of them could be avoided by better planning. Mamlatdars have also been given too many miscellaneous duties. The present difficulties in taluka administration are also partly due to untrained staff, too frequent transfers of clerks, Mamlatdars wanting to deal with papers on the basis of notes by clerks due probably to lack of adequate local knowledge and in some cases of experience. The difficulties will be removed if our suggestions on the relevant points are accepted. Even after these improvements, I think it is necessary to accept that some Mamlatdar's charges will continue to be heavy. Some of the talukas were of a reasonable size when they were created years ago but with the advance of irrigation and industry, they have now become too heavy. In some cases the entire nature of the taluka has changed during the last 20 or 30 years. The process of creating a new taluka, e.g., Shrirampur in Ahmednagar District, takes a long time. It is, therefore, necessary to provide workable temporary solutions for such cases.

17. I think for the convenience of the public it is very necessary for Mamlatdars to ensure that on a fixed day or two in the week, they are always available at the taluka headquarter. On the question of designation of Aval Karkun, I do not see any particular advantage in his being called a Naib Mamlatdar. I have suggested this designation for officers of Mahakari's level appointed to assist Mamlatdars.

18. The present sizes of talukas and mahals vary considerably. It is not proper that in the same district a Mahal should be bigger than a taluka. For example, in Halar District Dhrol with a population of 28,351 is a taluka while Mahals have a population of 40,000 to 50,000. In Sorath, Keshod with a population of 63,000 is a Mahal while Matia with a population of 52,000 and Visavadar with 57,000 are talukas.

19. I agree with Shri Pimputkar that it is desirable to encourage Mamlatdars to maintain a two-horse tonga. This has several advantages and with it a Mamlatdar's outdoor work is bound to improve. As no Mamlatdar can afford to do so from his permanent travelling allowance, necessary additional allowance should be given for the purpose. He may also be allowed to use a pattawala as a tonga driver. I also agree with Shri Pimputkar about the need for intensive and extensive touring by Mamlatdars. While a telephone will be useful for some Mamlatdars' offices, I do not think it can be said that it is necessary for all offices. A Mamlatdar can do little work by telephone locally particularly in places which are not well developed. Disposal of work by trunk telephones is very costly and often does not work well unless officers at both ends know the subject under discussion thoroughly. A telephone is more useful in dealing with other Government offices in the headquarter. The question of telephone has, therefore, to be considered in the context of all offices in a place and not for the Mamlatdar alone.

### Sub-division Office

20. I generally agree with Shri Pimputkar about the duties of a Prant Officer. Primarily he is an inspecting, testing and supervising officer and the recent increase in his paper work, which has now become very large, has to my mind, affected the efficiency of revenue administration. On the other hand, it is inevitable that some correspondence should pass through him as he would be the best person to co-ordinate Mamlatdar's work on some points or to consolidate their reports or to express views in the light of knowledge gained during inspection and touring. Shri Pimputkar has found that a Prant Officer with 4 talukas finds his charge heavy. If his paper work is reduced as suggested, I think he should not find it difficult to cope with his work unless at least two of the talukas are heavy. In old days a Prant's charge was light unless the officer concerned had heavy magisterial work. It would not be desirable to go back to those light charges. If a charge is too small, there is always the risk of a Prant Officer becoming a super-Mamlatdar. On this basis, the size of a prant in Saurashtra will have to be enlarged; there are talukas and mahals with a population of 40,000 and 25,000 and a Prant of 4 talukas will not provide adequate work. The size in Marathwada is large from the point of view of area and the number of villages. I, however, doubt if it is large from the point of view of work as the work also depends on the stage

of development. In Vidarbha, some change will be necessary when Janapads are abolished. I understood from a number of Extra Assistant Commissioners that they had to devote more than one-third of their time on Janapad work. With the separation of the executive and the judiciary, their magisterial work should also decrease. It may be desirable to have separate executive magistrates to try chapter cases if their number is large in some areas. In view of these changes, even if all the sub-divisions cannot be made of two talukas in this region, several can be of that size. The question of size of a taluka in Vidarbha requires very thorough consideration. The present talukas are too big and they could only be managed with a number of Naib Tahsildars in independent charge of groups of villages and with the present system of work under which every revenue matter is a revenue case. If that system is revised, and I think it is necessary to revise it in the interests of the people, and village administration has to be properly supervised, most of the talukas will have to be split up into two parts at least. In many cases there will be difficulty of an alternative taluka headquarter and also of office buildings. The solution of two Mamlatdars' offices sitting in the same building has its own difficulties but it is worth trying.

21. Shri Pimputkar has suggested that there should be more Assistant Collectors. The number of Assistant Collectors is fixed with reference to the number of senior scale posts reserved for I. A. S. officers (at 20.6 per cent.). The strength of the I. A. S. cadre is fixed with reference to the number of senior scale posts and consequently the number of training posts is linked with those posts. It is not possible to increase the number of posts of Assistant Collectors independently. Moreover, if the number of Assistant Collectors is increased, their promotion to the senior scale will be delayed and in an all-India cadre, this is bound to lead to serious dissatisfaction. On the other hand, I agree with Shri Pimputkar that a person who is advanced in age is not very suitable as a Prant Officer. In any case it is necessary to have a reasonable percentage of younger officers. The proper solution to my mind is to have some direct recruitment of Deputy Collectors. I consider that direct recruitment of Extra Assistant Commissioners gave considerable strength to Madhya Pradesh administration. Such direct recruits also provide good material for promotion to the I. A. S. As they will be in the State cadre, they will not be dissatisfied with slower promotion than I. A. S. officers. In any case they will be aware of this when they join the service. It is, however, necessary to ensure that the recruits are of a uniformly high calibre selected by open competition. Some recruits of a poor calibre can do incalculable harm to a cadre. In paragraph 48 Shri Pimputkar has referred to Project-cum-Prant Officers. I think it has already been decided to do away with this practice.

22. Shri Pimputkar has suggested supplying Government jeeps to Prant Officers as one of the alternatives as a facility for touring. He has suggested supplying of jeeps to them either on hire or by abolishing the permanent travelling allowance and introducing daily allowance with free jeeps fully maintained by Government. I am afraid, I cannot support this. I do not think Shri Pimputkar recommends a concessional rate of hire for jeeps. I doubt if the Prant Officers would like to hire jeeps from Government on an economic rate. The second alternative of Government providing "all found" jeeps is bound to prove far too expensive and is also open to grave abuse.

### Collector's Office

23. I agree with the observation of Shri Pimputkar in paragraph 54 that uniformity of workload disappears when staff is sanctioned for specified work and earmarked for it. This requires to be avoided. Though the principle has been generally accepted, it is occasionally overlooked in passing enthusiasm for particular causes especially when the cause is espoused with good advocacy. The fact that a Chapter dealing with several other important matters opens with this observation shows how it is a sore point with several district officers.

24. My estimate of a Collector's work is a little different from that of Shri Pimputkar. His estimate of correspondence work is just a little high. On the other hand I would allow more time for jamabandi and inspections particularly if a Collector is to do adequate work personally as recommended later. His estimate of time required for village inspection and field inspection is high. I do not think a Collector is likely to inspect in any detail 150 villages in his 120 days' tour. On the other hand the time allowed for journeys is a little low. I do not think the V. I. Ps. should take away 180 hours on an average. Some districts may have more frequent visits because of their importance of location but that would not apply to all. In calculating the workload per day Shri Pimputkar has assumed that all work is necessarily done during office hours only. Quite a few things are done on holidays as well as outside office hours; for example, when an officer is on tour he works practically the whole day with short intervals. Journeys for going on tour are often performed outside office hours and on holidays. Village inspection is in the mornings. Similarly, V. I. P. work may fall at any time on any day. I cannot support the implication, if it is there, that when an officer works outside office hours or on a holiday, he should take an equal time off from office hours. I would, however, accept his general conclusion that the workload of a Collector is at present heavy but not as heavy as it is made out to be. But partly that is unavoidable. I do not think at any time officers have looked on their work as discharging duty for so many hours per day or week.

25. I agree with Shri Pimputkar that the institution of Additional Collector has probably hitherto not worked very successfully. I endorse his reason that the overall control in the person of the same grade is generally not conducive to smooth working. In the absence of any better alternative, however, this solution has to be worked by removing or reducing its drawbacks. Some difficulty has been due to too many frequent changes of Additional Collectors which, I think, can and should be avoided. The feeling can be encouraged that Collectors and Additional Collectors are officers of the same level and Additional Collectors need not necessarily be transferred as Collectors on the basis of seniority when vacancies occur and particularly in short vacancies. I think some officers would make very good Additional Collectors but they would not like to occupy those posts if there is any suggestion of inferiority to Collectors. If there is no suggestion of lower status, some persons may even prefer to work as Additional Collectors.

26. I would not recommend any substantial changes in districts at this stage for a variety of reasons. Some small changes are, however, obviously necessary for geographical reasons (e.g., re-adjustments of Amreli and Nanded Districts) and will have to be carried out soon depending on the progress of integration of laws. On the other hand, Dangs has to be a separate unit because of its peculiar problems and for certain purposes its accounting has to be kept separate because of an agreement with the Government of India.

27. In paragraph 66 of his report, Shri Pimputkar has touched on the question of frequent consideration of the same matter. The general point he makes there is sound and I agree with his remedy that there should be only one statutory appeal from an original order to the next higher authority in cases in which a remedy in a Civil Court is available. I do not agree that no revision application should be entertained from any party beyond a period of six months unless the restriction is to apply only to revision by Commissioners. Administration has to accept things mostly as they are. There should no doubt be an attempt to improve them but rigid ban barring reconsideration is likely to do great harm to persons who are illiterate or who have not got adequate means. Government has necessarily to consider applications received against decisions taken by lower authorities without being too strict about the period.

28. I agree with Shri Pimputkar's suggestions about reorganisation of local bodies' work. Time has no doubt come when the local bodies will have to have greater independence and wider jurisdiction if they are to serve a useful purpose. The work relating to local bodies in a Division can be safely transferred to a person of Collector's grade to be known as "Director of Local Authorities" who can look after all the local bodies work in the Division. This will give considerable relief to the Collector on one hand and will bring about

greater co-ordination and efficiency amongst local bodies on the other. At present their problems do not get adequate and uniform attention.

29. On the other hand, I do not agree with his proposal about reorganising the Deputy Chitnis Branch. His suggestion that the District Superintendent of Police should send his proposals by unofficial references to the District Magistrate will not, I am afraid, work well in practice. In some cases it will no doubt help to cut out delay; on the other hand, it is sometimes necessary to examine proposals in the light of previous references and existing orders of Government. If the District Magistrate is deprived of the assistance of office in this matter, I am afraid, he is likely to take longer in disposing of the work as he would have to wade through a mass of papers himself. An analogy is probably sought to be drawn from the Secretariat method of work where the conditions are different. Shri Pimputkar has recommended that other departmental officers at the same headquarter will not formally correspond with the Collector but will make unofficial references. I am afraid this also will not work. While a District Magistrate may be reasonably familiar with the type of work coming from the Police Department, he is not likely to be as familiar with the work of all other Departments also. A Collector will sometimes be new in a district and he will not have all the facts and the background to be able to deal with every case without office assistance. In the first place, even in the Secretariat, papers referred to the Legal Department or Finance Department would often be noted on in the Department by its staff. Sometimes even when papers have moved from officer to officer, there is off the file noting by the Department. Moreover in the Secretariat, it is easy to get information by informal enquiries. There can be fairly frequent discussions. Cases are dealt with by persons with comparable background. The habit of studying papers is more wide spread in the Secretariat than in the districts. I do not think it is possible to reproduce Secretariat conditions in the districts.

30. The relationship between the Collector and other Heads of Offices in the district is very difficult to define or to regulate. It can, however, be worked if the Collector is looked on, as he generally is, as the captain of the team or as first amongst equals. He should not, however, expect subordination from other officers. Such attempts harm administration and in some cases the normal cordiality has been marred. The Collector has to be friend, philosopher and guide to others and has to use his position and influence for better co-ordination of Government work.

31. I agree with Shri Pimputkar in the recommendations made by him regarding the work of local authorities and village panchayats. I also agree with him regarding the pruning of periodical returns

I agree with Shri Pimputkar that the fact that the Collector is a busy officer requires to be recognised by V. I. Ps. on tour. The Collector's presence should not be expected as a matter of course during such tours except for the visits of the Chief Minister and the Revenue Minister and I would endorse Shri Pimputkar's observation that if the Collector's presence is particularly necessary, he could be told so but otherwise it would save embarrassment to him if he could be informed in clear terms that his presence would not be necessary. I also agree with him that a Collector should not be expected to break his camp or to upset a tour programme for which arrangements have already been made. I would also endorse Shri Pimputkar's observations that once the tour programme of the Collector is out, not only should he adhere to it but everybody should help him in doing so unless there are special reasons to the contrary. The harm done to administration in Collectors neglecting normal work is incalculable. I also agree with him that the present system of organising 'Days', 'Weeks' and 'Fortnights' requires to be thoroughly reconsidered. It seems to me that in the case of several such observances net additional result achieved is very little and what would have been normally done in a month before or two months after is done during the observance period. In any case, for the Days or Weeks to be celebrated by different departments, the entire arrangements for celebrations may be left to the corresponding heads of the local offices rather than to the Collector. It will be a much easier matter if the burden of celebrations falls on 8 or 10 different officers instead of the Collector having to bear it entirely as at present. The position and influence of Collector may be necessary for organising some 'Days' or 'Weeks' in the initial years but the work may at least be taken over by respective departmental officers in subsequent years.

32. I do not agree with Shri Pimputkar that translations required for civil suit appeals should be done in Bombay. It is best done at the district level.

33. I do not agree that it would be adequate touring if a Collector spends 60 nights outside his headquarters. In his touring of 120 days, I do not think he should have to make day trips on more than about 20 or 25 occasions in a year. If he normally camps at one place for 4 to 5 days at a time, which he should, he will be spending 3 to 4 nights and on this basis the present standard of 80 nights does not seem unattainable. If there has to be any reduction, it may be of the order of about 10 nights. Single day's outings have their own value for a quick look round but they do not serve the purpose of inspection and upset all normal work. They are also apt to degenerate into sight seeing tours for relations and friends or visits to places of pilgrimage or to places where the officer concerned is given more importance due



to some local reason. I understand that orders have already issued reducing the touring to 100 days and night halts to 60. If that is so, I would suggest that the question may be reconsidered.

34. I generally agree with Shri Pimputkar's remarks about tent camps. Considering the present times, I think the best solution would be for Government to maintain tents, which can best be done by the Police, and also to pay for their transport. This will mean abolition of the tentage allowance and on the whole, I think, there will be no increase in cost. The facility may encourage tent camps, which will be an advantage. The present allowance is inadequate for maintaining and transporting good tents. On the other hand, instances are not wanting where small old tents are kept and rarely used and tentage is drawn. I also agree with Shri Pimputkar that the present permanent travelling allowance is just about adequate. In this, I have assumed that they drive their own cars or use the services of a peon by making some additional payment. I have also assumed that the permanent travelling allowance should only cover proportionate share of the general cost of maintaining a car. Also that no rent has to be paid for occupation of an inspection bungalow and that the Collector will not have to take any private furniture on tour. It is sometimes contended that the permanent travelling allowance has not been increased with the increase in the price of cars and cost of petrol. I consider that this is compensated by the change in habit about keeping a driver, somewhat better roads and better facilities for local repairs. It is, however, necessary to distribute the allowance differently. This may be done by giving Rs. 300 p. m. for eight months from November to June and at the rate of Rs. 75 p. m. for the remaining four months. This will have a better psychological effect. It will also work out more logically in case of transfers from a touring post carrying permanent travelling allowance to another post not having permanent travelling allowance and *vice versa*. Some Collectors have shown that they cover long distances by road in the course of their tours. But on closer scrutiny, some of the journeys have been found to be of little value and the purpose of some is not easy to appreciate. It is, however, found that some Collectors have to spend quite a few days out of the districts on duty and though they get ordinary travelling allowance for such tours, the permanent travelling allowance is deducted for these days. On the other hand, the time so spent is not counted towards the prescribed touring of 120 days. It will be best if the permanent travelling allowance is not deducted when a Collector has to go on duty outside the district. The days so spent on tour should also not be counted towards 120 days touring.

35. I endorse Shri Pimputkar's views about the comparative advantages of a jeep and a horse. It would be desirable to make every effort to encourage the maintenance of a horse by a Collector

also. I realise that this may not be very popular for some time as officers have got out of the habit of riding but if it is ensured that there is no monetary loss, the advantages both to public administration and personal health will turn the scale. I would, however, consider a horse much less essential for a Collector than for a Prant Officer. A Collector has to cover much longer distances and his camps are much shorter. On the other hand there has been a persistent demand from Collectors for provision of a jeep. They have, however, not indicated the terms on which they would be prepared to have jeeps. At present there are two different orders. Under one, a Collector can maintain his own jeep and get an additional allowance of Rs. 100 p.m. There is another order under which a Collector can get a Government jeep and pay hire charges of Rs. 50 p.m. In both cases he maintains the jeep himself. The best course seems to be to adopt the second alternative of supplying Government jeeps at a rate in which Government bears a part of the depreciation cost. I do not think the Collectors will be able to pay the full hire charge of a jeep and if maintenance of jeeps by Collectors is to be encouraged, some concession will have to be made. There is also a strong demand for jeeps from the District Development Boards. There have been similar demands from the Police and the Public Works Departments also. It will be desirable to consider all these demands in a co-ordinated manner. The conditions of travelling vary considerably from district to district. Jeeps are inescapable in districts having bad communications. On the other hand in several districts an officer can reach almost any village if he is prepared to walk about 5 miles. In such cases, jeeps may not even be quicker. Moreover, Development Blocks have already got jeeps for touring in these areas and the blocks cover a large part of the State. Once vehicles are given, it will be difficult to withdraw them and in this context the experience of Uttar Pradesh Government is worth keeping in mind. In any case it will not be practicable to maintain jeeps at Government cost and to give daily allowance for the days on tour. The cost of such a measure will be very high and there will be considerable waste. I think it is also necessary to re-scrutinise the terms on which jeeps are supplied to officers of other departments. They have been supplied in varying circumstances and on varying terms and a review with the idea of securing reasonable uniformity is called for. It seems to me that there is considerable heart burning due to special concessional terms given in some cases. I cannot support Shri Pimputkar's suggestion that some other departments get better travelling allowance concessions and that all should be put on par by everybody being brought on the permanent travelling allowance system or by being allowed ordinary travelling allowance. Government has accepted the policy of giving permanent travelling allowance in as many cases as possible. It is possible that ordinary travelling allowance rules are abused in some cases but, by and

large, the rates can be said to be reasonably fair and the balance between the permanent travelling allowance and ordinary travelling allowance is reasonably well maintained.

36. I agree with Shri Pimputkar that systematic touring is getting out of fashion. In the interests of administration it is very necessary to encourage it and to ensure that proper habits are formed at an early age. On the other hand, I do not agree with him as regards the hours of work. There is a growing tendency now to consider that so long as work is disposed of by officers, it is not necessary for them to attend office regularly. Quite a few new ideas have sprung up. One of them is not to attend office on the day on which one returns from tour on the ground that a lot of accumulated paper work has to be disposed of. Another is that it is not possible to work in peace in office as there are a large number of visitors and that work is best disposed of at home. The third is that as senior officers have to work for longer hours, they need not be punctual in coming to office. In my view, all these ideas are wrong and they have done considerable harm to administration. While in office one is not bound to see unofficial visitors at odd hours except by previous appointment. The advantage of presence of the Head in an office is, however, obvious. Persons working under him and other colleagues are able to contact him more easily when he is in office. Non-official visitors can also see him in cases of urgent necessity. It has also a very good effect on the subordinates. It is not enough that work is disposed of. It has to be primarily done in office as far as possible. The practice of disposing of office work unnecessarily at home and of seeing official visitors at home is open to abuse.

37. I agree with Shri Pimputkar that higher officers should be careful in marking papers as secret and top secret. At the same time I must add that both the lists specifically mentioned by him are necessarily secret and I know of some cases in which a lot of difficulty was caused because their secrecy was not observed. On the other hand, a Collector must keep all secret papers in his personal custody in a cupboard or a box and should be familiar with all the papers kept in such custody. On his first posting to a district, he should make himself familiar with the papers in his personal custody. I do not agree with him that secret papers may be given to personal clerks or Heads of Branches. While thinking of officers' convenience in such matters, it is also necessary to consider the cost at which such convenience is bought. Control over visitors to Collectors' offices is not at all strict and even with the best will on the part of the staff, secrecy cannot be well maintained. I think it is also a very good experience for Collectors to deal with some clerical work personally and handling of secret papers provides a good opportunity for doing so. There are not many occasions for Collectors to deal with such papers and it is not likely to impose any appreciable burden.

38. I agree with Shri Pimputkar that it deserves to be laid down and strictly observed as a rule that no Collector should be away from districts for over three years and that no Under or Deputy Secretary should continue in that post for more than an equally long period. A Deputy Secretary should necessarily go back to executive work after a spell of three years in the Secretariat. Similarly, an Under Secretary should also go out as a Collector or to some other executive work for at least three years before being appointed as a Deputy Secretary. Utility of officers who are not familiar with district conditions or remain away from them for long is apt to suffer and there is the risk of an unrealistic approach by looking at human problems more from the point of view of rules.

39. In paragraph 113 Shri Pimputkar has considered how some advantages can be given in kind to Collectors. I am personally of the view that all remuneration should be direct and in cash and that there should be no advantage in kind or indirect advantages. There is a theory that indirect advantages are appreciated more than what they actually cost. I do not agree with it. If some indirect advantages are given, they have a bad psychological effect in the public. There is a fairly wide spread impression even amongst the educated classes that senior public officers get free residence with some free furniture and that some of their personal servants are also Government employees. I consider that everything possible should be done to remove this false impression. On the other hand, our Collectors are so inadequately paid particularly in the initial years of their service that it is necessary to improve their lot. Quite a few factors which may normally be considered irrelevant have to be taken into account for a person placed as a Collector normally is. His cost of living is appreciably higher than that of a local person of his own level without any difference in convenience or comfort. For example, it is considered desirable in public interest to transfer him from place to place at intervals of about three years. He is also expected to be available for duty at any hour, for long hours and at short notice. He is expected to serve in any area where the language may be different from his own and he has to manage his children's education as best as he can. All this costs money. It is necessary to appreciate these facts in their proper perspective. The best course is to increase the minimum pay of a Collector to Rs. 1,000 p.m. I, however, realise that this cannot be done by a State on its own and it is an all-India question. It is best to take it up on all-India basis. Even if benefits in kind are to be considered, I am not in favour of provision of basic furniture or of providing police guard or picket. The question of providing furniture has been considered on a number of occasions but no practical scheme has been found. Any such scheme will have to cover all officers of a particular level and it will not be possible to apply it only to Collectors and the cost is likely to be very high. It is not possible to work this as an economic proposition. Shri Pimputkar's suggestion seems to be that furniture

should be provided free of charge and not on hire. For anything supplied free, demands are often likely to be very high. It may also not be properly used. The experience of providing free malis has also not been happy. This concession was admissible in war time and in quite a few cases, private servants doing nominal work in the garden were shown as malis. If Government tries to maintain the garden, the demands are again likely to be very heavy. Moreover, such a concession cannot be restricted only to Collectors. I am also not in favour of a sumptuary allowance of Rs. 1,000 recommended by Shri Pimputkar. Evidently, the idea has spread from the privilege of expense account enjoyed by some business executives and the sumptuary allowance of Rs. 3,000 given to Commissioners. I am of the view that that allowance is also not justified. In any case it will be interesting to see how far the allowance has been used for the purpose for which it was given.

### Workload

40. In Chapter V Shri Pimputkar has examined in detail the question of workload for the staff doing different types of work. In view of his experience as Deputy Secretary (Inspection) and as Divisional Officer, Bombay, in which capacities he has gone into the complaints of overwork, I would generally accept his views subject to a few general observations. I agree with him that noting hands in Collectors' offices should be able to deal with 14 cases, those in Prant offices 15 and in Mamlatdars' offices 16 cases a day. With proper training this standard could and should be raised. There is a school of thought that the workload per dealing hand should be the same whether the office concerned is a Secretariat Department or a Collector's or a Mamlatdar's office. I do not agree with this. The type of work differs considerably at different levels, and different yard sticks are reasonable and essential. It has sometimes been argued that the staff in the Secretariat is better equipped and better paid. This is so but it deals with very different type of work. A case does not normally come up to the Secretariat unless there is some important or special point about it. The material supplied and views expressed by lower offices have to be checked. At the district level the argument runs that a Collector's office generally has better and more experienced staff than Mamlatdar's and this difference should be taken to offset the difference in the nature of work. I do not agree here also. The standard of 200 cases per month accepted in Saurashtra was extremely low with the result that offices there are over-staffed. Other non-Bombay areas did not maintain any comparable statistics but such studies as have been conducted show that in these areas also the offices are over-staffed. The reason advanced for such over-staffing is that persons are not as well trained and experienced as in Bombay. Now that uniformity is being introduced, the standards will have to be raised. It is, however, necessary to ensure that staff is not suddenly reduced. It is one thing to prescribe a standard and another to attain it. It cannot be attained overnight.

Work habits also change gradually. I would, therefore, suggest that a minimum standard of 10 per clerk per day may be expected immediately in all Collectors' offices and 12 per clerk per day in all Mamlatdars' offices where the actual present standard may be lower and the strength of the staff may be adjusted accordingly and the standard of 14 or 16 achieved over a period of three years by about 10 per cent. improvement each year. New recruitment will have to be regulated keeping in view the need for providing for the staff rendered surplus by a higher standard of disposal. There is so much normal expansion of offices from year to year that no staff will have to be retrenched as a result of this recommendation.

41. A question is often raised as to how the work of revenue branch is to be regulated during the time spent by some of its members in jamabandi and inspection. I do not think the point is of such importance as to be specifically provided for in the workload. During this period, the Collector may expect a standard of, say, 5 cases per day. The standard in Mamlatdar's office will also be lower during the corresponding period. Another alternative is to accept each inspection note as a case. I am not in favour of a special allowance for the period.

42. I do not think the standard of 3,500 words per day for regional language typists is adequate. They should be able to do at least 4,000 words per day as against 7,000 for English typists. Quite a number of regional language words would need fewer 'strokes' in typing but in view of the unfamiliarity, the speed may be lower during the first two or three years. In order to encourage persons to acquire speed in regional language typing, I would suggest giving of allowance for tested specified speed.

43. I agree with Shri Pimputkar that the chalan system for treasury payments requires revision. I know that the question has been considered in the past but the view that has been taken is that in the rural conditions in India, the checks which have been provided are necessary to prevent mistakes in accounting. I think with the progress of education, the risk of incorrect accounting is very much less now. Though the point specifically referred to by Shri Pimputkar is about revenue payments, it applies to other payments also. There is too much of going from person to person for making payments to Government. The same running about exists for receiving payments also but that is not under consideration here.

44. Shri Pimputkar has recommended supervisory staff at the rate of 1 for 6 to 7 hands in the Collector's office. I think this is a high standard unless the supervisor has not to guide the staff in some detail nor to do original work. I would suggest a standard of 1 to 5 in the Collector's office. It will not be possible to have specific standard for Mamlatdars' offices.

## Delays and Procedure

45. In paragraph 131 of the Report, Shri Pimputkar has mentioned the causes of delay. He seems to assume that the officers and the staff are efficient. Actually, inexperience, inadequate knowledge, negligence or lethargy of some of them may be the basic causes and the reasons mentioned by Shri Pimputkar the result. As has been stated elsewhere, there are too many untrained persons in Government offices at present.

46. Shri Pimputkar has referred to the point about intermediaries in the chain of persons examining a case. I agree with him on the principle that there should be as few intermediate links as possible. In the Secretariat, level jumping is now systematically encouraged. This should spread to administration at lower levels also. Shri Pimputkar's suggestion, however, that ordinarily there should not be more than one intermediate link will not work out in practice in Collectors' offices. Collectors may agree to take some work directly from heads of branches but some is bound to come through his Personal Assistant or even Additional Collector. It cannot be expected that the Personal Assistant will take all his work directly from clerks particularly at this stage when the clerks are untrained. Quite a lot of clerks' work is bound to pass through heads of branches.

47. While it is true that cases get held up for inadequate reasons at some stages, going to the other extreme and insisting on unduly quick movements would lead to inadequate or improper disposal. There should be no confusion between ends and means. Proper disposal and not mere disposal is the objective and the approach should be that all delays in proper disposal should be avoided. At present, speed is being stressed from all directions because delays have become chronic. Undue stress on speed is, however, apt to lead to inefficiency and injustice. It has to be remembered that quite often cases are not decided merely on precedents and law; rules and standing orders have necessarily to be looked into. Several cases have their own peculiarities and they have to be considered. The view to be taken is not necessarily always clear and different arguments have to be considered in their proper perspective. Delay does not, of course, mean that all these things necessarily happen. On the other hand, time taken in this process should not be looked on as delay. In the O & M section in the Secretariat, there has been no attempt at prescribing time limits or even at prescribing the workload. There have been time and work studies and their results have been communicated to departments. Certain standards have been suggested. It has, however, been held that rigidity has to be avoided.

48. I agree with Shri Pimputkar that inefficiency and negligence are not taken adequate notice of in Government service. There is too much tolerance. Some would consider this a good point. An average worker looks on this as great merit of Government

service but it is none the less harmful to efficiency. I am of the view that the tax payer is entitled to a much better return for his money. The idea of security in service has been spreading to the private sector also. One can understand and also appreciate attitude of general public sympathy for the underdog but taken to extremes it must arrest progress. While it may not be practicable in Government service to terminate a person's service after he has served for 8 or 10 years, it should be possible to provide certain checks to ensure that inefficiency is not encouraged. There should be a good test before a person is confirmed in service and advancement in service should depend on efficiency. I do not propose to go in greater detail on these points here as they really pertain to conditions of Government service in general rather than revenue administration.

49. I cannot accept Shri Pimputkar's view that many clerks are careless and that permanent procedure should be based on this assumption. As mentioned by him in the same paragraph, the general approach has to be of trust to a certain extent and of provision of occasional checks and periodical review to detect abuse of trust.

50. I agree with Shri Pimputkar that the Anderson system of checks and controls requires to be replaced in the light of the present-day conditions. Anderson system was all right at the time it was evolved; the life was leisurely, office work not heavy and offices small and there was a lot of personal contact. The conditions have now changed and so must the system with it.

51. In paragraphs 162 to 172, Shri Pimputkar has dealt, at some length, with some experiments tried in the Nasik Collector's office by Shri M. R. Yardi, I. C. S. The reason given for it, viz. that an article appeared in a journal claiming that it was successful seems very inadequate for the length and the manner in which it has been discussed in this report. I do not propose to take any more notice of the long critical review beyond saying that the experiment was by no means a failure. It tried two main ideas according to me and both of them paid good dividends. That is not to say that the ideas were wholly adequate or that they could not be bettered or expressed differently.

52. I also do not propose to comment in detail on the supplement on Office Procedure prepared by Shri Pimputkar. I would suggest that it may be tried in a few offices for about a year before it is introduced generally. I feel that it provides too many checks on internal movement of papers. It no doubt achieves the objectives for a procedure mentioned by Shri Pimputkar in paragraph 178 but the system hinges so much on the Registry that even a small break down there is likely to affect the whole office. I do not think the head of the Registry can also work as the Enquiry Officer. As I have mentioned earlier, it is not possible to have only one intermediary between a clerk and the Collector. I also do not think it will



be possible for a clerk to go and personally remind a Collector if papers are not received back within three days. The implication that all papers should be dealt with within 24 hours is not only not workable but is likely to lead to remarkably awkward results. I also do not agree with the general statement that only very few cases call for any noting at all. I know that there is too much noting at present and it requires to be seriously discouraged. In quite a number of cases no noting is at all necessary. But in prescribing a procedure it is necessary to ensure that we do not go to the other extreme and take the stand that actual result does not matter, what counts is the procedure.

### **Personnel**

53. In Chapter VII, Shri Pimputkar has considered a number of miscellaneous questions regarding "Personnel". A number of his suggestions are very sound while there are some problems for which, I am afraid, I cannot agree to the proposed solutions or are such that the data available is not adequate for a proper consideration of the problem. Some other problems are such that they do not apply only to the revenue establishment but are common to all Government employees. I think it is best to leave them out of consideration in the present report as they cannot be dealt with adequately without going into much greater detail.

54. I agree with Shri Pimputkar that a certain amount of elimination of grades and scales is necessary. I agree that the category of Assistant Talatis will not now be necessary. The two scales of talatis may be replaced by one. Circle Inspectors and clerks may have the same scale; the difference at present is also minor. As already mentioned earlier, I am not in favour of replacing Circle Inspectors by Circle Officers. There may be only one grade for Aval Karkuns and Circle Officers. I have suggested earlier that Mahalkaris may be redesignated as Naib Mamlatdars. I agree with Shri Pimputkar that it should be accepted as a general rule that a person who is not fit to be a Mamlatdar is also not fit to be a Naib Mamlatdar in view of very close similarity in their duties.

55. In paragraph 185, Shri Pimputkar has referred to the dissatisfaction with the posts of attendants and has recommended the abolition of the cadre. In this connection it is worth recalling that Shri K. P. Mathrani, I.C.S., had recommended in his report as Officer on Special Duty, (Retrenchment), that it was necessary to replace pattawalas attached to non-gazetted officers as they had not adequate work. When the recommendation was considered in detail, some sort of part-time manual assistance was considered necessary for these officers particularly in the case of touring officers. It was then decided to convert posts of pattawalas into those of attendants and also to give the assistance of attendants

to some more officers. An essential part of the decision was that attendants were part-time servants and they could take up part-time private employment. It was considered that some of them might be employed by officers themselves to whom they were attached. I do not think this aspect has come out in the orders. It is necessary to review how the experiment has worked and whether its working can be improved. One practical drawback is that if an attendant is attached to a touring officer and if the officer does not utilise his services for private work on payment, the attendant is helpless as he cannot get private work with any other person while on tour. On the other hand, it is not easy to employ mazdoors from place to place, to take receipts from them for all payments and then to recoup the amounts so spent. It would be very costly to convert the posts of attendants into those of peons.

56. I do not agree with Shri Pimputkar that talatis' should be a district cadre. Both talatis and pattawalas can continue on the sub-divisional cadre but in practice they may be attached to a taluka. A talati may be transferred from one taluka to another once in 8 or 10 years. Both would, however, be liable to transfer in the sub-division either as a measure of punishment or even otherwise if it is considered essential in public interest. If talatis' is to be a district cadre, the number will be too large as in future a district may have 600 to 700 talatis and the Collector will not be able to give adequate attention. Moreover, the Collector's personal knowledge of a talati's work is likely to be meagre.

57. I agree with Shri Pimputkar that there should be a competitive examination for recruitment of clerks at the district level. I do not see very great difficulty in having a common recruitment for a number of offices of different departments in a district. It is true that clerks in different departments have varying prospects but this is also the case in respect of a number of common competitive examinations held for recruitment to All-India and Class I services. The advantage in having common recruitment is saving of time and labour. It also saves clerks moving from office to office in the initial stages of service. In Bombay City too, there is common recruitment of clerks for different offices of the State Government with varying prospects. Shri Pimputkar is not in favour of fixing any proportion for graduates and non-graduates as he considers that that would be giving undue importance to college education. On the other hand, I am of the view that recruitment of a better qualified and more intelligent clerk is a very great advantage. It is well worthwhile paying such a person more. One essential remedy for the present condition of Government offices, to my mind, is to have fewer but better persons on better pay. Shri Pimputkar has vividly described later how numbers grew and standards fell during the war and immediate post-war years, and how the present staff is ill-trained and ill-equipped. The

remedy does not lie in still larger numbers or better pays for all. The cost of administration is high as it is. It is desirable to have better but fewer persons, to pay them well and to exact higher standards of work. The stress need not be on a degree or college education but a higher level of intelligence and better power of understanding and expression. I think it is possible to devise tests by which persons of a particular standard can be recruited. I do not discount, as much as Shri Pimputkar does, the intelligence tests now common in other countries and also adopted in India in war-time for recruitment of Commissioned Officers in the Army. I understand that such tests are a normal part of recruitment now in some cases.

58. Shri Pimputkar has raised a doubt about the advisability of reserving a certain percentage of posts for members of backward classes. I do not agree with this. His argument is correct from the point of view only of administrative efficiency. Government has, however, to keep in mind the general needs of a welfare State and the conditions of society. Good Government does not necessarily consist merely of efficiency of administration.

59. I agree with Shri Pimputkar that the training classes for clerks should be held at the district level. Shri Pimputkar has suggested that training should also cover Acts and Rules with which a clerk is likely to be concerned. I am of the view that the initial training may be confined to matters like procedure, drafting, typing, elementary accounts and some knowledge of Service Rules. Training in subjects like Land Revenue Code and Rules, Revenue Accounts Manual, etc., can come at a later stage. I do not think that a trainee who fails should be required to refund the entire stipend money. There should, however, be a small penalty to ensure that the training is taken seriously. The training should also extend to clerks with less than three years service and should not be confined only to new recruits. I do not think the suggestion to give practical training at the clerk's own table will work in view of the numbers involved. Case studies of recorded files done in class rooms can also help to give practical training. There are various ways of supplementing this. I have not agreed with Shri Pimputkar's suggestion to abolish completely the cadre of Circle Inspectors. I do not think the suggestion of talatis taking Sub-Service Departmental Examination for clerks or Revenue Qualifying Examination will work.

60. Shri Pimputkar has suggested that there should be direct recruitment to 50 per cent. of vacancies in the Mamlatdar's grade. This, I am afraid, is high. I would prefer to have some direct recruitment at Mamlatdar's level and some at Deputy Collector's level as mentioned earlier. The argument of some rare case of a person being rejected for a Mamlatdar's post but being selected as a Deputy Collector need not carry much weight. Either of the selection Boards might have been wrong in its assessment. It need not necessarily mean that the latter Board was wrong. In any case the

Boards are not infallible and their occasional slips can be no argument against a system. There may not be any direct recruitment at the Aval Karkun or Naib Mamlatdar stage. In paragraph 204, Shri Pimputkar has considered how the present standard of Mamlatdars is low. As one of the reasons for this he has mentioned that a fair number of persons is from the merged areas. I do not think that this should count as a different or specific reason, ten years after the merger of States.

61. From paragraph 205, Shri Pimputkar has considered the question of revision of pay scales so as to keep them comparable with those in private enterprise allowing for the security of service and other allowances in Government employment. This whole question is now before the Pay Commission which will, no doubt, go fully into its different aspects. I think different considerations will have to be applied at different levels. In the present society I do not think it can be claimed that the senior officers should have the same remuneration as they would command in the private sector. They should be satisfied with less. On the other hand if a clerk or a talati is not paid adequately, he will not take up Government service. Shri Pimputkar has drawn attention to the case for considerable upgrading of the scales of pay of clerks as well as of the higher grades. I am afraid, he has considered the question in rather a theoretical way. In a matter like this, a number of factors have to be taken into account without giving too much weight to a few factors in an isolated manner. He has referred to what a mill labourer in Ahmedabad gets but has not mentioned why a labourer in Ahmedabad gets more than in any other place. I cannot agree with his statement that "apparently education is at a discount". While he has mentioned the point that the Government of India's scales are better, he has not referred to the fact that Bombay scales are better than those of any other State. He has also referred to commercial concerns which can easily pass on the burden to their customers. Governments cannot easily pass on the burden to the tax-payer. The considerations in two cases have necessarily to be different. He refers to the fact that very few graduates are attracted to clerical service but overlooks the reason that in pay they are at present treated on par with matriculates. He has himself recommended that there should not be a higher starting pay for graduate clerks. Obviously in these circumstances a graduate would not come as a clerk if he could possibly help it. I do not propose to go into the question of different pay scales recommended by him. As mentioned above, the whole question is now before the Pay Commission. It is also necessary to know whether it is decided to reduce numbers as the State's capacity to pay—which in ultimate analysis means the capacity of the public to pay—is at least of as great importance as the requirements of the employees.

62. I agree with Shri Pimputkar that Deputy Collectors should be declared as Class I Officers. He has gone into the question of Note 7 to Rule 41 of the Bombay Civil Services Rules. This has been inserted after a long consideration. I doubt if it leads to the result mentioned by Shri Pimputkar of a person getting less pay as a Deputy Collector than what he got as a Mamlatdar. If it does, I agree that the Note should be suitably revised immediately. In a regular cadre as in Revenue Department, the fact that the person promoted may not have been confirmed as a Mamlatdar should not make a difference. On this point, if I remember right, Government of Bombay had decided in 1954 that it would follow the practice of the Government of India except that it would not give the next higher stage in the higher post. The practice adopted by the Government of India is to allow higher initial pay under the operation of Fundamental Rule 27 provided the promotion is in the direct line of appointment and

(1) the Government employee concerned is qualified to be confirmed in the lower post or cadre and has worked in the post for more than 3 years,

(2) the lower post or cadre continues to exist on a long term basis, and

(3) the Government employee concerned would have continued to work in the lower post or cadre but for his promotion.

These conditions would be normally fulfilled in the case of a Mamlatdar promoted as a Deputy Collector. This would show that according to the 1954 decision of Bombay, the Mamlatdar would at least continue to draw the pay he was drawing before promotion. This would not be affected by Note 7 below Rule 41 on the point of probation and probationary pay. In any case as a doubt has been expressed, the position should be properly checked. On an informal enquiry with the Accountant General I learn that his office does not know of this decision of 1954. I also consider that the practice adopted by the Government of India should be fully adopted in Bombay also. Further, in view of the long delays in confirmations and the large number of unconfirmed persons at all stages, I consider that Bombay should also adopt the solution of quasi-permanency adopted by the Government of India and some other States.

63. The question of house rent allowance also has to be considered with reference to a number of different factors. Shri Pimputkar has remarked that there is a great demand for housing accommodation from the staff and that many Government employees have to pay more than 10 per cent. of emoluments as rent. On the other hand, he has mentioned that some contractors are willing to invest money in putting up houses if Government guarantees that Government servants would occupy the premises at 10 per cent. of their total emoluments, i.e., pay plus dearness allowance. I find it

difficult to reconcile the two. I agree with his remarks on the question of confirmations. On the question of promotions, however, I do not agree that the present decision about positive merit requires to be given up. The standard is to a certain extent subjective but if it is worked honestly, it will yield very good results. The other alternative of seniority-cum-merit leads to encouragement of mediocrity. This item as well as a number of subsequent items like confidentials, transfers, leave, appreciation and punishments, corruption, provident fund, medical attendance, housing loans, travelling allowance on transfer, etc., are problems common to all Government employees. I agree with some of the arguments advanced by Shri Pimputkar on these points while I do not agree with others. As mentioned earlier on a similar point, this report is hardly the proper place to go into them in any detail. I agree with Shri Pimputkar's observations on questions of revenue qualifying examination quota and in-service training.

64. Shri Pimputkar has stated the general principles which may be observed in ordinary transfers. They are mostly the principles already accepted by Government and I endorse them. He has stressed the point that they require to be properly observed in practice. I would also support his recommendation about allowance to compensate a Government servant for an unavoidable transfer when he has to keep some members of his family at another station for the purposes of secondary education of his children. At this stage, it is very difficult to change schools in the last few months before the examination. Shri Pimputkar has included sufficient restrictions on the proposal to ensure that the allowance is admissible only in genuinely hard cases.

65. While I agree with Shri Pimputkar that appreciation in some form is necessary for good work, I cannot support the particular forms he has recommended. The best appreciation for consistent good work is accelerated promotion but it is not possible to give it in many cases. Frequently persons get disheartened by the absence of tangible evidence of recognition of good work. I would recommend some sort of cash rewards but the details will have to be worked out with some care.

66. On the point of quick punishments, I agree that departmental action may be preferred unless the offence is serious and the evidence available is clear and adequate for a criminal prosecution. Great harm ensues from the failure of prosecutions. Quite often such failure is not due to any lack of material at the time the offence comes to light but a variety of circumstances intervene to weaken the case later, particularly as some cases take very long. A case may also fail on some very technical ground. Witnesses may be got round on grounds of compassion or they may be confused on points in evidence due to passage of time. Corresponding advantages of

a criminal prosecution are few. On the other hand, a feeling should not, of course, be allowed to grow that all that a defaulter stands to lose is service however serious his misdemeanour.

67. I think the primary motive in corruption is acquisition of easy money. I do not think it is confined largely to persons in straightened circumstances or to those on small pay or to persons who spend on hospitality to superior officers but do not wish to tax their own pockets. I consider that frequently these are merely trumped up reasons. It is difficult to estimate the extent of corruption. I think it can be said that large scale corruption associated with war time and post-war controls has disappeared with the controls. On the other hand, I have a strong feeling that corruption in normal administration has increased. The anti-corruption measures can only claim to have kept it down particularly at lower levels. The main reason for this state of affairs seems to be that quite a number of persons seem to get away with corruption and some have even thrived on it. The difficulties of trapping a corrupt officer and bringing the offence home to him are well known. There are, however, several cases in which there is little room for doubt about the corruption of an officer. The fact that such persons get on in service is, I am afraid, a very poor advertisement of the administration's avowed keenness to put down corruption. I think it should be a rule that any one against whom there has been a reasonable suspicion of corruption should be debarred from all future promotion. Corruption is and should be looked on as a greater demerit than inefficiency. Honest intervals do not cure previous corruption. Another idea which requires to be seriously put down is that it is difficult to make two ends meet in these days of low salaries and high prices and that is why persons become corrupt. The idea seems to persist from the days of Clive and Hastings when corruption amongst factors and writers was sought to be excused on the ground of inadequate and irregular pays. The proper course for a person who considers that his salary is so inadequate that he must become corrupt is to leave the service. I think a point should be made by all persons in a responsible position not to say a word in mitigation of corruption. I agree with Shri Pimputkar that superior officers should discourage hospitality by their subordinates. Such hospitality takes different forms but it is a matter in which the risk of appearing stiff or even rude would be justified. In paragraph 258, Shri Pimputkar refers to improved pay scales recommended elsewhere. I have not been able to find any actual recommendation though in the Chapter on Personnel the claims of certain categories of employees have been stated. I would endorse the recommendation of Shri Pimputkar against Government servants assisting the raising of funds in any form irrespective of whether it is a Revenue Club or a Widows Fund or for deepening an irrigation tank.

68. I cannot quite agree with Shri Pimputkar that Government gives a decent rate of interest on Provident Fund. It used to but for some unknown reason rates of interest have not been raised with the increase in bank rate and the rates of interest Governments have to pay on public borrowing or what a Government employee can earn from safe investments. Other conditions remaining the same, when Government has to pay a higher rate on what it borrows from the public, it must pay a correspondingly higher rate on what it borrows compulsorily from its own employees. I am not in favour of persons buying small savings certificates in lieu of contribution to provident fund for two reasons, viz. that they can be cashed at any time even before retirement and even before the certificates mature and some may not mature at the time of retirement. In order to get over these difficulties, some new conditions like hypothecation, re-investment, etc. would have to be imposed. A better course would be to raise the rate of interest on provident funds. That would attract more money and would serve the same purpose from the point of view of Government.

69. In paragraph 272, Shri Pimputkar has referred to the number of pattawalas with a view to increasing it in some cases. On the other hand, I think that in most offices their number can be safely reduced by 30 per cent. The habit of having too many pattawalas came in the days when salaries were low. It is necessary now to organise the work in such a way as to be able to do without pattawalas or with as few of them as possible.

### **Touring**

70. I have endorsed Shri Pimputkar's view that systematic touring is on the decline. The work of Revenue Officers lies in rural areas and the advantages of regular, systematic touring are enormous. The present practice of some officers of 'welfare' touring serves a very limited purpose. It fails to bring the officer in touch with poor or even middle class peasants and they are really the persons with problems to which no one listens. Not enough officers seem interested these days about statistics or inspection of records or redressing of individual grievances. Shri Pimputkar has found that some Collectors spend as much as a month on duty outside their jurisdiction. I think this requires to be discouraged. While there is considerable advantage in periodical meetings of Collectors or heads of departments, their utility can be overemphasised. As regards re-distribution of the permanent travelling allowance, I have recommended earlier that a Collector may be given Rs. 300 per month for eight months of the fair weather and Rs. 75 per month for the remaining four months. I have endorsed the view that when an officer is called outside his jurisdiction by a superior officer, he should be paid ordinary travelling allowance in addition. Bills for such



travelling allowance should, however, carry a certificate by the superior officer that the journey outside the jurisdiction was necessary in the interests of Government work. I agree with Shri Pimputkar that occupation of inspection bungalows by officers on tour should be free of charge. Adequate charges may be recovered if a sweeper is provided or pipe water supply is made available or the bungalow has electric fittings. Shri Pimputkar has suggested that every district or inspection bungalow at the district headquarters should have a khansama. Dak bungalows available at most district headquarters normally do have khansamas. Khansamas are now being provided at important inspection bungalows also. I do not think Collectors should have normally to depend on the presence of a khansama for camping at a bungalow. He should have his servant with him and should carry his own equipment. It is possible that at some places in the absence of a regular cook, a watchman may be working as a cook also. This should not be for more than a very short period. The recommendation of Shri Pimputkar about a cook at inspection bungalows at district headquarters may perhaps be based on the point of view of superior touring officers with whom this report is not concerned. I doubt if Mamlatdars use the inspection bungalows at district headquarters. I agree with Shri Pimputkar that rooms attached to the inspection and district bungalows should be available for stenographers of officers on tour. It is not proper that they should have to stay in town or to depend on the goodwill of the local officers. I find that some inspection bungalows have no furniture at all while some are very inadequately furnished. I think all inspection bungalows should have adequate furniture like beds, tables, chairs and teapots.

### Inspections

71. In Chapter IX, Shri Pimputkar has considered the question of inspections. I agree with him that a Collector should do jamabandi of one taluka and inspection of one taluka office in each Prant. In view of the larger Prants suggested by me, this work will not be heavy. In paragraph 290, he has recommended that inspection and jamabandi work of all talukas can be finished by the end of December. I wonder if this will always be possible. It can probably be done if one concentrates only on this work between the middle of October and the end of December and the taluka accounts are ready by the prescribed dates. On the other hand, I agree with him in the general remarks about the need and method of office as well as field inspections. I cannot, however, endorse his view that at present discipline is at the lowest or that there is too much misplaced sympathy. I cannot also agree that it is only penalty or fear of a penalty that improves efficiency or even that penalty does so in all cases.

## Public Relations

72. I generally agree with Shri Pimputkar's recommendation about public relations. There should be an enquiry office attached to each Collector's office and it may be in charge of an Aval Karkun. I, however, do not agree that the work can be done by the head of the Registry. Frequently, visitors have to go from place to place even to get ordinary information. A good Enquiry Officer can save a lot of their time and trouble and often reply to even detailed queries satisfactorily. When it comes to dealing with visitors, often a visitor only wants to know how a particular case stands and he wants to ensure that it is expedited. This need can be satisfied by the Enquiry Officer. If a visitor, however, is not satisfied with the reply of the Enquiry Officer, or wants to see an officer to put forward his point of view personally, the Enquiry Officer should not come in his way. I wonder if Shri Pimputkar implies in paragraph 304 that when a visitor has insisted on seeing an officer, at the end of the interview the officer may ask the visitor whether the Enquiry Officer had not given exactly the same information. If that is so, I would not recommend this. It will take away all grace from giving an interview. An independent minded visitor can reply back very effectively to such a sarcasm which in any case has no place in administration. The Enquiry Officer can assist in expediting interviews by preparing a short note about the requirement of the visitor and obtaining the appropriate papers from the office for Collector's use. If this is done, the Collector may be able to give a better reply to the visitor than just saying that he would look into the matter as he often has to do at present. I think the practice of having an Enquiry Officer requires to be extended to other important offices also. The Enquiry Officer can also keep in touch with the local press on points of criticism of administration.

73. In respect of replies to applications, I think it is necessary to ensure that all replies are politely worded as it is a common complaint that several official communications to the public are crudely and even rudely worded. Quite often ordinary routine notices contain references to dire penal consequences. Even in the choice of words, quite often one carrying the least tinge of politeness is selected. Sooner this legacy of barrack room manners is shaken off the better. When a request is not granted, reasons should be given for not granting the request. There is generally a vague fear that when an officer does not find it possible to grant a request for one reason and his superior comes to the same conclusion but for different reasons and both are communicated, there might be confusion and also avoidable correspondence. I think this risk should be taken. The wording of a reply often requires careful consideration and it is not rare that even when a request is granted, the way in which it is granted does harm to public relations. It is also necessary to avoid the use of catch phrases in such replies as

they have come to be associated with want of application of mind. A reply should be able to convey that the matter has received or is receiving adequate consideration at the proper level. I agree with Shri Pimputkar that a Collector should not normally go in for a press conference. It is always best for him to have relations with the press at an informal level. If, however, he has to hold a press conference, he must make sure that he is well prepared to meet a volley of questions from the press representatives. Otherwise, there is considerable risk of his chance reply getting greater publicity than the main purpose of the conference. I agree that the Collector should make it a practice to meet the members of the Legislature from his district periodically. I would not recommend regular meetings at fixed periods. Informal discussions would be of greater help. As regards fixed hours of visit, I think the Collector should see every one who may have come during that period even though the fixed time may be over. Visitors cannot be expected to know when there would be a rush of visitors or previous visitors would take long. Apart from this, any rigidity in dealing with the public creates a very unfavourable impression. The officer should also meet persons outside regular visiting hours whenever he can do so or even at some inconvenience in special circumstances and also by appointment during office hours.

### **Development**

74. Shri Pimputkar has suggested that there is not much clerical work on the development side. I do not agree with this. There is quite a lot of clerical work on that side also. There are several periodical reports, returns, progress reports, statistics, agenda, minutes of meetings and other administrative correspondence.

75. I do not think Commissioners are able to do detailed inspection of development blocks and other development works. It is, therefore, necessary to have Assistant Commissioners (Development). Depending on the fact that Assistant Commissioners are available for this work, Government has recently decided to abolish the posts of Deputy Development Commissioners. I do not know why their work should cause any annoyance to Collectors provided they do not inspect Development Branches of Collectors' offices and do not countermand any instructions of Collectors without first discussing the matter with them.

76. I think the approach to co-ordination meetings of district officers requires to be changed a little. Detailed discussion on any scheme is not possible in any large meeting on subjects in which quite a number of persons present may not be adequately interested. I have seen minutes of some of these meetings and find that often time is taken up in discussing trivial subjects in a superficial way. I would suggest discussions in three or four different groups.

77. If I may say so, greater notice requires to be taken of different aspects of Collectors' development and welfare work. A Collector is no longer primarily a Collector of land revenue and land administrator. He is a General Administrator, a large part of whose time is necessarily devoted to development and welfare work. He has to look to this not only in the Development Branch of his office but also in his interviews on tour, during village inspection, in dealing with officers engaged on development work, discussions with his own officers, visits to development work, visits to Panchayat and in a variety of other ways.

### **Non-Bombay Areas**

78. I think the heading of this Chapter might suitably be non-Bombay areas. The question of revising the administrative pattern in these areas requires very careful consideration. I agree with the general approach of Shri Pimputkar that things cannot be disturbed much at the village level and that certain amount of disturbance at the taluka level is inevitable. Greater uniformity can be achieved at higher levels only. Apart from the administrative pattern, the problems of these areas also require much more detailed consideration. Shri Pimputkar has stated some of the problems but their solutions have not been adequately dealt with. He did not have sufficient time or acquaintance with them to go into their questions. While several of the general observations made in the earlier Chapters of the Report will apply to these areas also and some of the changes suggested in this Chapter can be introduced immediately, it will be necessary to consider separately and in detail several aspects of their administration. I agree with Shri Pimputkar that the Vidarbha practice of recovering land revenue in one instalment only may be adopted throughout the State. The present instalment system was introduced in old days when the land revenue formed a large percentage of produce and the prices were low. I think the Bombay jamabandi system requires to be introduced in non-Bombay areas also. Similarly, village forms VI and VII/XII should also be introduced throughout the State on the Bombay basis. Other changes in revenue accounts can come later. I also agree with Shri Pimputkar that talatis may be given contingency allowance on the Bombay model. I am afraid it will not be possible to split up tahsils into more than two parts. Instead of dividing the tahsils into large numbers, I would suggest appointment of a Naib Mamlatdar for the divided tahsils on the lines suggested for heavy talukas in Bombay. I would suggest separation of land revenue and land records work and also appointment of Circle Officers and Circle Inspectors in place of Revenue Inspectors. I agree with the recommendation made by Shri Pimputkar about changes at the sub-divisional and district levels. As I have mentioned earlier, it would be desirable to increase the size of the sub-division with the abolition

of Janapads. Some Extra Assistant Commissioners can be transferred as Magistrates when the Executive and Judiciary are separated in the area as was done in Bombay. They can form a separate temporary cadre of Magistrates. The question of the extent to which section 27 of the Madhya Pradesh Land Revenue Code which makes every revenue matter a revenue case can be changed will have to be considered in detail. I agree with Shri Pimputkar that the present provision has not worked in the interests of the public. On the other hand, the change will be resented by pleaders, several of whom have built up considerable practice on revenue court work.

79. I agree with Shri Pimputkar that officers' posts in Vidarbha should be thrown open to clerical grades, subject of course to their passing the appropriate examinations and tests.

80. I agree with Shri Pimputkar that the village administration in Marathwada area is at a low ebb and that the watandari system of patwaris will have to be abolished as soon as possible, the sooner the better. The question of cost should not be allowed to stand in the way in this matter. It will also not be difficult to find suitable employees. The process may have to spread over a period of 3 to 4 years. Once it is known that the system is to be abolished, the present officiators will have no heart in their work and there is a great risk of the village record getting into a worse mess. I also agree with Shri Pimputkar that the existing rules about examinations should be properly enforced in this area. The main difficulty in Marathwada is that a number of clerks do not know Marathi and English and know only Urdu. As Urdu words used by them in correspondence are, however, fairly well understood, I think an immediate remedy that can be adopted is to ask all such clerks to learn the Devnagari script in a period of a few months. Pending their passing the examinations in Marathi, they can start writing drafts and endorsements in the Devnagari script using Urdu words. Those who cannot do at least this, may be transferred as teachers in primary schools. I agree with Shri Pimputkar that the order about eight hours stay in a chavdi being regarded as a tent camp will have to go.

81. I do not think the purely Gujarati knowing staff in Saurashtra is as great a handicap as Shri Pimputkar has suggested. Clerks who know Gujarati only are able to discharge their duties reasonably adequately as Gujarati is the language of the region. As our intention is that all administration at the district level should be in the regional language, I do not think these persons will now be at a particular disadvantage particularly if orders about translating Resolutions in regional languages are observed. I agree with Shri Pimputkar that the standard of disposal laid down by Saurashtra Government was low and it will take some time to increase it as

people have got used to working on the basis of that low standard. This should, however, be done as soon as possible, by a phased programme.

82. A peculiar position in Saurashtra, the merits of which I have not been able to see, is the appointment of a Mahalkari on Mahalkari's pay in charge of a taluka. One of the reasons given was that the person concerned was too junior to be a Mamlatdar. In that case the correct course would be not to appoint him but to appoint a senior person. On the other hand, if senior persons are not suitable and cannot be appointed, there is no reason why a person who discharges Mamlatdar's duties for a considerable period should not get a Mamlatdar's pay.

83. Some of the talukas and mahals in Saurashtra are very small. I think it should be possible to combine some of them for convenience of administration and to achieve some economy.

### General

84. I do not agree with the suggestion of Shri Pimputkar about inclusion of Bombay City in Bombay Commissioner's charge and other consequential changes. The responsibility of supervising the work and inspecting the office of the Collector of Bombay may be that of the Secretary, Revenue Department, as hitherto.

85. The question of buildings is also important. Buildings of revenue offices and their equipment have come to be neglected for years for one reason or the other. Now they are in such a condition that they seriously affect efficiency. I am normally against large expenditure on buildings particularly as the expenditure is inflationary and as the building materials and the monetary resources are required for other more readily beneficial purposes. I would, however, strongly urge for a phased programme of renovation of revenue offices. The offices are so many and the resources so limited that I should not be surprised if the programme takes 20 years.

86. I would not be in a hurry to shift State Bank Branches though that too is a very necessary measure. I have mentioned earlier that the procedure for crediting money in the treasury requires to be revised. Whenever a person is asked to credit money, a chalan indicating the head of account should be sent to him to facilitate payment. To save time, departments can keep ready printed forms showing the head of account with which they may be concerned.

87. I am not in favour of morning offices on Saturdays or at any other time.

88. I think the question of holidays requires a thorough reconsideration. There are far too many holidays now. 1st January is a holiday though it is not a holiday even in European countries. Similarly, there is no reason for a holiday on the 2nd day of Holi, Ramnavami, Mahavir Jayanti, Good Friday, Narali Purnima, Gokul

Ashtami, Ganesh Chaturthi and Samvatsari. It will probably not be possible to do away with holidays on Diwali, Dassera, Christmas and New Year days of some of the communities. Holidays have been added on, on the basis of analogy. If one community has a holiday on a day of some religious importance, why should not another community have a similar holiday? The best course to cut at the root of such an argument is to do away with all such holidays. They are an anachronism in a modern community. Their abolition will be a tangible demonstration of our determination to spare no effort for building up our economy. Other countries have worked over time for long periods for building up their economy; we might at least take fewer holidays. I think it is also necessary to reduce the number of days for which a person can take casual leave. I have come across a suggestion that the old practice of having nearly a week's continuous holiday—at that time it was during Christmas—should be revived; the argument advanced in its favour is that it provided good rest and also an opportunity to clean up the office. I do not support the suggestion nor does the argument appeal to me.

89. I support Shri Pimputkar's suggestion about the daily diary. There is nothing derogatory to dignity in having to maintain one. In any case it is a very good habit. For officers it provides an opportunity to review the day's work and to plan further. I also support his suggestion of two-way monthly demi-official letters generally reviewing the position. The success of the idea will depend on the way it is worked. I think it can be made to work very well. I must mention, however, that I have seen some periodical letters which are very superficial. May be the officers signed routine drafts put up by a junior clerk. At the other extreme I have also seen letters filled with irrelevancies.

90. In paragraph 373 Shri Pimputkar has dealt with the question of regional language in administration. He might not have been aware of the large number of regional typewriters being purchased and on order. I would support his suggestion of an allowance of Rs. 5 to a language typist with a speed of twenty-five words. I am not in favour of using Roman Script. I do not think it is at all difficult for a clerk to read an order in English and to take further action in his own language. Most of them do all their thinking in the regional language and not in English. They also discuss office matters amongst themselves in the regional language, which is as it should be. There may be short term difficulties for technical or administrative words but that can be easily overcome. There is already a good dictionary of such words in Hindi and the Hindi equivalents can often be readily used in Gujarati or Marathi. I would not recommend changing over from English to Hindi. Surely, Hindi will not present any the less difficulty or will be any easier for the staff to use in this part of the country than the regional language.

91. The difficulty of Bombay Division in the matter of officers knowing language of the district can be met by borrowing officers from the adjoining Divisions of Poona and Ahmedabad.

92. I support the suggestion to give a small grant to Collectors for local printing.

93. I do not support the idea of using slide rules for interest calculations in tagavi. In calculation of interest there would be small errors of reading even after some training. Most of the calculations and conversion into decimals are not simple. In any case the calculations will not be very accurate. Ready calculators are, of course, quite accurate and little additional trouble is well worth taking. If we must have machines, small multiplication machines can be purchased. They would be useful for other calculations also.

94. I support the suggestion to make greater use of inland letters. I find that Government has issued orders on the point but I have not seen them in operation.

95. There should be a good card index system at all levels and more use should be made of it. At present there is a lot of depending on memory which naturally goes away with the person.

96. I am also in favour of trying modern devices or improved equipment for convenience but would suggest different devices being tried in different offices on an experimental basis before being standardised.

97. I support the suggestions of Shri Pimputkar about evaluation of schemes. I believe quite a few schemes which have failed continue in operation because the Department concerned is too shy or reluctant to admit failure. On the other hand, even with evaluations I have seen great reluctance to accept obvious results. A system can, however, only help to provide the means, not the mind.

98. In paragraph 411, Shri Pimputkar has given an illustration of how in his opinion laws may not give equitable results. While not disputing that law and equity do not always go together and that equity has an important place in administration, I am afraid, I cannot support the illustration he has chosen. In his illustration, land was acquired forty years ago for a Local Board School. Compensation was paid for it on the basis of prices then prevailing. Surely, the son cannot at this stage expect to get the land back merely by refunding the original compensation. During the intervening years the prices of land and money have both changed considerably. In the original owner's hand the money must have multiplied by proper use. Had he purchased gold, or some other land, or some other goods, they too would have appreciated in value. The value of the acquired land must also have appreciated in the normal course. It may have further appreciated or depreciated due to a variety of other local reasons. The correct course would, therefore, be for the Local Board to sell the land back to the son at the current market price. That is the best that he could expect. The Local



Board might claim the right to get the best price possible by selling the land to any one. Such a claim was negated in the wellknown Critchell Down case in England.

99. I support Shri Pimputkar's views about transfers of officers at the Deputy Secretary level between the Secretariat and the districts. I, however, do not agree that Revenue Department staff should be interchanged with districts. The principle will not work. The staff is supposed to serve as the memory of the Secretariat. It is trained to work in a particular way and knows precedents. It has also contacts with other Departments. It knows when financial sanction is necessary and what procedure has to be gone through for different purposes. Moreover, if the principle is taken further, with whom will the Home or Local Self-Government Department staff interchange ?

100. I also do not agree with Shri Pimputkar that because an officer of Collector's rank in the Secretariat gets special pay, the Collector of Bombay should also get special pay. The special pay is not for the expensive nature of the place. It is for higher responsibility. In responsibility it will be difficult to grade Collectorships. Half a dozen Collectorates in the State are as heavy or responsible as Bombay ; some of them may be more so. I have no doubt that the work of a Deputy Secretary is more responsible than that of a Collector.

101. In paragraph 417, Shri Pimputkar has referred to non-official interference. I think this is very much a personal factor. A Collector should not function in vacuum. The old idea that a Collector may not discuss his problems with non-official leaders of public opinion has no place in a democratic administration. On the other hand, it is one thing to discuss, another to seek guidance and quite a different thing to be dictated to. I agree with Shri Pimputkar that some of the officers who grumble are the very persons who are anxious to please at any cost persons who count.

102. Before I conclude, I should like to congratulate Shri Pimputkar on his detailed as well as extensive knowledge of revenue administration and the able manner in which he has touched on its different aspects in the Report. I also take this opportunity to express my regret to him in case anything I have said in discharging my task of offering remarks on his Report offends him in any way. I hope he will excuse it on the score that in offering remarks some differences of opinion and approach are unavoidable. I should also like to thank all the officers who took great pains to supply all the information required by us. Some officers will no doubt notice in my remarks how my long discussions with them have moulded my views. I particularly wish to thank them here.

V. T. DEHEJIA.

Special Secretary to Government.

Bombay, 15th December 1958.

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**REPORT OF THE  
OFFICER ON SPECIAL DUTY**

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(G.C.P.) L-A H 6474—4

No. DRO-1058-L.

POLITICAL AND SERVICES DEPARTMENT :

Sachivalaya, Bombay-1,

Dated the 7th November 1958.

To

THE CHIEF SECRETARY,  
Government of Bombay,  
Sachivalaya, Bombay.

SUBJECT.—*Organisation of the Offices of Collectors, Prant  
Officers and Mamlatdars.*  
Review of—

Sir,

I have the honour to refer to Government Resolutions, Political and Services Department, No. MRS. 1057-J, dated the 10th October 1957, and No. MRS. 1058-B, dated the 22nd August 1958, and to submit this Report on the Administration of the Revenue Offices in Districts.

Yours faithfully,

M. G. PIMPUTKAR,  
Officer on Special Duty and  
Joint Secretary to the Government of Bombay,  
Political and Services Department.

Submitted through the Special Secretary to the Government of Bombay, Political and Services Department.

---

15th December 1958.

Submitted.

2. My remarks, recorded separately as directed in Government Resolution, Political and Services Department, No. MRS. 1058-B, dated the 22nd August 1958, are attached.

V. T. DEHEJIA,  
Special Secretary to Government.

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## INTRODUCTION.

1. Government under its Resolution, Political and Services Department, No. MRS. 1057-J, dated the 10th October 1957, desired that the system of work in mofussil revenue Offices should be examined. The terms of reference were :—

“(a) Structural organisation of District, Sub-Divisional, Taluka and Mahal Revenue Offices ;

(b) Simplification and streamlining of the procedure in the Revenue Offices in the districts, with a view to ensuring speedy and effective disposal of work ;

(c) Standards of workload and standard units of staff in the Revenue Offices in the districts ;

(d) Training of staff with special regard to the need for efficiency and quality in the disposal of work ;

(e) Office and field inspections including touring by Revenue Officers and measures for facilitating touring ;

(f) The size of sub-divisional charges in the light of duties to be assigned to Prant Officers ;

(g) Public relations in the Revenue Offices in the districts ; and

(h) The ‘integrated system’ under which executive and developmental functions are combined in Revenue Officers at various levels.”

2. These terms of reference appeared to be more illustrative than comprehensive. Obviously, purely revenue matters such as Village Forms, boundary marks, tagavi procedure, land acquisition procedure, etc., were really not covered. The report had to be more concerned with the structural organisation, procedure, recruitment, training, public relations, etc., i.e., matters of general administration as against purely revenue or purely developmental items.

3. Since the passing of the Government Resolution, Government has already taken decision on item (h) ; and, therefore, that will not be touched. Consideration of the individual items mentioned above in that order presented certain difficulties. These subjects, together with some allied ones are, therefore, arranged in the following sequence :—

- |                           |                                  |
|---------------------------|----------------------------------|
| I. Villages.              | VIII. Touring.                   |
| II. Talukas.              | IX. Inspections.                 |
| III. Sub-Divisions.       | X. Public Relations.             |
| IV. Districts.            | XI. Development.                 |
| V. Workload.              | XII. New Areas.                  |
| VI. Delays and Procedure. | XIII. Miscellaneous and General. |
| VII. Personnel.           |                                  |

4. In the beginning, this Branch issued some letters to Commissioners to ascertain their views on some of the points. Opportunity was also taken to call on four of them, during tours. Discussions were held with Collectors and representative Deputy Collectors of 11 districts and Mamlatdars and subordinate officials of 9 districts. Working of some of the units of administration particularly in new areas was also gone through.

5. These discussions have considerably helped in formulation or solidification of various recommendations. Statistical statements were called in various forms from the districts and other offices ; but the reported information was not very useful.

6. Secretariat Departments were requested to send all the problems on the tapis touching any of the terms of reference. A Circular was also issued asking them to make suggestions on their own and whatever replies were received have been taken into consideration.

7. Possibly, a word is necessary to explain why problems of new areas are separately grouped in Chapter XII. This is because consideration of all the aspects showed that we should not aim at uniformity for the sake of uniformity alone. Some particular problems, therefore, concerning these areas had to be treated specially. Excepting as pointed out in that Chapter, all the recommendations elsewhere apply to new areas also.

8. Many of the statements herein can be supported by illustrations. I have refrained from referring to them to save in bulk. Some of the suggestions also have been worked out in practice.

9. The financial implications have been weighed against the administrative efficiency in Revenue Department. Their effect, however, on the administration of other departments will naturally need separate consideration.

10. Work on this Report started in the middle of April and the draft was ready in the middle of August. It would not have been possible to complete this work without continuous guidance of and encouragement from Shri K. L. Panjabi (Chief Secretary) and Shri V. T. Dehejia (Special Secretary). I also take this opportunity of thanking all the Officers of the Secretariat and districts who very promptly and willingly helped in the production of this Report. It is in no conventional sense that I assert that the whole staff appointed for the purpose worked as one and this Report is the result of the efforts of all. I only represent them. As I have, however, put together all the available information, the responsibility for any drawbacks is mine.

## CHAPTER I

### VILLAGE ADMINISTRATION

1. Village is the smallest unit of administration. Originally, each village was "a complete little Commonwealth held together by the individual interests of its inhabitants". It was then administered by "Bara Balutedars" headed by Patel. Now, essentially there are three Government representatives: (1) Patel, (2) Talati and (3) Inferior Village Servant.

#### A. Patel

2. In some villages, there are two Patels: a Revenue Patel and a Police Patel. Originally, a Patel was an agent of Government but, as time passed on, he came to be regarded equally as a representative of the ryot. He was not less useful in executing the orders of Government than in asserting the rights of the villagers. In the pre-British period, the sources of income of Patels were: (i) land free of assessment or on reduced assessment; (ii) certain perquisites and levies; and (iii) cash payments from the treasury. These hereditary offices were continued during the British period but the Watans were settled with a view to providing adequate remuneration to the officiators. This remuneration was fixed according to Wingate scale based on a percentage of the land revenue, potgi and chavri expenses, remuneration for collection of local funds and other cesses, etc. The same rules laid down how the amount of remuneration was to be made up. At present, therefore, the emoluments vary considerably, e.g., a Patel of a village with a population of 600 and revenue of Rs. 600 would get Rs. 32 per year, while a village with a population of 4,250 and revenue of Rs. 5,711 would get about Rs. 191.25. (In either case, he would get, besides this, some remuneration for collecting local fund cess, irrigation dues, etc.).

3. Patels were doing two-fold jobs: (i) as the local representative of the Government and (ii) as the representative of the public. The latter role is being—and soon should largely be—taken over by the Sarpanchas of the Village Panchayats. The Patel's main duties in the first capacity are: (1) collection of Government dues; (2) supervision over Village Servants; (3) inspection of crops, boundary marks, tagavi works, etc., (4) prohibiting encroachments, unauthorised uses, etc., (5) responsibility with regard to education, vaccination, maintenance of births and deaths register, etc., (6) looking after sanitation, epidemics, local calamities like fires, etc., (7) taking possession of unclaimed property; and (8) assistance to Police and other public servants.

4. Among the three main Village Servants, Patel is the only one who has got sufficient influence in the village and who is the know-all of what is happening therein. At present, the hereditary

character gives him *some* importance in the eyes of others. He also feels some pride in the job which he thinks his forefathers earned. He is not like the Talati, "a bird of passage". At the same time, it is quite true that the hereditary character of any office is not consistent with the present democratic ideas. The first question, therefore, is whether Patels are necessary.

5. The above duties still need to be performed. It is the Patel, who, District Officers tell me, goes round the village to see that the revenue is collected, knows exactly the trouble makers in the village, keeps an eye on them, assists all the outside Officers and generally sees that the Government's will is carried out. It follows, therefore, that in the present set-up, a Patel is necessary for every village for the discharge of the above duties. Of course, one person can do the duties both of the Revenue Patel and the Police Patel in most of the villages.

6. Nor can these functions be performed by any person who is not one of the villagers, for the information which is in the easy reach of a local inhabitant is denied to an outsider. Talati, being an outsider, would be a failure until the village is brought closer to outside world, until a talati happens to be a better qualified man and until police intelligence in rural areas is otherwise strengthened. The next question then is whether the Sarpanch can do his job. The Sarpanch is a local politician and he cannot do all the duties of a Patel as, on principle, a Government representative must be above politics. It will not do if the Government representative in each village, sides with or represents a political party. Secondly, in many cases, a Sarpanch, who has his own dignity, will not like to attend on visiting officers. In Saurashtra, there is a distinct distaste for the post of Police Patel for this reason.

7. If then the Patels are necessary and neither talatis nor Sarpanchas can act as such and if the hereditary character of the post is to go, then the only method of recruitment would be by selection. This will transform a post of prestige into a post of service. In its turn, it means some definite monthly remuneration in cash. No doubt the Patel's job is a part-time job in the sense that it does not provide a man with full day's work; but, it is not a kind of job which can be done during some part of the year according to the leisure of the Patel. He has to be at the beck and call not only of the seasonable requirements but also of the visiting officers. His, therefore, is a part-time job which requires full-time attendance. It is unlikely that any person of importance (and a Patel has to be a man of importance) would agree to serve for less than Rs. 50 a month. To get a competent and honest man to agree to work for a nominal amount and to expect him to think less importantly of his "honorary" work and to stand more by his "duties" would be extremely difficult.



In a normal sized district with 1,500 villages, therefore, the annual financial burden of having stipendary Patels alone would be about Rs. 9 lakhs against the total land revenue of less than Rs. 30 lakhs. At the same time, the gain of revenue by abolition of Watans will be negligible. Administratively, a fair number of Watandars enjoy some pride in their position, though they are not all competent. Once this place of pride is taken by one of service, the new servants would no doubt start thinking of their rights. They have to be paid monthly and no doubt that will mean a fair amount of increase in the work of the Mamlatdars' offices. Though the point looks simple, the question of leave, substitutes, pay bills of substitutes, travelling allowance to Headquarters, etc., will create a number of problems, the solution of which, apart from being expensive, is likely to be needlessly confusing. Thirdly, this unobtrusive body of persons, by and large, have been doing their work quietly, keeping aloof from politics. If a Patel is now in some cases not sufficiently influential, he is at least knowledgeable, helpful and inexpensive. Consequently, advantages of not disturbing the present Patel-system, the evils of which are not quite so telling, appear to be not insignificant, particularly when the possibilities of other Government servants taking over their duties are slender. One does not feel sure that, by doing away with the hereditary character, Government work would be done in a better way. Moreover, I feel, as mentioned in paragraph 5 above, that the institution of Patels would not be necessary when the communications have improved, talatis are better qualified and the police intelligence is strengthened. The present system may, therefore, continue with a proviso that we insist on as competent an officiator as possible.

## **B. Talatis**

8. Talati is the only full-time Government servant in a village. At present, the minimum qualifications for recruitment is Vernacular Final. His normal duties consist of : (1) collection of land revenue and other Government dues ; (2) maintenance of revenue, taccavi and other accounts ; (3) crop, boundary and other field inspections ; (4) preparation of electoral rolls ; (5) attendance to correspondence including agricultural statistics ; (6) assistance to Patels, and (7) attendance on officers. I am not convinced that a Talati is an overworked man ; but, with the general spread of education and post-independence problems, there is no doubt that what was adequate qualification in old days is no more so. Without the adequate supervision of the Circle Inspectors and with the pre-occupation of taluka officers in other matters, the present-day talati is an extremely inadequate instrument for carrying out Government directives regarding tenancy or levy in the rural unit. The question of his qualifications, recruitment, training, cadre, etc., would be considered in a later Chapter.

### *Jurisdiction*

9. At present, a talati's jurisdiction generally covers a population of 5,000 persons or a land revenue of Rs. 10,000. With the recent land reforms, the field inspection and revenue accounts have gained added importance. Secondly, he has to move about frequently to see that no part of his jurisdiction is left unattended. This would lead us to a smaller saza. Government has taken a decision to combine the posts of Talatis and Village Panchayat Secretaries. The jurisdiction of this official would cover roughly about 2,000 persons. The work in that case should not be heavy.

10. *Touring.*—Talati's touring is all on foot and he gets no travelling allowance. Normally he has to make two journeys, however, to Taluka Headquarters and this is the basis of Government Resolution, Revenue Department, No. ALC.(RD)-2553-E, dated 24th December 1955, read with Government Circular, Revenue Department, No. ALC(RD)-2553-E, dated 1st October 1956. Even at the time of the passing of the Government Resolution, a fear had been expressed that the Government Resolution would not be helpful as the bother of preparing, scrutinising and distributing the travelling allowance to over twenty talatis who work miles away from Taluka Headquarters and who do journey nearly twice a month would be great. The fear has come out to be true and in all the Talukas, I visited, I saw that talatis are not getting full advantage of the Government Resolution. It is very well to say that travelling allowance bills could be prepared. One can even retort that, if Mamlatdar's office does not prepare bills, action can be taken against the staff. This is not enough. The difficulty of preparing two bills every month for each of the twenty or so Talatis whose headquarters are in the interior is genuine. One would like to urge, therefore, that the talatis should be given Permanent Travelling Allowance on the following scales :—

Distance of Saza Headquarters from Taluka Office.	Rate of P.T.A. per month.
	Rs.
(i) Over 5 miles and up to 10 miles	... 4
(ii) Over 10 miles and up to 15 miles	... 6
(iii) Over 15 miles and up to 20 miles	... 8
(iv) Over 20 miles	... 10

(cf. Government Resolution, Revenue Department, No. 1582/  
45, dated 28th October 1947).

11. *Contingency Allowance.*—At present, talatis are supposed to get blank paper from the taluka office and are allowed half a rupee per month for contingency allowance. In practice, however, the taluka officers themselves seem to be short of stationery and a frequent complaint is heard that talatis have to spend for stationery

from their own pocket. (Incidentally, it was in 1837 that Mr. Gilburn, the then Principal Collector of Thana, complained about the Taluka Officers having to spend on stationery. Now, it is the talatis). In present times, talati has to maintain some forms (not supplied in printed registers), send agricultural forecasts, prepare tenancy and other reports, etc. I would recommend that the standard for the basic work of talatis should be : (i) all the printed forms for registers ; (ii) one ream of paper annually ; and (iii) half a rupee per mensem for other contingencies. The Mamlatdar will distribute the paper as and when necessary.

#### *Other Basic needs*

12. The first basic need of a talati is to have a place of work where people can come for office work and where he can, without embarrassment, attend to them. There are very few villages where there are Chavdis. There should be a Chavdi at least at his head-quarter village. One realises the financial difficulties in this connection, as Chavdis would be required all over the State at the same time. In that case, talatis may be encouraged to have an extra room as a part of or nearabout their own residence, the rent of which (not exceeding Rs. 3), may be paid by Government. When the cadres of Talatis and Village Panchayat Secretaries are combined the question will be solved automatically.

13. Another basic need is of copies of Acts, rules and manuals. Presumably when the Talati-institution was started, each saza had a set of books, but they have not been replaced in recent years. A set of Land Revenue Code, Land Revenue Rules, Revenue Accounts Manual, Tenancy Handbook, etc., should be supplied to each talati. As a matter of fact, it would be more useful if a self-contained manual in regional language is written for them.

14. At present a talati has no cupboard to keep Government record and has neither a mat to sit upon nor one to offer as a seat to others. It is indeed necessary that these necessities should be provided for by Government. At the beginning, it is essential that the need of a cupboard is attended to early.

15. Here also may be mentioned the fact that many talatis have no rumals to wrap up their record. Two rumals per village should be given to each talati annually—one for keeping that record which is not used daily, and the other for daily record.

16. At present, talati's bills are passed by the Treasury and this delays payment. I see no objection to sub-treasury passing the bills, just as the old Saurashtra Government did. Now that the talatis are recommended to be "allotted" (see later Chapter) to each taluka, this should be easy.

17. It is indeed a matter of deep regret that talatis do not get all the orders in writing, in time. If and when they do, they are generally inexact translations by somebody in the taluka office. It is recommended that all orders, with which the talatis are concerned, should be translated at the highest level possible to achieve uniformity in translation and facility in taking out copies. Even such circulars as have to issue from taluka office would be efficiently useful, only if proper duplicators are given to all the Mamlatdars' offices. If 'flat' duplicators are costly, 'wax' duplicators are very cheap and easy to handle.

18. *Residential accommodation* : It would be ideal if Government can construct official residences in places where suitable accommodation is not available. I have seen rural houses constructed for less than Rs. 1,500. After all, what is required is not an urban residence, but a house which will go with the others of the village. If so, ten per cent. of talati's pay would cover the charges.

### C. Inferior Village Servants

19. Government has very recently taken a decision to abolish the inams held by the inferior village servants useful to Government and to engage stipendary personnel. This change is awaiting implementation. No discussion, therefore, appears necessary. The only observation I permit myself to make is that the very posts of inferior village servants would be unnecessary if the Police Intelligence is strengthened in rural areas and the other functions transferred to Village Panchayat servants.

### D. Village Panchayats

20. Establishment of a Village Panchayat in every village is the declared goal of Government. The number of villages, the number of Village Panchayats established and the number of villages covered are given below :—

Division.	Total number of villages excluding municipal towns.	Number of Village Panchayats established.	Number of villages covered by such Village Panchayats.
Ahmedabad ...	10,636	4,631	9,313
Aurangabad ...	8,730	1,117	1,451
Bombay ...	10,309	3,080	7,029
Nagpur ...	13,242	3,978	4,065
Poona ...	6,519	3,240	5,239
Rajkot ...	5,664	4,337	4,895
<b>Total ...</b>	<b>55,100</b>	<b>20,383</b>	<b>31,992</b>

Close questioning on the working of the Village Panchayats, however, shows that majority of them have not reached any efficiency standard. One would like to believe that the whole movement can be considered as at an infant stage and that the reforms to be permanent can afford to be slow. A number of Panchayats, however, have been established quite some years ago and it would be extremely advantageous to assess critically the progress of the movement and the efficiency of these local bodies. After all, the number alone will not satisfy us and a disillusionment at a later stage can be avoided only if all the possible precautions are taken today to improve the quality.

21. By taking over the financial burden in case of Village Panchayat Secretaries, Government has taken away a very great anxiety off the shoulders of the Panchayats. The working of the combination of the two posts (of Village Panchayat Secretaries and Talatis), however, will have to be very zealously watched. First of all, a talati by his upbringing and job is not suited to be a close subordinate of a local politician for, whosoever's administrative control there may be, only a very strong talati will remain unaffected by local politics once he is the Secretary. This may also, unless carefully guarded, undermine the efficiency of a department (viz. Revenue Department) which happens to be the main line of civil defence in any emergency. One only hopes that the day-to-day subordination of this official to a locally elected body and his subordination to the executive for service matters will work harmoniously. The success of the talati-cum-Village Panchayat Secretary will also depend on the speed with which the present talatis (over 12,000) fall in line with the proper developmental outlook. Lastly, even though the charges of talati-cum-Village Panchayat Secretaries would be very small, they will have to take in very extensive knowledge of various Acts and practices. Not only would they be doing the traditional talati's job of keeping accounts of land revenue but they would also be the persons on whom the efficiency of Village Panchayats would rest to a great extent. Furthermore, they will have to know all the intricacies of the land reforms Acts like the Tenancy Act, Bombay Fragmentation and Consolidation of Holdings Act, or Social Acts like the Moneylenders' Act and others. Building up of such a cadre is a responsibility of magnitude which even if practicable would indeed require great caution.

22. The new Village Panchayats Bill provides for granting powers of collection of land revenue to some of these bodies. It is presumed that such powers will be granted only to those who have qualified for such an authority on consideration *inter alia* of the rates at which the Village Panchayat is imposing taxation, the

success with which it collects its taxes (as compared with the collection of land revenue by the Department) and its efficiency in administration in general.

23. Panchayats are being invested "with powers and authority to enable them to function as units of development activities". The feasibility of an experiment in the combination of the posts of the Village Level Worker and the Panchayat Secretary is worth mentioning here, as then, the Panchayat would gain by the technical knowledge of the Village Level Worker and the Village Level Worker will have the right bent of mind to utilise the local resources to further rural development.

### **E. Circles**

24. Government has already decided to separate the work of a Gram Sevak from that of a Circle Inspector. Henceforth, therefore, a Circle Inspector will be busy only with revenue matters. At present, in some Talukas a Circle Inspector is more or less used either as a post office between the Mamlatdar and the Village Accountant or given all sorts of work which should legitimately go to the Talati direct. Some Collectors have told me that a Circle Inspector generally attends the weekly bazaars and tries to dispose of correspondences when people come there. In any case, it is hardly proper to expect him to be in charge of 30 or 35 villages and function as an effective supervisor. As a middleman, he only lengthens the chain; and, if this link happens to be weak, the strength of the chain is brought into danger. As a supervisory, his should be the job of supervision over villages, inspection of village records, guidance to Talatis and dealing with important cases which might require personal investigation or involve some important complicated issues. A Circle Inspector, therefore, should really move from village to village, scrutinise the accounts thoroughly, fill in the 'A' (audit) Forms for all villages at least once a year, do field inspection (20 per cent. is the minimum prescribed), do anevari, make crop-cutting experiments, enquire into tagavi applications and generally be in touch with what is going on. I do not think that a Circle Inspector can do all this effectively if his charge extends over more than 25 villages on an average. This way alone will a Circle Inspector be able to visit every village once a month and have an effective check on the activities of the Village Officers. When, however, the cadres of Village Panchayat Secretaries and Talatis are combined, closer supervision will be necessary and the figure of 25 will have to be brought down to 20.

25. At present, there is a tendency in the taluka offices to mark correspondences to Circle Inspectors for immediate enquiry. Here is one case where the word 'immediate' could be used cautiously. If a Circle Inspector is to visit the same places again and again, only because there are more correspondences from that village, he

would ignore the others. Ordinarily, therefore, he should be expected to return a correspondence within a month. He should dispose of all the matters with regard to a village when he visits that village without keeping anything pending. There are certain types of correspondences which have time-limits prescribed, e.g., (1) applications for non-agricultural uses; and (2) applications for tagavi. As regards the first, the overall limit is three months and, if the Circle Inspector sends his report within one, it should not be difficult to keep up the limit. As for the second, if certain dates are fixed for receiving applications, e.g., end of September/March for applications under Land Improvement/Agriculturists' Loan Act, it would be possible to dispose of them by the beginning of November/May. The agriculturists then will have enough money for improving the land during fair weather or for their other needs before the cultivation season. This would not debar the agriculturists from applying for loans otherwise, but then they will have to accept the fact that the disposal of an application might take anything over two months. Here, I would suggest that some of the talatis can be asked to report on all applications under the Agriculturists' Loan Act, i.e., loans for bullocks, seed, manure, etc. The Circle Inspectors will have to continue to report in matters under Land Improvement Act, i.e., for wells, bunding, engines, etc.

26. As stated above, the Circle Inspector will be a touring officer and will not be burdened with too many correspondences. He will have to be on his feet for as many days as possible and I would like to prescribe 21 days per month in fair season, i.e., from October to June and 21 days during monsoon in all, i.e., the same amount as for Prant Officer. (At present, he does 200 days in all). As touring is not being much affected, I would not recommend any change in the Permanent Travelling Allowance.

27. In old days, Circle Inspectors used to maintain ponies. Looking to the fact, however, that to-day, (i) communications are easy, (ii) the Circle Inspector's jurisdiction is being reduced and (iii) the cost of feeding the horses is so high that the Permanent Travelling Allowance will have to be increased out of all proportion lest he sponges on the subordinates, I think we shall leave him either to the public conveyance or to his feet.

28. Some Circle Inspectors have complained that all the burden of crop-cutting experiments falls on them. Very rightly it is

claimed that some of them are over-worked and quite a lot of this should be taken over by the Agricultural Assistants. Fifty per cent. of the experiments, therefore, should be performed by them.

29. The work of village talatis and Circle Inspectors is of primary kind. They are asked to see whether there are encroachments, whether there is alluvion and so on. All this work is of such a type that, if it is not done, it would be difficult to detect it. When detected, it is difficult to fix responsibility as to who should have done it. With this end in view, some years ago Government had directed that a certain number of certificates should be taken every year from the village officers to show that certain type of work has been done so as to facilitate fixation of responsibility. Unfortunately, this direction, as many others, has remained only on paper. Insistence on this very useful directive should be beneficial



## CHAPTER II

### TALUKAS

30. The number of villages and the area of an average taluka in each of the five parts of Bombay State are given below :—

	Old Bombay.	Vidarbha.	Marathwada.	Saurashtra.	Kutch.
No. of, villages ...	121	395	169	77	89
Area (sq.miles) ...	360	978	555	830	755

Changes in Talukā boundaries are not covered by the terms of reference. I would only remark that there need be no change in Kutch, the district of “long distances”. In Saurashtra, possibly some of the talukas can be turned into mahals. The problem of Vidarbha would be considered in a special Chapter later on. As for the rest, only the bigger talukas will require some treatment. Where the number of villages exceeds 120, we may have to consider on individual merits, the creation of a small charge to be given in the hands of a Mahalkari. If a number of villages are placed under him, he can do all the case work in that group of villages. For all “general” problems he will be subordinate to the Mamlatdar. That should serve the purpose. I have considered the possibility of his sitting in the Mamlatdar’s office and of distribution of work between him and Mamlatdar functionally. This is not recommended because unless the work to be given to the Mahalkari is of only office-type, both he and Mamlatdar will be touring out the same area, viz., whole taluka (which is, as it is, big). From the point of view of case work also, it is advantageous if the Mahalkari can be given a group of villages (say two Circles) so that he can sit within his charge and be nearer and more accessible to the villagers. These considerations indicate the advantages of creation of a geographical sector for certain types of work as against merely functional distribution at the taluka level.

31. At present, taluka staff consists of a Treasury Aval Karkun, ten to twelve clerks and sometimes an Extra Aval Karkun. Wherever I have been, I am told that the Mamlatdars are extremely busy-people and are over-worked. I do not doubt the first statement, but I cannot agree with the second entirely. The main reason is quite different. Mamlatdars no doubt keep late hours, but that is because they do not seem to have a grip over their charge and the working of the office gives an impression of the absence of supervision. The staff is mostly untrained. Generally, the Mamlatdar or Aval Karkun has no inclination to take any steps to correct this defect. Everybody seems to be far too busy with attending to what looks urgent or immediate. The rest slides by until it becomes urgent

because of the delay. Mamlatdars are unfortunately becoming chhota Collectors expecting noting by staff or reports from the talatis on the slightest pretext. It is not for them somehow to see that the clerks work with high efficiency or that they collect information which already exists on the records. Many thoughtless references make everybody work at high speed and this has resulted in the present confused state of affairs at the taluka level. Added to this are the absences of Mamlatdars for training which are indeed having a serious effect on the taluka administration. Very few Mamlatdars seem to think that they have gained by these long periods of training. No doubt, Mamlatdars cannot be the judges; and yet, if the people who are supposed to gain do not, no purpose is served. The last is the question of quick transfers which shows the worst result at the taluka level. This is a general problem and will be discussed later, but here it may be recorded that frequent disturbances are common and even the lowest gazetted officer has no adequate knowledge of his charge in many cases.

32. A Mamlatdar's office is both ministerial and executive. In the present-day set up, his presence at the headquarters is essential for a longer period. His touring may be reduced from 210 days to 180. I would recommend that his touring may be restricted to 18 days with 10 night halts every month from October to June. During monsoon (July to September), he may tour for 18 days in all. This makes up to 180 days. In any particular area, where rainfall is not heavy, Commissioner may change the quantum, but the total may remain unaffected. He should be present at headquarters on two fixed days in a week, ordinarily. Incidentally, there has been some confusion with regard to Government orders that a Mamlatdar must show in a month at least two spells of three nights at one place. I was not fortunate enough to see the original file and, therefore, I do not know why this restriction was placed; but, I have a feeling that it must have been to curb the tendency of the taluka officers to return to taluka headquarters far too frequently. This, however, need not mean that a Mamlatdar should stay at one place for three nights. There may not be enough work in some villages. The purpose of the instructions would be served if it is laid down that a Mamlatdar should remain out of his headquarters for at least three continuous days and nights, twice a month.

33 A Mamlatdar is away for over a fortnight on tour and a large contingent of clerks cannot be left to itself. Treasury Aval-Karkun, except in a few small talukas, is very busy with his work and hardly has any time. Within a year or so, when the training is given to most of the clerks and they are able to manage a proper workload, the normal complement of a Mamlatdar's office should not exceed 8 persons excluding the Treasury staff. Ordinarily, therefore, there should be a Taluka Aval-Karkun who would be really responsible for

the procedure, office supervision and the team spirit. As there will be a Circle Officer for every Circle, this Aval Karkun need not go on tour.

34. As regards outdoor work, in some of the talukas, Mamlatdars are not able to visit every village every year. This is mainly because much work is to be done in each village which should be done by a person of the grade of Aval-Karkun. I think the usefulness of Circle Inspectors in this age is negligible. They are far more busy in bandobust than in actual work. At present one circle in each taluka is managed by a Circle Officer in Aval Karkun's grade. I think, for the sake of administration, time has come to convert all the Circle Inspectors' posts into Circle Officers' posts. This way, they will be able to certify entries in record of rights, hold auction sales; give competent opinion on tagavi applications and do various things which a Circle Inspector cannot do. I am afraid, this is an overdue change and no words are strong enough to emphasise the necessity of it. No doubt, the replacement will be gradual so that the present incumbents of Circle Inspectors' posts may not feel the retrenchment. Every vacancy, as and when it arises, can be filled in by a Circle Officer. (For proposals regarding promotions to Talatis, please see paragraph 199 below).

35. Now, for some curtailment in work. The power of issuing notices under section 152 of the Land Revenue Code could be given over to Talatis, subject to the general control of the Mamlatdar. It will be he who will decide when such notices would be issued. Then, the action can be taken by the talatis (who will be supplied with printed forms).

36. A Mamlatdar is at present responsible for recoveries made on behalf of some Departments, after the Departments have exhausted all means of recoveries in their hands. In practice, however, such is not always the case. To illustrate : Sales Tax Officers can give instalments. The revenue officers feel that this is somehow left to them in many cases. Ordinarily speaking, the revenue authorities should think of instalments only when they are satisfied that the remedies under the Land Revenue Code for recovery of arrears would be highly detrimental to the administration. Except in this eventuality (and this should not be a common excuse), there is no question of a Mamlatdar allowing instalments. This only delays cases which revenue officers are hard put to keep track of; and ultimately they are blamed for non-collection. Even in exceptional cases, where instalments are given, there is no need for the case to remain on the revenue file. It is imperative that no case of another Department for recovery should come to revenue officers unless all the methods of collection have been exhausted by the Departments concerned.

Secondly, these requisitions can go to Mamlatdars directly and need not be routed through Collectors. This will curtail the post-office work in the Collector's Office. The moment a case is received for collection, the revenue authorities should take immediate steps for recovery by asking the talatis—(i) to issue a notice of demand; (ii) to report destrainable movable property; and (iii) to give all the details necessary for putting up to sale the immovable property. It should be possible to effect the collection within three months. If this is not possible or if instalments are given or if stay is received, the case must go back. There is no particular merit in allowing the case to ferment in a taluka office.

37. The officer immediately subordinate to a Mamlatdar is called an Aval Karkun in the old Bombay State, Saurashtra and Kutch and a Naib-Tahsildar elsewhere. The first question is whether the taluka officer should be called a Mamlatdar or a Tahsildar. It has been suggested that, as we have applied the term Collector to all the district heads, we might as well borrow the terms Tahsildar and Naib Tahsildar for Mamlatdar and Aval-Karkun. A Tahsildar actually means a person who collects revenue; while a Mulki-Mamlatdar means a man in charge of the affairs of the State. It is obvious that in the present-day set up where a Mamlatdar is concerned with much more than mere collection of land revenue, the word 'Mamlatdar' is more appropriate. His immediate subordinate may, therefore, be designated 'Naib Mamlatdar'.

38. *Mode of Conveyance and Allowances* : At present, a Mamlatdar gets Permanent Travelling Allowance of Rs. 78.75. He generally uses public conveyance like Railway or State Transport and for remote places bullock-carts on hire. That way, the Permanent Travelling Allowance is adequate. I do not think, however, that the manner of touring is appropriate. Many times a Mamlatdar has to arrange his tour just to suit timings of Railway and State Transport. Generally, it is the latter; and he is not always sure that he will get a seat in the bus at an intermediate halt. Nor can he these days get a bullock-cart when he needs. His dependence on these public conveyances and bullock-carts, therefore, is most unfortunate. I have considered whether a horse would be a proper conveyance for a Mamlatdar; but, I doubt it. A Mamlatdar should be in a position to make his own arrangements for meals. He is out for so many days that he should not depend on a Patel or a Talati, with whom he comes into such a close contact that sometimes he cannot bring himself to be strong enough to pay his bills. He has also to carry his files, and he needs a peon on tour. Taking everything into consideration, I feel a tonga is the most appropriate vehicle for a Mamlatdar. This will solve the problem of taking a peon on tours as well as his own rations and files. For this purpose, the

present Permanent Travelling Allowance is obviously inadequate. Ordinarily speaking, the tonga of a Mamlatdar would require two ponies because mostly the tonga will have to go not over good roads but through the ruts made by the two-bullock carts. I have not been able to come across a Mamlatdar who has maintained proper accounts but an ordinary tonga horse if fed on hay, bran and gram should not cost more than Rs. 45 a month. (In 1948, just before the merger, the Bhor State used to grant Rs. 44 per animal). If they are allowed the convenience of using a patawala as a driver on some extra private remuneration, Rs. 125 would be a proper Permanent Travelling Allowance on condition that they maintain tongas (of two ponies). In other cases, the present Permanent Travelling Allowance may continue.

39. Money is the main but not the only reason which prevents Mamlatdars from maintaining tongas. In the present day set up there are so many quick transfers, particularly from a sedentary post to an executive one and *vice versa*, that maintenance of tonga is a great handicap. With the increase in Permanent Travelling Allowance, however, and the rules of transfer suggested elsewhere, it is hoped that the Mamlatdars would maintain tongas. This will mean more independent facilities of touring and consequently better administration.

40. *Telephones* : I think the importance of a telephone in Mamlatdar's office needs no discussion. Mamlatdars of towns, therefore, where the telephone facilities exist should be provided with a connection.

## CHAPTER III

### SUB-DIVISIONS OR PRANTS

41. At present, a Sub-Division consists of 2 to 6 talukas and is in charge of an Officer of the grade of an Assistant Collector or a Deputy Collector. Its size and office organisation will depend on what we want these Officers to do. Originally, the Prant Officer was not supposed to keep any records. The conception of his job was: "Primarily, he is an inspecting, testing and supervising officer, hearing appeals and trying cases. He moves about the villages and ascertains (the villagers') grievances and wants, and gains experience,....." It was never the idea that a Prant Officer should dispose of a large number of correspondences or become a post office between the Mamlatdar and the Collector. He was not supposed to have a record room of his own. With the recent increase in Collectors' work, however, they thought it more and more convenient to pass on even some of their paper work to the Sub-Divisional Officers. Slowly, the papers also came to be called *through* the Prant Officers. The sub-divisional posts were also in time held more and more by Deputy Collectors instead of by Assistant Collectors. Most of these officers were naturally advanced in age and did not take to touring kindly. During the period of the last few years therefore, both the office work and the Officer went through a steady volte face. Government has now even agreed that the offices need not tour with the officers. Remembering that the Prant Officer is supposed to be out of headquarters for 210 days in a year, i.e., practically the whole of the fair season, making his Shirastedar the virtual Head of the Office was a tragedy. The first question to be decided, therefore, is whether the nature of the Prant Office should be ministerial or executive, or both.

42. All the officers whom I consulted are practically unanimous in their opinion that the Prant Office should be an executive office. This is indeed a correct view. If the Prant Office becomes a ministerial office, the chain of offices between the lowest unit of administration and Government becomes long; and it would be unrealistic to expect promptitude in the disposal of business. After all, the chain is as strong as its weakest link and, by increasing links, we do not add to the strength of it. A Mamlatdar with his sedentary office at taluka headquarters is the easily accessible officer who can do something for anybody. His must be, therefore, a ministerial office. If so, there need not be any other, even partly ministerial office between his and the Collector's. The main job of the Prant Officer should be to act as ears and eyes of the Collector. Unless he is vitally concerned, there is no point in routing correspondences or case papers through him. His should be the job of hearing cases or appeals in the unreserved matters on behalf of the Collector, of

inspection, of supervision, of meeting people and of ascertaining their needs and redressing their grievances. His work then would be mostly of the personal kind and he should not have a large office. How far we have travelled from the idea of personal responsibility would be very clear when I state that some of the Prant Officers are taking clerks with them for village inspections! Apparently, they are too busy in doing "more important" things and disposing of "general" problems. They forget that even correspondence work should be personal. In a sub-divisional office, as in a Mamlatdar's office, there should be no noting; nor need every paper pass through the Shirastedar.

43. At present, a Prant Officer of four talukas keeps busy for more than ten hours a day. This is heavy work. On average, a prant of three talukas would be more appropriate.

44. Another way of looking at it would be from the point of view of the number of villages and the area. The average number of villages and the area of an average prant in each of the five parts of the new Bombay State are given below :—

	Bombay.	Vidarbha.	Marathwada.	Saurashtra.	Kutch.
Number of villages.	406	417	658	245	325
Area (square miles).	1,229	1,027	2,125	1,025	2,766

First of all, though the number of villages is less in Kutch, the distances are so long that I would not like to propose any change. As for the old Bombay State areas, a sub-division *seems* to consist of nearly 3½ talukas on average. Actually, many of them are very large. (The average is less as it reflects some Community Development Projects prants and some one-taluka prants held by Personal Assistants). Looking to the present state of affairs and the personnel available, I think a Prant on average should be constituted of three talukas. A mahal may be taken as a taluka or less, according to the individual statistics. In Vidarbha, the present sub-divisions look all right and need no change. In Marathwada, the same standard as in the old Bombay State may apply, viz., three talukas. The talukas on an average, however, are rather large and, as we are not to change their boundaries, I suggest that Prants comprising of important talukas should only consist of two. In Saurashtra, the Prants would be of smaller size as the average taluka consists of 77 villages. There, a Prant may consist of four such units.

45. Apart from the general considerations, some of the ministerial work can and should be taken away from the Prant Officers :  
 (i) Establishment work :—(a) In the last few years, the Prant sizes

have been disturbed very frequently due to the formation of Community Development Blocks. Generally speaking, however, no steps had been taken to prepare gradation lists of talatis according to reorganised Prants in all cases. One is not sure that this will not repeat. Secondly, I am more in favour of the Saurashtra system of making talati establishment the responsibility of the Collector. From the talati's point of view, however, his present pay and status do not permit him to maintain two establishments; and a transfer to a different taluka is a very great handicap. I am of the opinion, therefore, that talatis' establishment should be a district establishment; but talatis should be allotted to certain talukas from which they should not be transferred for about 8 to 10 years. Once the allotment is made, the transfers within the taluka would be the responsibility of the Mamlatdar. (b) As for peons' establishment, it should be a taluka cadre. Except on special promotion or as a punishment, a peon should never be called upon to go out of his taluka. (ii) The second type of work which can be taken away is that relating to Village Panchayats. I am not in the least suggesting that the Prant Officers should have nothing to do with the Village Panchayats, but to-day too much ministerial work is thrown on them. It is suggested elsewhere that this should be the legitimate duty of an S. O. V. P. (Special Officer for Village Panchayats). The Aval Karkuns who are attached to Prant Offices for the purpose of inspections of Village Panchayats should be transferred to the S. O. V. P.'s office. Whatever work we give to the Prant Officers, we can never forget that it should be, as far as possible, of a personal type. If an Aval-Karkun inspects a Village Panchayat, it is not the same as the Prant Officer doing it. Prant Officers should inspect, supervise and generally control the Panchayats, but not in the day-to-day sense. Their powers of distributing grants or countersigning the Village Panchayats Bill should go to the Special Officer for Village Panchayats. (iii) The work of renewal of arms licences or issue of hotel licences should also be transferred. This will, however, be discussed in a later Chapter. (iv) The work of issuing Backward Class Certificates should be re-transferred to Mamlatdars.

46. If then, some of the correspondence work is taken away from Prant Officers, if they are not used as post offices as a rule, if some of the ministerial work like talati establishment, Village Panchayats, issue of Backward Class Certificates, etc., is transferred to somebody else, an officer should be able to manage three talukas competently and intimately. I may be permitted to record my view here that the ratio of I.A.S. personnel to the Deputy Collectors in this cadre is very small. The administration would demand that this ratio should show an immediate and substantial increase. A Prant Officer's job is a job of being on wheels. This cannot be done by



a person who is advanced in age, who has become accustomed more or less to a sedentary life, who has less initiative and on whom family-calls are stronger.

47. The next question is with regard to touring. A view has been expressed that the number of touring days for a Prant Officer may be reduced. As suggested above, there are sufficient reasons not to turn a Prant office into a ministerial office. The villagers would want an officer with Collector's authority as near to them as possible. Mamlatdars would need a visiting superior whose presence will be felt; and the Prant Officer himself would like to cultivate enough contact with the villagers to be able to know their psychology as preliminary to district-control. There is, therefore, no question of reducing the number of touring days for a Prant Officer (elsewhere, I am agreeing to a slight reduction in Mamlatdar's tour). Another reason given for curtailing the touring days is the number of meetings these officers have to attend at district headquarters. First of all, I do not know whether it is essential for a Prant Officer to attend every meeting; secondly, I am not aware of the reasons why all the meetings cannot be kept on a particular day or on two or three consecutive days, so that there need not be any disturbance in touring. The third reason given for cutting down the tours is the expectation of the Collectors that their Prant Officers should attend on V. I. Ps. Government has never desired to disturb the touring of an officer and obviously an officer like a sub-divisional officer should not be expected to attend on V. I. Ps. unless they are camping nearabout.

48. In this connection, I cannot but refer to the anomaly that a Project-cum-Prant Officer is supposed to tour only 120 days in a year. It is indeed surprising that an intensive development programme is sought to be achieved by less touring. True, the charge is smaller (say about two talukas), but then there need not have been reduction in touring. Secondly, reduction in touring from 210 days to 120 was not followed by reduction in Permanent Travelling Allowance.

49. This leads us to the questions of travelling allowance. At present, the Prant Officer's grade is Rs. 350—650; and I sincerely doubt whether he can afford to purchase a car. I do not consider the present Permanent Travelling Allowance as inadequate (for reasons similar to those I shall be giving in the Chapter on Districts); but, I do think that a Prant Officer's job cannot be done without a car and the officer is not in a position to buy one. His need starts the moment he is appointed as a Prant Officer. He, therefore, enters a seller's market. Even a small car to-day costs over Rs. 10,000 and an officer getting about Rs. 350 is hardly in a position to purchase one. He naturally goes in for a second-hand car and not knowing anything about the machinery, makes a bad bargain.

To top it all, he gets a cheap driver who serves as a driver and a mechanic; and a second-hand car soon degenerates into a useless box. Looking to all these difficulties, and the fact that he is essentially a touring officer, and the fact that all talukas sooner or later will be covered by development activities, I see no reason why the Prant Officers should not be provided with Government jeeps either on hire with the usual P. T. A. or all-found with only D. A. In the later case, the drivers would not for technical matters be directly under the Prant Officers. The jeep and the driver (in lieu of a peon) may be with the officer for all administrative purposes, but the vehicle should be a responsibility of the Police Vehicle Department where it would be serviced. That Department will see that the cars are not improperly handled. Incidentally, when a Prant Officer wants a jeep or a small vehicle, Government may help him to get it at the same price at which it would; and with a high priority.

50. In the new reorganisation suggested above, I do not expect any Prant Officer will have more than four clerks including the Shirastedar. (Even in development matters, the Prant Officer's main role of inspecting, supervising and testing may not be forgotten. As suggested in the Chapter on Districts, the ministerial work would go to the District Development Officer). The office, therefore, can and should go on tour. Possibly the main difficulty which prompted Government to agree to the office not touring with the sub-divisional officer was about the kitchen arrangements. It must have been difficult for a staff of 8 or 9 persons to go on tour without becoming a nuisance to village officers and others. It was also a common complaint that the bills were not paid by the staff in full. From the staff's point of view, their argument was that their kitchen had to be kept open to the visiting Mamlatdars, pleaders, Circle Inspectors, who had free tea if not meals; and the staff had to foot the whole bill. At the same time, the staff was not equal to refusing the "expected" hospitality. The result was that the bills ran high and they were not paid fully. The importance of office being on tour is so great, however, that the kitchen difficulties must be got over. The staff can always carry its small kitchen box and be rather strict about hospitality. One peon can serve as peon-cum-cook to whom the staff could give some extra remuneration. In Saurashtra, I found an excellent set of kitchen utensils made available to all Prant Offices. All the utensils can be packed in one pale and the cost of the whole set came to about Rs. 109. Government may supply such a set to every Prant Office.

51. 'Tent camps' and 'horses' will be discussed under Chapter IV: 'District Offices' and the same remarks apply here.

52. There has been a suggestion that Prant Officers be given stenographers. In the present set up, I doubt the propriety of this person in a sub-divisional office. There is not likely to be much dictation work. Secondly, the normal case work is not high enough. Thirdly, the Deputy Collectors who are holding these posts, are not likely to make good use of stenographers. They will only degenerate into "Camp" or "Peshi" clerks. When the new system is established and when more posts are manned by Assistant Collectors, the question can be re-examined.

53. In recent years some of the Prant Officers have been absent from their charges for over long periods. They seem to be given all sorts of training, e.g., development training at more than one place, emergency relief training, settlement training, etc. They are also supposed to attend Inter-State Seminars, Intra-State Seminars, Conferences, meetings and what not. In some cases, Collectors have calculated that the Prants have been away for 100 or 120 days in a year. In the case of 11 Prant Officers taken at random, 4 seemed to have been away for this purpose for over a month. The normal administration 'drifts' during these periods, as substitute appointments are not made. Nor can I appreciate more than one training given to the same person, as it is difficult to believe that he will be utilised in two special jobs. I think time has come to concentrate on normal duties and to arrange training systematically, according to the need, after earmarking officers.

## CHAPTER IV

### DISTRICT OFFICES

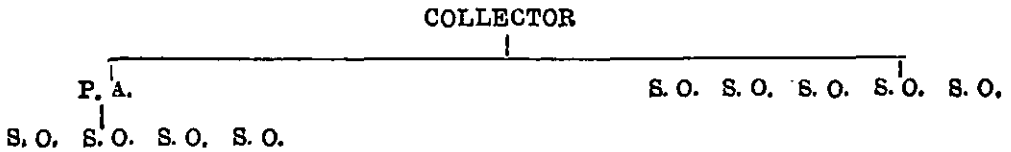
54. Broadly speaking, the present structure can be described as having the Collector at the top and the Personal Assistant as second in command. Where there are Additional Collectors, the distribution of work is functional. Then come the various Branch-heads like Chitnis, Head Clerk, Assistant Secretary of the District Development Board, Deputy Chitnis, Deputy Accountant, and so on. These Branches are formed of homogeneous subjects. Attempts are made periodically to keep the workload of each noting hand as well as of the Heads of Branches uniform. This uniformity of workload disappears when Government sanctions staff for certain work and earmarks it. Thus we get a spectacle of some members of an office over-worked and some over-comfortable. The principle of uniform distribution of workload has been adequately laid down but needs greater emphasis.

55. The Collector himself is indeed a very heavily worked Officer. An average district seems to provide him with the following amount of annual work :—

Correspondence	...	...	1,600	hours.
Meetings	...	...	200	"
Case hearings	...	...	100	"
Jamabandi and Inspections	...	...	80	"
Village Inspections	...	...	200	"
Field Inspections	...	..	250	"
Journeys	...	...	240	"
V. I. Ps.	...	...	180	"
Daily Visitors	...	...	125	"
Total			2,975	hours.

If he were to allow for Sundays, half-Saturdays and other holidays, the whole workload comes to about 11·4 hours and if he were only to allow for Sundays it comes to 9·9. The pressure no doubt is heavy. This has made the general control so tenuous as to become almost ineffective. This position leaves the head of the district in a most dissatisfied state of mind and makes a cynic out of him.

56. A revision in the set up of the district office has been suggested by the Controler of Accommodation with a view to lighten the Collector's work. It is proposed that the office should be manned as follows :—



In the above chart, S. O. is a Staff Officer and what is suggested is that each S. O. in Mamlatdar's grade should have one stenographer and one clerk. He would have plenty of delegated powers so that very few things will be required to be put up to the Collector. Now the first objection to this is that the ratio of non-productive workers to productive workers will be very high. Secondly, Mamlatdars will be doing a particular job which a lower official can do. Thirdly, it is not understood why S. O. should be delegated with powers while an officer of the same rank in a taluka who is actually the man on the spot and who might as well be senior, should not enjoy similar powers for his taluka. The propriety of getting the papers from the taluka to the Collector's office for being scrutinised and disposed of by a person of equivalent rank, and sometimes a junior one, is not obvious. Fourthly, it is likely that some of the Prant Officers' decisions would come to the Collector's office and if the power in that respect happens to be delegated, it will be an S. O. who will be sitting in judgment over a Prant Officer's recommendation. Fifthly, knowing as I do the nature of revenue cases, I frankly doubt whether there will be enough dictation material for each S. O. Sixthly, the method which may be good in a commercial house or for a Judicial Magistrate will not be useful to an executive officer. In talukas where Magistrates are hearing chapter cases or other proceedings, they have got a clerk for this purpose who does nothing but arranges papers, calls parties and puts up cases. A Mamlatdar, in this case, does the S. O. type of work. This system will not, however, do for the type of correspondence dealt with in the Collector's office. Seventhly, the clerks of the Revenue Department are mostly potential Mamlatdars and they must learn how to study and how to note. If the clerks were to remain as clerks, the structure would involve a major change which is neither advisable nor necessary. Eighthly, it will indeed be extremely difficult to man all the new posts. Lastly, the financial burden by this change would be great with no particular compensating factors. What will happen practically is that the noting hands will be replaced by Mamlatdars and even though their speed may be a little better, the total burden on the exchequer would not be worth it.

57. Before proceeding further, we may also review here the re-organisation carried out in Nasik District in 1954. Prior to and after the Re-organisation, the distribution was :—

COLLECTOR							
P. A.							
Chitnis		Head Clerk		Assistant Secretary, D. D. B.			Deputy Chitnis
Pre-organi- sation	Post-re- organi- sation	Pre-or- gani- sation	Post-re- organi- sation	Pre-organi- sation	Post-re- organi- sation	Pre-organi- sation	Post-re- organisation
2 AKS	4	4 AKS	3	1 AK	1	4 Clerk	4
10 Clerks	16	2 RK(ARK)	2	3 CC	4	1 Typ	...
		1 ENT	...	1 Typ	1	...ENT	1
		12 CO	12				
		4 Typ	5				

(CC : Compilation Clerk ; ENT : Entertainment duty clerk (executive work) ; RK : Record Keeper ; Typ : Typist).

Above figures show that the work was redistributed by creating units each consisting of 1 Aval-Karkun and 4 clerks. The insertion of a middleman (an Aval-Karkun) between a compilation clerk and the Head of the Branch needs examination. This innovation, however, is a part of 2 or 3 changes made in the procedure and will be discussed in a later chapter.

58. Now, let us consider the Collector's work, *ab initio*.

There are three remedies : (a) to cut down the size of the districts ; (b) to give assistance of extra staff ; or (c) to cut down his workload. These will now be examined.

#### (a) Size

59. What is a manageable size is indeed a matter of judgment rather than of a formula. Even if it were possible to determine an average district by the number of villages or area or land revenue, it will not provide with a practical solution because this will create problems far more troublesome than even those presented by the States Re-organisation. For the present, it is proposed to indicate the problems of individual districts independently. To-day, Surat, Amreli, Nanded and Dangs would seem to invite attention. Surat is unwieldy, Amreli and Nanded are mutilated and Dangs is too small.

#### (b) Extra Assistance

60. To-day, the assistance of a Personal Assistant in most of the districts has been an accepted fact and in heavier districts an Additional Personal Assistant or an Additional Collector has been appointed. My discussion with various officers does not give me confidence to say that the institution of Additional Collectors has worked very successfully. The over-all control in the person of the same grade is unnatural and not conducive to smooth working.

Secondly, whenever a clear vacancy in any district occurs, one of the Additional Collectors has to be appointed to that post, otherwise his junior will be holding an independent charge while he finds himself tied down to the apron strings of another Collector. This no doubt must have been the reason for so many quick changes in the posts of Additional Collectors. As a matter of fact, since February 1957, 14 officers officiated as Additional Collectors in six posts for less than four months each.

61. A suggestion has been made whether a Joint Collector would help *i.e.* a seniormost Deputy Collector having some of the Collectors' powers. I suppose this presumes that a seniormost Assistant Collector would not be eligible for this post. If he is, then there is not much difference between a Joint Collector and an Additional Collector except that we have an officer doing Additional Collector's work on lesser pay; and there is no possibility of any 'rub' between him and the Collector. The other difficulty however remains; and a further element, namely of 'dissatisfaction' comes in. A change in designation from 'Additional' to 'Joint' would then be considered as done with a view to effect 'saving' to the detriment of the persons occupying it. Moreover, a Joint Collector will mean a separate cadre, or practically so, with all the consequent difficulties. Some of the difficulties may disappear if the rule of seniormost is disregarded but then a Joint Collector who is junior to a Deputy Collector would feel extremely embarrassed in doing his duties fearlessly and is not likely to be of much help. Lastly, it will be invidious for a person of a Deputy Collector's grade to pass orders in appeal over his colleague's decisions.

62. To a certain extent Additional Collectors have been of some help to the Collectors, though, no doubt, the position is not happy. If the suggestions made elsewhere in this Report are accepted, the post of Additional Collectors would be unnecessary. If not, the heavy districts may continue to have Additional Collectors.

62A. Nor do I think that more Personal Assistants would solve the problem effectively. A Personal Assistant can only help in preparation of papers but the final application of mind (whether it is an order or a report to higher authorities) can only be the responsibility of the Head of the District. No amount of Personal Assistants can really give relief, unless Government agrees that Personal Assistant may act as 'Collector' in some respects, *i.e.* in other words act as an Additional or a Joint Collector, which solution however has been discussed above.

### (c) *Cut in Workload*

63. The third aspect that remains to be considered is the possibility of cutting down the Collector's workload. We have been adding on to the Collector's sagging back many new items and if things continue

this way, the Collector will "soon cease to be a person at all but become a mere expression and a very peevish one at that". At present, some delegation of work has been tried but it has not been very effective because generally speaking, instead of the delegator getting relieved, it has created dual control and one more Court of Appeal. For decentralisation to be effective, the lines of authority must be definite and the delegatee should be allowed to have a free hand within his sphere. A list of additional powers which could be delegated is given in Appedix 'A'.

64. We may consider now whether the various Branches of the Collector's office should work in the same way as they have been doing hitherto :—

(i) *Revenue Branch*

65. The oldest branch is the Revenue Branch. Apart from the delegation suggested above, I think much time is spent in attending to the same case again and again by a variety of officers or by the same officer a number of times. There does not appear any finality about any decision. Practically all the matters which are decided by the Revenue Department can, if the party so desires, be taken to a Civil Court and there really appears no propriety in considering the same issue repeatedly. On the contrary, as officers are likely to differ on a point the system only encourages appeals, revisions and reviews with a hope that some officer sometime would take a decision in the party's favour. The number of times a grant of land case or an encroachment case goes up and down is indeed anybody's guess ! I believe that as in the cases of record of rights, there should be only one appeal from the original order to the next higher authority.

66. Secondly, there does not appear much curb on the exercise of revisional powers. It is conceded that a limit would be improper because any higher officer should, normally speaking, be in a position to call for papers and revise the orders any time, if necessary. In practice, however, revision applications are made by some party or the other and do result in moving the higher officers to take cognizance of certain orders. I suppose six months is a good enough period for any *party* to approach a higher officer in revision. There would, of course, be no time-limit for *suo moto* revisions.

67. Thirdly, the established principle that no revision application should be entertained unless there are *prima facie* grounds to show that there has been grave injustice or irregularity of procedure, needs to be adhered to strictly. A review of an order by the same officer should never be allowed except in case of clerical mistakes. In many cases, persons affected go to Civil Courts. If so, it is better that they do so at the earliest opportunity.



*(ii) General Branch*

68. The General Branch deals with local bodies and generally with other Departments like Forests, Public Works Department, Medical and so on. The work relating to local bodies is quite enormous. These days, most of the Collectors consider this work as of minor importance and in fact very little attention is bestowed on it. Theoretically speaking, however, every paper which goes to higher officers (and many go to Commissioners) has to be signed by the Collector, which, I am afraid, he does generally without having the time to go through it. Immediately, after the cessation of the Collector's direct control over the local bodies, there was some point in the Collector continuing to take day-to-day interest in their affairs. Now, time has come to allow these bodies to have greater independence. Petty control of the Collector in framing the bye-laws and rules on all sorts of matters and such other questions appears unnecessary. It is not that local bodies are likely to lose something if the control is made lax. As it is, the Collector is not able to devote much attention. For all normal purposes, therefore, I would suggest that the local bodies' work can be usefully transferred from the Collector to a Special Officer at the Divisional headquarters to be designated Director of Local Authorities. He will be in the Collector's grade and will look after all the local body work in the Division. He will deal with Municipalities and Local Bodies directly but will control the Village Panchayats through Special Officer for Village Panchayats in each district. The Special Officer for Village Panchayats will be in direct touch with the Village Panchayats. There will obviously be some exceptions, e.g., the Collector will have and will exercise powers of inspection and advice. Secondly, he will have power to suspend a resolution or any proposed action in case of emergency. He should also have power to direct Local Authorities to take certain action e.g., when an epidemic breaks out.

*(iii) Deputy Chitnis Branch*

69. The third main Branch of the Collector's office is the Deputy Chitnis Branch. This Branch generally deals with Police matters, law and order, licences, etc. The bulk of the work comes from the District Superintendent of Police. There does not appear indeed any propriety of a clerk or an Aval Karkun noting on the proposals considered and made by a District Superintendent of Police. It is not like a Deputy Secretary considering the proposals of a Head of a Department because the Deputy Secretary, with his flare for general administration tests the proposals of a Head of Department in a different light, namely, that of general administration. Ordinarily, even a head of a branch is not likely to have that general administrative outlook which is necessary for the appraisal of the District Superintendent of Police's proposals. I feel, therefore, that

from the point of view of a District Head of a Department, it is derogatory that clerical staff should sit in judgment on his proposals. From the point of view of the general administration, it is most undesirable that time should be wasted in despatching, inwarding, registering, noting and drafting when the same results could be obtained quickly otherwise. I would suggest that the District Superintendent of Police (and similarly other Heads of Departments) should be able to put up their own proposals in a (u.o.r.) note form to the Collector directly. This does not mean that the Collector's work would increase, for he will be considering exactly the same proposals, only it would be a week or so earlier ! Nor need a District Superintendent of Police feel that his independence is being taken away, because after all, the Collector does pass final orders in many cases. (In matters of renewal of licences and powers which are sometimes delegated to Personal Assistant, they could be delegated to the District Superintendent of Police after Collector lays down general directions, if any. Prant Officer's renewal work will also go to District Superintendent of Police). The only difference is that by this procedure he would be doing so on D.S.P.'s files and not by an independent letter. There is nothing *infra dig* about it. Even Secretaries of Departments show papers to the Chief Secretary in all important matters and the District Superintendent of Police would only be following a similar procedure. This system should lead to the unified control of a district, to the avoidance of delays and to the general toning up of the administration.

*(iv) Development Branch*

70. The fourth Branch of the Collector's office is the Development Branch. I agree that there should be an officer in the Deputy Collector's grade (District Development Officer) who should assist the Collector in the ministerial functions relating to that Branch. Prant Officers should be mainly "inspecting, testing and supervisory" Officers and they should not be burdened with ministerial functions. Against this general background, they should not be allowed to be given any ministerial development work. All the sanctions and orders connected with the staff and other matters should be passed by the District Development Officer. On the other hand, he on his own, should not be responsible for doing inspections. When everybody does both inspecting and ministerial jobs, it only creates a lengthy chain of administration and diffused responsibility. The Prant Officers should be entirely Inspecting Officers. The District Development Officer should mainly do the ministerial job.

*(v) Miscellaneous*

71. Powers under the Registration Act, Stamp Act, Court Fees Act, evacuee affairs, can be given to the Personal Assistant in his own authority.

72. The structure now envisaged, therefore, is as follows : The Collector's office would hardly deal with local bodies. The correspondence work in the Revenue Branch will be curtailed to a very great extent and a finality brought in. The Development Officer will attend to the development matters. The Personal Assistant will take over some odd functions at present discharged by the Collector. Officers of other departments at the same headquarters will not formally correspond with the Collector.

73. This last suggestion raises a very important issue. Revenue Department circular of 1940 suggests that he is the captain of the team. Again and again, it has been emphasised that the captain's chief duty is to co-ordinate. The co-ordination meetings are supposed to achieve everything in administration and yet how much can a captain do without the captain's authority? If a captain were to listen to every voice but has no power to prevail upon anyone, the captaincy would be insipid. At present, he is supposed to pull the team together without having power to direct. He tries to guide and co-ordinate all Departments "in an undefined way" but his guidance is unsought for and becomes a nuisance. A co-ordination meeting, therefore, degenerates into an exchange of opinions which has limited value and has equally limited results. It is not surprising, therefore, to find the differences between a strong Collector and another district officer not seeing the light of the day; and when they do, possibly result in a test of strength between the Head of the District and the Head of another Department. The captaincy of team, therefore, seems to consist in keeping a smiling face and trying to say that there are no differences even when they exist.

74. Even now, the Collector's role has two aspects. He is not only expected to play a leading part in the administration of the district by way of co-ordination but he occupies a special status in the eyes of the people. There is no doubt that excepting matters of pure routine, the Collector must be informed of almost every activity in all other Departments because such activity must impinge at some point upon the operation of the primary Government agency of the district. Somehow people do look to him to redress grievances in all sorts of matters whether he is directly connected with them or not. If administration (and now, this is synonymous with development) is not to be substituted by mere co-ordination, Collectors undoubtedly should be the undisputed representatives of general administration. The Collector should not only co-ordinate but, if necessary, control. Of course, the control should not be of a superior but that of an elder brother; and it may be emphasised that he should use the method of authority only as a last resort in the conduct of business. "Rational exposition and discussion, persuasion through explanation of policy and the grounds for it," should be his chosen weapon. He should regard it "as a failure or at least a misfortune

when it is necessary to compel." Naturally too, he will not interfere in technical, procedural and day-to-day internal administration. In all other matters, he will, no doubt, have his personality felt by continuous advice and win over the other persons to his own point of view.

75. It needs to be specially pointed out that a Collector succeeds in an emergency or in many of his duties not because of his powers as a Collector or as a District Magistrate, but because of the enormous influence he can wield as a general administrator. In difficult times "he threatens, he warns, he remonstrates to everyone who can stem the rising tide of a crisis. He succeeds only because as a Collector he has numerous sources of influence that he can bring to bear in right quarters. If this range of influence were less varied, he would find it more difficult to prevent trouble."

76. Those who may find this an uncomfortable proposal can be assured that this is merely a restatement of the position which has been accepted since the very inception of the Collector's office. It was in 1872 that Sir George Campbell, the then Lt. Governor of Bengal, laid down: "It is the Lt. Governor's wish to render the heads of districts no longer the drudges of many Departments and masters of none, but in fact the general controlling authority over all Departments in each district ..... He has, therefore, striven to make the Magistrate Collector ..... the real executive chief and administrator of the tract committed to him and supreme over everyone and everything except the proceedings of the Courts of Justice."

77. Later on, the joint Report of 1919 went on to describe the Revenue Department in the following terms: "..... but because it (R. D.) is so close-knit, so well-established, so thoroughly understood by the people, it simultaneously discharges easily and effectively an immense number of other duties ..... Several other specialised services exist with staffs of their own but in various degrees the district officer influences the policy in all matters and he is always there in the background to lend the support or if need be, to mediate between specialised services and the people."

78. The Royal Commission of 1930 also stressed the enormous influence that a Collector brings to bear in his charge and noted: "..... but no changes or adjustments are likely to alter the central fact that the district officer must remain a very important person, the embodiment of effective authority and the resource to whom the countryside turns in times of difficulty and crisis."

79. The Bengal Administration Inquiry Committee (1944) has also reiterated the same point. "The lot of the district officer like that of the comic opera Policeman is not a happy one. He is expected to see that nothing goes wrong in his district but he has little power

outside the Magistrate's and the Collector's field to see that things go right. He is supposed ..... to compose differences between other officers but he has no power to impose his will upon the recalcitrant. He can cajole and persuade; he cannot compel ..... We have been forcibly struck with the general attitude on the part of Departments to 'hoe their own row'."

80. With the Independence and the expansion of Government activities in the social field, more and more technical Departments were created and they sought to emphasise their independence. The Bombay Administrative Inquiry Committee (1947) has noted: "The Collector finds himself at the head of a district organisation more complex and more comprehensive than in the past; ..... As time went on, the growing importance of the technical Departments caused their officials to chafe under the Collector's supervision and finally to reject it. An era of watertight departmentalism then set in, which was detrimental to Government's efforts to improve the lot of the common man."

81. It will thus be seen that from the very inception of the Collector's office to the present day, there has hardly been any change in the conception of his duties. His status as a repository of all power in the district has remained unchallenged. Technical skill cannot pull him apart. The point of view of a Technical Department can best be illustrated by quoting Luther Gulick: "Every highly trained technician has a profound sense of omniscience and a great desire for complete independence in the service of society. When employed by Government he knows exactly what the people need better than they do themselves, and he knows how to render this service. He tends to be utterly oblivious of all other needs, because, after all, is not his particular technology the road to salvation? Any restraint applied to him is 'limitation of freedom', and any criticism 'springs from ignorance and jealousy'. Every budget increase he secures is 'in the public interest', while every increase secured elsewhere is 'a sheer waste'. His efforts and manoeuvres to expand are 'public education' and 'civic organisation', while similar efforts by others are 'propaganda' and 'politics'." It is these varied elements and interests which have to be combined by some officer, and that officer is the *Collector*.

82. It is not unlikely that in some districts a Departmental Head might prove stronger than the Collector but this must be considered an exception, just as sometimes an Assistant Collector tries to dominate his own Collector. The policy which has remained unchanged in theory for nearly a century is only sought to be implemented *de facto* without feeling shy about it. All District Departments must send notes and drafts to the Collector in matters of policy and thereby save a lot of delay. To complete the picture, they would also be sending their advance tour programmes

and diaries to him. The Collector will also have a chance to note on their confidential sheets. This will also give a practical shape to the exhortation of the Chief Minister at the Collectors' Conference (1957): "The Collectors are not only the eyes and ears but they are also both the hands of the State".

83. In the revised set up, the Collector's office will have a new look. In an average district, the office should deal with 70,000 references a year, have about 20 noting hands (of Aval-Karkun's grade or clerk's grade according to the importance of the subjects) and three Heads of Branches. The effect of this organisation would be that the Collector will have time to do well, all that he needs to do. He can run his compact office and supervise other departmental work effectively. No doubt his personal responsibility increases, but that is only natural. His personality would be felt all the more strongly.

84. There has been certain discussion about the distribution of inspection work among the Collectors and Additional Collectors. Actually, if the changes suggested earlier are to be put into practice, there would hardly be any necessity of having Additional Collectors. In any case, there does not appear much reason in asking both the officers to do all kinds of inspection work, e.g., an officer who is not looking after local bodies will find it difficult to do inspection of such institutions effectively. In view of the functional distribution between these two officers, it is obvious that inspection in a subject will be done essentially by the officer who is looking after it day-to-day. The officer not looking after Revenue work or Development work, however, can help the officer in charge by paying additional Block visits, village inspection, and doing half the jamabandis.

85. Before we leave the subject, the question of a link, if any, between the Director of Local Authorities and Village Panchayats will be considered. At present, there is a Special Officer for Village Panchayats in many districts. If this post is upgraded to Deputy Collector's grade in some districts and Mamlatdar's in others, he can do all the work relating to Village Panchayats. He can be assisted by Aval Karkuns at present attached to Prants. He can also get some of the staff to be retrenched from Collector's General Branch. He may also supervise elections to District Local Board. This will also mean that the post of Assistant Commissioner (Panchayats) would be unnecessary.

86. It is not quite clear, but this may raise some question of absorption of certain staff. If those clerks who have not passed the Sub-Service Departmental Examination within 4 years are retrenched and the competent temporary personnel sent for training or kept as leave reserve, the rest should be absorbed by the offices of Director

of Local Authority and Special Officer for Village Panchayats. Failing this, we can slow down recruitment till the staff gets absorbed.

(d) *Further reduction in Work*

87. *Periodicals* : It would be a great boon to the district officers if the Secretariat Departments were to prune their lists from time to time and show extra caution in issuing circulars laying down periodicals. With a view to reduce this workload, Revenue Department, in 1955, went through its own lists and arranged all the periodicals according to subjects and requested all other Departments to check up the necessity or otherwise of continuing the reports. So far none of these Departments has taken such action. It is no use shouting at the inefficiency of the Collectors' offices and showing concern about their workload if the Secretariat Departments could not find enough time within two years to scrutinise their lists of periodicals. With a view to see whether there is a further reduction possible, the Revenue Department lists were gone through again. There are over 400 reports to be sent in a year to that Department. In my opinion, the list can be reduced to a little over half. Some of these reports, however, are collected by Revenue Department on behalf of other Departments. They were, therefore, asked to give their opinion whether the reports could be discontinued, amalgamated or widely spaced. Even to this, there has not been adequate response. There is no doubt that a lot of pruning is possible.

88. *V. I. Ps.* : Many Collectors have expressed grave concern about the time they have to spend on attending on the V. I. Ps. Actually details about such time spent are not available, but the complaint is so common that one cannot ignore it. Government has laid down that the Collector should not break his camp for attending to V. I. Ps. Yet, most of the Collectors have stated that V. I. Ps. expect Collectors to receive them at the point of their entry in the district and accompany them throughout their tour. If so, this is unfortunate. Personally, I am inclined to believe that there is misunderstanding on the part of the Collectors; and the V. I. Ps. do not expect this at all. They must be realising that after all, the Collector is busy only in the work in which they are vitally interested; and taking him away is detrimental to the administration. Unless the Collector's presence, therefore, is essential or the occasion is formal, the Collector should be allowed to do his duties undisturbed. No doubt, if he is at the Headquarters he will receive and see off the dignitary but in case he is not able to do so, he will take the earliest opportunity of calling on the V. I. P. Ordinarily, it should suffice if the District Departmental Head receives and sees off his own Minister. If the Collector's presence is necessary, he could be so told but otherwise it will save embarrassment to him if he is informed in clear terms that his presence will not be necessary. This way, there will be no discourtesy to the Minister but,

on the contrary, the Collector will be attending to his work the efficient execution of which would only be to the pleasure of the distinguished visitor. In heavy districts (e.g., Divisional Headquarters), it might be even useful to have a senior Mamlatdar with very light work to attend on officers. Such a Mamlatdar can be utilised for other purposes as *extra* officer for in-service or pre-service training as will be seen in another Chapter.

89. No doubt it has been laid down that a Collector need not break up his camp and come to the headquarters when a Minister arrives; but it is nowhere laid down what the Collector should do, if he has already arranged a programme and then gets intimation of somebody's arrival (but before the Collector actually leaves). It will not be fair for anybody to expect the Collector to cancel all his arrangements thereby inconveniencing a host of subordinates and the public. The Collector has to perform certain duties in a year. He arranges his programme with an eye on his inspections, arrangements for appeals, development works, on-the-spot discussions and so on. To expect him to call off these arrangements for the sake of just attending some occasions where his presence is not essential, is unfair to him and unjust to the administration. Once a programme of the Collector is out, not only should he uphold it, but everybody should help in doing so, unless there are special reasons to the contrary. The harm done in the Collectors neglecting normal work is incalculable.

90. Nearly all the Collectors have referred to the time they have to spend on celebrating days, weeks and fortnights. Apparently, a Collector now has to celebrate 2 fortnights, 15-24 weeks and 10-12 days in a year (Appendix "B"). Pre-celebration arrangements do not take negligible time. Days for the celebration of "completed" work or achievements are indeed a matter of satisfaction. Those for the celebration of new drives have, however, limited, indeed very limited, value. As an annual feature, its importance is negligible. Even for inauguration, I would rather discourage them. All such drives only help an idea to go round that the importance of a particular item is restricted to that week or that fortnight; and it is nobody's business to do anything with regard to that for the rest of the year. No administration can tolerate "progress" by fits and starts. If a matter is important, it should receive continuous vigilance; if it is not, it is best dropped soon. No wonder the Collectors feel very relieved during the few "weekless" weeks. (If in spite of all these, there must be special drives, let there be a National Week once a year).

91. Whenever a Civil Suit is filed, Collector is supposed to make translations of all the relevant documents under Law Officers' Rule 118 (2). Subordinate officers are also required to do this work for all appeals and revisions before Bombay Revenue Tribunal. The clerks on whom this duty falls are not well equipped with the



knowledge of English and the strain on officers is great. Translations of such documents, therefore, should be got done in the appellate or revisional office, if necessary.

92. In some of the districts, Collector has to attend a number of meetings relating to non-official institutions. This was all right some 50 years ago but now it appears to be a serious anachronism. As the lists differ from district to district, one can only suggest that they must be pruned by Collectors themselves and submitted for approval.

*Some other points with regard to Collectors' offices*

93. Collector as the Head of his office should have complete authority over his staff. He is responsible for everything that happens in his district and for all the work entrusted to him. The tendency shown by some of the Secretariat Departments in earmarking some staff for duties connected with a particular project or some scheme is, from this point of view, reprehensible. A Secretariat Department sitting miles away, is hardly in a position to say that the staff given for a particular purpose is just sufficient—neither less nor more. Not only this but no work remains at such a constant level as to justify this arithmetical computation. True, there is always a fear that a Collector may use this staff for a particular purpose which he thinks important and thereby neglect some work. This may only mean that the Collector has not planned the use of his staff and that he has to be corrected. It would not be justifiable, however, to earmark staff from afar and thereby undermine the effective authority of the Collector or any other Head of Office.

94. The law is contained in the various Acts and Rules; and is substantially supplemented by Government Resolutions, letters, Circulars, Memoranda, etc. Maintenance of Acts, Rules and Manuals up-to-date has been provided in the procedure. There is no authentic compilation, however, with regard to various Government directives contained in various communications. As the Resolutions, Circulars and other communications are put together in loose-leaf files their maintenance is not closely watched. This matter was taken up by the Revenue Department (Inspection Branch) in 1955 with a view to assess the position of Standing Order Files in various Collectorates and certain information was collected. The number of Standing Orders on Tenancy and Tagavi in five districts was as follows :—

Subject.	District.					
	Surat.	Poona.	Ahmedabad.	Bijapur.	Nasik.	
Tenancy	...	324	120	205	285	226
Tagavi	...	288	164	241	520	354

The wide divergence between the number of orders does not need any comment. If, however, this is the position in the Collectors'

offices, one can only guess what it must be in the subordinate offices. No doubt, Government takes out digests periodically but a scrutiny of one digest showed that it contained 136 orders out of 229 issued between 1949 and 1952. The Revenue Department, therefore, undertook preparation of some Standing Order files from the following sources :—

- (a) available Government Digests of 1902 ;
- (b) Commissioners' records ;
- (c) five Collectors' files ;
- (d) Government Revenue Department files ;
- (e) published Digests ;
- (f) recognised commentaries.

A tentative list was prepared and sent out to all Collectors for offering suggestions. Thereafter, the lists were brought up-to-date and every available important circular included in the final copy. Apart from the fact that they contained as much up-to-date knowledge as possible as compared with digests, they had the additional advantage that they were not summaries but actual copies of the Government Resolutions. After all, summaries cannot be authentic and are hardly a guide for deciding cases. Only three copies of the final files were, however, taken out. These files, as far as I gather now, have proved of great value in the Sachivalaya. If the present files are lost, all the labour of nearly 8 months would have been rendered fruitless. As a first step, I would suggest that all the Standing Order Files should be got printed. It is futile to expect our mofussil offices to give correct decisions without having the advantage of up-to-date files of Government Orders. The difficulties of applying such policies in the areas, where even the basic laws were hitherto different, can only be imagined. There is no doubt that there should be a Special Branch in the Revenue Department which should continue the work started by the old Inspection Branch and bring it up-to-date so that we can have a Standing Order File on every subject. It was also intended then to have some rules about issue of Standing Orders with a view to avoid more Departments than one issuing circulars on the same subject. Such an attempt is possible as is seen from the Revenue Book Circular of Madhya Pradesh Government. This Branch would also consolidate orders periodically, look to the maintenance of various brochures, hand books and manuals up-to-date. It can also supervise in the early stages the introduction of the new procedure.

95. Sometimes confusion is caused in lower offices because a subject is dealt with by more than one Department, e.g., tagavi. Orders on tagavi are being issued by Revenue Department, Planning and Development, Agriculture and Forests, and Finance. Really speaking, all the tagavi should be distributed either under Land Improvement or under Agriculturists' Loans Act ; and concentrated,

say, in Revenue Department. Whatever the source of funds, the procedure and agency of grant of loans should be the same. If a procedure is good, it should be applied to all the items under the same subject. The confusion which prevailed when tagavi for manures was given by the Agriculture Department is very fresh. Now, orders have been passed that tagavi accounts of the loans under the National Extension Service Schemes should be maintained by the Block Development Officers. These officers have Public Works Department accountants not trained in tagavi accounts. The result is, therefore, neither uniform nor happy. One can imagine the confusion that is likely to arise when the work comes back to the Revenue Department after a few years. Much of this can be avoided by centralising a subject in one Department at the Secretariat level.

### *Tours*

96. A Collector is supposed to be out 120 days in a year and to spend 60 nights outside his headquarters. (At present, the figure is 80 on paper, but it has been unofficially agreed that 60 would be considered reasonable). Looking to the importance of personal contact of the officers with the villages, the present standard cannot be cut down.

97. There has been a lot of discontent with regard to the tent camps. It is stated that with the present condition of roads and development, officers can and do reach interior villages. One can appreciate this line of thought; but there are certain advantages in tent camps which need to be put down for consideration. First of all, good roads may make villages accessible to the Collector, but not the Collector to the villagers. A Collector's programme is not so unchangeable. Secondly, villagers will have to give up every other work to attend the chavdi of his or neighbouring village at the particular time of his visit. Thirdly, his inspection visits are more likely to be superficial after long journeys. Fourthly, it is much more hygienic and satisfactory for the head of the district to live under his own roof (canvas), than to spend nights in a dilapidated rest-house. To me, therefore, tents though not so very essential, in case Collectors prefer Dharmashalas, appear to be extremely well-suited for the purpose. The main difficulty is that officers to-day cannot afford to purchase tents and pay carriage. I would like to suggest that Government should provide for tents and their carriage. I would not, however, recommend that Government should give a set of tents to every officer, as in Berar. Their use is so much limited to the wintry season of the year that purchase and maintenance of tents for all the officers would be a waste. I would recommend that Government may maintain one complete set of tents with the Collector (by a complete set, I mean one office tent, one residential tent, three rahutis and plenty of tent cloth for enclosing odd spaces) which could be used by the touring officers of the Revenue Department in rotation. Carriage will obviously be borne by Government.

The great advantage of making the officers available to the people in the latter's surroundings will always have a healthy effect on the administration in general and on subordinates and public in particular.

98. Some Collectors have pointed out the inadequacy of Permanent Travelling Allowance. At present, they get Rs. 225 per month. Collectors of Ahmednagar, Sholapur and Parbhani have given some statistics. The reasoning of the Collectors of Ahmednagar and Sholapur is on the same lines and we may consider these together. Both base their claims on mileage. Collector of Ahmednagar toured 9,397 miles in his district in a year. Out of this, however, 4,331 miles were covered by single-day journeys on 66 occasions. Sometimes, journeys were made one after another in the same direction. The objects of the journeys were many times inauguration of camps, schools, chavdis etc., and discussions with Mamlatdars. Similarly, the Collector of Sholapur covered 8,253 miles out of which 3,045 miles were one-day trips on 46 occasions. More than 50 per cent. of his touring days were spent at Pandharpur and Mohol. Many of his journeys were also for opening ceremonies and accompanying Ministers. Obviously, touring was not done according to Government instructions. Returning to the headquarters often and covering long mileages on a number of occasions to do work which is not of emergent nature, hardly justifies the mileage and the consequent demand for additional Permanent Travelling Allowance. Quick tours may be justifiable in certain circumstances like floods, scarcity conditions, and so on ; but ordinarily, tours should be well-planned. The third Collector has based the claim by suggesting that the mileage of his tours comes to 4,500 (actually comes to less than 3,600 miles for 110 days' tour even after including railway journeys outside the district) and has calculated the expenses incurred on light repairs, insurance and other matters. He has shown the correct Permanent Travelling Allowance as Rs. 250 per month, which apart from other considerations includes pay of Rs. 60 to the driver. When Government has allowed officers to use their pattawalas for driving by paying them additional remuneration, the provision of an extra permanent hand is unjustified. It can be said that convincing reasons are not available to come to the conclusion that the Permanent Travelling Allowance is inadequate.

99. The question of railway mileages outside the district for which separate T. A. is paid is considered separately below in paragraph 101. Some of the road mileages reported are Nasik 3,097, Kolhapur 3,595, Sabarkantha 3,648, West Khandesh 2,407, Poona 1,436 (for 69 days). One can say that on the whole a Collector does not need to travel by car more than 4,000 miles a year for official work if the tour is arranged with normal forethought and care. The sanctioned taxi rate even in cities is 7 annas and 9 annas a mile for small and big taxis, respectively. On this basis, a small taxi would earn Rs. 1,750 and a big taxi Rs. 2,200 per year. Remembering that the

taxi rates include a judicious allowance for the taxi-owner and a substantial wage for the taxi driver, it would be presumptuous to conclude that Rs. 2,700 is a poor allowance. The question of taxi rate was gone into thoroughly by the Regional Transport Authority, Bombay, and the Home Department; and on a view most favourable to the taxi-owners, the rates were considered fair.

100. The trouble seems to be elsewhere. Many of the Collectors and members of the All India Services, like to have a car the moment they are appointed to their posts. They cannot go in for a new car on grounds of high prices, but will go in for a second-hand (if not, third hand) vehicle which will cost them much more in repairs than they imagine. Nearly 75 per cent. of the Collectors have big cars, obviously of older models. The result is that Permanent Travelling Allowance is inadequate to cover this impractical bargain. One may think of the possibility of giving Collectors Government-jeeps on the same lines as recommended for sub-divisional officers but from the point of view of priorities, officers who have to tour 210 days and whose emoluments do not admit of purchase of cars would need more sympathetic consideration. Secondly, if Collectors get vehicles, it is presumed that the district heads who have to attend ceremonial, formal and social functions will really use these vehicles till their life runs out; and not ask for replacement every few years. I would suggest that Government may consider the possibility of helping officers in buying new cars or jeeps at "fair" price, as long as they undertake not to make money by selling them.

101. Though no weighty reasons have been shown for increasing the Permanent Travelling Allowance, there appears to be plenty of injustice in deducting Permanent Travelling Allowance for the days on which the Collector has to go outside his jurisdiction. This is, however, a general problem and will be considered under touring. (Paragraph 282).

102. There is one point on which some Collectors are sore. Other departmental heads, like District Superintendent of Police, get Travelling Allowance and Daily Allowance. These allowances are apparently more handsome than Permanent Travelling Allowance. It would be an act of justice if all could be driven by the same stick.

103. At present additional Permanent Travelling Allowance which was really intended for the maintenance of a horse is given to those officers who maintain jeeps. The horse allowance was justified because the Collector had to maintain a car for reaching camps. The horse was useful only for visiting the villages from his camping place. The result was that on every trip the Collector had to take his car as well as his horse. Such is not the case with jeeps. When a Collector has a car he does not take that car *and* his jeep to his camping place. No doubt Government has expressed a hope that Collectors may not use jeeps alone for touring but the hope is not logical. One cannot expect Collector to go to a camp in their cars and have the jeeps trailing along just for the interior visits. It would be a waste

to take two vehicles on tour. A jeep can as well reach the camping place itself. If so, there is indeed no propriety in giving additional Permanent Travelling Allowance for maintaining jeeps.

104. There is another anomaly in granting jeep allowance. As stated above, if an officer purchases a jeep, he gets Rs. 100 extra; while if he gets a Government jeep, he has to pay Rs. 50 as hire charges. From the officers' point of view, therefore, one is supposed to do the same tour and cover exactly the same ground as the other but one of them would get in effect Rs. 325 per month and another Rs. 175 per month. No doubt the first officer has invested some money but the difference between the treatment of the two officers is substantial. If the additional Permanent Travelling Allowance for jeep is withdrawn, this anomaly will also disappear.

105. We may here consider the usefulness of a horse as against a jeep. The horse takes one in the interior. Sitting on horse-back, one can survey a lot of the countryside and the crops. The officer travels a shorter distance on a day, but this is an advantage; because longer travels take more time and tire one out. Every tour of the Collector need not be—nay, should not be—quick. Secondly, the reasoning that the jeep generally goes anywhere and is quicker, is not quite convincing. It does not go everywhere, where a horse would go. It is quicker but it is not as quick as any other car on a good road and it is not as quick as a horse on a bad road. Moreover, there is this disadvantage, namely, that a jeep, shakes up one's bones considerably. Compared to this, a daily horse-ride of 10 miles or so should keep the officer fit and healthy. I for one would certainly recommend horses (U. P. Report also recommends this). It hardly needs emphasis that a healthy corps of officers is likely to be an asset to any administration. The question will arise as to the supply of horses. If Government desires it should not be difficult to help officers to get horses from proper sources (Army or Police). As for horse allowance, Rs. 100 for Collectors and Assistant Collectors and Rs. 70 for Deputy Collectors is adequate.

106. Touring is getting out of fashion. After all, it is a habit to be formed in younger days. It is a psychology to be encouraged at an early age. The sooner we return to that philosophy, the better will it be for improving the tone of administration.

### *Hours of Work*

107. There is a point of view that the Collector should attend his office from 11 a.m. to 6 p.m. The arguments are that if they do not attend: (1) their subordinates are likely to follow suit, and (2) that this gives an air of indifference to the needs of the public.

108. There is no doubt that officers and men must attend office punctually. It is indeed difficult, however, to measure the work of a Collector by the hours he attends office. Assistant Collector's

manual quotes Bacon : " Measure not dispatch by the times of the sittings but by the advancement of the business." The case of an officer who has to take piles of files to his house and do them with a sense of duty not counting the hours or his family needs, cannot be treated on the same plane as that of a non-gazetted official who is not supposed to take work home. The sound supervision over the Collector's office in his absence should rest with a person of responsibility—Collector's Personal Assistant. The Madras report also emphasizes the propriety of the discretion of the Collectors to adjust their work between the office and the residence. The officer who has to attend to many calls outside office hours can do justice to the files on many occasions if he is assured of undisturbed concentration. The U. P. Report takes the same view. This is obviously to the advantage of the administration. No doubt, he must fix his time for visitors and his time for his office discussions (say, five hours in all); and stick to them. As long as convenient hours are fixed for visitors and as long as a Collector sticks to them, however, he should not invite any blame on this account. It would be harmful to insist on his presence in the office for all the hours by clock. This is not to say that he can come to or go from office when he likes. As far as possible, he should keep to the hours; and unless his physical presence is required elsewhere, they cannot be less than, say, five. This is, to repeat, not for his comfort but for the convenience of the work itself. No doubt, when he is on tour he will be available to visitors at all convenient hours.

#### *Confidential box*

109. The personal box of a Collector is rather over-burdened as the marking of secret papers is not done carefully at the source. Lists of persons to whom passports are denied or of blacklisted contractors go under secret category. Now, in either of these cases, unless the persons dealing with the papers know the contents of these communications, the box of the Collector becomes overloaded with unnecessary work. Nor can one expect the Collector to refer to all the lists himself every time he has to deal with a case of this sort. The officer issuing such lists, therefore, and for that matter all officers who mark correspondences "confidential", "secret" or "top-secret", will have to be requested to be more accurate in classifying them.

110. Secondly, the wording of the Secretariat instructions with regard to the manner of dealing with secret and confidential papers in district offices is not clear. Though the "secret" papers are allowed to be dealt with by Superintendents in the Secretariat and Head Clerks of Departments under the Secretariat, apparently Collectors themselves have to deal with "secret" papers in their

offices. I believe this is unnecessary and there should be no objection to Collectors' personal clerks and Heads of Branches handling (not keeping) these papers.

### *Transfers*

111. The effect of quick transfers will be discussed, in general, in another Chapter. The ill-effects of the unusually high frequency of transfers of Collectors are far too obvious. It was not possible to get from the Political and Services Department a complete list of transfers during the last five years; but our enquiries in 10 districts show that on average more than five Collectors worked within this period in each district. (Appendix "C"). One can hardly wonder at the absence of the grip that Heads of Districts show. Partly at least, it does not appear to be their fault at all.

112. The convenience of the officers may, to some extent, guide the higher authorities in ordering transfers. But it is obvious that Collectors must have experience of both the Secretariat as well as the districts. It deserves to be laid down practically as a rule that no Collector should be away from districts for over three years and that no Deputy Secretary need continue in that post for over an equally long period.

### *Miscellaneous*

113. Collectors are the representatives of Government in the districts. Even in a democratic age, no particular gain is evident by stripping him of all the prestige. There are a few things which are necessary for maintaining the dignity of a Government representative and which no doubt will go a long way to comfort him. Some of them are small ones :—

(i) Every Collector's bungalow must have ordinary wooden basic furniture like tables, chairs, dining table, teapots, almirahs, etc.

(ii) Collectors' residences are out-of-the-way bungalows. These days, Collectors are not able to afford Malis with the result that the whole compound is full of weeds and presents a forsaken appearance. No wonder he cuts a sorry figure against the officers of other Departments like the Army. The provision of a gardener is no doubt, a small convenience, but it is something. It will make the Head of the District's residence neat and tidy and will go a long way to push up his morale. I strongly recommend it. Wherever there is a representative of Parks and Gardens, he may take over the maintenance of this bungalow garden.

(iii) Instances have occurred of thefts from Collectors' houses and even one such instance where the tricolour flies is bad. If



a guard cannot be mounted at least night pickets at the bungalows of the highest District Heads who would be on tour for fairly long periods appears to me to be an absolute necessity.

An argument is sometimes heard that the conveniences cited above come under the category of indirect advantages and this system of remunerating officers is not to be preferred to the direct increase in pay. I am not quite convinced by this argument in cases of items mentioned above. After all, compounds of Collectors' residences must be clean and tidy and Collectors must entertain people according to their status whether they are willing to spend from their pockets or not. As regards the basic furniture, there is no particular propriety in every Collector having solid basic furniture of his own and Government allowing each Collector T.A. on transfer to move it. The above suggestions, therefore, merit favourable consideration.

114. Lastly, the Head of the district has to entertain distinguished visitors as well as officers of the district. It would be a hypocrisy to presume that the Collectors can afford to do so within their present emoluments. For a Collector not to be social is practically a fault. I believe that all Collectors should be given a proper sumptuary allowance. I would suggest an annual allowance of Rs. 1,000.

## CHAPTER V

### WORK LOAD

115. The workload of the head of office or of the office as such, has been discussed under earlier Chapters. In this Chapter will be considered what is the proper and adequate yardstick for measuring the output of the non-gazetted and of the supervisory staff.

116. The offices of the Deputy Secretary (Inspection) and the Divisional Officer, Bombay, have repeatedly gone through the complaints about the staff being over-worked. Scrutiny of the workload in various districts usually indicated that this complaint was not justified. Generally, over-work is explained on the ground that the clerks themselves complain of it, that they have to sit late in office and that they have to do multifarious kinds of work. The number of hours that a clerk puts in may prove that the work is heavy only if we know that the office hours are being fully utilised and not wasted in chatting, moving about or just thinking what to do with the papers before them. Enumeration of the types of work proves nothing because the quantity under each is generally not assessed, nor can we really try to arrive at the staff requirements of an office by comparing the present work with the work in the same office some years ago. The present work is of such a varied nature that any recommendation based on qualitative description could only be couched in general terms and would neither satisfactorily explain the needs of the offices nor convince Government. The question can be considered only from the point of view of the work as it exists at a particular point of time. It appears more logical, therefore, to present a yardstick which when once accepted, will also be available for creation or abolition of posts, as the case may be. Otherwise, every time the mofussil officers felt that there was increase in work they would have to try out a fresh narration of the overload and every time Government felt that some decrease was justified, the officers may have to defend the same way.

117. In Collectors' offices, most of the hands are noting hands; the others are: the Collectors' stenographers and those dealing with receipt, despatch, typing and record. The Prant Office would be a very small office and the work is mostly procedural, the other non-productive work being negligible. In the taluka office, non-compilation work that cannot be assessed in terms of correspondences, would be that of shroff, accountant, some of the jamabandis and tagavi work, court clerk, receipt, despatch, fair-copying (if there is no typewriter) and record. An endeavour would be made now to arrive at some definite yardstick for each kind of work.

#### Noting Hands

118. Unfortunately, it has not been possible to arrive at the actual workload in many of the offices because work sheets are not accurately

maintained. This was the reason why the workloads differed considerably; from 8-8 to 15 (These figures were accepted by the Collectors concerned). I cannot see what better criterion can be applied for assessment of the workload of a noting hand than the number of correspondences that he has to deal with. It can be argued that mere number cannot indicate the work to be done because some of the cases may be complicated and the others simple. A case-study made in a number of districts showed that the cases which require proper noting or elaborate drafting did not exceed 10 to 15 per cent. of all the receipts. The number of inspections carried out by the Inspection Branch as well as the Divisional Office, Bombay, together with the discussions with many in the districts visited, show that the daily workload in Collector's office can be fixed at 14 (weekly : 77) and that in the Mamlatdar's office at 16 (weekly : 88). The clerks in a Mamlatdar's office are a bit raw, and in some cases have to do fair-copying, but there is no noting to be done and they are merely concerned only with procedure (jamabandi and tagavi clerks are exceptions). There is no noting in Prant office also but the staff is a little better than what is available in the Mamlatdars' offices. The Prant office, however, would be disturbed by tour. I would, therefore, keep the Prant office workload at 15. The workload figures would not include ordinary reminders, acknowledgments or interim reports sent by the office. I have no doubt that when the office staff gets better trained, Heads of Branches study more and rely less on 'discussion', proper procedure is introduced and discipline is better enforced, the figure would go up to 15 or more in the Collector's office. Incidentally, this compares well with the reported figure fixed by the West Bengal Government, namely, 4,000 correspondences per annum. It may also be mentioned that the new areas, namely, Saurashtra, Vidarbha and Marathwada are not helpful in fixing the workload as no work sheets were expected to be kept in Vidarbha, none were kept in Marathwada; and in Saurashtra expectations were only at 200 cases per month.

119. It has also been argued that the workload of the Revenue Branch should be fixed a little lower as the cases are more complicated and as the Branch has to go out on inspections and jamabandis. It can be conceded that revenue cases are more complicated than others and, therefore, the expected disposal may be less than 14 per hand on the tables dealing with land and revenue; but correspondingly there are other complications where the output can certainly be high. What is laid down above, namely, 14 cases (to start with, to be brought up to the level of 15 or more) is an average for all the noting-hands whether the noting hand is an Aval-Karkun or a clerk, whether he deals with land or establishment or development. The second reason for lowering the workload for revenue offices is also not sound. No doubt the inspections do involve some pressure on this branch seasonally, but lowering of the general workload would

not help the branch. After all, inspections do not go all the year round and fixing the workload at a lower pitch would only mean that for three or four months' seasonal work, the Branch would be working leisurely for the other 8 months unless the turnover is to be measured on annual basis irrespective of delays in individual cases! Secondly fixing the workload at a lower figure like 9 and getting habituated to it for a major portion of the year would still make the burden of inspection felt heavy. There will thus always be a complaint during the inspection season. Nor can one really say that the Revenue Branch alone is dealing with inspections. The General Branch inspects Municipalities and Local Bodies while the Development Branch inspects the Blocks. I am afraid, therefore, that there is no remedy for the seasonal extra work except to work extra during those periods. The normal work certainly need not come to standstill. Inspection can be done for five hours or so and at least, the non-actionable and easily actionable cases of one's office attended to during the rest of the day. This pressure will continue for a week or ten days after the inspection but within that period the office should revert to day-to-day disposal standard. As the work has to be done at a higher pressure for a sufficiently long period and as there is no alternative possible, the only remedy is to give extra allowance to the staff which actually goes on inspection tours. I would suggest Rs. 2 per day for the clerical staff and Rs. 3 per day for the staff in Aval-Karkun's cadre. Of course, before sanctioning the allowance, the Head of the Office will see that the work has been done as expected and that arrears, if any, have been cleared up within the time as indicated above.

### **Typist, Receipt Clerk, Dispatch Clerk and Record Keeper**

120. An English typist's workload has already been fixed at 7,000 words a day and that is reasonable, though very few offices try to keep to that standard. The regional-language typist can be expected to do 3,500 words a day. In the new procedure, one receipt clerk would be required at the rate of 100-150 receipts (weekly : 550-825). As for despatch, the Collector's office will generally require one despatch clerk. In other offices, an independent post of a Despatcher will be unnecessary, but then the despatcher can be given some compilation work or can be combined with a receipt clerk's post. I feel that one independent post of Record Keeper would be justified if the annual receipts of cases in record room are 6,000 or so.

### **Accountant in Taluka Offices**

121. An Accountant in a sub-treasury generally deals with chalans and vouchers. From my visits to taluka offices and discussions with taluka officers, I have come to the conclusion that there would be full work for an Accountant's table if the daily number of chalans plus vouchers is about 75.

### Shroff

122. A Shroff deals with actual money transactions. During every transaction with the public, he has to count the money at least twice to make sure that there is no mistake. Moneys can be received both in notes and coins. Coins particularly of lower denomination like a Naya Paisa take quite some time. Notes of smaller denomination take more time to count than those of higher denomination, but in the case of notes of higher denomination, the Shroff has to be more careful in testing their genuineness. The Shroff also generally deals with stamps of all types, denominations and sizes. Taking all this into consideration, I am of the opinion that a day's workload for a Shroff should be 6,000 pieces of notes (one piece of coin may be equivalent to two pieces of notes).

### Jamabandi Clerk

123. The jamabandi clerk is disturbed practically every day during the collection season. Every time a village servant brings the collection, he is supposed to go to the jamabandi clerk, get the chalan countersigned (in proof of an entry having been made in his accounts) and then take it to the Sub-Treasury with the money. Money can go on coming at all odd times and this means that the clerk is disturbed on as many occasions. The result is that he is not able to do the normal work. He works overtime and on holidays. This procedure needs change. Even if there is any mistake in the chalan, the jamabandi clerk cannot help it nor can he send back the money. In other words, the chalan has to be accepted just as it is by the Sub-Treasury office. If so, the only object of taking the chalan first to the revenue clerk is to see that his books are brought up-to-date. This can certainly be arranged otherwise. The chalan can be accepted directly by the Treasury Branch and at the end of the day, all chalans can be sent to the revenue clerk for taking notes in his books, and for confirmation, the first thing the next day. If this is done, the jamabandi clerk will be writing his accounts at a time convenient to him and will take half an hour for which he is to-day wasting three hours or more.

124. The revenue clerk is also busy for a month or so, when the village accounts are closed. With the help of talatis and Circle Inspectors, he has to sit long hours for the purpose. Here again, as in the case of the Inspection Branch of the Collector's office, this work cannot be done by anybody else nor can the pressure be lowered by reducing the normal workload throughout the year. The only alternative is that the revenue clerk who works over-time for closure of accounts must be compensated by extra remuneration. I would suggest an *ad hoc* payment of Rs. 25 for that work.

### Tagavi Clerk

125. In recovery season, the tagavi clerk is also disturbed every time the collection comes in. This can be remedied by changing

Tagavi Form IV suitably to show the principal and interest separately and thereby avoiding the necessity of going to the tagavi clerk for getting the "Head" of collection. Secondly, his time during monsoon should generally be taken by calculation of interest which does not materially reflect in the work sheets. All this has, however, been at present taken into consideration and until the form improves, the ratio of 1 clerk for first 1,500 tagavi khatas and an additional clerk for every 2,000 additional tagavi khatas is reasonable. In counting khatas : (1) all khatas, the outstandings in which are less than Rs. 5, should be omitted and (ii) all khatas at the same rate of interest in one person's name should be combined.

### **Summons' Clerk**

126. When a Mamlatdar deals with chapter or tenancy or other cases, his clerk is mostly busy in issuing summonses and putting up papers. These summonses cannot be considered as correspondences and the daily workload of such a clerk should be anything up to 100 summonses.

### **Assessing the staff requirements of an office**

127. These work-load figures should help in the assessment of the staff requirements of an office. When the work is substantially more or less than the standard proposed, adjustment is obviously necessary. It will be incorrect to expect extra staff the moment the work increases. It has been debated, for example, whether there should be an extra clerk for tagavi, when khatas go to 2,500. If Government should not earmark clerks subject-wise, Heads of Offices cannot ask for staff on the basis of individual compilations. For increasing or decreasing the staff, the office as a whole can alone be a criterion. The Head of Office should always be careful to see that seasonal or temporary continuous pressure on any person is spread over. If in the case of noting hands the pressure goes up to 17 on every day for some time, it may be considered how to lighten his work by redistribution of compilations. Thus a Shroff should be able to bear the pressure up to 7,000 notes, an Accountant up to 85 chalans and vouchers, a receipt clerk or a summons' clerk up to daily 150 receipts or summonses and Record Keeper up to 7,000 annual receipts. Beyond these maximum figures, however, it would be unwise not to correct the situation by re-allocating work. If, however, even the average workload goes beyond the standard figure (e.g., 14 for a noting hand in Collector's office, etc.) and continues at this level for about a month, the Divisional Commissioner should have power to create extra posts temporarily till the work shows decline. This power of creating temporary posts should, however, be limited to six months during which period the continuous rise in workload should be reported to Government for a more-than-temporary remedy.

**Supervisory staff**

128. I have not come across a district office which keeps record of the papers disposed of by the Supervisory Officers. As a matter of fact, with a number of middlemen, this is difficult. Under conditions prescribed in the procedure, the ratio of supervisory staff to compilation clerks should be 1 to 6 or 7 in the Collector's office and 1 to 8 in the Mamlatdar's office.

129. One thing I would like to make clear. I have not presumed that every noting hand would be a clerk or that every Supervisory Officer would be a gazetted officer. The noting hand can either be a clerk or an Aval Karkun according to the importance of the subject in that office. A supervisory officer can either be an Aval Karkun (e.g., in the Mamlatdar's office) or a gazetted officer of a Mamlatdar's rank or of a Deputy Collector's rank (in the Collector's office)

## CHAPTER VI

### DELAYS AND PROCEDURE

#### Delays

130. Without doubt this has been the most talked of aspect of our administration. Though both the Government officers at all levels and the public have unanimously condemned delays and though all concerned have desired to set the matters right, so far the remedy has eluded all efforts. It is indeed difficult to agree to the oft-repeated reason of over-work. On the contrary, a study of the various causes in many districts shows that over-work appears partly due to indifferent disposal. This illness is becoming very chronic; and in some cases, it is not delays but absence of delays, that has given rise to suspicion of graft and corruption.

131. Delays appear to exist at all stages, whether in receiving tapal or preparing case papers or despatching a reply. They also seem to figure in investigations, hearings, revenue recoveries, etc. As a matter of fact, the disease has permeated everywhere. It may well be due :—

- (1) too many halting places;
- (2) too much tossing of papers;
- (3) too much delay at each station; and
- (4) complacency.

#### (1) *Too many halting places*

132. As a rule, much reading is not done *in tapal*. If one were not to read it all, the time taken by journeying and initialling may as well be saved. After the tapal, comes noting, querying and drafting; and everytime the long journey (clerk, sometimes Aval Karkun, Head of Branch, Personal Assistant, Collector and back) has to be performed. Ordinarily, there should not be more than one middleman between the noting hand and the officer who can give orders. This way, the Head of the Branch will be entirely responsible for everything that is in the note. He will have fewer cases to deal with, but whatever he sets his hand to, he will have to stand by it. Not much is gained by having more officers going into the same points less thoroughly. On the contrary, when an officer knows that he is entirely answerable to everything that appears in a note, he takes greater care to scrutinise and prepare papers better. He knows that he cannot presume that somebody else must have gone through the papers. He knows that there would be nobody else with whom he can share the possible blame.



133. What happens in one office, happens in others too; and if a paper has to go through a number of officers, the total delay can mount up to an astounding figure.

(2) *Too much tossing of papers*

134. The second reason for delays is the frequent tossing of the papers. If some points lie within the discretion of the Collector and he fails to give orders in tapal, the communication has to go through all the stages; and each noting hand and the Head of Branch has to guess what would be acceptable to the Head of Office. Thus, a simple thing which can be disposed of in few words takes equal number of days and consumes everybody's time. Secondly, papers are not read closely and proper study of papers is absent conspicuously. This results in a superficial grasp of the subject and if the last note is misleading, the whole future course of that correspondence is altered beyond recognition. Correspondences get loaded with unnecessary, fruitless, piecemeal or incomplete queries and repetitive endorsements. If a noting hand puts up some sort of query, the officer is quite satisfied that a query has been raised and many a time he does not check whether it is essential or not. It is not seen whether the information is available in one's office or whether it is necessary at all or whether the object in view would not be satisfied by the information already in hand. Such useless questions are only matched by equally bad reports. The only result is that the bulk of the case increases and when the file is about a foot high, nobody knows or cares to know how the case started, or what the issues are. The result is that instead of trying to bring the correspondence to a fruitful conclusion, a general drive is made of passing on the baby to somebody else. This tendency of neglect is also visible in matters calculated to shorten delay e.g., when use of standardised forms gives rise to thoughtless reports. The standardised forms are an accepted way of economy; and yet, for example, the manner in which capacity-item is filled in in the tagavi application form, needs no exposition. To repeat, much of the tossing of papers is due to the neglect of one fundamental principle, namely, that every case must be read by everybody concerned from beginning to end.

135. Apart from the negligence and carelessness of some officers and the hesitation of others who do not know how to make up their mind, a third group seems to have made the tossing of papers an art. Some have very seriously explained why they want to ask all sorts of questions. They do so, so that in future there would be enough material, relevant and irrelevant, to explain away any recommendation or decision.

136. Some of the tossing can be traced to the ingenuity or habit of some officers who use the directive "please speak" to avoid anybody noticing the parking time of the case on his table. For then it becomes the responsibility of the clerk to queue up and get the orders.

137. Lastly, the journeys increase due to simple but frequent causes such as careless despatch, negligence in enclosing all the enclosures, addressing officer wrongly or addressing officers in line (instead of simultaneously) or addressing some unnecessarily.

### (3) *Too much delay at each station*

138. The third cause of delay is the parking time taken at each halting place. One Collectorate showed that some of the correspondences were delayed considerably at 38 per cent. of the halting places. This apparently is due to : (a) lack of knowledge of law and procedure caused by the absence of training or books ; (b) carelessness in dealing with papers i.e., misplacing them or losing them (the number can be staggering ; in one district it was 30 per cent. of the cases examined) ; (c) individual workload being heavy (due to the negligence of the Head of Office in scrutinising the weekly abstracts and taking steps to equalise the pressure) ; (d) time taken for "thinking" ; and (e) quick transfers.

139. A word needs to be added about (d). It is indeed a very rare case that would justify keeping it back for some days for thinking. Experience shows that the result of such a habit is actually the opposite. The man who does not think when the papers are fresh and crisp, is not likely to think when they become dirty and soiled. The papers themselves when kept back on this purpose seem to develop an inertia ; and generally speaking, in administrative offices, instances of cases being better dealt with because they have been pegionholed over long periods must be indeed very rare.

140. Inordinate delays on a particular table are also due to quick and frequent transfers combined with long periods of absence. When there are two or three or more transfers a year, during every period of time taken by the new officer to settle down, the administration runs due to whatever motion the predecessors must have imparted to the machinery. If the officiating persons know that they are acting for a short time, their interest is limited and they hesitate to take up any stand on any worthwhile issue.

### (4) *Complacency*

141. Lastly, reluctance to investigate all delays has had a very bad psychological effect. Even when delays are exposed, they go

insufficiently punished. Excuses of over-work are listened to far too easily because the details of procedure are generally not mastered and excuse-makers not cornered. Such unpunished delays do not help to discourage the other people. It is unfortunate that some officers who are eager to denounce delays do not show sufficient enthusiasm in taking deterrent action.

142. All these four groups of reasons have singly or in combination, in one office or more, contributed to that great disease—'delays'. In substitution of the display of various flags like 'Urgent', 'Very Urgent', or 'Immediate', one would like to lay down that everything is *immediate* unless otherwise stated. There is only one exception. If an officer gets a communication which is couched in bad or insulting language based on malice or misunderstanding, he may draft a reply straightaway but he should sleep over it for twenty-four hours for reperusal before despatch.

143. The above narration does not imply that the Government has been unaware of the position. It has to be regretfully stated that the checks which the Government introduced at various stages met with the same fate as the procedure itself. Government directed : (a) laying down of time-limits ; (b) regular daftar inspections ; (c) actual case study ; and (d) co-ordination meetings. Unfortunately, the District Officers have not been able to follow the condemnation of delays in action. By and large, time-limits have not been prescribed ; and when prescribed, rarely followed. Issue of reminders seems to have become a responsibility of clerks who either issue them thoughtlessly or do not issue at all. All the directions about daftar inspection programmes, have had little effect. Either these programmes are not drawn at all, or when drawn are not followed, or when followed are followed superficially. What should have been the responsibility of at least the Head of Branch gets delegated to somebody. Even when the Heads of Branches do the inspections, the questionnaires are filled in with replies 'Yes' or 'No', and instances of 7 daftar inspections having been done in one day are not unknown. Periodical reviews are also treated with indifference. As for case study, the Special Secretary has again and again insisted on it in the past, but equally tenaciously most of the Collectors have withstood that suggestion. The fate of co-ordination meetings is not different. All delayed cases are not brought up. Here, of course, it would be difficult to blame the officers because experience shows that a meeting of 20 officers or more is hardly suitable for a scrutiny of details by one of them at a time ; and even when delays are noticed, the Collector's role being advisory, Collector cannot enforce any action. I presume that loopholes and causes of delay will have to be considered as a whole, and a remedy prescribed in a wellknit procedure instead of trying to plug holes as and when noticed.

144. Many of these reasons apply to delays in hearing of cases, recovery of Government dues and investigations under various Acts. Moreover, adjournments play an important part in these matters. Very few officers are strict about them and the oft-repeated rule that cases must be heard *de die in diem* is disobeyed. Another reason possibly worth mentioning is that the recoveries are delayed every time a copy of an application to a higher officer is produced. Apparently, the subordinates take "stay" for granted.

145. The present position can, therefore, be remedied thus. We have to prescribe: (1) very few halting places; (2) checks over tossing about of papers; (3) early detection of parking of cases (e.g. pre-service and in-service training, even distribution of workload, stability in transfers, etc.); (4) systematic reminders; (5) regular inspections; and (6) case study. Day-to-day hearings should be the rule. All these points will have to form part of a compact procedure to the consideration of which we shall now proceed.

### Procedure

146. Procedure deals with movement and preparation of papers. We should be in a position at a particular time, to assess the office-arrears, to detect the course of any particular case and to measure the workload of a particular person. Correct answers to these would invariably lead us to remedies for avoidance of delays, redistribution of workloads, basis for staff appointments, fixation of responsibility, antidote to corruption and so on.

147. There has been a line of thinking which questions the very necessity of a procedure. In other words, they believe that the results obtained with one do not differ from those obtained without one. Their contentions are that everybody should be trusted to do the job he is given and the trust would get the results. Secondly, the registers that a procedure prescribes are not helpful. Fortunately, officers in this State do not subscribe to this view. The present procedures are partly based on the principle of trust and have failed either because of mischief or of carelessness. To me there is no doubt that a check is called for, lest the clerks rule the office. It is certainly not implied that every clerk is dishonest but many of them are no doubt careless. Moreover, well-kept registers are extremely helpful in fixing responsibility.

148. As stated earlier, officers of this State are fully aware of the importance of procedure. But, unfortunately, it is mostly relegated to the position of "routine" to be looked after only by subordinates. Obviously, a routine work should be that piece of work which has to be so repeatedly done that it becomes a reflex action. It does not mean that the Head of Office should not know how to do it but it only means that it can be done at a much lower level. Still, a large number of officers who contemptuously dub procedure as

a routine matter have not studied it. Somehow they do not consider it of sufficient importance to take interest in. Supervision is slack and what is not checked is not done. It is only when a "routine" slip results in some consequence which the Head of the Office considers grave, that efforts are made to fix individual responsibility. Even then, it is the individual who gets punished; but the general indifference goes on. A procedure is like 'a doctor who has to be called in not only when there is serious illness but also regularly for detection and prevention of even incipient ills'. If delays have to disappear as a rule, strictness in following a well-laid procedure should be unquestioned.

149. Before we proceed to lay down the essentials of a procedure, it would be interesting to go over its history. Apparently, procedure seems to have been first touched upon in 1835 when His Excellency the Governor is reported to have become very indignant at the loss of certain papers which were needed in a suit. In those days, a Collector's office used to deal with 34 correspondences a day, a Prant office anywhere between 7 and 12 and a Mamlatdar's office 8. The first concerted effort seems to have been made in 1844 by Mr. Blaine, the then Collector of Ahmednagar, and procedure started getting so much importance that two Mamlatdars had to pay substantial fines for allowing their records to get into disorder. The question seems to have gathered more importance as time went on; and in 1851 the Court of Directors laid down: "The European Officers should be held personally responsible for any confusion in their records in future." With the abolition of the East India Company, somehow this subject seems to have received less attention, till an attempt of one Mr. Stewart Gardner was appreciated posthumously. A real attempt of gathering all the strings was made between 1910 and 1914 by Mr. Shepherd, Collector of Bijapur, and Mr. Anderson, Collector of Surat. Ultimately, Government accepted Mr. Anderson's procedure which has now been in force for over 30 years. Work sheets were added in 1939 with the object of "securing prompt disposal and of ensuring a proper control and supervision over the work of the subordinates". Somehow as the days went by, the work sheets came to be considered a cure for all the delays; and the main system, to which they were supposed to be a supplement, came to be neglected. The work sheets by themselves obviously could not secure what was supposed to be achieved by the whole system. The general supervision also showed a decline and the procedure became the monopoly of clerks. The "whys" and "hows" of the various registers were forgotten and registers tallied neither among themselves nor with the actual facts. "As a matter of fact, our Collectors are much in the same position as newly joined clerks and in matters of procedure they act like car owners entirely in the hands of their chauffeurs." Many of them have neither the knowledge nor the patience to collect things for themselves. They

trust; and the trust is not well-discharged. Though no doubt quite some blame must go to the implementation, the system itself seems to lack cohesion and appears to demand re-consideration.

150. This mounting neglect of procedure was noticed by various Officers from time to time. The subject started getting more attention with the creation of the O. & M. Section in the Sachivalaya. Unfortunately, defects were noticed piecemeal and efforts made to plug them. In 1955, Revenue Department submitted a detailed procedure to the O. & M. Section. Government, after consulting the then Committee of Collectors, decided to introduce it in six districts of the old Bombay State and sanctioned temporary staff for the change over. The States Re-organisation, however, held up the matters.

151. It would be appropriate now to consider how far the present procedures are meeting our present-day needs. One of them (Anderson's Procedure) would be considered in great detail while the others will be only touched upon. The other systems are not being considered in detail because one does not want procedure to take disproportionate space in the report. The kind of scrutiny applied to Anderson's shows shortcomings of other systems as indicated hereafter.

## " A "

### Anderson's Procedure

152. Briefly speaking, Anderson envisaged that all receipts would be classified into :—

- (1) Special Registers (S.R.) and Fixed Registers (F.F.)
- (2) Self-indexing Files (S.I.)
- (3) Periodicals (P.R.)
- (4) Cases for hearing, and
- (5) Docket Sheets (D.S.)

153. Special Registers, according to the Breviary, were to be maintained for a number of correspondences on the same subject which needed similar treatment so as to save the trouble of taking docket sheets for every case. This description lacked an essential feature which Anderson had stressed in his earlier Manual, namely, that the cases which are to be dealt with under this heading are those on which correspondence is not likely to be protracted. There are few correspondences which would answer this description now-a-days and this is one reason for failure of Special Registers. Anderson also expected that cases referring to entries in fixed registers would be numbered accordingly. This meant for example that an application of a tagavi borrower whose khata happens to be 27 under the village Asangaon would be numbered Asangaon 27 and this meant

that numbering was impossible till the clerk started dealing with the papers, for till then he would not know what the Ledger No. was. About self-indexing files, very few people seem to have understood the principles underlying them. As for docket sheets, the trouble of getting one from the Record Keeper after his having gone through, checked, numbered and registered the receipt, was so enormous that the procedure is rarely, if at all, followed.

154. All these things became more complicated when work sheets were introduced in 1939. Obviously work sheets were never a part of the Anderson system, and yet ironically enough they were identified with it. In any case, with this Government Resolution as modified by the Government Resolution of 1942, every receipt (except some non-actionables) had to be entered, not only in some of the classifications given above (and sometimes in Government Reference Register, Legislative Assembly Questions Registers, etc.) but also in work sheets; except that it was stated that the Special Register entries (except for the total number) may not find place in work sheets. This only gave rise to another anomaly, which we shall discuss later.

155. Anderson did not prescribe an Inward Register but left it to the Head of Office whether to introduce Inward Cards or not. These cards followed outward numbers of other offices and were kept in duplicate, the duplicate copy being used to see the return of the original after disposal of the case. It is very difficult not to think that the non-introduction must have had something to do with the limited utility and complexity of the system. Later on, instead of these cards, Government seems to have recommended the maintenance of—Internal Delivery Books. These books were supposed to show simply the total number of references sent to clerks. This did not succeed because, apart from the fact that one would not know the references actually transferred, no tally of Internal Delivery Book with work sheets was prescribed—and even had it been prescribed, the tally would have been difficult as some of the references sent by Head Clerk might be entered the next day.

156. After the preliminaries are over, clerks would start dealing with the papers. Before the work sheets were introduced, Anderson recommended that in important cases clerks may keep slips of paper showing what has been put up to higher officers. After work sheets were introduced the procedure prescribed was that every time a case was disposed of (which incidentally was equivalent to mere putting up), the clerk would put down the disposal in the work sheet; and re-enter the case when it came back from the officer. This meant that every case would be entered at many places in work sheets; and if one were to judge the workload of an office by such entries it would look very much inflated.

157. Anderson also recommended slips of papers to control the work sent to typists or for despatch. All these clips of paper were no doubt an unnerving job.

158. Next we come to the assessment of arrears. Before work sheets, this was supposed to be done monthly by the Record Keeper. It was hardly done. Even after the introduction of work sheets, it was stated that Special-Register-entries should not be taken in those books. The result was the finding of pending and await cases was quite a job as this could only be done by running one's eye through all the entries of Special Registers, as one would not know which papers have been received during the week. To avoid this, one had to enter all the Special Register entries in work sheets which by the way was not what was prescribed. Secondly, in this method, one would not know without extra labour what is with the clerk and what is not with the clerk. In other words, one would never know what has been disposed of by office and what has been attended to by clerks. Lastly, all the books which were supposed to serve as a check on the clerk's work were maintained by the clerk himself. The requisite impartiality, therefore, was absent.

159. As a check on subordinate offices, Anderson recommended a Control Register to be kept by one clerk, entries in which would be made by the compilation clerks at the time of despatch and scored off on receipt of replies. This meant a trip to Control Register clerk every time such a letter was despatched or reply received. Later on, Await Calendars were prescribed but Control Registers do not seem to have been superseded. This meant more confusion. The latest orders with regard to Await File arrangements in order of the dates on which they are to be brought forward also do not help. It would indeed be difficult to lay one's hands on a certain file unless one knew what the expected date was.

160. Lastly, Anderson did not have any method of judging delays in the over-all disposals in an office. If a person wants a piece of land, the case can be considered as finally disposed of not when a Collector sends it away but only when the man gets a definite reply. The time taken for such final disposals was never an object of scrutiny in Anderson's procedure.

161. It will be seen, therefore, that classification of receipts (some of them capable of mis-interpretation), the complex system of getting docket sheets (the blank forms of which were supposed to need the same safety precautions as blank cheques), maintenance of Inward Cards (which were neither very useful nor so simple), absence of complete check at every stage in a permanent form, lack of provision for correct and impartial assessment of arrears, subsequent confusion of Special Registers and work sheets, not knitting work sheets in the old procedure, complexity of the maintenance of the Control Register, and lastly the absence of control over the overall disposal of a case could not but have contributed in some ways to the failure of the system.

162. Here we may refer to certain adjustments carried out in the Collectorate of Nasik in 1954-55. In brief, the changes implied: (a) creation of an O. & M. unit to clear up accumulated arrears, to



carry out inspections of subordinate offices and to issue orders regarding procedure, (b) introduction of an Aval-Karkun between a gazetted officer and a clerk, and (c) substitution of Special Registers and Docket Sheets by Await Registers.

## (a)

163. An O. & M. unit in its true sense implies a section of advisers and critics who are sufficiently independent and detached. They must have varied experience and be headed by an officer of sufficiently high standing as compared with heads of branches. As for work, "O. & M. work is of three kinds : first, the tendering of advice on particular problems or in particular situations (for example, if there are arrears of work in some part of the department) ; second, assistance in the planning of new work ; third, the systematic review of the organisation and methods of a branch or division or of a whole department". First kind of work does *not* imply supervision, much less actual clearing up of arrears by the section itself. It has been stated that the O. & M. Aval-Karkun was entrusted with clearing up delayed cases as he had not enough to do ; and it has been argued that there is no reason why an officer who has not sufficient work should not be given more work. Presuming that the insufficiency of work was not so great as to admit of reduction in the unit-strength, it would have been justifiable to allot a definite compilation or two to its members. Using the unit, however, for clearance of odd accumulations of cases in various Branches on Saturdays or otherwise would be really trying the efficiency of a person whose knowledge of the policy on the subject is not likely to be up-to-date. As for the second type of work, persons with vast experience who can plan *new* work are not available at the level of clerks and Aval-Karkuns. As for the third kind, it must be remembered that a systematic review does *not* mean inspection. "O. & M. Branches are not supervisory or inspectorial bodies. Their task is not to see that the staff are carrying out instructions ; rather it is to see that what is laid down, so far as it concerns organisation and methods, is appropriate to the object in view". O. & M unit of Nasik which was intended to clear up the accumulated arrears and to inspect was, therefore, given functions which did not really belong to the sphere of O. & M. As for the circulars issued with regard to the procedure, most of them reiterate general principles.

164. In practice, the unit was created *inter alia* to avoid accumulation of work during the period the Revenue Branch went out on inspection. Three members of O. & M. unit, together with the Chitnis, Assistant Chitnis or another Aval-Karkun of Revenue Branch and six members from other branches, formed the Inspecting Section. This meant that all the Branches suffered partly. Secondly, Revenue Branch did not fare better because the Chitnis (Head of the Revenue Branch) and another officer of that branch were busy with inspection and had no time to attend to the papers

put up by the clerks. Thirdly, work given to the O. & M. unit suffered during those days. Lastly, inspection by a person who is dealing with a subject day-in and day-out knowing all matters of policy and administration till the date of inspection is one thing and inspection by a person who is not conversant with the subject at the time of inspection is quite another. If revenue offices are inspected by persons who are not in touch with the revenue affairs at that time, the inspection is likely to be something else than thorough. [As Deputy Secretary (Inspection), I had found this very difficulty]. Soon, therefore, the old system more or less came into vogue again.

165. In conclusion, the work of one district office with the available staff does not lend to the functioning of a proper O. & M. section. We have not got at that level persons with wide experience or study who could help organise the work. What we really need is simply a group of conscientious workers who would look to the execution of procedure. The improvement in the machinery itself is the job of the Head of the Office himself.

(b)

166. As touched upon in paragraph 57 above, the set-up of various units was a major plank in the re-organisation of this office. With the introduction of an Aval-Karkun between a gazetted officer and a clerk, office papers started going from the compilation clerk through Aval-Karkun, through Head of the branch, through Personal Assistant to the Collector. Many middlemen only contribute to more delay and less responsibility. Delay is caused by the fact that there is one more person to note, one more to ask queries and one more through whom the papers pass on the downward journey. The diminution of responsibility is obvious as there is one more person to share the blame.

167. The Aval-Karkun was supposed not only to supervise but also to deal with two important cases. Later he was asked to deal with all the Government references of his unit himself (i.e., naturally received from or going to Government). Such a position is not tenable as it entails not only a "high supervision ratio but also affects the Superintendent's capacity in respect of his primary functions of general supervision". Thus, the head of the unit who was supposed to supervise as well as do some primary work was in a position in which his capacity to do either efficiently was affected. Incidentally, as the work was distributed not only equally among the clerks but also equally among the units, homogeneity had to be sacrificed. To me it appears that if a person deals with homogeneous subjects, the strain on him is much less than what it would be if he were to deal with heterogeneous subjects. Of course, if a man has not got full-time work and if any allied subject is not possible to

be given to him, then he has to be given a subject which is available. It is difficult to appreciate, however, giving "waste lands" to Head Clerk instead of to Chitnis who deals with all other land matters and giving "Education", "P. W. D.", "Local Bodies" to Chitnis instead of to Head Clerk (Collector's Circular, No. ADM. 672, dated 12th August 1954). The point is not so much of theoretical or material importance as of practical consequence.

## (c)

168. Await Registers had practically the same look as the Special Registers except that they were maintained clerk-wise and not compilation-wise. A Special Register is mainly supposed to include all the movements of a case at one place. So did an Await Register. The advantage was that a clerk could write all his await cases at one place instead of in two or three registers. This however, immediately led to difficulties in other directions. First of all, the old Special Registers were used in tracing the cases filed in Record Rooms because they showed the date of filing and the period of preservation thereby indicating the bundle in which the file could be found (files were arranged according to the years of destruction). The Special Register also contained cases of similar nature with the result that the period of their preservation was also the same in many cases and naturally they were also recorded in one place. With the Await Registers, things changed. In Nasik District, the records were ordered to be arranged according to ferists prepared annually of the files lodged in the record room. This meant that *inter alia* if at a future date one has to trace a certain file from its number, then it would not be possible straight to go to any register; but one would have to find out which clerk was dealing with the file. Then he would have to trace his Await Register or work-sheet register (because the case may not have gone through Await Register at all). This would lead to the year of filing and so to the ferist and lastly to the bundle and case.

169. It was my desire to keep this discussion at the level of the merits of the system only but an article in the Indian Institute of Public Administration Journal suggests that the system was successful; and not to study this success would be equivalent to ignoring an important aspect. The claim is based on two sets of figures: (1) number of await cases month by month, and (2) number of cases pending in office for over a fortnight, month by month.

170. It would be presumptuous to say in the analysis of a system introduced for better efficiency that the figures quoted are doubtful; but indeed the successor of the Collector who introduced the scheme has actually done so. Not only this, he has given different sets of figures. Both the sets are given in Appendix D-1. These figures vary widely, particularly after August 1955; but this is the

very period during which the improvement is claimed. It is not possible to go through the claims and counter-claims of these two figures but even a break-up of the earlier figures in Appendix D-2 shows that they could not be all-right, e.g., it has been stated that 245 cases (less than a month old) were awaiting final disposal at the end of November 1955. In December, one can expect that some of these might have been disposed of but certainly no additional case can be more than one month old at the end of December. Yet, the number of cases more than one month old but less than 2 months old is given as 263. This is not an isolated case, for :—

Less than one month.	More than one month but less than 2 months.	More than two months but less than 3 months.
(Sept. 1953) 458	(Oct. 1953) 612	
(July 1954) 466	(Aug. 1954) 484	
(Nov. 1955) 245	(Dec. 1955) 263	
	(Dec. 1953) 325	(Jan. 1954) 340
	(May 1954) 294	(June 1954) 320
	(July 1954) 369	(Aug. 1954) 382
	(Mar. 1956) 146	(April 1956) 160
	(May 1956) 159	(June 1956) 194
All more than 2 months.		All more than 3 months.
(March 1956) 187		(April 1956) 218
(May 1956) 241		(June 1956) 263

The above inconsistencies in figures of 10 months out of 36 have been found not by study of the original figures but only by a perusal of the figures given. Secondly, the discrepancies are not only of the order of what the above figures show, as we are presuming that not a single case of one type or another was disposed of in the relevant months. Even without, therefore, going into the merits of this set of figures, one may be excused from concluding that the figures taken to prove the improvement do not indicate the correct position.

Let us presume, however, that the figures in Appendix D-2 are correct. An argument has been put forth that because the number of such await cases was less at the end of July 1956, as compared with that at the end of August 1954, the system must be concluded to have achieved success. The comparison of figures alone on two specific dates would not be a correct criterion. If it were so, one can point out that the number of cases at the end of March 1954 was lower than the number at the end of March 1955. Would then

one conclude that the position prior to re-organisation was definitely better than after it? I should not think so. The peaks and the dips of the graphs are due to various reasons. If such a graph is to be used, it should be to see whether there is a trend towards improvement; and if there is, then whether it is attributable to the particular changes. The figures given in column 2, do not show any material improvement for nearly a year. Secondly, the post-August 1955 figures are the very figures which are widely disputed. One feels, therefore, that the reason may have to be sought in the changes, if any, made during August 1955 or nearby. Lastly, the trend of the "await" graph for the re-organised branches is practically the same as is for a non-organised branch like Accounts Branch. The trend of the graph for the months of 1953-54 is also not different.

In short :

- (i) the obvious inconsistencies in "await" figures of 10 months out of 36 ;
- (ii) the different sets of figures given by the successor ;
- (iii) the absence of immediate effects on the figures in the months following August 1954 ; and
- (iv) the comparable trends of the await graphs concerning :
  - (a) the office prior to re-organisation (1953-54) ;
  - (b) the branches which went re-organisation (1954-56) ; and
  - (c) the branches which did not undergo re-organisation (1954-55) ;

do not lead one to a conclusion that the changes made in August 1954 led to the improvement.

171. The next graph to be considered is the graph of cases pending in Collector's office for over a fortnight. Here again, the successor has disputed most of the figures, particularly those after August 1955 (numbers of pending cases over a fortnight were 6, 6, 10, 11 in four successive months according to Col. 2). Presuming, however, for the sake of argument that the figures are correct, we may endeavour to assess their results. First thing which strikes one is that "disposal" was taken by clerks as 'putting up' and, therefore, a case could go on circulating in office but be shown as disposed of in the work sheets. It has been said that 'disposal' was equivalent to 'action by the office'. But that statement is not supported by circulars issued in connection with re-organisation or by practice. There is no definition of the word "disposal" in the papers made available to me and, therefore, the definition earlier attached to that word must be considered to have remained unaltered. The earlier definition was in Government Circular, Revenue Department, No. 1143/39, dated the 15th September 1939: "The date of disposal should be entered immediately after submission of a case.....The arrears' lists are intended to show the state of work with each clerk". Not only

this, even the use of the word in the circulars issued with regard to re-organisation in Nasik district is consistent with the use in Government circular quoted above, e.g. "It is noticed that the clerks attend to routine work on the last working day of the week instead of disposing of the cases pending over a fortnight (6th September 1954)". Then again, "The main object of weekly abstracts is to give an exact idea of the cases actually disposed of by the clerks". The circular of 10th April 1955 states : "Collector considers that efficiency of a clerk will be judged by chronological disposal of cases not keeping references without action over a fortnight....." The Circular of 24th August 1955 reiterates the same meaning : "The only function of the *pro forma* of the arrears is to indicate the quantity of the work turned out by the clerk and the possession of arrears. If it is noticed from column 10 that the clerk has kept cases pending over a fortnight his explanation will be called for keeping arrears and for not disposing such cases even on Saturdays". All these circulars do not leave any doubt in mind that the disposal was understood at that time as putting up the cases by the clerks or action by the clerks. Arrears' lists reflected the cases pending with the clerk without action. Even in actual practice, it was seen that the date of disposal in work sheet coincided with the date of the case leaving the clerk. Secondly, one of the difficulties has been that the registers were not maintained by persons other than those whose work was being checked. True, receipts were entered in a large number of cases (exception : compilations of work-sheet-clerk) by a person who was not actually dealing with the cases but the fact remains that the most important entries, namely, those with regard to disposal, were made by the compilation clerks themselves.

Lastly, a graph of total pending cases would be a better criterion than one of cases pending only over a fortnight. The break-up by a clerk of his papers is generally less dependable unless independently checked. Both the graphs, namely, of cases pending over a fortnight and of total number of pending cases, show no particular change between 1953-54 and 1954-55. Here again, the improvement is noticeable at the end of nearly a year after the introduction of the re-organisation. The question, as before, then arises is, is this change due to some reason which occurred in August 1955 ? In that month, it was ordered that non-actionable cases should not be accounted for in the weekly abstracts. This can be an explanation of the fall in figures of pending cases after August 1955. Such non-actionables come roughly to 36 per cent. Even taking the fall at 33 1/3 per cent., if the actual graph is adjusted, then we find that the receipts are at the same level and so are the pending cases. It may be possibly argued that the graph should not be corrected in the same proportion because some of the cases would have been disposed of expeditiously. The fact, however, that the disposal was exactly chronological would not lend support to such a contention.

In short :

- (i) the widely different set of figures given by the successor ;
  - (ii) the equivalence of disposed of cases with put up cases ;
  - (iii) the absence of independent check in compilation of these figures ;
  - (iv) the absence of immediate effect on the graph after August 1954 ; and
  - (v) the fall of figures after August 1955 coinciding with the exclusion of non-actionable cases,
- do not lead one to a conclusion that there was an improvement in pending cases due to the changes made in August 1954.

172. These changes were sought to be introduced in five other districts. No reports are available with O. & M. (Sachivalaya) about their working. Visits to two or three districts showed that the system was not fully introduced. To judge, however, the effects of a system not closely watched by an officer and not completely understood by subordinates would be unfair. Actually, a sample check in Nasik office in April 1957 showed that work sheets were not correctly filled in, weekly abstracts did not tally with work sheets and even the closing balances for one period did not tally with the opening balance for the next. The clerks were not able to justify the figures given by them. A study (of old and new cases) showed that it took on average one month for receipts to reach the Collector on one journey. There were many cases pending in office for months and some cases were found in await unattended (without reminders) for over a year. The tapal took four days on average to reach from Head Clerk to work sheet clerk and an approved O/c got despatched after 10 days on average. As regards Await Registers, 8 out of 10 cases specially examined were not found entered. A short check on the correctness and completeness of those registers showed 600 incomplete and 40 incorrect entries. Many of the delays were not only by clerks but also by officers. No check was discernible on their work. These figures are given to show that an attempt was made to ascertain the working in an office subject to such re-organisation. As, however, the figures would reflect not only the results of the system but also the drawbacks of the personnel, I am not stressing them.

## "B"

### Madhya Pradesh System

173. Apart from the minor differences between the C. P. and Berar districts, the whole procedure rests on the Superintendent. He is, however, not only responsible for procedure but he is also supposed to look after establishment compilation, daftar inspections, general supervision over noting and referencing, scrutiny of important cases, Assembly questions, indents, library, eliminations of records and so on. So much is expected that so little is actually done.

174. This procedure seems to have been designed for offices which mostly worked in Court-style and dealt with few correspondences. It will not be possible, as stated in paragraph 151, to do justice here to all aspects. We can, however, consider movement of papers alone. A Superintendent is supposed to open the letters, pass orders with regard to the letters to be registered, send all important letters to record keeper and others to clerks themselves. The Record Keeper then enters all receipts in one Transit Register and those marked 'R' in the Correspondence Register. One Correspondence Register is supposed to be maintained for the whole office and it shows (like Special Registers) movements in and out of the cases entered therein. The noting hands put up cases through Head Assistant, Superintendent or Assistant Superintendent and officer in charge. Clerks are not expected to maintain any work sheets or equivalent registers. When the "registered" cases are disposed of fair copies are sent to despatch through Record Keeper for entries in Correspondence Register. Reminders are issued only with the approval of Collector or his Assistant.

175. Actually, the procedure is not followed in the two districts specially examined. In this procedure the classification of tapal into important and unimportant is left to the Superintendent. The cases which should be omitted from the Correspondence Register are laid down but they exclude some important ones, e.g. "any correspondence between the Deputy Commissioner (i.e., Collector)...and other Departmental Officers". Cases once entered in Transit Register rest there. The Correspondence Register is supposed to be used for preparing monthly lists of registered cases not finally disposed of but the list is hardly ever prepared. Even when prepared, its utility can be great only if the entries (in an ordinary Collector's office, they run over 1,000) are arranged according to the clerks dealing with them and according to subordinate offices with whom they are pending.

176. Only looking to the control on papers, therefore, in this system :—

(i) there is hardly any check on receipts except those entered in Correspondence Register ;

(ii) many important correspondences are not entered in this Register ;

(iii) the monthly lists are not supposed to be according to the subordinate office with whom they are pending or according to the clerks dealing with them ;

(iv) no work sheets are prescribed and consequently no proper lists of weekly pending cases with the clerks are possible. Neither work-load nor arrears can be quickly checked up ;

(v) there is no control on movement of papers in the Office ; and so delays go unnoticed ;



(vi) the issue of fair copies in registered cases are delayed as they have to pass through the Record Keeper; and

(vii) reminders are to be issued only with the approval of Deputy Commissioner or his Assistant. So, either they are rarely issued or add to the work of many persons.

With inadequate registration, with little control over the movement within the office, with no periodical arrears' lists of cases pending with the Officers or with subordinate offices without proper control over delays, the position of papers in an office was generally unknown. A unified compact system is, therefore, very much called for.

## “ C ”

### Hyderabad System

177. The Hyderabad System is really modelled after Madras pattern and covers many points provided for in the procedure recommended in this Report. Some of the drawbacks pertaining to the movement of papers can only be enumerated :—

(i) Correspondences to be conducted in original were not to be entered in the Distribution Register ;

(ii) all movements of a case in an office were not controlled ; so it would be difficult to know whether a case is with a clerk or with an officer ;

(iii) clerks were supposed to receive papers in the presence of Peshkars so that every time distribution was made the time of Peshkar as well of clerk was spent ;

(iv) the despach clerk was supposed to make entries with respect to N disposals in the registers kept by Muntajim. That means he had to go from Branch to Branch doing this ;

(v) repetitions of various details of entries in Personal Register as compared to Distribution Register increased the work of compilation clerks ;

(vi) mere preparation of monthly abstracts by clerks did not admit of verification without adequate details which were not provided for ;

(vii) though it was laid down that monthly abstracts of cases undisposed of for over three months should be prepared in a running style this could not have been possible because the explanations for delays which comprised an important information would differ month to month ;

(viii) it was not immediately possible to know the time taken for over-all disposal of cases.

### Suggestion

178. In the above analysis, I have definitely refrained from referring to the ill-effects arising out of the individual defects such as not maintaining registers correctly, not bringing out weekly abstracts properly, not putting up pending cases regularly, etc. I have restricted only to the drawbacks of the systems. From this point of view, the objectives to be achieved in any procedure are : (1) maintenance of a complete and impartial check over : (a) every communication from receipt to all stages of disposal ; and (b) every communication started in the office itself ; (2) cutting down delays ; (3) relieving productive workers of the procedural work as far as possible ; (4) assessment of arrears ; (5) assessment of the total period required for final disposal ; and (6) equitable distribution of work.

179. The outline of a detailed procedure is attached as a supplement. Only when one tries to work out Anderson's Procedure or any other procedure in minute details, one can see the advantages of this.

180. Impartiality is introduced by the creation of a Registry Section which also takes away much of the procedural work of the noting hands. Watch number gives identity to a case, checks on the over-all time for final disposal, serves as an independent check on await cases and serves as a link with the record room. A Movement Sheet is introduced to serve the purpose of the present Docket Sheet and Index Slip. It is also useful as a delay-exposer and a separator. The delays by the Heads of Branches are also controlled. Minimising the intermediaries, checking the back references, imposing time limits for pending cases and for over-all disposal, tightening control over compilation clerk and subordinate officers, together with small improvements here and there help a long way. The work in record room is also simplified. Fixation of responsibility is easier. The procedure seeks to maintain the advantages of the Anderson system with minimum labour, with greater impartiality and with new elements to control the movement of files. The ratio of non-productive workers to productive is kept low. The procedure has to be considered as a compact whole and, therefore, I refrain from giving more details here.

181. I would only add some results of a practical check up of an office where it was worked for about 8 months. Twice there were misplacement of papers. Once it was due to mischief and second time due to carelessness. Detection was quick and fixation of responsibility easy. Secondly, the correct information about the position of papers could be obtained on any day without the help of noting clerks and this was proved when a Government reference had to be replied even though the Office was away on inspection. Thirdly, random checks taken twice showed that on average, the tapal was

received by the compilation clerks on the same day, the compilation clerks put up papers within two days, the movement from receipt to approval of office copies took about 6·2 days while the time taken for typing and despatch came to about 1·7. The average time, therefore, taken for disposal (i.e. disposal by the office and not simply putting up by the clerk) came to about 7·9 days, "including Sundays". There was a complete control over cases sent to other offices and this led to the over-all control over cases. Lastly, the percentage of non-productive workers to the total number of workers came to 16.

### **Record Room**

182. This subject has been dealt with in the Procedure itself. It is only thought proper to indicate that the present state of record rooms in most of the offices is indeed very confusing. (I am avoiding the word 'chaotic'). There is hardly any index and the mistakes in classification, non-weeding of files, premature filing are only some of the common defects. One of the causes for such a state of affairs is practically the same as when Anderson introduced ABCD lists, namely, absence of a responsible person in charge of the record room. Somehow, then, as well as now, the worst clerks get selected for this work. It is intended now that the Record Keeper will be saved the work with regard to Docket Sheets or preparation of indices. The simplified work, therefore, together with the insistence that an experienced Record Keeper may be appointed for the record room should improve matters. Our record rooms are indeed dusty closed rooms. The people appointed to a job of a Record Keeper or Assistant Record Keeper need to be compensated for the unhealthy conditions in which they work and I would suggest a special pay of Rs. 10.

## CHAPTER VII

### PERSONNEL

183. Desire to exact adequate work presupposes reasonable conditions of service and satisfactory conditions of work.

#### Cadres and Grades

184. At present, there is one grade for Assistant Talatis, two for Talatis, two for Circle Inspectors, one for clerks, two for Aval-Karkuns, one for Mahalkaris, three for Mamlatdars and two for Deputy Collectors. A number of cadres and a number of grades create innumerable problems. I am not sure that they are compensated by equally weighty benefits. It appears essential, therefore, to me that the number of cadres and number of grades should be kept to the minimum. Talking about the non-gazetted cadres,—three (Talatis, Clerks and Aval-Karkuns) should suffice and there need not be more grades than one for each cadre. This implies that all Circle Inspectors, if continued, would be put in the clerical cadre; and that the Assistant Talatis' cadre would be abolished. It has been recommended elsewhere that all Circle Inspectors' posts should be converted into Circle Officers'. As for Mahalkaris' posts, many times reverted Mamlatdars are appointed to these posts merely out of pity than out of administrative desirability. It is very easy to say that a Mamlatdar, reverted because of his administrative incompetence, should not be appointed as a Mahalkari but in practice rarely indeed has he been kept out of Mahalkariship. Even otherwise it would be incorrect to say that an incompetent Mamlatdar can work as a Mahalkari in a sedentary post. Had it been so, one would wonder whether he was tried as a Head Clerk or Chitnis. A man who is not fit to be in a post in Mamlatdar's grade (whether executive or sedentary) is not fit to be a Mahalkari. With this proviso, the Mahalkaris' cadre may continue.

185. There appears to be a widespread dissatisfaction about the posts of attendants. For the money offered, one cannot expect them to be competent or very honest. As they are practically doing the same job which a peon does and in the same place, the propriety of paying them less emoluments is indeed questionable. I would recommend abolition of this cadre. Of course this does not necessarily imply replacement of attendants by peons, for in some cases they appear to be unnecessary. For example, I am not convinced that Circle Inspectors or Circle Officers really need peons. A Circle Inspector is supposed to need a peon to carry his record or to contact local people. His record is, however, not at all heavy and the contact can be established with the help of Inferior Village Servants. In rare instances, if any manual labour is to be done, daily labourers can be employed.

186. At present, peons are being borne on sub-divisional cadre and naturally sometimes, they are transferred from taluka to taluka. This indeed creates a problem for these low-paid Government servants. I would suggest, therefore, that unless it is a matter of some special promotion or of punishment, the peons should be borne on taluka cadres and should not be transferable outside talukas. Maintenance of two establishments is definitely a very heavy demand on a peon's meagre purse.

187. Similar considerations prevail in the case of talatis; but naturally a similar solution will not do. For reasons discussed elsewhere, it is being recommended that the talatis' cadre should be a district cadre. At the same time, to meet the argument about heavy expenses due to constant transfers and maintenance of two establishments, a certain number of talatis should be allotted to a certain taluka for 8 to 10 years during which time they will be transferable only within the taluka.

### **Recruitment (Clerks)**

188. Some years ago, aspirants to a clerk's post were appointed as candidates who used to do the copying work and get fees for it. These fees varied from month to month but on the whole the income was satisfactory. A candidate therefore stuck on and learnt his job by experience either by reading books, looking through papers or officiating in a leave vacancy. Later on, he was absorbed in Revenue Department. With the abolition of controls, quite some personnel had to be absorbed from the Civil Supplies Department and the candidate system went out of vogue. The conditions also became rather difficult and no person was willing to work as a candidate on an undefined remuneration accruing from copying fees in anticipation of a job. Now, a list is maintained of temporary Government servants appointed after interviewing the candidates sent by the Employment Exchange. The seniority in this list is arranged according to the pay (which initially depends on whether the clerk is a graduate or a matriculate). The clerk is supposed to pass Sub-Service Departmental Examination in four years and is not given more than three chances except in special circumstances. After Sub-Service Departmental Examination, a confirmed clerk gets permission to appear for the Revenue Qualifying Examination after five years' service if he is a graduate and seven years' if he is a matriculate. This gives him an entry into the Aval-Karkun's cadre which is followed by confirmation in due course. The seniority among Aval-Karkuns till 1952 was decided on the seniority in the clerks' list but since then the date of passing the Revenue Qualifying Examination has been taken as the date of seniority. Confirmation in Aval-Karkun's grade is a necessary condition before a person can be considered for the select list of Aval-Karkuns fit for Mamlatdars.

189. A suggestion is sometimes made that there should be common recruitment for all the clerical cadres in the various district offices e.g., those of Collectors, District Superintendents of Police, Executive Engineers and so on. Common recruitment for posts which have got the same scales of pay, similar responsibility and similar prospects is justifiable. Even presuming that the pay-scales are evened out, the responsibilities and prospects in Revenue Department differ very widely from those obtainable in other departments. At present, a fairly efficient revenue clerk is a prospective Deputy Collector if not a Collector, an important position in general administration. This is possible because of his generally high calibre and experience in subordinate stations. Such is not the case in other departments. There, a clerk can at most become a Head Clerk and stop there. Again, the experience gained is not of such a nature which can really warrant inter-departmental transfers at a later stage. It is obvious, therefore, that the clerical recruitment in Revenue Department must be kept separate from that in other departments.

190. The present minimum qualification, for a clerk's post namely, S. S. C. with knowledge of typing, may be continued with a proviso that he should also possess a fair knowledge of English. When English is definitely and completely substituted by Hindi, the matters would be different. For the present, a clerk in the Collector's office will have to correspond in English and clerks in other offices will at least have to understand with all the nuances the Government Resolutions, Circulars, Memoranda and letters which are issued in that language. Knowledge of English, therefore, appears to be essential. Having then laid down the minimum qualifications as S. S. C. with the knowledge of English and typing, I would not like to suggest any proportion for graduates or non-graduates. That would be giving undue importance to college education which only a few lucky ones are able to afford. Uptill now, this importance was seen not only at the time of recruitment but also in fixation of pays, seniority, permission for appearing at the Revenue Qualifying Examination, etc. Recruitment should be open to all those who deserve it. (Government of India have also taken a decision that a University degree is no longer necessary for clerical, Central Class III and State subordinate non-clerical services).

191. The Recruitment Committee for clerks should consist of the Collector as Chairman, all Prant Officers and the Collector's Personal Assistant (acting as Member-Secretary). To start with, the Collector's office should be able to calculate fairly accurately, the number of vacancies likely to arise in the next Calendar year (not forgetting the temporary posts likely to be created). The quota of the year then would be this number increased by 20 per cent. The local Employment Exchange then should be approached

by the end of July, with a request to ask four times the number of "qualified" candidates required to fill in the application forms. These candidates will have to abide by conditions of service including probation and also agree to be appointed anywhere in the district. It is not really necessary to depend on Exchanges alone as Political and Services Department Circular No. 9530/34, dated 1st April 1950, requires recruitment through the Exchange only if the recruitment is not competitive. Simultaneously, therefore, an advertisement may be issued in all the local newspapers calling for applications before 1st August, giving the terms and conditions of recruitment and service. As and when applications come, all qualified candidates can be informed about the date of the written tests in the second fortnight of August. The question paper should test them in organised thinking, logical expression and general knowledge. The written test could be held at taluka headquarters to save persons from undertaking long journeys. The answer papers can go to examiners direct from the centres and the results should be available by 15th September. Candidates successful in the written test should be called to appear for *viva voce* before the Committee in the last week of September. The results should be out by the first week of October, and the successful candidates should be asked to report for training at the commencement of Diwali vacation. (This programme helps us to make use of local Schools, hostels and premises but if some other accommodation is available the adherence to these dates may not be strictly necessary). Before the training starts, the selected candidates will have to give undertaking that : (i) after successful completion of the course, they will serve Government for at least five years ; and (ii) in case they resign earlier or fail to pass the examination at the end of the training, they will refund all the stipend money (with interest in case of resignation).

192. It has been sometimes suggested that instead of the normal *viva voce* Examination there should be elaborate psychological tests. First of all, we have not got the machinery for this purpose ; and secondly, tests carried out in the United Kingdom show that *viva voce* results do not differ materially from such psychological tests. I think we may accept this conclusion.

193. With great hesitation do I now refer to the reservation of posts for Backward Classes. Article 16 of the Constitution emphasizes that there shall be equality of opportunity for all citizens in the matters relating to employment under the State but does not prevent the State from making provision for reservation of posts in favour of Backward Class persons. Under this enabling provision, Government has decided that 22 per cent. of Class III posts and 27 per cent. of Class IV posts should be reserved. While talking of the efficiency of the administration, the effect of recruitment on considerations other than the best available talent needs to be borne in mind.

## Training

194. Due to war conditions and absorption of the Civil Supplies Department personnel (many of whom could not have entered Government service in the normal course), the standard of the clerical service has deteriorated. The candidate system also broke down and the raw recruits were harnessed to work without any training (App. E) and without any traditions. The sense of responsibility disappeared, and now for over 15 years, work has started being looked upon more as a task than a pleasurable occupation. The general easy control helped the undesirable elements to occupy high positions. Whenever work could not be coped with, an officer started asking for more and more staff (which was obviously untrained) and this only increased the inefficiency. The effective clerical strength became negligible. The pay also did not keep pace with the living conditions and the procedure (the very back-bone on which the structure of an office rests) nearly collapsed. "New" posts were also created during this period and had to be manned by whatever senior persons as were available. The normal strength depleted more. The result to-day is that though there is sufficient staff the quality of the work is poor. So, the first essential is proper training.

195. Having seen the necessity of training, the question remains where, when, and by whom it should be given. Granting that there are likely to be in the present-day circumstances about 20 to 25 recruits per district every year, the annual divisional recruitment would come to about 200. First of all, a mere theoretical training is not of much avail. Secondly, to run this class of 200 persons in lot or in instalments would create problems of building and residence for the trainees. Thirdly, unless the training is continued for the whole year, the appointment and transfer of the "trainer" will create some more problems. Fourthly, similar arrangements will have to be made with regard to the training of talatis.

196. There however appears to be greater advantage in imparting this training at district headquarters. First of all, the trainees would be about 20 to 25. (A similar number possibly for talatis). One Officer in the Mamlatdar's grade would be sufficient to impart the necessary knowledge. The trainees who will mostly be the people of the district would be able to arrange for their own accommodation. In the alternative, I would prefer that a school hostel be used for this purpose. The training should start on the day schools close for Diwali vacation. It should be round-the-clock intensive training till the schools reopen. Its first theoretical course will cover Land Revenue Code, Land Revenue Rules, Revenue Accounts Manual, Government Service Conduct and Appeal Rules, and Procedure. After the vacation is over, these candidates would be attached to the various Mamlatdars' offices where they will be put through a course of practical training by being attached to Aval-Karkuns or clerks. By the end of April or just before the summer



vacation, they should be ready for another dose in theoretical training and examination at the end of it. The examination will be held in all the subjects which are now prescribed for the Sub-Service Department Examination, drafting, typing, and public relations. When Standing Order Files (See paragraph 94) are out, a general study of them will also form a part of the curriculum. The candidates may get a stipend of Rs. 50 per mensem (if all the expenses of the camp are not borne by Government). The rank in the examination will decide the seniority.

197. These arrangements would be advantageous because both the recruits will get intensive training. Secondly, they will be sitting at a headquarters which is not alien to them. Thirdly, there will be no difficulty about buildings and accommodation as we make use of schools and hostels during vacations. Fourthly, it is easy to send these candidates for practical training to their own talukas and bring them back for a second theoretical course. Fifthly, the same Mamlatdar will be utilised for in-service training during other months (as will appear later on in this Chapter).

198. The training will aim not only at the academic proficiency, the "how" of a job, but also at the "why" of it. Understanding and study of the principles behind a Government action gives a common approach to the problems. If a clerk not only knows what to do on a tagavi application but also why to do it, he gets to think about his job and thereby not only the letter but the spirit too is observed. The objectives are not forgotten and even if there arise circumstances not covered by sections or rules, the instinct does not go wrong. Secondly, the training should also encourage love of knowledge, devotion to duty, a habit of pursuing a subject logically and practically, and cultivation of normal moral virtues like truthfulness, honesty, self-control, adjustability and prudence. After the candidate passes the Sub-Service Examination, he will be appointed as a clerk on probation for one year. If a candidate fails, he will be required to pay all the stipend money back to Government. He may be allowed to appear at the next examination only at his own expense. The above procedure at the cost of six months' stipend and a part-time Mamlatdar will produce clerks possessing knowledge which would be equivalent to that of a clerk today after two to four years' standing on full pay.

### Recruitment (Talatis)

199. All the remarks in the case of clerks can apply to talatis *mutatis mutandis*. To-day, senior Talatis are promoted to Circle Inspectors' posts and some of these Circle Inspectors become Circle Officers (in Aval Karkun's cadre). The proportion of Circle Inspectors to Aval Karkuns in Circle Officers' cadre is 7 : 33. It is being suggested elsewhere that the Circle Inspectors' cadre should be abolished. In that case, talatis can be allowed to appear for the clerk's

Sub-Service Departmental Examination or the Revenue Qualifying Examination in regional languages and thus qualify for a clerk's or a Circle Officer's post.

200. The minimum qualification for a talati's post is Vernacular Final and this may be retained though there is of course no bar for better qualified persons applying for the posts. At present, the talatis' cadre is considered a sub-divisional cadre but for reasons stated elsewhere this may be a district cadre, with definite allocations to talukas.

201. The Recruitment Committee should consist of the seniormost Deputy Collector as the Chairman, one other Deputy Collector and Branch Head for establishment in Collector's office (Member-Secretary). When the cadres of talatis and Village Panchayat Secretaries are combined, the Vice-Chairman of District Village Panchayat Mandal and the Village Panchayat Officer may also be members of the Recruitment Committee. The training of six months should be divided between the class room and the field work. The final examination will be in all the subjects which are now prescribed for the Sub-Service Examination of talatis and Village Panchayat Secretaries, together with precis and public relations. The stipend may be Rs. 30, or all the expenses of training may be borne by Government.

### Recruitment (Mamlatdars)

202. There have been two schools of thought: one believing in the worth of promoted clerks and the other equally vehemently stressing the importance of direct recruits. There is no doubt that a direct recruit does not have the restricted outlook which a clerk gets by his being less qualified and by his being docile as a clerk for nearly 15 years. Such a person is not supposed to have that initiative and dash which a young direct recruit would show. Against this, however, can be marshalled the following reasons in favour of promotion from the ranks. The first is that in India everybody does not get a chance to receive higher education and this inequality is levelled by facilities of promotion. Secondly, even among clerks there would be persons who would be working so well and so conscientiously that they would deserve encouragement. Thirdly, every Mamlatdar's job does not require leadership and even sound practical experience is of immense value and it need not be discarded lightly. There is truth in both the contentions and I think it would be fair to have 50 per cent. of vacancies in Mamlatdar's cadre filled in by direct recruitment and 50 per cent. by promotion. The present training given to direct recruits is quite adequate.

203. We might consider here the advantages and disadvantages of direct recruitment to Aval-Karkun's and to Deputy Collector's posts. Personally, I am not in favour of direct recruitment at every

stage. One hears of instances of persons who were rejected as Mamlatdars but were selected as Deputy Collectors. This obviously creates an embarrassing situation. Secondly, for every direct recruit there should generally be two stages of promotion. A clerk should legitimately expect to become an Aval-Karkun if he is average, Mamlatdar if he is good enough and Deputy Collector if he is really good. A directly recruited Mamlatdar can expect to become a Deputy Collector if he is good and Collector if he is really good. The instances of Mamlatdars becoming a Collector may, however, be very very rare because the Head of the District carries administrative responsibility of far greater importance than any body subordinate to him. It is suggested that ordinarily a clerk may expect to become an Aval-Karkun before he is 30 and a Mamlatdar before 40. A "direct" Mamlatdar may expect to become Deputy Collector between 35 and 40. The last promotion, if at all, one may expect at 50. Thirdly, direct recruitment of Deputy Collectors would naturally result in most of them being promoted as district heads at a fairly young age thereby decreasing the ratio of the directly recruited I.A.S. to others. This I am unable to recommend. A fairly good balance can, therefore, be maintained if the examinations and promotions are so ordered that the recruitment does not overlap and every recruit has got sufficient prospects at the right age. (Heavy demand on Revenue Department by other Departments only depletes the strength of the trained personnel and is likely to result in large scale direct recruitment. For reasons considered elsewhere this is not desirable. It would be more appropriate for the departments concerned to create suitable cadres of their own than to draw on the already weakened Revenue Department).

204. The very recent creation of a number of Mamlatdars' posts has, I believe, given rise to an apprehension that raw hands are becoming taluka officers. In a way it is true. The fear lies in the fact that those persons who are becoming Mamlatdars now were recruited during a period when the recruitment rules were not strict and when the War was on. Clerks became Aval-Karkuns without proper experience, sometimes by doing mere despatch clerks' and typists' jobs. These very persons without the basic knowledge are now becoming or are due to become Mamlatdars. Secondly, a fair number of the persons who came from the merged areas in 1948. could not settle down quickly. Another reason is the fact that there has been actually no direct recruitment. This is sought to be remedied. Very little can be done for those persons who have risen to high positions. When they are found unfit, they should not be kept on grounds of sympathy. I would not, however, recommend at this stage any lateral recruitment in general, firstly, because it is not likely that our present pay-scales will attract proper staff and secondly because even the outside recruitment which

will take sometime to settle down, will not be very useful for immediate results. Theoretically, administrative experience in other fields may come in useful but we may also be recruiting people who have failed in other walks of life and whose adjustability and resilience may be in doubt. At present it is better to concentrate on direct recruitment in easy stages and weed out the unfit at the earliest opportunity.

### Pay (General)

205. Government expects and rightly expects that "not only fear but a sense of duty should animate a Government servant to perform not only the minimum necessary but the most and the best he is capable of, even to the point of quiet sacrifice and heroism." This sacrifice will not receive publicity and the heroism will not get public acclaim. It is all the more important, therefore, that those in authority should recognise it and encourage it. Humans can be fired with enthusiasm for duty only when their minimum interests are guarded.

206. A Government servant accepts the pay-scales when he joins service but if circumstances change after his entry and if even the minimum needs of a Government servant are not satisfied, he may not be able to resist continuously the pressure of circumstances. These lapses are due to a weak mind; but then low pays and inadequate salaries may make a weak mind weaker. It is undisputed that Government "should pay so much and so much only as is necessary to obtain recruits of the right standard and maintain them in such a degree of comfort and dignity as will shield them from temptation and keep them efficient for the term of their service". This obviously implies that the pay-scales should be comparable with those obtaining elsewhere allowing for the security of service and other allowances.

207. The mofussil scales of pay are :—

Assistant Talatis	...	Rs. 35—1—50.
Talatis	Upper Grade ...	Rs. 46—3—85.
	Lower Grade ...	Rs. 40—1—50—2—60.
Circle Inspector	Grade I ...	Rs. 85—4—125—5—140.
	Grade II ...	Rs. 46—3—85—EB.—4—125—5—130.
Clerks	...	Rs. 46—3—85—EB.—4—125—5—130.
Aval-Karkuns & Circle Officers.	Grade I ...	Rs. 100—8—140.
	Grade II ..	Rs. 100—8—140—10—170.
Mahalkari	...	Rs. 160—10—230.
Mamlatdar	Selection Grade ...	Rs. 420—20—500.
	First Grade ...	Rs. 340—15—400.
	Second Grade ...	Rs. 250—15—325.
Deputy Collector	Grade I ...	Rs. 695—45—875.
	Grade II ...	Rs. 350—30—500—EB.—30—650.

### Clerks

208. Government expects private employers to take into consideration the cost of living while fixing the emoluments of their employees. In equity, the same criterion cannot be ignored by Government. It is indeed difficult to contend that Government servants are made of different stuff. A progressive Government cannot fail to accept in full the responsibility which it expects of enlightened employers. Otherwise, honesty and intelligence will get shy of Government service. Even the mill labourers in centres like Ahmedabad are earning emoluments to the tune of Rs. 110 per mensem or more. Apparently, education is at a particular discount. Leaving aside the private firms and factories, the Government of India scales are much superior to ours. The Postal Department clerical grade runs from Rs. 60—120 with Dearness Allowance of Rs. 55 while that of Income-tax runs from Rs. 60—130 with similar Dearness Allowance. Semi-Government Institutions like the State Bank of India and the Life Insurance Corporation pay a minimum salary of Rs. 73 and Rs. 75, respectively, and pay Rs. 50 or more as allowances or bonus. Even a clerk in Air-India at Bhuj seems to be in the scale of Rs. 70—122. The total emoluments of a newly joined clerk in various offices of other Government of India Departments and semi-Government departments comes to about Rs. 120. The staff, therefore, feels that on a comparative standard, they are very inadequately paid.

209. No wonder inadequate emoluments have reflected in the fields of recruitment. Very few graduates are attracted to the clerical service. Even after joining, resignations are not negligible. In Surat District alone 62 persons resigned in 1956 and 1957. To start with a clerk's budget, it will not be unreasonable to presume that as an adult he would require 12 oz. of cereals a day. Nor will it be unreasonable to allow him the luxury of marriage when he enters service. So, our first presumption should be that he has to feed two adults, not considering his parents and brothers and sisters and guests, whether dependent on him or not. It has been represented by the clerks that with the prevalent prices the minimum that one person needs is about Rs. 30 per month on food (two meals and two teas; inclusive cost of fuel) alone. Allowing for the house rent, clothes, occasional medicines and other miscellaneous expenditure, they reckon the minimum total needs of a family of two adults at Rs. 120 or so. There is no doubt that Government servants ought to be paid enough to satisfy their minimum needs. Pay-scales, however, is not a specific term of reference and exact recommendation would have to take into account matters unconnected with Revenue Department alone. Government no doubt, however, will like to take into consideration this above demand.

### *Aval-Karkuns*

210. All the observations apply *mutatis mutandis* in this case. A clerk should be able to get through the Revenue Qualifying Examination and become an Aval-Karkun after about 6 or 8 years' service. By this time he would have a couple of children and would feel responsible to feed an equivalent of 3 adults. Aval-Karkuns also feel that their position is correctly comparable with that of a Deputy Accountant who gets Rs. 140—10—200 apart from the Dearness Allowance. They also dispute that a Deputy Accountant's duties are more onerous and more responsible than those of an Aval-Karkun. Secondly, at present, the Aval-Karkun's scale only provides for 5 normal increments with the result that many reach the maximum and stay *there* for next 5 years or so. True there is a small percentage of posts which go up to Rs. 170 but they are very limited and by and large the Aval Karkuns are under a disadvantage. They, therefore, ask for 10 increments or so. The reasonableness or otherwise of these expectations will, no doubt, receive Government's utmost consideration.

### *Talatis*

211. At present, a talati starts at Rs. 40 and gets a Dearness Allowance of Rs. 40 i.e. only Rs. 80. He generally, it is said, requires about Rs. 100 in a village of which he is not a resident. This will also have to be borne in mind.

### *Circle Inspectors*

212. A recommendation has been made in an earlier Chapter to abolish these posts.

### *Mahalkaris*

213. The pay-scale of Mahalkari will need to be so fixed as to make it a little more attractive. At present, a Senior Aval-Karkun when he is appointed as a Mahalkari does not get any substantial rise. It has been suggested, therefore, some substantial guaranteed minimum increase may receive consideration.

### *Mamlatdars*

214. It is expected that a revenue subordinate would get a chance of working as a Mamlatdar roughly after about 17 to 20 years of service. One may easily expect him, therefore, to have a family of five. Secondly, his position is, it is claimed, comparable with that of a Junior Sub-Judge. (320 to 650). These points may be given due weight.

215. At present, there are three grades and the delay in confirmation has led to great discontent and resentment. The resentment is justifiable when one realises that persons who have officiated as Deputy Collectors for years are retiring only as confirmed Aval-Karkuns. It has been represented that the hardships can be removed by abolition of grades. Of course, in that case the running scale will have to be provided with two Efficiency Bars. A Mamlatdar is a high-

ranking officer in a taluka for all activities. The principle of abolition of grades has been particularly put forth after its application to Superintendents of the Secretariat; for they feel that the officers primarily responsible for the country's development with far greater responsibilities than those of a Superintendent deserve at least similar treatment.

#### *Deputy Collectors*

216. Deputy Collectors also have suggested abolition of grades. Secondly, these officers who are essentially touring officers have been finding great difficulty in getting accommodation at Rest Houses particularly because they are not Class I Officers. Officers like Educational Inspectors are declared as belonging to Class I. The grades of Class I Officers in Agriculture, Co-operation, Veterinary, Forest, Prohibition and Excise, Education and Medical Services run from Rs. 350. I strongly recommend that Deputy Collectors be declared Class I Officers.

#### *Probation*

217. The Political and Services Department, Circular No. 3868/46, dated the 1st March 1956, has created quite a problem. According to the note 7 to Rule 41 (B. C. S. Rs.) as inserted by the appendix to the above Circular: "In applying this rule as well as rules 56 and 57 in respect of a Government servant appointed to a post to which a fixed probationary pay below the minimum of the time-scale is prescribed, such probationary pay should be deemed to be the first stage of the time-scale of the post and the minimum of the time-scale itself as the Second Stage". This means that if a Mamlatdar getting Rs. 325 is appointed as a Deputy Collector, he starts on Rs. 300!!! There is absolutely nothing wrong in considering a promoted officer as on probation because good services in a lower post should not necessarily imply fitness in a higher one. At the same time, to fix his pay as probationer at anything less than what he has been getting is a denial of elementary justice. Again, cadres to which the entry is entirely by promotion are at an advantage, e.g. a Superintendent when appointed as Assistant Secretary or an Assistant Secretary when promoted as Deputy Secretary gets the minimum of the new scale. So much of the principle in paragraph (v) of the above circular namely, "The persons so promoted should not be treated as probationers for purposes of pay and increment" is sound; but its application is vitiated by bringing these cases within the ambit of the "amended" rule 41. The initial pay of such officers should be on the lines of the *unamended rule*.

218. At present, a promoted Aval-Karkun gets Rs. 200 on probation as Mamlatdar. If the same person comes to be appointed as a Block Development Officer, he gets Rs. 250. This is another serious anomaly and needs to be rectified immediately. The suggestion in paragraph 216 may serve the purpose.

## Allowances

### *House Rent Allowance*

219. Practically, in every district visited, there was a cry either for Government housing accommodation or for proper house rent allowance. (The average of house rents reportedly paid by clerks in about 30 places of district and taluka headquarters comes to Rs. 14.47). Some relief will, no doubt, be felt when scheme No. 649 in the Second Five-Year Plan takes shape. If Government is not in a position to construct its own houses, I was told that some contractors or prospectors are willing to invest money in this kind of project in case Government guarantees that Government servants would occupy the premises at 10 per cent. of their pay. Both these, however, are not exactly short-term measures. The problem is of immediate nature. I doubt whether it can be solved by making detailed inquiry and sanctioning ad hoc solutions. It might be worthwhile laying down the circumstances in which Government servants should be considered eligible to house rent allowance at a quantum to be determined. Ordinarily, Government charges 10 per cent. of *pay* as rent for occupation of Public Works Department premises. Government may, therefore, consider the propriety of giving House Rent Allowance when the house rent burden exceeds 10 per cent. of Government servant's *total emoluments*. If then in a place, the average rent paid by a certain category of Government servant exceeds 10 per cent. of his average emoluments in that category, I think one can presume that there is a good case for consideration of grant of house rent allowance. The house rent allowance can be granted up to the excess of the actual house rent over the average for that category. Such a concession should be sanctioned for three years after which another inquiry could be instituted.

### *Daily Allowance*

220. At present Class IV servants are given Rs. 1-4-0 as Daily Allowance. I have yet to find a district headquarters where one can have all his food for a day for anything less than Rs. 2. I think this itself is a sufficient ground to suggest that no daily allowance should be less than Rs. 2 per day. If other daily allowances need adjustment, no doubt they can follow.

### “ Confirmations ”

221. There has been very great dissatisfaction, bordering on despair, among the revenue personnel because of non-publication of gradation lists and confirmation lists regularly. Whether it is the Secretariat or the Districts, it is practically the same story. Things are more disappointing for higher grades of officers because as noticed earlier many persons, retiring as officiating Deputy Collectors, are only confirmed Aval-Karkuns. This affects the gratuity and other matters. Government servants themselves have, therefore,



started thinking and talking in very disparaging terms about the efficiency of the Government; and the ill effects of such a psychology on the whole Government machinery is incalculable.

222. Things are practically the same in the districts. One of the reasons given till recently was the recent ban on confirmations. It has been lifted now, but very few districts seemed to be in a position to issue their lists immediately. Moreover, many posts created for temporary purposes have been continued so, for years together. Many Government servants who have served for a pretty long time will continue to remain on temporary posts. Government collected information about this in 1956, but nothing has come out of it so far. Early steps need to be taken to stabilise the position. This non-confirmation also does not permit clerks to appear at the Revenue Qualifying Examination and if many of them are to be continued (as probably they would be), Government would equally suffer by it. I suggest, therefore, that the Revenue Qualifying Examination should be thrown open to all persons in revenue service irrespective of the confirmations. After all, passing of it need not carry a guarantee of promotion.

223. An unconfirmed Aval-Karkun is not considered for being taken on the select list of Mamlatdars. The seniority in the divisional list is based on dates of confirmation in the districts; and circumstances vary from district to district. If a Collectorate, therefore, delays confirmation of Aval-Karkuns, the subordinates of that district suffer. To avoid the uneven flow to the select list of Mamlatdars, it has been suggested that the Aval-Karkun's cadre may be made divisional. The fact, however, that some Collectors do not do something promptly, would not be a justification for a higher officer to attempt to do it. The officer concerned really ought to be made to do it. Not only this, but even in higher offices, there have been delays in the matter of confirmation of smaller cadres (of Mamlatdars). Secondly, the preparation of a Gradation List on divisional basis is not going to be so easy because no simple formula for fixing the seniority of unconfirmed Aval-Karkuns who passed the Revenue Qualifying Examination before 1952 vis-a-vis Aval-Karkuns of other districts is known. Thirdly, the accumulated quota of vacant permanent posts in districts where confirmation is lagging behind would be brought to the pool; and this would cause more injustice to the persons of such districts. Fourthly, the transition of confirmed Aval-Karkuns to the Select List (which is by the way the real aim of these changes) will not be smooth because even after confirmation, before a person is taken in the Select List, the latest report on his working by the Collectors together with information regarding his postings (e.g. whether he has worked in certain executive or other post for a certain period, etc.) will have to be obtained. Fifthly, the account work in Commissioners' offices is likely to increase. The Divisional office will be concerned with matters like certificates with regard

to the confirmation, with regard to certain persons officiating in posts equivalent to a permanent post, with regard to the budget provision of the cadre, etc. Lastly, the present-day trend is towards decentralisation. This will put the clock back for no reason except that Collectors are not prompt in doing certain things. The solution will have to be sought in a different direction ; but before that, another hurdle in the Aval-Karkun's confirmation will have to be taken into account.

224. Confirmation of Aval-Karkuns also get a set-back when we have a bunch of incompetent Mamlatdars, who on reversion, monopolise Aval-Karkuns' posts. For example, in one district, out of 35 permanent posts of Aval Karkuns, 9 are held by persons who are found unfit for Mamlatdars' posts. In two other districts, the reported figures are 13 out of 29 and 10 out of 42. The result is that unless these persons retire, there is no hope for some good junior persons ever to get confirmed. In effect, the 32 posts get reduced to 26, 29 to 16 and 42 to 32. This will show how officers who have not been found fit to hold higher posts block the way of subordinates in respect of confirmations.

225. All these difficulties will disappear if the rule of confirmation prior to inclusion in select list is relaxed. Whatever the basis for this rule in old days, at present confirmation is divorced from promotion in many cadres. Unconfirmed Mamlatdars are officiating as Deputy Collectors. Unconfirmed Deputy Collectors and Assistant Collectors are becoming Collectors and unconfirmed Collectors are holding higher posts. I would, therefore, suggest that any person officiating continuously as Aval-Karkun for 8 years after passing the Revenue Qualifying Examination should be considered for being taken on the select list of Mamlatdars. The seniority should be fixed according to the dates of passing Revenue Qualifying Examination.

226. There is another criterion which an Aval-Karkun must fulfil before his name is taken on the list of persons fit for Mamlatdars, namely, that he should have acted as Circle Officer for at least one year. The reasons are obvious.

### **Increments and Promotions**

227. Increments should be as a matter of course and, therefore, there is no reason why special certificates should be necessary. As regards promotion it obviously depends not only on the officer's past performance, but on his aptitude for more responsible work. The ideal method would be: (a) scrutiny of confidential record, (b) written examination, and (c) viva voce test. Promotions to Aval-Karkuns' posts are consequent on passing the Revenue Qualifying

Examination. No viva voce is necessary though no doubt the confidential should be clean. The above method may be considered while taking Aval-Karkuns on select list or when promoting Mamlatdars to Deputy Collectors' posts.

228. At present, Government have declared that promotion should be on positive merit. This is indeed a correct principle. It means, the fittest person is to be selected for the job. It, however, naturally implies that there is a criterion for judging that and that the criterion is objective. If we are sure that the record covers all points, that the points are sufficiently described by adjectives which admit of comparison amongst the competitors and that the judgment of the judge is objective, the 'positive test' should yield useful results. At present, the confidential record does not lend to such selection. In one district, a Collector gave promotion out of turn because he thought that a certain person deserved it; and yet was his judgment infallible? Infallibility presupposes not only honesty but ability. It would indeed be given to very few Collectors to have that grasp of one's district in the short time he has in these days, to decide merit by comparison amongst all. A clerk in the Collector's office has better chances of showing his work than a clerk in a taluka office. And yet, there should be no distinction. Promotion based on personal considerations is likely to encourage the clerks in catching the eye of the Collector in more ways than one. When a decision is taken on personal grounds, when it entirely depends on what a Collector 'thinks', the appellate authority can either uphold the Collector's decision entirely or judge by the available record. (The Collector may not be available for 'remarks' in these days of quick transfers: and in any case would such remarks have any value if the officer has not expressed them in relevant confidential sheets earlier?) Lastly, all the officers have not got a common yardstick. Both glowing tributes and condemnations are given many a time in superlatives. If we trust them, we should be judging wrong. If not, there may be injustice. This is not to detract from the objective of recognition of positive merit but to indicate the practical difficulties which need overcoming. Unless, therefore, one officer judges all the aspirants and records detailed reasons for out-of-way promotions, the practical application of the principle will need to be very cautious. True, seniority alone should not burden the administration with irresponsible persons; but this can be avoided by weeding out the undesirables. Surprisingly, it is easy to see people calling so-and-so as the 'best' than willing to weed out the inefficient. Actually, the former implies a judgment on all others, whose work the officer may or may not have seen. The latter should be more easy to say and yet many a time 'sympathy' plays a large part. Ordinarily, two seriously bad and damaging remarks by able officers or two generally bad remarks by two different officers over long periods or three generally bad remarks, unless there is recorded

improvement, should definitely point towards a permanent bar to promotion. At the same time, no promotion should be granted without referring to the confidential record.

### **Confidentials**

229. This brings us to the question of confidentials. Recent Government orders have prescribed a detailed questionnaire. A Revenue Department officer is called upon to do all sorts of duties. Some of them constitute desk work and some are of the executive type. The confidential record must set out the real character of the man and must reflect his personality. There is an attempt at description of the officer's abilities by pithy adjectives. There is hardly any effort to assess the man's worth for available jobs. The capacity to grasp law, to note, to draft and to argue would be some of the qualifications for the job of a Head Clerk or a Chitnis. Ability for quick decision and to get the work done would point towards a more executive type. Aptitude for Local Self-Government Institutions or for land acquisition work or for settlement technicalities could be useful while loaning the officer's services for these purposes. A confidential, therefore, should really try to find out what exactly the man is best fitted for. That can be done only by proper analysis of his ministerial and executive abilities and his inclinations.

230. Secondly, the confidential can be made more factual if officers try to take into consideration sufficient data for the whole period for which the confidentials are written. For example, weekly abstracts, daftar inspection and office inspections should invariably be drawn upon. For this purpose, ephemeral rolls should also be completely maintained. They can indicate why a particular opinion was expressed. Without detailed "rolls" opinions may not be objective.

231. Thirdly, many of the revenue officers' duties relate to the revenue year. The confidentials in this department, therefore, may be written at the end of the revenue year and not the financial year.

232. Fourthly, in case of officers, interest in and ability to control procedural or business-like aspect of the work is equally important and should find a place in confidentials side by side with other qualities.

233. Fifthly, the officer writing the confidential in respect of a subordinate officer should invariably mention the conditions of his charge (whether prant, or taluka or even a compilation) when he took over and at the time of writing of the record. A good charge indifferently handled should not get a better certificate than a chaotic charge that an officer might have tried to bring to a little better level.

234. Sixthly, confidentials must always refer to the ability of the incumbent for passing the efficiency bar or for confirmation or for promotion.

235. Lastly, at present, communication of adverse remarks is made on defects or shortcomings capable of improvement. Once an adverse remark is made in the confidential, the sting persists practically throughout life time, for the later officers do not always comment on it. First of all, I think it is very unfair that an entry should be made about a remediable defect without giving a chance to the person to improve. The communication of such an opinion should be made before the entry is made, and not after. Simultaneously, a note should be made in the ephemeral roll. After some period, while writing the confidential, he can judge whether the man has improved by the caution or not. If he has not, by all means the the remark be made in the confidential. If the purpose is served, there is no point in making such a remark in the confidential. No remarks with respect to a remediable defect should be made without prior communication and without a note that such a communication was made in good time. Furthermore, when an adverse remark is made, every later officer should invariably comment on it until there is improvement or there is punishment. This is only a logical conclusion.

236. In some departments of the Government of India, I am told, there is a method of classification of officers in A, B, C categories. If the rolls are studiously maintained, this is unnecessary. If they are not so maintained, the classification would be superficial. I do not recommend it.

237. Remarks on work of immediate subordinate deserve to be put down six-monthly. In these days of quick transfers, either of the officer reported upon or of the officer writing it, often the annual gap is too long and even then the assessment is not properly done. The mid-annual confidential, however, should be written not by every superior officer, but only by the next immediate one.

### **Transfers**

238. The present rules of transfer insist that: (i) no person should be posted to his home town, and (ii) that every person who has completed three years at one place must be transferred. The Revenue Department further directed in 1955 that (iii) Government servants should not ordinarily be transferred at least for 18 months and (iv) that disabilities of officers should be listed and taken into account. The first rule has been more or less observed, the second has been recognised but not followed (particularly in respect of Collectors' own offices); the last two have not even received proper recognition. On the contrary, Collectors have been too quick to point out that even Government is not sticking to these principles.

239. Transfers have two aspects. From the Government point of view, it is not advisable that a Government servant should stay long enough to build up associations which can lead to embarrassing situations. From the service point of view, it is not advisable that

anybody should monopolise a place or should be doomed to one. Transfers are, therefore, necessary. On the other hand, the convenience of administration demands that its continuance should not needlessly be broken often; and the convenience of the personnel demands that his family life should not be disturbed very frequently. Quick transfers are a great danger to the administration as they not only result in confusion, delays and unsatisfactory disposal of business but also nourish these habits. (On average, five Collectors have officiated within last five years in each of the ten districts examined. Secondly, 60 out of 110 gazetted posts examined were managed by 5 or more persons within last 5 years). To Government servants, they are expensive and detrimental to their stability and his children's education. As a first principle, therefore, both quick transfers as well as prolonged stays at one place should be avoided.

240. Secondly, it is generally stated that the Collector's office (as opposed to Collector) has a very large say in the transfers and appointments in the districts. Many Collectors would, no doubt, like to rebut this statement but to a certain extent it is true. Furthermore, it is inevitable because too much reliance cannot be placed on the memory and knowledge of one officer. It would hardly be honest to say that a Collector has personal knowledge of all his Aval-Karkuns and clerks; and yet many seem really to believe that all is well as they are giving personal attention to establishment matters.

241. With a view, therefore, to let Government servants know what they may expect, with a view to remove the large discretion which at present is enjoyed by the establishment staff in Collector's office and with a view to minimise the personal errors, it is advisable to lay down a set of rules so that the discretion of everybody would be so limited that one may be certain that it would be used critically and properly.

(1) No Government servant should remain in one place for more than 3 years and must be transferred before he completes 4 years. These limits may be 4 and 6 respectively in the case of Divisional Headquarters because the big cities are inclined to absorb such a large percentage of personnel that it might be difficult to observe the above rule.

(2) No Government servant should be transferred unless he has been at a place for at least 18 months. (If an officer means to implement this, it is not difficult. The limit can be suitably raised later on).

(3) It is no use transferring a Government servant to a place where he would be handicapped and would not be in a position to apply his mind to his job, e.g., asthmatic or rheumatic person going to a damp climate. The Collector can, for this purpose, once for all ask the Government servants under him to state whether they have any particular disability which will not permit them to serve in a particular place and decide the issue. If a disability is incurred later on,

it should be notified to the Collector within a month. The disability list will naturally have to be kept up-to-date. This may be taken into consideration while ordering transfers and appointments.

(4) Many of the transfers are caused by abrupt leave applications. This will have to be discouraged strongly. Ordinarily, leave should be granted only if applied in a forecast. It is difficult to believe that every leave is taken because of an emergency. True that the clerical staff is not very happy in going on leave for recreation as such but then they are very likely to make such a request whenever they wish for either a transfer or want to avoid one. It is certainly not advisable to allow more than 10 per cent. of the staff in an office to go on leave at a time.

(5) There is another equally important matter, namely, that an officer who is supposed to administer a particular area seems to have no say in regard to the appointment of any of his subordinates. It would be impracticable to suggest that these officers should be consulted with regard to the appointments of their subordinates, but ignoring them completely is also not conducive to good results because they can always blame their tools. A possible solution (which has been worked) is that the Collector can give a choice of 25 per cent. of the personnel to his subordinate officers. This means that certain 25 per cent. of the staff will not be transferable till they complete at least 3 years. This does mean, for example, that a Mamlatdar would get the clerks he wants; but he can definitely say that out of the staff he has at his disposal, he would not like to spare certain 25 per cent. When 'a man of the choice' officiates for 3 years or even before that if there are reasons, the Mamlatdar can suggest another. When a Mamlatdar is being asked to do all sorts of things at short notice, it is only appropriate that he must have some men of his confidence who would work with enthusiasm and out of personal regard.

Experience shows that the above principles can be put into practice.

(6) There is another point which is irritating to the subordinate staff, namely, a transfer at the time of school examinations. The normal transfers possibly could be synchronised with the post-examination vacations but administrative exigencies are likely to demand some out-of-way changes. An officer is not very likely to mind inconvenience to himself and to his family but is likely to feel irritated if the education of his children is unduly disturbed. If, therefore, transfers have to take place at awkward times, I think officers should get some compensation for it. If an officer is transferred between January and April and if his children are studying in secondary schools he may be given 10 per cent. as a separation allowance if he keeps his family at the old station. If the child is in S. S. C., the concession should be available for transfers during the second term.

(7) There is another reason why transfers are dreaded, namely, delays in the issue of Last Pay Certificates and consequent delays in getting remuneration in the new post. This can be avoided if all persons on transfer are made to present "credentials to the new officer under whom they are to serve at the time they join. By credentials I mean: (a) transfer order; (b) his Service Book, with the leave account brought up-to-date by his previous office and/or its duplicate; (c) security bond; (d) Last Pay Certificate; and (e) landed property statement; all in a sealed cover.

### **Leave**

242. The Revenue Department in 1955 asked the Collectors to restrict the persons going on leave to 10 per cent. It is not observed either on grounds of sympathy or indifference but the harm done to the administration is very great. We have not now got the Candidate system on which we could draw during the leave vacancies. In view of the proposals made for recruitment and training, this system also is not likely to be revived. There will not be much force, therefore, in continuing the present rule of allowing Collectors to have substitutes because the remedy will not be effective. A Collector is more unsuccessful in filling up vacancies in the taluka offices as new recruits do not like to start service (particularly for a short period) in a 'foreign' small town. The solution is creation of leave reserve upto 10 per cent. of the total staff. Looking to the fact that there is eventual saving in giving early training to the new recruits, this expenditure which really will not exceed beyond what is spent on the substitutes to-day will be worth it.

### **Revenue Qualifying Examination Quotas**

243. At present, confirmed clerks who have put in 5 or 7 years (according as they are graduates or not) are allowed to appear at the Revenue Qualifying Examination within quotas allotted to each district. There have been representations against the quota system and it is rightly pointed out that there cannot be any sound reason why clerks should not be allowed to have better qualifications particularly when we are so short of trained personnel. Many officers, therefore, on administrative grounds, and many enthusiastic clerks on personal grounds, have advocated the abolition of the quota system. If the system is abolished straightaway, most of the eligible clerks would like to try their luck at the earliest opportunity and there would be so much rush for leave that we would not be able to carry on the administration smoothly. I also believe that the Public Service Commission has not got as many number of copies of Acts, etc., as they would require for 'papers with books'. I feel, therefore, that though the ultimate aim should be the abolition of the quota system, for the present we may allow the Collectors to send as many persons for the examination as possible but in such a way that at any time the number of total



persons on leave does not exceed 10 per cent. It is expected that this will nearly double the quota. The examination may also be held thrice a year.

244. This, incidentally, brings us to the question of exemptions. In the past, persons exempted from passing the Revenue Qualifying Examination have been confirmed in Aval-Karkuns' posts. In my opinion, under no circumstances should a person be continued as an Aval-Karkun after he has exhausted all his chances in normal course.

245. There has been a lot of criticism about the standard of the Revenue Qualifying Examination which, even according to the subordinates themselves, is falling rapidly. As a first measure, the percentage of the total for passing must be increased to 60 per cent. Secondly, I believe Aval-Karkuns must get survey knowledge. Some questions on the principles of survey and settlement, therefore, in preference to the Indian Penal Code would serve the purpose.

### **In-Service Training**

246. Pre-service training makes a candidate fit for shouldering the responsibilities of a new office, while in-service training is supposed to help him to maintain and better that standard. This question has become very urgent and important because all the present recruits have had no pre-service training either in a regular way or by way of candidature. Not only this but some of them were absorbed from the old Civil Supplies Department and came to the regular side with a notion that this work could not be more difficult than filling ration cards, distributing them or keeping a few registers. By the time they came to this Department, they had also lost the elasticity or the humility to learn. To day, therefore, practically all the clerks and most of the Aval-Karkuns may be said to be turning out work without sound knowledge and some have glass house touchiness which seems to get hurt every time they face the truth; namely, that they are deficient in knowledge and discipline. As a matter of fact, the usual cry of being over-worked has been found to be hollow on almost all occasions. The real trouble is that neither the clerks nor many times the Aval-Karkuns know what to do or how to do it.

247. This training cannot be imparted in class-rooms at central places. It will then necessitate drafting of a large number of persons from various offices leaving a void behind them. When we realise that about 50 per cent. of the staff in most of the offices to-day has been recruited in very recent years and a fairly large number is officiating in higher posts without passing examinations, the enormity of the question is obvious. Secondly, if given class-room training, these very persons will have to make up the load on

return. Thirdly, the training will have to be less academic (for they can pass examinations on their own) but more practical, for a class-room training without proper background degenerates into a holiday camp. I propose, therefore, that in-service training to be useful must bring the teacher to the trainees in the surrounding in which the latter work. The school atmosphere must be substituted actually by the clerk's desk. For this purpose, namely, on-the-spot instruction, I would advise the appointment of a Mamlatdar in every district. His job will be to visit in a pre-determined manner every office and not only touch law or practice from books but to sit with the clerks and do his work and show by example what needs to be done. He should instruct not only in how to do a thing correctly, but in also how not to do a thing incorrectly. Over and above this, he will encourage discussion; and the clerks who are not directly subordinate will be more free in asking questions and getting information. They will not be shy of displaying their ignorance. This Mamlatdar will also conduct pre-service classes.

248. If this succeeds (and if properly handled, there is no reason why it should not), an Aval Karkun can be appointed for training for talatis in a similar manner and he can go from a Circle Headquarter to a Circle Headquarter and attack the problems similarly.

### **Appreciation and Punishments**

249. No Chapter on Personnel Administration can be complete without reference to the incentives to good work. I have pointed out the difficulties of assessment of merit for promotions. Yet, positive good work cannot be ignored. Promotion may not be possible to an individual because there may be equally good persons whose work may not have come to the notice of his superiors. At the same time, good work in a post deserves appreciation otherwise nobody would be encouraged to show his worth. What we have to do is not to give a permanent reward for a few years' good service nor to ignore it. Non-permanent appreciation should be considered quite suitable. Such would be the case if: (a) suitable awards are instituted; (b) special leave and P.T.O. concessions (as in war-time) are granted; and (c) relaxation of age limit is considered for direct recruitment to higher posts in case of persons having unblemished and exemplary record throughout.

250. Closely allied to this, is the matter of punishment. A default may amount to a criminal offence or it may not. A Criminal Court may decide the anti-social character of an act and come to the conclusion with regard to punishment. Government, however, as an employer should most quickly and emphatically decide whether the person is fit to be continued in service or not. No doubt, it is embarrassing to have a Magistrate come to a different conclusion on the same facts; but it is much more disturbing that an undesirable Government servant should continue in Government service, long enough to allow the heat of the moment to cool off

and thereby escape all punishment. I for one would feel that in most of the cases, the continuance or otherwise in service should be a primary consideration and a criminal charge must be considered as of secondary importance. After all, evidence which may be good enough for removing a man from service may not be good enough for punishing the same act in the light of the Criminal law. If it is possible to split up a charge into two parts such that one part can inflict sufficient departmental action, there is no objection to go to the Criminal Court for the second part. Where this cannot be done, the disadvantages of the person continuing in service as against his not getting criminally punished will have to be weighed. I would any day prefer departmental action. The continuance of such a man in service has an adverse psychological effect on others. Persons with similar nature would be emboldened in their activities. Those with a more correct attitude, would be disheartened.

251. It has been suggested before that a Special Inquiry Officer may be appointed to go round and dispose of all the cases. This decision has been taken very recently and no comment is, therefore, given.

252. Day-to-day control over officials becomes difficult unless Head of the Office has some control over them. I would suggest :

- (a) Mamlatdar should have power to punish talatis except for removal, discharge or dismissal ;
- (b) Mamlatdars should have power to fine the clerks ; and
- (c) Prant Officers should have power to punish clerks in his jurisdiction except for removal, discharge or dismissal.

253. Incidentally, I am not sure whether any delegation to officers over persons, whom they have no power to appoint, is valid within Rule 34 of the Bombay Civil Services Conduct, Discipline and Appeal Rules. As, so far some delegation has been made, I have suggested more but the very legality may be got examined.

## **Corruption**

### *Causes*

254. The how and why of corruption will take much larger space ; but suffice it to say that money is generally extorted or accepted, for doing a thing or for not doing a thing, irrespective of whether the Government servant is right in doing so or in omitting it.

255. A person may offer a bribe if : (i) he wants to get something done within the law but (a) does not know how to go about it ; or (b) he wants it done quickly ; or because (ii) he knows that what he wants is against the law.

256. A Government servant accepts a bribe : (a) because he may be in straightened circumstances ; (b) on the order of his superiors or by way of pleasing him, e.g. sarbarai ; (c) because the temptation is too great compared with the risk of detection ; or (d) out of sheer habit.

### *Remedies*

257. Bribe-givers of category (i) (a) can be prevented from acting illegally by removing the ignorance of the public with regard to law and policy of Government. This can be done by bringing out brochures explaining in popular language the law, the procedure and the policy of Government so that knowledge may not be purchased from Government servants at a high price. The policy outlined in Government Resolutions is as much important as the law itself ; and unknowing public has to bribe somebody to know the principles governing their lives. Actually, there appears to be some misunderstanding on this subject. "This form of communication (i.e. resolution) is used for making public announcements of decisions of Government on important matters of policy.....Resolutions are also usually published in the Gazette of India". If so, Government Resolutions cannot be considered confidential. Bribe-givers of category (i) (b) will disappear if delays are avoided and everything is done promptly. The insistence on the correct office procedure is the only remedy. Bribe-givers of category (ii) will be considered later.

258. The Government servants who accept bribes because they are in straightened circumstances do not qualify for any sympathy but it is hoped that with better pay-scales recommended elsewhere, this cause will disappear. Secondly, a Government servant is not supposed to take loans and unless he is helped in emergencies, I do not see whom he has to turn to for this purpose. Provident Fund withdrawals are not enough ; and, the purposes are limited. The object would be served by a strong co-operative movement. Some method (like specially sponsored co-operative societies), therefore, must be found out to finance Government servants in their proper needs. The second category of Government servants which accepts bribe or extorts it either on the orders of superiors or to please them, will not easily disappear unless the superior officers themselves come under proper check. This kind of malpractice can only come to light, if the Head of the Office is sufficiently acquainted with the whole staff. To-day, however, he is very very far removed. 'Hospitality' is far too prevalent than is admitted. Had all the district officers been not susceptible to this, it would have long ago disappeared. There are quite a few, however, who are not only susceptible but who defend this practice. This is more or less an internal conflict, i.e., not connected with the public directly and should not be difficult to handle. This does not, however, mean that public is not indirectly affected because, all the hospitality ultimately

takes the form of a collection from the public, either for licences or other purposes ; or a hat is passed round the office so that the pressure travels lower down and the last rung makes up somehow. Now-a-days, hardly any Circle Inspector pays for his meals. Most of the Mamlatdars follow suit. Unless the District Officers show some courage in stamping out this evil, very little can be achieved.

259. The bribe-givers of the second category, namely, those who know that what they want is against the law and bribe-takers who do it because they cannot either resist the temptation or they are in the habit of it, will have to be taken together because both are doing a wrong thing purposely. If the offenders of other classes needed exposure and a rap, the offenders of these classes deserve highest punishment. If an improper decision hurts somebody, he will shout only if he has got faith in higher officers and not otherwise. Whether one shouts or not, it should be possible to detect wrong things if usual inspections and checks, which are prescribed after great experience, are vigorously maintained. It is obvious that the difficulties of detection will increase when enormous powers are given to the lowest rungs of the ladder. Even forgetting what has happened during the time of rationing and controls, it may not be out of place to mention that the application of a new law like the Tenancy Act by an inexperienced and powerful subordinate machinery has given rise to disturbing rumours on this point. If we have to give lower subordinate such powers, 'trapping' the corrupt among them is the only solution.

260. In this connection, I would like to refer to the Government's use of the low-paid subordinates in collecting funds for Government purposes. On principle, this is wrong. If the funds require persuasion (and that is why Government servants are asked to lend their pressure), the persuasion costs something. It is easy for a powerful machinery to collect money, and this is not because people believe in the cause. The rich man does not pay unless he gets or expects some return ; and the poor except under duress. True, a Government servant may succeed for the time being in collecting such funds, but the harm done is nearly irreparable. Any Government servant who is asked to do a thing hesitantly knows that he is doing a wrong thing ; and he does it because for the time being he believes in the cause or because he thinks he ought to carry out the Government orders even to the point of compromise. If Government justifies such collections because of emergencies, the habit is likely to show again in 'personal emergencies'. I would strongly and very respectfully submit to Government that the use of Government servants for collecting funds, thereby staking their prestige, is something which Government ought not to do.

261. There has been a suggestion that control over the purchases by and possessions of Government servants might give a better idea about the trend of corruption. This does not appear to be a correct

angle. It is no use reducing Government servants to a state of suspects. This may or may not check corruption; but it certainly will chivy away respectable elements from joining Government service.

## General

### *Provident Fund*

262. Every confirmed Government servant has to contribute to the Provident Fund. This element of compulsion was contemplated with a view to see that a Government servant's family is not stranded in case of an eventuality. The object was indeed good because the Government servant was encouraged to practice thrift and save money. Government also gave him a decent rate of interest. With the issue of the Small Savings Certificates, however, the position has materially changed. Here is an investment backed up by Government which gives a far better return than the Provident Fund subscriptions. A Government servant, however, is not allowed to buy these certificates in lieu of his Provident Fund subscriptions. This means Government forces its own servants to invest money at a lower rate of interest than what it offers of outsiders. This appears unjust and unfair. I would suggest that those Government servants who desire to buy Small Savings Certificates instead of subscribing to the Provident Fund may be allowed to do so and transfer the certificates to their own Provident Fund. It may be argued that Government can use the fund money as well and this confers no benefit on Government. Of course it doesn't. The Provident Fund is not for the benefit of Government but that of the Government servant.

### *Medical Attendance*

263. Government servants from Madhya Pradesh are particularly afraid that the medical facilities which they enjoyed would be taken away. Many officers, however, believe that the facilities given there were abused. At the same time, there appears little doubt that the facilities as given in the old Bombay State are not adequate. Practically all the officers I have met, told me that they hardly take advantage of the Civil Hospitals. Other Government servants who avail themselves of such facilities are in a small minority. Apparently, the reasons are that the medical attention at the Civil Hospital is not satisfactory, and secondly, that the treatment is reportedly superficial. This is possibly due to (1) lack of space, (2) lack of personnel and (3) the fact that the rules do not permit of essential but costly treatment.

264. *Prima facie*, it is Government's responsibility (as one would say of any other enlightened employer's) that every sick employee is cured quickly and with as little expense as possible. To expect

Government servants to get all the expensive but necessary medicines or to expect them to get well in due course of time would be going to extremes. I have to suggest the following remedies :—

(a) Rule 3 of Item 3 of the Rules for medical facilities available to Government servants given in the accompaniment to Government Resolution, Local Self-Government and Public Health Department, No. MAG-1053/12512-B, dated the 23rd April 1954, states that in certain cases a Civil Surgeon or a Member of the Bombay Medical Service in attendance can call in one or more officers of the Bombay Medical Service in consultation. In a district headquarters, there are not many persons belonging to the Service which can be called in consultation and I suggest it should be open for the Civil Surgeon to call in any local physician or a surgeon for consultation if he feels that the situation warrants it ;

(b) Item 11 in the same list shows that an entitled officer is not charged for any medicine vaccine or serum which is required for his treatment and which is stocked in hospitals. I think the restriction that the required medicine, vaccine or serum should have been stocked in the hospital is uncalled for. If a person is ill, requires, certain medicines for early recovery or for prevention of deterioration in his condition, the fact that it is not in hospitals should not be a matter of consequence, otherwise the stock-list in the hospitals would receive greater importance than the well-being of a sick employee. At present, figures at one hospital show that only 16 to 20 nP. are spent per day per patient. The stock-list articles can, therefore, be superior in quality and adequate in quantity. In the alternative, the Civil Surgeon may recommend the necessary medicines etc., and the patient may be reimbursed. No doubt, if a Civil Surgeon misuses this facility, he can be dealt with suitably ; but because of a possible misuse, one does not deny a facility of this kind.

(c) Item 12 in the same list shows that in a station where owing to there being no Government or Government-aided hospital, an officer is removed to a non-Government institution, Government would *defer* certain expenses. There are Government hospitals at many centres now, but the fact is that they are not able to cater to the needs of Government servants. The mere existence of a Government hospital, therefore, should not be a bar to treatment by non-Government hospital if the Civil Surgeon so thinks. After all, no hospital can cater beyond its capacity. A Civil Surgeon should, therefore, have full authority to remove a patient from his hospital or direct one to a non-Government hospital if there is no space in his hospital or his staff is overworked. Actually, I do not see why some of the non-Government institutions cannot be recognised as Honorary Civil Hospitals for this purpose.

(d) The last point raises a pertinent question. One cannot expect (e.g., in Nagpur) eight doctors to attend on 800 out-patients in three hours. I am told that a reasonable load would be 40 to 50 patients or so a day per doctor. I would suggest, that in bigger places where the number of Government servants is pretty large (over 1,000), there should be a special doctor attending on them. In smaller places, at least one hour or more should be reserved for Government servants themselves. If this is discrimination, it is in a good cause, viz. one's duty towards one's employees.

(e) At present the rules do not permit provision of essential but costly drugs. On the other hand, the Central Government servants do get the benefit of such drugs and reimbursement of the cost thereof. Government may give the benefit of essential but costly medicines to Government servants. It will save Government financially in leave salary and administrative inconvenience. This concession may also save money on diet, nursing, medicines and other establishment charges in the case of in-patients as the recovery will be quicker.

265. I have interested myself only from the point of view of quick recovery of Government servants. That is why I have not touched the present hospital management, appropriate pay (with or without private practice) of the medical personnel or the question of honoraries.

#### *Housing Loans*

266. At present housing loans are made returnable within 4 years. With the present prices of land and construction, I think it is a very heavy burden on a Government officer in a late stage in life to save so much to return so quickly. It would help if the period of 4 years is extended to 6 years.

#### *Delay in pensions*

267. Government has accepted the principle of maintenance of duplicate service books but some delay by Collectors' offices and some delay in getting blank service books from the Press, have held up the work. Incomplete service books is a very major cause of delays in sanctioning pensions. Insistence on them cannot be overdone. The Head of Office should see that on the date of retirement of a Government servant, the pensioner should either get Provisional Pension Payment Order or in the alternative, an order punishing the delay must be passed.

#### *Residential accommodation for officers of Prants' and Mamlatdars' grade*

268. In the case of Mamlatdars and Prant Officers, Government accommodation is not a question of sympathy but of administrative necessity. It is indeed unbecoming for a Mamlatdar (or a Sub-Divisional Officer) on transfer to go in search of a house for days



together and utilise all his official and non-official resources for the purpose. Many times he has to beg and the favour he receives in the form of apartments, is possibly made up in some other way. The position of the Government officer is actually compromised by his efforts in securing premises. It is no use theorising on this issue and saying that Mamlatdars ought not to do such things. They have to or else they have to maintain two establishments. The propriety of having official residences for these officers is, therefore, beyond doubt.

#### *T. A. on Transfer*

269. At present T. A. is not admissible on transfer if the person has been on leave (exceeding four months). Generally speaking, the rule is sound, but it works harshly if the Government servant has already been handicapped by illness. I would suggest, therefore, that the rule may make an exception, namely, in the case of leave on medical certificate.

#### *Stenographers*

270. At present stenographers to Collectors are in a special grade and are not allowed higher promotions in the Revenue Department available to other clerks. The principle, that once a stenographer always a stenographer, is not a sound one. A stenographer apart from possessing an ordinary qualification needed for a clerk's post, possesses something extra. That extra is, no doubt, compensated for in the beginning but to shut out all the avenues of promotion means to discourage specialisation in a branch. It has been suggested that stenographers may be made a Divisional cadre; but the stenographers' pay has been fixed on the assumption that his is a District cadre. Secondly, stenographers of smaller districts are not likely to be of the same calibre as those in bigger districts. It is stated that if a stenographer is under the Collector all the time, the privileged position is made ill use of by him. If he is allowed to appear for the Revenue Qualifying Examination, sooner or later he will cease to be a stenographer automatically. The difficulty might arise when, a stenographer fails to pass the Revenue Qualifying Examination. I have not come across such a position but should a stenographer fail, there is no compulsion that he should be kept on as a stenographer. The stenographer should not be really in a special grade but in a clerk's grade with a special pay for his special knowledge. He can then be transferred to any other clerical post and that is all. I feel no harm whatsoever is allowing a stenographer to appear for the Revenue Qualifying Examination and I think there is distinct advantage in putting him in clerical cadre with special pay.

*Text books*

271. All clerks who have to appear for the Revenue Qualifying Examination do not get up-to-date text books. After all, Government is concerned with the running of the administration and naturally with getting very qualified personnel. It will not be too much of a concession; therefore, if a fair number of books are kept in the library of the Collector for the use of persons who can borrow them at the time of examinations. A set of five books of each publication would be enormously useful.

*Peons*

272. At present peons are allowed for the offices at the rate of one for nine clerks. This ratio is satisfactory only if the seating arrangement allows nine clerks to sit in one room. District offices are not as well planned as Sachivalaya and the ratio does not work. I suggest the ratio of 1 : 7 to 9 depending on the seating arrangements.

273. There is a Joint Committee for the welfare of Class IV servants at the Sachivalaya but the problems of this class of persons are of such local interest that this Committee is not able to look after all of them. It might help if such Committees are formed in each district with Collectors as Chairmen. I am not quite sure whether they will really help Class IV servants; but I think the experiment is definitely worth trying.

*Miscellaneous*

274. There are a lot of small things which can be covered by the expression "satisfactory conditions of service" under which I would include : (a) encouragement to go on leave regularly at proper intervals; (b) encouragement to the co-operative societies formed by Government servants; (c) encouragement to non-gazetted subordinate welfare funds and (d) encouragement to non-gazetted subordinates' clubs.

## CHAPTER VIII

### TOURING

275. Problems of touring, individual to District, Sub-Divisional or Taluka Officers have been discussed in the earlier relevant Chapters. The general problems of touring are intended to be discussed in this one.

276. In a rural country like India, the importance of touring which brings the Head of a District or other higher officers at the door-steps of the villagers is great. It facilitates better justice, helps the officers to get a correct view of the countryside, its needs and grievances and helps to assess their subordinates' work. The Indian peasant's patience to endure hardship is proverbial. There may be few now, who may have been awakened to their rights; but by and large, the peasantry is meek. Accessibility to all and constant visiting of all parts are the methods by which abuses and economic hardships can be detected. In Vidarbha, a somewhat contrary view seems to prevail, namely, that touring should be kept to the minimum. No doubt, it was qualified by saying "consistent with the needs of inspection and other matters". It practically meant that as long as the minimum inspection etc., was done there was no need to tour the countryside to get to know the villagers. Furthermore, it was laid down that a small village should not be visited for more than once in two years. This restriction on tours was the result of the desire of the authorities to see that the local officers' hospitality was not over-strained. To me, there is no doubt that intensive touring alone will bring justice and prosperity to villages.

277. Touring is generally on the decline. In 1934-35, one finds instances of Collectors going on long continuous tours. To quote a few : the Collector of Nasik was out on tour continuously for 81 days, that of Ahmednagar 63, Dharwar 66, Panchmahals 64, Kaira 50, East Khandesh 39 and so on. Things were not bad as long as horses were kept but they changed very quickly with the advent of jeeps. Tours as a rule became quick and were equated with absence from headquarters. Officers started returning to their bungalows very often. It is stated that the officers could cover more ground; but this is hardly synonymous with better or more work. No doubt some increase in the tempo is obvious due to present day demands but that need not tip the balance entirely the other way. Night halts of even 2 or 3 nights are getting rare. Many Collectors' diaries show that long tours are undertaken day after day, great mileages are covered, much time is spent and yet the work is not commensurate with all this trouble. Tours are not arranged with forethought and only help to take the officer away from the druggery of the office. It appears easy to spend an hour or more in travelling, spend an equal time in discussing the general problems of a village or two and return to the headquarters, thus spending

half a day or more resulting in something less than adequate return. Even in villages, the tours are getting more and more of mass-contact type and the individual contact seems to be lost. One hardly bothers these days about statistics or an individual's problems. Somehow we seem to be missing the individuals for the mass. Secondly, fact-finding is a boring process and our officers seem to be taking to opinion-finding as an easier substitute. There are far too few hours spent actually in the villages in the company of villagers than was the case a few years ago. Officers are also known to have left the headquarters at night after dinner and returned early morning to the headquarters thus showing a night halt and a two-day tour. The paper work is considered routine, and the individual work has become old-fashioned. This happens to be an era of jeeps, tours and opinion-finding. Actually, no rules will make an officer tour properly unless he enjoys it. This he can do only if the importance of the matter is brought to him during training and continuously thereafter.

278. The difficulties of camping while on tour are somewhat aggravated by the fact that tents are going out of fashion. I have already discussed the subject under the Collectors and I feel that unless there are enough camping places all over, tent-camps should be retained. As recommended therein, one set of tents for a district can be used by all officers. If Government agrees to construct halting places, they should be so situated that every village is within five miles of some residential chavdi. This may be a tall suggestion in the present-day circumstances. That is why I would refer to my recommendations on 'tents' in the 'District' Chapter.

279. One of the reasons why the advantages of touring do not reflect in the work is that the programmes are not sufficiently publicised and when publicised not stuck to. Changes in the programmes detract from their value. I am told that the Collectors have to change the programmes because of the visits of the V. I. Ps. It has already been recommended elsewhere that the programme of officers should not be disturbed without sufficient grounds. If a V.I.P.'s programme could be chalked out sufficiently in advance, it would help the local officers to fix theirs. Each V. I. P. may think that there are good grounds for his not fixing the programme long in advance but the Collector has to attend on all and if everyone does not take into consideration his problems, his tours will be reduced to a farce. It will indeed be sufficient for a Departmental Head in the district to meet his Minister or Deputy Minister. Other officers need not disturb their tours whether they are actually on tour or whether they have only planned one.

280. The question of meals on tours is rather a ticklish one. There are complaints that many do not pay on tours and the complaints are genuine. I am told that there was a practice in vogue in some of the old States of the visiting officer giving a voucher for

the meal taken, which can be cashed at a Government Treasury. This would in fact mean that every officer would be forced to accept a meal in the village because once the system is introduced, there would be a proportionate reduction in the Permanent Travelling Allowance. Such a compulsion is not considered feasible or proper. It has, therefore been suggested that every officer at the Mamlatdar's level and above has his own conveyance so that he can carry his meals and/or rations; and once the Mamlatdars are careful about this, they will have courage to expect obedience from Circle Officers and others.

### **Permanent Travelling Allowance**

281. The adequacy or otherwise of Permanent Travelling Allowance has been discussed in individual Chapters. Here, I wish to indicate the result of the present monthly distribution of this allowance. A Collector, for example, gets Rs. 225 as Permanent Travelling Allowance per mensem whether it is a fair month or a rainy month. His tour days, however, are definitely affected by the season. He is supposed to tour for 120 days in a year. A fair method of doing it is 12 days in a month from October to June and 12 days in all from July to September. This is actually so done or nearly so. The result is that a Collector spends much more than what he gets in the fair season and makes it up during the monsoon. If then a Collector is transferred in June to a post other than that of a Collector, the out-going Collector does not get reimbursed for the extra expenses which he has incurred during the fair season. Of course a Collector may tour otherwise than by the rule of 12 days a month but monsoon touring obviously needs to be limited; for if he does go out, he would be mostly indoors. It need not exceed 1/10th of his total touring days. I feel, therefore, that the Permanent Travelling Allowance should not be evenly distributed. 1/10th of the annual Permanent Travelling Allowance be given for every month from October to June and 1/30th for each of July, August and September.

282. The second point about Permanent Travelling Allowance is the cut which is placed for the days on which an officer is outside his jurisdiction. An officer is expected to complete the minimum touring within his own jurisdiction, whether he has to spend some days on duty outside his charge or not. A Collector spends nearly a month outside his jurisdiction (and many times at places which are costlier than his own charge). To expect a Collector to finish his tour, which he must naturally do if he has to achieve the object of being in constant touch with the villages, and be out-of-pocket when he is out of his jurisdiction, is grossly unfair. This is one of the points on which there has been agitation for a number of years. The rule works harshly for Mamlatdars and Prant Officers too. Justice demands early amendment of it.

283. It has been argued that the minimum number of days is fixed on administrative grounds while Permanent Travelling Allowance

depends on average T. A. drawn. To suggest that an allowance for travelling should have nothing to do with the quantum of tour is fatuous. It will have to be conceded that as things are, a Collector gets Rs. 2,700 as Travelling Allowance per year for touring at least 120 days. Of course, I would readily agree that if the minimum number is not done for the year, the officer should adjust overdrawal, if any, in his last pay bill for the revenue year.

### **Inspection of District Bungalows**

284. The Officers' Permanent Travelling Allowance at present does not include any charges for accommodation. As a matter of fact the presumption is that the officers on duty will not be charged for accommodation on tour. In spite of this, in some of the parts of the State which have newly come in from Hyderabad, Kutch, etc., a charge for accommodation is levied. I believe in Hyderabad such charges were reimbursed by Government. That is not so done now; nor have the officers been exempted. This anomaly needs to be corrected quickly.

285. Some of the Inspection or District bungalows have not got Khansamas. An officer visiting such a place, therefore, finds it extremely difficult to arrange for his meals. This is particularly so in the case of officers coming from outside the district. I believe that every Inspection bungalow or District bungalow situated at district headquarters must have a Khansama. Secondly, every such bungalow which is occupied for more than half the number of days in fair season, that is, on average, say, 120 days in a year, should also have a cook. Naturally, the places which are more frequently visited only during certain times of the year will need such service on special considerations. At smaller places, a full-time cook may not be justified. At present, watchmen at these centres cook for the visitors and are paid a little extra for their retention for this purpose. I do not think this arrangement to be very satisfactory because many of the watchmen I have seen are very unclean. Nor are they really good cooks by any standard. I wonder, therefore, whether it would not be possible to have a proper cook who may look after the bungalows, if necessary, instead of having a watchman who looks after cooking.

### **Non-Gazetted Staff**

286. Many officers have to take their stenographers on tour. There is no arrangement generally available for their stay. A stenographer is not much useful if he does not camp near about. Every District bungalow should have as many rooms reserved for them as there are suites for officers.

287. Apart from this, taluka revenue clerks have to come to district headquarters quite often. Failing other arrangements, it should be possible for the Collector to reserve a room in some office compound where such persons can stay.

## CHAPTER IX INSPECTIONS

288. Prior to 1907, Mamlatdars' offices were subjected to a number of inspections which in a single year would amount to as many as four. So many inspections with the consequent heavy increase in compliance work were considered wholly incommensurate with the resulting improvement and, therefore, inspections were limited to two, the second of which was to be practically a check on the compliance of the points raised in the first (Government Resolution, Revenue Department, No. 2810, dated 16th March 1907). By Government Resolution, Revenue Department, No. 8626, dated 30th August of the same year, the Collectors were asked to make an annual surprise inspection of their own offices with a view to effecting improvement in the business methods by which was meant really promptitude in disposal. It was then thought that the results of such inspections and examinations would be personally looked into by the Head and action taken to improve the offices. These orders were reiterated in 1939.

289. It is truism to say that what is not inspected is not done. Inspection of an office should really help the Head of that Office to find out many things which he would like to but has no time for. Day-to-day affairs leave him no time to see whether business is transacted regularly and properly. In view of this, it is obvious that inspections should be regular. At present, annual inspection is done of each of the Mamlatdar's office; and a Prant would ordinarily come up for inspection once in as many years as there are Prants. The compliance, therefore, which was to be done during the second inspection as laid down by the Government Resolution referred to above, hardly takes place, and a very long-drawn-out correspondence ensues. One of the main reasons for this is that the Heads of Offices have started taking inspections as routine matters. It is a game in which one party points out some mistakes and the other sends an O.K. on them after some time.

290. The Collector was supposed to do jamabandi and inspection of at least one taluka per sub-division every year and inspection of one sub-divisional office. Recently there has been some relaxation but I believe this is a misfortune. Inspections are really the only methods by which the Head of a district can see how the subordinate offices are running. (Yet, one office was seen not to have been inspected at all for 14 years!). It is suggested, therefore, that the Collector should inspect one taluka per sub-division every year and do the jamabandi of one taluka per sub-division in every two years. It is quite possible, as has been found out by at least two Collectors, to finish all the work of inspection and jamabandi by the end of December, thus leaving six clear months of the fair season from January to June entirely for watching compliance or for any "non-routine" purpose.

291. Inspections have corrective, reformatory and punitive value. It has been again and again pointed out that, as far as possible, corrections should be made on the spot and that correspondences should be avoided. This can be done in simple cases as when registers are not properly ruled or columns not properly entered or in supplying easy omissions. Most of the mistakes, however, are of an "accomplished" kind, namely, something has been done which is just wrong. In such cases, the idea in pointing out a mistake would be to see that it does not repeat. This is the reformatory aspect. This is achieved only when the particular individual remains in that post for a long enough time. One reason why inspections have no permanent effect is the quick transfers. Secondly, an office can reform itself only if the Head of the Office takes personal interest in the compliance. For example, a repetition of a mistake or commission of a serious mistake or of a mistake by a person who has pointed out a similar mistake during the inspection of a subordinate office should be seriously taken notice of. Lastly, punitive value is diminishing. Even serious or repeated mistakes go unpunished. A tendency is evident to treat every mistake (initial or repeated) as an inevitable lapse. Any excuse seems to be acceptable. (Apparently, a Collector was satisfied that Government dues in one village could not be collected because there was nobody in that village to beat the drum !). It is not my intention to suggest that every mistake should be treated as a serious default: but we must remember that at present discipline is at the lowest; and misplaced sympathy affects both the efficiency and the prestige of Government. It is also hoped that pre-service and in-service training, together with up-to-date handbooks, may improve matters. The functions of a clerk with regard to a subject will then be enumerated at one place and it would be possible to pitch our expectations from the clerks fairly high.

292. It has been repeated many times that inspections should not aim at fault-finding. True, finding faults should not degenerate into pinpricking or nagging nor is it the only aim. But no fault can be corrected unless it is found. Whether the fault needs corrective, reformatory or punitive approach is an entirely different matter. One thing is certain. We need not feel shy of admitting that inspections are meant to find faults. Sweet words by themselves are generally impotent.

293. The neglect of inspections was specially brought to the notice of Collectors in Government Circular, Revenue Department, Circular No. INS-RD-2156-E, dated the 21st May 1956. The Circular was the result of a number of inspections carried out by Government and it laid down a questionnaire of 72 points. The questionnaire has not been used by many. The propriety of such a questionnaire is sometimes questioned. It is said, a questionnaire works as an impediment to the initiative of the inspecting officer. This is indeed far from truth. It is too much to expect that an official or an officer would remember all aspects of every type of case when he reads



papers. Here then is the enumeration of all the aspects to help him. In no way does it limit free exercise of initiative and intelligence, for these qualities can never be dispensed with at any time. It is like saying that ready reckoners hinder intelligent audit. The questionnaire, like the ready-reckoner, saves time. It ensures that nothing of importance, even of routine type, is omitted. The complicated office of to-day has to be inspected within 8 days and the officer or his staff can hardly have time to think originally on all the aspects of all the questions. What really happens is that these aspects are relegated to the clerks who naturally fill up reams of paper, often repeating irrelevantly what is found in the notes of previous years. Instead of this meaningless copying, a questionnaire definitely indicates a line of inquiry bringing out the principles underlying each. There is no question of the questionnaire ever limiting the free exercise of initiative. One can always add to or amend for the better. What point to stress and what not, is really an individual problem depending on the officer inspecting and the office inspected. There is, of course, one fear, namely, that the questionnaire may degenerate into mechanical work. This is a risk we have to avoid. Misuse of a method, however, can hardly be a fault or a shortcoming of the method itself. One can only recommend an exercise in practice.

294. Another point which needs insistence is that the inspections should essentially be by the inspecting officer and not by his staff. This does not mean that the staff should not see the papers, or prepare notes on the subject ; but it means that every inspection point should be vetted by the inspecting officer with the aid of the questionnaire. He should at least verify 50 per cent. of the points in fair detail. His personal check-up and interest in details will alone guide his staff in how to make inspections. At present very very few Collectors go through, verify, add to or amend the notes drawn by the office. Even Personal Assistants and Chitnises have started "initialling". The Collector or any other inspecting officer should really be in a position to assess the work of the individuals so that he can make suitable entries in the ephemeral rolls of the officers and officials. This will be a substitute to the present 'impressions', for most of the Collectors nowadays do not camp sufficiently long during inspection at the headquarters of the office inspected but only attend on the last day for reading a memo, the contents of which are foreign to them. Personal touch can alone help an inspecting officer to know what is happening.

295. It should be possible for the inspecting officer not to leave the camp without actually delivering the inspection memo. In any case, the issue of a fair copy should never be delayed beyond a week. The following method is quite useful. The inspecting officer should day by day go through the notes and cases. Once the notes are approved, they can straightaway be typed in triplicate and a copy given to the inspected office. It should be possible to see that all the notes reach the inspected office on the day previous to the day of

memo-reading, so that they can peruse and object or offer explanation, where necessary. The memo-reading should not be merely an essay in advice but should give an opportunity to the inspected office to object or note on the memo itself. Such objections should not only be tolerated but should be freely encouraged. In the light of reasonable objections or explanations, the notes should be recast on the spot. Before leaving the camp, the inspecting officer can hand over two copies of the notes together with two copies of the summaries (i.e., actual directions on all points). One full copy of the note should be filed in the appropriate compilation. The other should be split up, after perusal by the Head of Office and Heads of Branches, among the clerks concerned. One copy of the summary should be kept by the Head of the inspected office himself and another split up among the Heads of Branches for supervision over compliance.

296. Over and above the normal inspections, officers must pay surprise visits to the subordinate offices (and even take rounds in their own office) to note the punctuality of the staff, check up on public relations and to sense the office atmosphere. This way, the offices can be kept more vigilant and less neglectful of their duties. These inspections, however, can never substitute normal inspections. It is easy to go to an office and fire away questions at a high speed. It is easy to call for cases and statements. If one tries to do in a surprise inspection what one ought to do in a normal manner, he upsets the whole staff, achieves little and gives everybody a good handle for explaining away why they did not work that day. Secondly, it is far too easy to find mistakes 'unexpectedly'. Even the best-run office can be shown in poor light. It is a test of the inspecting officer, however, when he is able to point out serious defaults after due warning. When an office knows that it is going to be inspected, say, after two months, no doubt, it does some window-dressing, but it also takes some reasonable care to improve matters. If our goal is improvement of our offices, such an opportunity is necessary. Let the office staff improve on their own and let the inspecting officer point out the other mistakes which the staff cannot think of by themselves. This way there will be greater improvement. Surprise inspections, of course, have their own value but they cannot substitute normal routine inspections which are important by themselves.

### **Field Inspections**

297. A tendency was visible for some years to relegate detailed village inspections to the subordinates. On the other hand, the village records have assumed greater prominence in view of the Bombay Tenancy and Agricultural Lands Act, Bombay Prevention of Fragmentation and Consolidation of Holdings Act, Inam Abolition Acts, etc. It was actually noticed that many officers had forgotten the village accounts and registers. Mere insistence on village inspection without a detailed guide would have produced superficial

compliance. The Revenue Department, therefore, issued a detailed questionnaire to assist officers in their work. Unfortunately, it has been noticed that the questionnaire has been very carelessly filled in by some officers. If our Legislation has to achieve the desired objective, these inspections cannot be ignored.

298. The quantum, as laid down in the beginning (namely, 20 villages for Collectors, 5 villages in each taluka for Prants and 25 for Mamlatdars), was, no doubt, on the heavy side. The standard for Prants needs no change. The Mamlatdars may be expected to do 20 in a year. As for Collectors, it has been reduced to (i) one village in each taluka every year, and (ii) in addition, a random check of every Prant Officer's work in one village. The total number of audits as required by (i) (where there are no Additional Collectors) be restricted to ten. I think (ii) is unnecessary and the quantum in (i) may include up to 50 per cent. detailed checks of Prant Officer's audits. The Revenue Department allowed in the same circular that the check on Prant Officer's work can be done with the help of Personal Assistant/Chitnis. I do not agree here. The Collector may do a few things less but what he does, he should do them himself. To use an officer of equivalent rank (Personal Assistant) or lower rank (Chitnis) to check up on Prant Officer's work is a thing difficult to recommend.

299. There has been a suggestion that the questionnaire may be done only in parts. As stated earlier, one idea behind the questionnaire was to bring many-sided importance of the revenue accounts to prominence and to see that none is neglected. There is always room for improvement, not for omission. There will be no objection if a Collector splits up the whole questionnaire in 3 or 4 parts and does one part in some village of each taluka; but it would not be correct to repeat the easier questions and neglect others. A questionnaire has to be fully utilised thoughtfully, neither slavishly nor superficially.

## CHAPTER X

### PUBLIC RELATIONS

300. An officer comes into public contact when : (1) people see him, (2) they write to him, (3) he attends various meetings, or (4) he meets the press.

301. There is no doubt that every Head of the Office must specifically notify his visiting hours. It is obvious that if the Head of the Office is to attend to his multifarious duties, he cannot see anybody who turns up at any time. Of course, that does not mean that a visitor will not be attended to unless he comes during visiting hours ; but then the Head of the Office himself may not be available. It should not at all be difficult for the Collector, for example, to arrange so that when he is not available (i.e. outside his visiting hours or when he is on tour), some other gazetted officer is free to see the visitors. People can thus see the Collector ordinarily either during his visiting hours or by appointment ; otherwise they can see another gazetted officer.

302. Every office should be well-provided with a visitors' room. Government has already passed orders on this point but possibly due to financial difficulties, they have not been implemented. Visitors' rooms, where they exist, are not inviting. These visitors' rooms should be provided with strong furniture and daily newspapers. There should obviously be drinking water facilities.

303. Then, there should be an Enquiry Office. It would be managed by a person of Aval-Karkun's cadre in the Collector's office. Such an officer should possess general knowledge of the Department and have cheerful nature and tact. He should develop "the public is always right" attitude. In Collector's office, an Enquiry Officer will be connected with all the branches by an inter-communication Stamp vendors and application-writers would work under his vigilance. He would also regularly see the suggestion box. When a visitor comes, he would try to satisfy him after getting the necessary information from the branch concerned. If the visitor is not satisfied with it or wants to see an officer, the Enquiry Officer should take down his name, business, date and time of arrival and send a slip to the clerk for stating what the office has done in the matter and for sending it to the officer granting interview. Simultaneously, a visitor's card would also be sent to such officer stating the name of the visitor, the date and hour so that the time taken by the office (which, on an average, should not come to more than 20 minutes) will be brought to his notice. If no papers are needed, no doubt the visitor will be ushered in straightaway. The Enquiry Officer will obviously work directly under the Head of the Office. Actually, this job can very well be done by the Head of the Registry Section whose other duties are explained in the Procedure. The slips (on which appear

office notes and the Collector's orders) can easily be filed suitably to check up whether proper action has been taken on them later on.

304. The Enquiry Officer should not naturally discourage visitors from seeing the officers, though, no doubt, he will take as much care as possible to ascertain the progress of the work in which the visitor is interested and inform him tactfully. If the Enquiry Officer has done the job correctly, the officer concerned will, no doubt, explain the same position and solicitously enquire whether the Enquiry Officer did not inform the visitor correctly. If the visitor had been informed correctly then naturally the officer would be very sorry for having wasted the visitors' time by telling him something which he already knew. Just as one should not specially discourage interviews, one should not encourage them either, lest the Collector be transformed into a cheerful officer promising everything to everybody and not being able to get done much. Secondly, if an idea goes round that work is got done only if one approaches the Head of the Office, it is indeed an unhealthy sign. Actually, the whole office should work in such a way that it should be unnecessary for anybody to know who the Head is. The personality of the Head should be felt without his person being seen. As it is, we happen to insist on his presence and we like to presume that good results will follow. No doubt, the Collector would see by surprise visits round his office and to the visitors' room that the Enquiry Officer does his job well, that interviews are granted to all the needy persons and that people are satisfied. The Collector can do all this by making a judicious use of the Enquiry Officer.

305. The Enquiry Officer can do two other things quite conveniently. One is, he can go through all the local newspapers of the day and bring to the notice of the Head suitable matter by enclosing it in coloured pencil. Secondly, it has been recommended elsewhere in this Report that a brochure should be brought out for the information of the public on law and procedure in various subjects. Copies of these brochures can be made available to the public at the Enquiry Office. (An illustrative brochure is given in Supplement II).

306. The second way the public comes into contact with a Government office is by communications. These communications, it has been stressed again and again, should be immediately acknowledged and promptly disposed of. This has been sufficiently provided for in the Procedure. It has also been laid down therein that the final replies should also contain reasons unless on the ground of policy the Collector has decided to withhold them. Rejection of a request without reasons looks obviously peremptory and justly hurts the person who considers it genuine. If reasons are given, either he acquiesces or appeals to higher authorities. He may regret the decision but he does not resent. It is for this reason that one

would in general recommend communication of reasons. Thirdly, Government has rightly insisted that the language of these communications should, as far as possible, be the language of the application or the regional language of the district. Though many offices have started this practice, one is not confident that the rule is universally followed. Ordinarily, replies to applicants would be approved by the officers. The fact that a reply goes in the regional language or in the language of the application should be a personal responsibility of the officer who approves the draft.

307. It would be appropriate at this place to consider the delays in giving certified copies of certain documents. Ordinarily, this would be a Record Keeper's job and it should not take three days unless the document to be copied is very long. At present, 10 days are allowed and even those appear insufficient in many offices for the simple reason that more the time allowed for a certain piece of work, the more slowly it moves. Many officers seem to ask for copyists even when they have typewriters. It has already been stated that a typist can do 7,000 words a day. The office work including the copying work will decide the number of typists. It requires no special provision for copying. (When "Duostats" are supplied, there will be no need of typists or copyists or comparers: See Chapter XIII, paragraph No. 405).

308. The next point is about the proper use of tours by the officers. Ordinarily, the tour programmes should be fixed in good advance and no changes should take place. It was laid down that the programme should be given publicity in local newspapers and on the notice boards of the local offices. The idea behind these orders was that all the work relating to a village will be done if an officer visits that village. But it is a good example of the present-day attitude when words are possibly obeyed and not the spirit that care is taken some times to advertise the tours but all the business which has already accumulated in the office relating to that village is not disposed of on tour.

309. As regards the Press, the Collector will either meet the representatives informally or hold a Press Conference. In any case he will require tact to anticipate the problems they may raise in meetings and to give them sufficiently convincing replies. In the interest of administration, the officers will have to have the courage to be honest and truthful. They will have to have the courage not to excuse certain mistakes in some way or the other. The Press can be very useful in knowing the various grievances; and if the official side is explained to them after honestly taking care to meet their point of view, I believe the Press understands. There have been occasions when some section of the Press abuses the confidence but on the whole the results are not unhappy. If the Collector desires to be in lime light, it is not difficult; but very soon he will find that he is led by the Press instead of by his conscience. If he really appears as a friend of the Press effacing all the ego, he will find

enough to learn from them and use their information without being docile. If the Collector keeps himself abreast of every item relating to his district, informal meetings with reporters can help enormously. An understanding with the local reporters for giving an opportunity of hearing the Collector before publishing anything against the administration can be extremely useful. That will minimise the occasions for contradictions which, if necessary, should be made on the same day.

310. In the above paragraph, I had in mind more an informal individual contact than a press conference. Individually, the hand of friendship is easily taken. In a meeting, the atmosphere is formal and heckling can take place of reason. Moreover, a careless remark gets more importance than a hand-out. A press conference, therefore, on an important occasion is all right but I would not encourage it.

311. Many grievances reach the floor of the Legislature. Even apart from this, it is to the advantage of the Collector if he knows how the M.L.A., M.L.Cs., or M.Ps., are thinking. Towards this, the Chief Minister said in the Collectors Conference of 1957 that Collectors should meet these representatives of the public frequently. Such quarterly meetings would indeed be a great help.

312. Lastly, the District Publicity Officer can play a very important role in public relations. At present, he is mostly busy in interpreting the Government objects and actions to the public. Through tours, speeches and cinema shows, these officers bring understanding of Government activities to the rural population. This is, however, only one-way traffic. A District Publicity Officer, if he really takes interest in his work, would normally come into contact with so many persons in villages that he should prove the best agency for reporting the grievances. It is he who would come to know whether people easily get what they want, whether the officers have gained popularity or unpopularity because of their work, and so on. No doubt, it will not be for him to spy or to start collecting evidence, but it will be for him to pass on all the available information to the proper authority. If a District Publicity Officer comes to know that some persons in a village have been waiting for their tagai loan for months together or that they had to bribe somebody for getting copies of certain documents, or that no officer had visited that particular village, it is for him to inform the Collector, who can take the necessary suitable action. This dual role of the Publicity Officer needs to be stressed.

## CHAPTER XI

### DEVELOPMENT

313. Just as purely revenue matters are outside the scope of this Report, so are the purely development matters like Plans, Budgets, Evaluation, etc. The revenue and development functions are now only combined at the Prant's and the Collector's level in the districts. At the Collector's level, the District Development Officer should help him in most of the ministerial duties. The Prant Officers should carry out most of the inspections and evaluation. The Collector will supervise over the whole work.

314. I do not see why much is sometimes made of the clerical staff required for developmental purposes. Actually, development work is more or less a personal work—a work in which an officer has to give his own time and apply his own mind. A number of clerks can really help precious little. A lot is also made of 'Statements but there are not many periodicals prescribed as far as I understand from the Political and Services Department (Development). Meetings again may take officer's time and not clerk's. The standards which are applied to other noting hands should do well for development work also.

315. One thing I would definitely like to mention is the role of the Assistant Commissioner (Development). I really wonder the propriety of his inspections. The Block Development Officers execute and the Prant Officers, Collectors and Commissioners inspect. There is no need of another officer of a Deputy Collector's grade going round a Division finding out what is not done or how it should have been done. The Block Development Officer is the man on the spot. The Prant Officer is the next higher superior whose intensive touring and close contact with the public puts him in a special position to inspect and evaluate. The Collector with his over-all authority is to supervise and the Commissioner to guide. What more one Deputy Collector can do for 8 districts is not quite clear. As a matter of fact, I believe that some Collectors get rubbed against by this officer. I sympathise with them. I can understand the Commissioner himself inspecting and the Assistant Commissioner (Development) helping him, but I cannot understand the Assistant Commissioner (Development) doing inspections on his own. For the first type of work there need be only Assistant Commissioner or a Head Clerk in the Commissioner's office but as that office is not within the purview of this Report, I do not want to expand on the subject.

316. The co-ordination meetings should have proved extremely useful in development matters. I have reason to believe, however, that the transaction of business at these meetings is of a superficial nature. Many officers have no adequate knowledge as to what is



happening. Planning at an earlier stage is very much wanting. Departmental autonomy is tried to be asserted sometimes. It is hoped that the suggested reorganisation of the Collector's office will contribute better towards unity.

317. The Collector with his over-all control will find it quite easy to see that the subordinates get rid of the idea of equating development only with more extensive touring, lots of talks and collection of popular contribution. The time has come to create enthusiasm more by accomplished work than by future visions of glory. A solid outlook needs to be brought home to villagers so that they will know what will really contribute to their material prosperity and engender responsibility in them, so that they may invest in schemes which will give adequate returns. The Collector's personal responsibility in seeing that the business outlook grows among the imprudent and impoverished peasantry is great. It is he who will show both, by behind-the-scene-work as well as some demonstrations, that development is in progress. He will yearn more to celebrate completions of schemes instead of inaugurations thereof. It is hoped that commencement of a little good in everything for everybody on all fronts everywhere will be replaced by the solid progress at least of some, if not all villages, in quick time so that the completion itself will provoke more enthusiasm.

## CHAPTER XII

### NEW AREAS

318. The new Bombay State consists of 24 old districts, 8 districts of Madhya Pradesh, 5 districts of Hyderabad, 5 of Saurashtra and one of Kutch. The Saurashtra and Kutch administrations were run practically on lines similar to those of Bombay; and the union has not given rise to any particular problems. The case of Madhya Pradesh and Hyderabad is, however, different.

319. Most of the information on which this Chapter is based, had to be taken from various officers and accepted without verification for want of definite reference by them to the source. Practices in some cases were taken as truly reflecting the law and directions. It was not possible to check up whether everything that was done was according to law or not. Any way, for introducing new changes, it is enough to know what to change.

#### Vidarbha

320. Vidarbha has a different type of administration. Every revenue matter is considered a case to be dealt with by Court. This has enormous effect on dealing with the public. Secondly, the whole subordinate staff is only trained for a clerical job; officers are directly recruited at various levels and mostly act like Courts. Thirdly, village administration and methods of accounting are also very different. It is not easy to change such a set-up easily.

321. Changes below tahsil level should be only in essential matters or matters which are obviously to the benefit of the public. Nor should these changes be so radical as to confuse the subordinate staff. The administration is going to be carried on by persons of certain calibre and they will not be able to do new things in the same way in which they have been accustomed to do old things. We have to take the staff with us and it is best not to make swift changes. The changes at the tahsil level should also be kept to the minimum. But here the idea of uniformity may enter in our suggestions. The changes at prant and above level should certainly be on the basis of uniformity, collecting what is best in all systems. Whatever has been recommended in other Chapters, unless contradicted by what follows, will apply to this area also. In points not touched upon in general Chapters, however, the essential idea is to change a few things and leave the rest as they are.

322. There is another reason why we have to go slow even at higher levels. Apart from the Acts and Rules, much of our administration depends on resolutions, circulars, memoranda and letters. Official compilations of such standing orders are not forthcoming. As mentioned elsewhere in this report, an effort was made in the

Revenue Department in 1955 to compile standing orders on some of the subjects. That attempt only reached the typewritten stage. The new areas, therefore, are not likely to know what the standing orders are, let alone study them or implement them. The compilation of up-to-date standing orders would, therefore, be a *sine qua non* for the introduction of changes on a large scale.

### Present Position

323. *Villages* : All the eight Vidarbha districts do not have the same village pattern. Some of the essential differences are : (1) in Berar, it is laid down that the Talati's *saza* is to comprise of 3,740 acres of cultivable land. This is not so in C. P. districts. (2) The Talati collects various cesses and remits them to the treasury while Government pays inferior servants separately. In C. P. Jaglyas get paid directly by land-holders. (3) The instalments of land revenue whether *kharif* or *rabi* are based on the actual crop sown in Berar, while in C. P. districts, it is not so. (4) *Pahani patra*ks are on annual basis in Berar districts and on quinquennial basis in C. P. districts. The village forms in these two areas are also different. In all the eight districts, *kharif* revenue is paid only in January and *rabi* only in April. There is one scale for "general" suspensions and other for "local" suspensions. Thus, there are very essential differences which will not lend themselves easily for a changeover to the Bombay system.

324. *Tahsil* : A Tahsil is divided into some 6 or so circles each of about 60 villages. There is one Revenue Inspector for each circle. A Tahsildar supervises the work of all villages and is in direct charge of one circle. Each of the other circles is in charge of a Naib Tahsildar. One Naib Tahsildar is in charge of sub-treasury and there are some who do only magisterial work. Naib Tahsildars are directly recruited and they become Tahsildars in 5 to 7 years. Mainly they do their work in Court style. They hear cases at the headquarters. The taluka office, therefore, consists of a number of readers, sub-treasury staff, Muddemal Branch, Tagavi Branch, Jamabandi Branch, Record Room, etc. Tagavi instalments are repaid at the treasury and not at the village. On the date of repayment, the clerk calculates the interest upto the last day and allows the money to be accepted in the sub-treasury. Jamabandi consists in preparing demand statements in Berar and of seeing that every *khatedar* has paid in the money in C. P.

325. *Sub-Division* : The Tahsil also generally forms the geographical jurisdiction of a sub-division. The Sub-Divisional Officer appears to be mainly responsible for hearing revenue appeals, *nazul* (city survey) cases, non-agricultural cases, cases under Agricultural Leases Act and Chapter cases. They attend to *janapada* work too. Quite a lot of his time is spent in renewing old *nazul* leases and working as a Court. *Janapada* work takes about a couple of hours a day. They do not exercise all the unreserved powers of the Collector as under the Bombay Land Revenue Code. As regards

hearing of cases, anything between 20 and 30 are fixed. A large number of parties sitting on the verandah of the office is a usual sight. The disposal is very slow because so much depends on the pleaders. Cases are called out and if the parties are present, they go in search of their pleaders and the Court waits. In one Court, work of 15 days was examined. 219 cases were fixed out of which 23 were decided, 15 were heard and all others adjourned on one ground or another. Out of the 23 decided cases, two were compromised, two were dismissed, three were filed and in others short orders were written, some of which were drafted by the reader. Tours had very little prominence. A Sub-Divisional Officer had only visited 61 out of the 435 villages in his charge and many of the visits were for non-revenue purposes.

326. *Districts.*—The Collector's work also follows more or less the same pattern. Everything is a case and even a tagavi application or an application for a cart load of earth would be represented by a pleader. The Collector attends to the Motor Vehicle work and Endowment of Trust work. The officers in charge of land records, agriculture, excise, home guards and publicity are directly under the Collector. The papers pass through nearly four stages before they reach the Collector, namely, the Clerk, Head Assistant, the Assistant Superintendent or Superintendent and the officer-in-charge. Procedure is conspicuously absent in the offices.

### *Suggestions*

327. As I said, I would restrict my suggestions to a very few definite ones as far as the lower rungs of the administration are concerned.

### *Village Administration*

328. (i) Introduction of the decennial VII-XII form, because it will cut down the Patwari's work and also reduce the load in the record rooms.

(ii) Tagavi dues may be collected at the village level by issue of Tagavi Forms II, IV, V and VI.

(iii) Patwaris may not always write through the Revenue Inspector, unless the latter's opinion needs to be recorded.

(iv) Talatis may receive contingency allowance on the Bombay model.

(v) As this enquiry is not concerned with the Land Record Department, I have not touched on the measurement part of the Talati's and Revenue Inspector's work.

(vi) Both the posts of Patels and Inferior Village Servants are non-watandari. Now, Patels get remuneration on Wingate scale and Inferior Village Servants are paid Rs. 16 per mensem (or Rs. 18 per mensem). Both the classes feel that they are not sufficiently remunerated. As suggested in the first Chapter, the need for Patels will disappear when the Police intelligence is strengthened

and other work is passed on to Talatis and Village Panchayats. As for Inferior Village Servants, the number of Kamgars should be so reduced as to allow decent pay to them. As for future of these posts, the matter has been discussed in Chapter I.

(vii) A normal circle which consists of 60 villages may be cut down to 30 and later on to 20.

### *Tahsils*

329. (i) At the taluka level, the most important change to be introduced would be splitting up of the present Tahsil into more than one taluka or mahal. The present set-up will not work if the administration is to reach the villages. It is taxing for villagers to have to go to the headquarters (which is miles away) and get every grievance redressed or request considered in the "Court" style. From the point of view of convenience and finances of the parties as well as of efficiency of administration, the tahsil or taluka officer should be in easy reach of the rural population. A new taluka, therefore, may consist of about 120 to 150 villages. This will, no doubt, mean more expense in setting up headquarters. For this reason the functional distribution over smaller units may be introduced first, followed by change of headquarters later on. The change can be gradual depending on the financial case with which it can be effected.

(ii) Tagavi interest can be calculated annually on quarterly basis. The Local officers with whom I discussed favour this.

### *Sub-Divisions*

330. (i) As for sub-divisions, the janapada work should be taken away.

(ii) Secondly, the most important thing should be about delegation of Collector's powers. According to Section 18 of the present Madhya Pradesh Land Revenue Code, certain definite powers are delegated to Prant Officers. Here I think it will be advisable to change this section on the lines of Section 10 of the Bombay Land Revenue Code so that all the powers automatically vest in the Sub-Divisional Officer except those that are reserved.

### *Districts*

331. (i) The motor vehicles work and Trusts work should immediately go to the appropriate departments.

(ii) Officers are at present appointed to districts; and the Collectors make individual appointments and transfers among them. There is no doubt, certain benefit in this because the Collector can make changes after assessing the worth of each officer under him. At the same time, the appointing authorities, who have got all the record of the man, can judge his ability better than the Collector until the latter knows the Government servant. Secondly, every time a new Collector takes over, he may like to make transfers. On the whole, I think that with the reservation of certain personnel as mentioned

in the Chapter on "Transfers" and with better contact between the Commissioner and the Collector, there appear advantages in reserving the power of making appointments to particular posts with the Commissioner.

(iii) Another suggestion which I would like to make is with regard to the present practice of lodging every case in Collector's record room within 7 days of the decision. Such quick lodging results in delays in disposal of copying applications. Remembering that the annual receipt of cases in one Collector's record room is 54,814, many of which will have to be taken out when appeals are to be heard or copies given, the importance of the change will be obvious. I would suggest that the cases should be lodged after the limitation periods are over.

(iv) Post between the Collectors, Tahsildars and Sub-Divisional Officers is carried by special messengers twice a week. I see no propriety in not using the post offices, particularly as messenger service works only once in three days.

#### *General*

332. (i) Generally speaking, at present even the Madhya Pradesh District Manual is not being fully followed. The introduction of a compact procedure is, therefore, a first necessity.

(ii) Secondly, there are too many inspections. A tahsil is inspected both by the Sub-Divisional Officer and by the Collector. This is unnecessary. The Bombay quantum of inspections may, therefore, be introduced.

(iii) The papers which are of ephemeral interest may be destroyed after keeping them for a year; they need not go into the record room.

(iv) ABCD preservation lists will have to be applied to this area for future record.

(v) Section 27 of the Madhya Pradesh Land Revenue Code states that a Revenue Officer is a Revenue Court "while exercising power ..... to enquire into or to decide any question arising for determination between the State Government and any person or between parties to any proceedings". This means that practically every matter is considered by the officers as a revenue case. There are both advantages and disadvantages. The advantages are two: one is that the officer deciding the case gets the benefit of the legal knowledge of the pleaders; the other is that the noting and correspondence is likely to be kept to the minimum and the officer applies his mind personally at every stage. In practice, however, the legal advice of the pleaders degenerates into legal obstruction at least by one party. As for the second advantage, though there is no noting, correspondence goes on side by side. There are other demerits. The parties have to spend huge sums of money on pleaders. Secondly, the hearing of the cases is merely always at the headquarters and for every adjournment, the parties have to travel

and spend. Thirdly, adjournments are not few, for at least one pleader is busy in prolonging the case. The next disadvantage is that the parties themselves are rarely heard. I for one would feel, therefore, that more touring coupled with justice-on-the-spot is for more desirable than the justice-through-pleaders at the headquarters. Once the revenue affairs are taken away from the "case" category, pleaders would disappear. This is a most fundamentally desirable change; many local officers too want it that way.

(vi) Allied to this is the question of touring. At present touring is not much encouraged. The general book of circular II (12) lays down: "while it is impracticable to prescribe definite limitations on the amount of touring which should be done by the different classes of officers, the general principles should be observed that the amount of touring should be kept at the lowest limit consistent with the performance of necessary inspection work, and in the case of the Deputy Commissioner and District Superintendent of Police, for example, with their becoming acquainted and keeping in touch with the people of their charge". The same circular goes on to say that "as far as possible, small villages should not be visited more than once in two years". The result in practice of this was that officers did not tour much. It was the people who came to officers as a rule. For reasons which appear elsewhere, I consider it absolutely essential for every revenue officer to tour as much as possible. The habit of paying one's camp bills must be developed but that need not be a reason for discouraging village tours. The moment touring is prescribed on Bombay lines, P. T. A. rules will follow suit. Touring will naturally encourage hearing of cases at the villages and discourage engagement of pleaders.

(vii) No transfer of revenue cases should be allowed.

(viii) A different manner of administration has resulted in a different kind of personnel manning the posts. The officers' cadre is kept completely distinct from the clerical cadre. An immediate problem would be the absorption of a very large number of E. A. Cs. (Extra Assistant Commissioners), Tahsildars and Naib Tahsildars. These officers who are dealing entirely with the magisterial work should be absorbed in the Judiciary, the separation of which from the Executive should be brought into force immediately. It has been stated that these officers cannot be absorbed in the Judiciary because there is a joint cadre of Civil Judges and Magistrates and secondly because Public Service Commission must select magistrates again. The second reason is just untenable because all these officers have been selected once by the Public Service Commission for the posts of Tahsildars and Sub-Divisional Officers. One of their main jobs was hearing magisterial cases. To submit them to a further test is not only unnecessary but is suggestive of the fact that the previous Public Service Commission did not do its job well. The first reason also does not appeal to me. When we are tackling important problems like States Re-organisation, to say that because

in the old Bombay State there is a joint cadre of Civil Judges and Magistrates, any person who was put only on a magisterial job should not be absorbed, stands to no reason. Even Police Prosecutors who are appearing before these very Magistrates are allowed to apply for these posts. I would, therefore, consider it very unfair if the number of persons equal to the number of magisterial posts manned by these categories together with some to make up for the part-time work done by some others are not absorbed in the Judiciary. Secondly, some of the Extra Assistant Commissioners can be and should be absorbed as Executive Officers of the Janapadas or District Local Boards. The Sub-Divisional Officers have been doing these jobs and are best fitted for them. As for Naib Tahsildars and Tahsildars, they will become Heads of Branches in Collectors' offices or appointed in Talukas (which are being increased) and would be easily absorbed.

(ix) Nearly all the officers in Vidarbha thought that some percentage of officers' posts should be thrown open to clerical grades. Such clerks as have put in more than seven years' service but have not completed 17 years' service and are below the age of 40 may be allowed to appear at the Revenue Qualifying Examination or an equivalent examination straightaway. Those clerks who have got less than 7 years' service must appear at the Sub-Service Departmental Examination or an equivalent examination. No more confirmations should be made except on the general principles mentioned in the earlier Chapter.

(x) From what has been stated above, it will appear that officers of Collectors' and sub-divisional grades should be transferred freely between this region and others. I would not encourage transfers of Mamlatdars because it might give rise to the feeling that something new is about to be introduced which the Government feels cannot be introduced by the local personnel. Secondly, Mamlatdars are ordinarily not transferable beyond their divisions.

(xi) There is one point which might look small but has given rise to embarrassment and that is of periodicals. At present it is not clear what periodicals these eight districts are to send. They are under the impression that they are to send all periodicals prescribed by the Government of Bombay as well as to continue those prescribed by the old Government of Madhya Pradesh. The matter will have to be gone into in detail and clear orders passed.

333. In a small State everyone knew everybody else. The administration was more personal. Personal administration has both advantages and disadvantages. Advantages are that the grievances are set right quickly. Disadvantages are that the administration is influenced by factors from which it should be aloof. A bigger State and a wider administration are more impersonal and can be beneficial only if they are efficient. That should be the aim.

334. Having stated what changes are necessary, I may as well indicate what changes we may adopt from the Madhya Pradesh area.



At the village level the practice of prescribing only one instalment for kharif and one instalment for rabi is an excellent one. Two instalments mean lot of work for the talati in filling up village form VIII-B and in actual collection and remittance. That can be avoided. At the taluka level, the designation Naib-Mamlatdar (cf. Naib-Tahsildar) is far better than Aval-Karkun. Thirdly, the old record is weeded out and destroyed in the old Bombay State once a year. The Madhya Pradesh system of destroying record monthly is better and has been adopted in the Procedure. Lastly, the rules for medical attendance and treatment are liberal. A list was made of all medicines, injections, etc., which could be administered or recommended by the medical attendant, and Government servants could either get them free or get the cost reimbursed. Certain institutions were also recommended where Government servants could go instead of limiting them to the advantages of the Civil Hospitals. Both these points have been adopted in the recommendations under "medical facilities".

### **Marathwada**

335. My remarks under Madhya Pradesh as regards the effect or otherwise of the sudden changes in the new areas would apply with a difference to Marathwada. Changes would be resented not because of any love for the old system but because it requires efforts. The real reason for going slow in this case would be the unpreparedness of the local staff for introduction of wholesale changes. The main problems that one can gather from the tour of the area are summarised below :--

#### *Villages*

336. Patwaris are still watandari. Excepting in Jagirs, the asaldars get cash remuneration. Many of them appoint Gumastas who get 2/3rd of the amount. Obviously, there is no such thing as a patwari's saza. The local officers also have not paid much attention while giving approval to the Gumastas with the result that one Gumasta is allowed for a number of villages which not only may not be contiguous but may be in different talukas. The village administration is at a low ebb and there is no doubt that the watandari system of Patwari will have to be abolish with quick despatch.

337. I am not in favour, however, of such abolition forthwith. The first reason is financial. To appoint talatis to so many villages at once would mean an immediate non-recurring liability of about Rs. 72 lakhs (for compensation to watandars and training of talatis) and a recurring liability of Rs. 20-40 lakhs (against the present cash allowance amounting to Rs. 9-90 lakhs). The second reason is administrative. We cannot recruit a very large number of persons (about 1,576) in one cadre at a time except by including a majority of doubtful calibre. It is no use saying that we can effect

the change, sub-division by sub-division. After all, the talatis are localised cadres and if we cannot recruit 1,576 talatis in Marathwada, we cannot recruit a proportionate number in a prant. The pressure would be the same. Thirdly, from the cadre point of view, excepting the top few, many would not be able to look forward to much, by way of promotion. Consequently, from financial, administrative and the service point of view, the abolition of Patwaris and appointment of Talatis may not take place straightaway.

338. The Hyderabad Government used to recruit 'la-waris' Talatis on over-all remuneration of Rs. 40 per mensem (deputies by Government on behalf of lapsed watans). They were trained and used to take an examination. (Incidentally, in one district even the papers of examination held a year back have not been examined!). If then such a corps of persons is available on Rs. 50 (even now village life in Marathwada is not costly), it would not be defensible to have talatis at a higher price. We cannot really compare this with the abolition of Kulkarnis in the Deccan because many of the Kulkarnis were so knowledgeable and qualified that they could be absorbed. Such is not the case with the Patwaris of Marathwada. I would suggest, therefore, that we need not abolish the Watandari system straightaway but we should only insist on qualified Gumastas, preferably those who have passed Patwari's examination. A Gumasta should also be expected to live in the village except possibly when the village is contiguous. If the Watandars know that their allowance will not be touched, it will be possible to see that these Watandars appoint Gumastas who satisfy our educational, age, residential and other conditions. The remuneration of such Officiators can be made up by giving extra cash allowances to make up to Rs. 50. In other words, we are trying to create a corps of Gumastas apparently proposed by the Watandars but appointed by Government in their behalf, in such a way that Sazas will be formed and a better personnel would be in office. All these deputies can be asked to appear at an examination and slowly but steadily the recruitment can be spread over three to five years during which time action can be taken to abolish the watans. The immediate advantage would be a less financial burden for the present and creation of a nucleus of staff from which talatis can be picked up at intervals, thereby building up a proper cadre. It might be thought that the same result can be achieved by appointing probationers and fixing the stipend at Rs. 50. I do not think so. Ordinarily, unless there is anything proveable against a probationer, we shall have to appoint him as a talati; and secondly, the probation periods of all will expire at one time.

339. At present, Patwaris are given contingency allowance on graded scale. I think this allowance should be brought to the standard prescribed in Chapter I as soon as possible.

340. For reasons already given in the Chapter under Villages, no change is proposed in the Patilki appointments except strictness as

regards qualifications and possible combinations of the posts of Revenue and Police Patils in one officiator.

341. As for Circle charges, at present a Circle consists of about 56 villages. This may be reduced to 30; and later on to 20.

342. In this area the question of introduction of Village and other Forms should not present much difficulty. The problem is essentially of "introduction" and not of "change". The Bombay Forms could be introduced as early as possible after the new Gumastas are in position.

#### *Talukas*

343. In Marathwada, talukas are fairly large; each on average consists of 169 villages and covers 555 sq. miles. Even though the average is fairly large, many of the talukas are small while some are very large. In the talukas which have got more than 150 villages or 1,50,000 population, a group of villages should be constituted as a sector in charge of a special Aval-Karkun or a Naib-Mamlatdar on the lines discussed in paragraph 30 above.

#### *Personnel*

344. The hierarchy of an office in Marathwada starts with the third grade clerk in the pay-scale of Rs. 50-105. The Girdawars (Rs. 68-116 who correspond with our Circle Inspectors) were appointed 50 per cent. by promotion from third grade clerks and 50 per cent. by selection. Peshkars (Rs. 87-129 : Office Superintendents) were appointed from Girdawars who had completed 5 years' service. Naib-Tahsildars (Rs. 190-275) were selected 50 per cent. from Peshkars, 25 per cent. from second grade clerks from certain offices and 25 per cent. by direct recruitment. Direct recruits used to get Rs. 100 on probation for two years. Clerks were expected to pass a departmental examination (which includes a regional language paper), the failure at which was supposed to result in stoppage of increments, non-confirmation and payment of examination fee for another chance. If a Naib-Tahsildar or a higher officer failed to pass a departmental examination within the prescribed time, his increment was supposed to be stopped and he was supposed to be forced to go on one year's leave without pay and take another chance, the failure at which meant dismissal. The increments of officers who failed to pass the prescribed regional language examinations within time were liable to be held up till they passed or till they reached the age of 45. As the old Hyderabad rules with regard to examinations were not followed in practice, it was noticed in one district that about 25 per cent. of Naib-Tahsildars were continued in service even though they had not passed the departmental examinations. Nor is there even now an urge to know the regional language the knowledge of which alone can help them serve the rural population. The personnel problem, therefore, is one of the biggest problems in Marathwada.

345. To start with, I would recommend application of the old Hyderabad (particularly with regard to examinations) rules strictly. No new promotion should take place except as recommended in the general Chapter earlier. After all, the States Re-organisation Act does not guarantee toleration of improper acts connived at earlier. Secondly, as there will not be much of a pool of clerks and Peshkars to draw the Naib-Tahsildars from, I would suggest that the direct recruitment may be resorted to. To avoid any blocks in future promotion, this recruitment be phased or some personnel may be taken by lateral recruitment.

346. The question of lack of knowledge of regional language on the part of the staff working in the district is important. I saw one clerk in Parbhani district who was getting a protected pay of Rs. 275, but who does not know a word of Marathi and does not care to learn it. He would be better suited possibly as a teacher in some Urdu school. The higher officers also seem to tolerate ignorance of local language which only encourages the subordinates not to pay attention to the Government's directives. I think the old Hyderabad language rules should be strictly applied with the proviso that the age-limit of 45 for exemption should be taken to 50.

347. Some Bombay Officers have been sent to Marathwada for training the local personnel. These Mamlatdars and Aval-Karkuns have been put on regular "tables". They do not know the local laws and rules (many of the books are in Urdu, even when available). For the disposal of every case, therefore, they have to depend entirely on the law as may be stated to them by the local clerks. Nor do all the local officials and officers know adequate English or Marathi. Lastly, the trainers are unhappy because of the accommodation difficulties, educational difficulties of their children and the meagre extra pay which, according to them, does not permit even an odd trip to see their families. From the practical point of view, therefore, the idea has so far not shown adequate results. Such training can only be done (1) at present in procedure ; and (2) after the unification of laws, in other ways.

#### *Miscellaneous*

348. Here also, Prant Officers work only under delegated authority. It would be useful to give them all the Collector's 'unreserved' powers as in Section 10 of Bombay Land Revenue Code.

349. An order has been passed in this Division that wherever there is no Dak Bungalow, an eight-hour stay in a Chavdi, may be considered a tent-camp. I am afraid, this is really not in consonance with any conception of a tent-camp. We may have tent-camps or we may not ; but such interpretations give a bad psychological training in following Government directives.

350. In Government Memorandum, Revenue Department, No. PWR. 1058/153527-C, dated 29th April 1958, the Personal Assistant in Aurangabad and some other districts, have been given powers of

hearing appeals against the decisions of Prant Officers. It is very difficult to consider this as a healthy practice. Both are of the same grade and for all we know a Personal Assistant may be junior to a Deputy Collector. This is very embarrassing, looks injudicious and, therefore, may be discontinued.

### Saurashtra

351. Saurashtra administration has been very much similar to the old Bombay State administration and there are very few points of divergence. Really speaking, there is only one problem and that is the 'staff problem'.

352. There is a very large percentage of inadequately qualified and untrained Government servants in Saurashtra. In Halar District alone only 49 clerks out of 195 and 3 Aval-Karkuns out of 44 are qualified. Nor has yet the habit of study been formed; in the last examination of clerks, 68 out of 75 failed. There is a very large number of Gujarati-knowing staff with the result that they are not able to follow the Government Resolutions and communications which are in English. They are also used to the disposal per clerk at 200 per month. It is admitted that nothing should be done now which can be detrimental to the interests of the staff. There cannot be any bar, however, in enforcing the pre-reorganisation orders. There is thus no point in continuing those officers and officials in service who have failed to pass the prescribed examinations within time. Direct recruitment should be expedited. Needless to say that those persons who do not come up to the standard and whom we have to tolerate, will have to be given in-service training as discussed in the Chapter under Personnel.

353. Mahalkaris are on Divisional cadre. They should be on district cadre. There is one peculiar local feature which was brought to notice, viz., that many of the Mamlatdars' posts are held by juniors and who are really paid as Mahalkaris. (It was stated that 15 out of 65 posts are so held). If so, this is a very serious anomaly. If seniors are unfit, let them be superseded so that the deserving juniors may get the Mamlatdar's pay. If the seniors are not unfit, let them not be omitted.

354. There are two or three points which definitely could be borrowed from Saurashtra. The first is that the Collector was the Head of the talati establishment and this is accepted in another Chapter. Similarly, the talati's bills were sanctioned by a Sub-Treasury and this meant early payment to them. This is also worth adoption. Lastly, the Prant Officers' offices were given utensils for their use on tours. This has also been suggested elsewhere.

### Kutch

355. The greatest problem in Kutch is the touring problem. Long distances have to be covered and the area is barren. Even the State Transport charges are practically double. (1½ annas per mile for

upper class). On average, a Mamlatdar covers 250 miles per month, a Prant Officer 500 miles and the Collector over 1,000 miles. I think there is a good case for raising the Permanent Travelling Allowance of the officers on an *ad hoc* basis by 10 per cent. As the Collector and Prant Officers have to tour quite a lot, I suggest that they may be given Government jeeps.

356. A point was made out by the non-gazetted staff, namely, that the Kutch Examination has neither been equated with the Sub-Service Departmental Examination nor with Revenue Qualifying Examination. The result is that the non-gazetted staff is not given any quota for Revenue Qualifying Examination, and they are suffering. The papers are still with the Commissioner and so no comments are given.

357. Lastly, the Police stationed in some parts of Kutch State like Khavda Bet are given bad-climate allowance while the revenue personnel stationed there does not get it. Bad-climate allowance need not make any discrimination between one department and another; and I do not think any particular argument is necessary to stress this point.

## CHAPTER XIII

### A. MISCELLANEOUS

358. In this section I propose to deal with various odd points which could not be easily fitted in, in any of the earlier Chapters.

#### **Bombay City District**

359. At present, Bombay City District is excluded from supervision and inspection. True, its revenue laws are different from those in other districts but still absence of proper check can lead to loss of revenue. It should, therefore, be included in the Bombay Commissioner's charge (in which case, Nasik can go to the Poona Division and West Khandesh to the Aurangabad Division) or at least inspection and supervision should be made a special responsibility of Commissioner, Bombay Division or some other officer.

#### **Buildings**

360. In view of the desired affinity among the district offices, it is obvious that they should be conveniently located in one compound. This is an ideal which we must try to achieve in foreseeable future. Rs. 1,50,10,000 have been allowed for this purpose in the Second Five-Year Plan. Ordinarily, Head of Office should be allowed 400 sq. ft., Heads of branches and Inquiry Officer 200 sq. ft. each, non-gazetted supervisory staff 100 sq. ft. each and a clerk 60 sq. ft. There must be in addition : (1) record room ; (2) visitors' room ; (3) Committee room in Collector's office ; and (4) lunch room in Collector's office.

361. The state of the present buildings is very unsatisfactory. Many of them are shabby, old and dilapidated with neither proper ventilation nor light. For this purpose, I suggest constitution of a small Committee consisting of the Collector and Executive Engineer (and the officer whose office building is under consideration will be co-opted). The Committee should go round in the beginning of every year, see the condition of buildings and make out a programme for repairs, additions and alterations (including fittings of lights and fans).

362. There should also be provision of decent latrines and urinals. (Now, even some of the Collector's offices do not provide these primary needs).

363. All rooms in Collectorates and mofussil offices should be indicated by various boards in the regional language and the visitors should not be allowed to roam all over the building.

364. Cycles are fairly common in the mofussil offices. Provision of cycle stands is absolutely necesasry, at least to keep the verandah and passage clear of them.

#### **Furniture and Fittings**

365. Every office should have decent and adequate furniture for the officers, officials and visitors. Some of the taluka offices are found

to be very poorly furnished and every time a number of visitors come or every time a meeting is held, the chairs are whisked away from the clerks who are left standing. There are, no doubt, a few offices where there is surplus furniture. A schedule of furniture considered appropriate for each member of office is given in Appendix 'F'. After readjustment within each district, the deficit, if any, should be made up.

366. No cupboards have been provided for the clerks. If the clerks send the finished cases to the record room quickly, there should not be any need for it. Secondly, if all the papers of a clerk would be on view any time a superior officer takes a round, Heads of branches and the clerks who may have to keep confidential papers will be allowed cupboards.

367. In every case of replacement or addition, I would suggest the furniture should be of a certain standard type. The officers' furniture should be of steel or good polished wood without any cloth (for this gets generally soiled). All wood work should be varnished or polished every year.

### **Treasuries**

368. At present, in some of the headquarters places, State Bank Branches are not situated near the Sub-Treasury. The result is that public finds it extremely inconvenient to pay or receive money. Sometimes one whole day is spent. All efforts, therefore, should be made to see that the Bank's Branches are situated near the Sub-Treasury or the District Treasury.

369. The main reason of inconvenience is that even for paying money to Government, a person has to fill in a chalan, then the Accountant has to write down or approve the Head to which the money should go and then the Shroff or the Bank would accept it. I think whenever a person is expected to pay money on any account, he should be so asked by enclosing a chalan with the letter so that he can approach the Shroff or Bank direct.

370. It was noticed during visits to some of the Sub-Treasuries that there were no safety counters for the Shroffs. This is indeed a very undesirable state of affair. The Shroff cannot leave his place even for attending to some immediate calls. Safety counters for Shroff where they do not exist should be provided immediately.

### **Saturday Working Hours**

371. At present, the offices in the mofussil work from 11 a.m. to 2-30 p.m. on Saturdays. Actually, the work is taken in one's own strikes and the slackness extends beyond the office hours. Sundays are, therefore, generally spent in idling away and the staff is not much fresher than what it was on Saturday evening. If the offices



were to work in the morning on Saturdays, the break for the mid-day meal would take the staff home and they would not generally return. This would result in a proper week-end. I suggest that the office hours on Saturdays should be from 8 a.m. to 11-30 a.m.

### Holidays

372. At present, Government servants put in 35½ hours of work every week. Compared to other countries, therefore, the hours of work are fewer. (Reported new office hours in Rome : 8-30 a.m. to 1 p.m. and 3-30 p.m. to 8-30 p.m.). Still we enjoy a very large number of holidays. I believe there should be three kinds of holidays. The first kind should consist of public holidays on which all the offices would remain closed; the second kind should comprise of sectional holidays of importance on which a section of the Government servants should get a holiday but this holiday should not be counted against their casual leave; thirdly, there would be sectional holidays to be counted against casual leave. In my opinion, the Republic Day, Shivaji Jayanti, Punya Tithi of Lokamanya Tilak, the Independence Day and Mahatma Gandhi's Birth Day (arranged chronologically) should be considered public holidays. In the second category would come the New Year Day and one or two important festivals of each community. (The total number of days in this category for any community should not exceed the present number of public holidays other than those mentioned above or three whichever is less). The last kind would be those holidays which are in the present list (both public or sectional) but not included in the above categories.

### Diaries

373. Ordinarily, one would have thought that the monthly diaries of various officers would be correctly maintained and punctually sent. Unfortunately, such is not the case. The indifference to the enumeration of one's own work should not be lightly treated. Surprisingly, some of the officers seem to chafe under an idea that maintenance of diaries is something below dignity and that it shows disbelief in their capacity or desires to work. The idea of a diary is not only to see whether an officer idles away his time or not but to indicate not only to the higher officer but to the officer whose diary it is, whether sufficient work has been performed during the period under review, so that he can prepare a forecast for the next month. While preparing forecasts one sees that no point of view is left out. A day-to-day diary is, therefore, useful. This will give officers less occasion to fret when superiors indicate that sufficient work has not been done. A detailed diary is an eye-opener to one's own self and it always indicates what remains to be done.

374. This brings us to the subject of the use of diaries by superior officers. At present, there is a practice of commenting on every diary which results in a series of monthly sermons, the compliance

to which is apparently nobody's business. The defects are pointed out so late that no correction is possible till the third month from the monthly diary on which the comments are made. If the scrutiny of diaries is to be the personal work of higher officers, its effect cannot be multiplied by frequency. (I believe that Mamlatdars' diaries should go up to the Collector). I would, therefore, suggest that monthly remarks in serious matters would be correct and proper; but the general assessment of work should be done only quarterly. When such assessment is made and communicated, there will remain ample time to the subordinate officers to show improvement in the succeeding quarter. If there is no improvement or if there is deterioration, the officer may not only pursue the matter but also make a suitable remark in the ephemeral roll or confidential sheet.

### **Monthly Demi-Officials**

375. These days, a Collector is not in a position to keep close contact with what is happening in the taluka. It is true that the Collectors are advised to have monthly conferences of his revenue offices, but I think a month is too short a period. Such conferences should be once in two months. When a conference is over, it takes about a week for officers to go back and clear up their tables. Then comes the minutes of the meeting. This is immediately followed by the agenda of the next meeting. Very little work is really done by rushing the meetings. If this position is accepted, I believe that the Prant Officers and the Mamlatdars should be asked to write monthly demi-officials to the Collectors wherein they can give a very free expression to what is happening in their charges. Some Mamlatdars will not take advantage of this and others will. There are many things, however, which Mamlatdars would like to bring to the notice of the Collector, if they only know that they will not be quoted.

### **Staff Contact**

376. I believe that there should be great informality between the Head of the Office and his subordinates. A regular round taken by the Head of the Office to the tables of the noting assistants or subordinate officers, questioning them on some points, looking, exactly as to what is lying on their tables, discussing a point here and a point there, has got great advantages. First of all, it brings down the formal barriers. Secondly, the clerk is more likely to be free when an officer goes to his table than when he sees him in the latter's chamber. Thirdly, it is not enough that an officer should dispose of all papers quickly and correctly. It is necessary for the subordinates to know why he thinks so and what principles are guiding the Head of the Office in coming to certain conclusions. This can be better done orally. 'Common' knowledge is a great asset, but 'common' (not stereotyped) thinking is a greater one.

### Establishment

377. Many times orders for appointment of temporary staff are passed and the office finds difficulty in getting furniture, stationery and other matters. I would suggest that every order of appointment of extra staff should include orders on: (a) furniture; (b) stationery; and (c) (for obvious reasons) a clear indication that this is temporary addition to the permanent cadre.

### Regional Language

378. I have dealt with the subject of regional language in the Chapter on Public Relations as far as it concerns the public. Government, however, has also directed that all the correspondence below the district level must be in the regional language. These orders are not being followed and for two very obvious reasons. First of all, we do not have sufficient number of typewriters in regional languages; secondly, we have not got typists who can type even fairly quickly. It is no use brushing aside these difficulties. They are genuine. The speed on a regional language typewriter is nearly half that on an English typewriter. This implies that a switch over would mean not only discarding the present English typewriters but replacing them by double the number of regional typewriters. We have also to increase the number of clerks required for typing in similar proportion. Nor are such typists available at present as the demand for them outside Government is negligible. It has been suggested that a promise of two advance increments would be a sufficient attraction for clerks to take to regional typewriting. There are some obvious administrative difficulties in this suggestion but a temporary special pay of Rs. 5 per mensem to a clerk possessing such a qualification and doing such typing work would serve the purpose. These financial difficulties can be met by adopting Roman script as a temporary measure. Even if the difficulties regarding typists and typewriters are overcome, however, there is a third one to be considered. Resolutions and Circulars which reach the Mamlatdar's office are in English. To expect clerks to study the Government policy in English but to put it into use in a regional language is expecting a difficult task. Unless, therefore, we have all the Government Standing Orders in regional languages. I would not recommend quick change over even at the lower levels. For the present I would suggest that English may not be displaced except by Hindi.

379. With the stress on the use of regional languages in dealing with the public, however, the efficient knowledge thereof on the part of Government servants becomes essential. Clerks who are recruited locally are supposed to know the language of the district. When they are promoted as Mamlatdars, they do not need to know the other regional language except in case of officers of Bombay Division. Direct recruitment to Mamlatdars' posts will be on a State basis and it is likely that a person not proficient in either of the

two regional languages may be selected. This can be avoided if the language paper at the time of recruitment is kept at Higher Standard level. In the case of Mamlatdars of Bombay Division, there are two alternatives possible. We can either prescribe that a certain number of Mamlatdars can be allotted to Bombay Division by Ahmedabad Division in exchange, for appointment in Gujarati-speaking area every five years; or that the Mamlatdars of Bombay Division should know or pass both the regional language examinations sooner or later. It can be laid down that a Mamlatdar of this division should pass Lower Standard Examination of the regional language he has not learnt within one year of his appointment to Mamlatdar's post or within one year of the acceptance of this principle by Government, whichever is later. He can pass Higher Standard in the language within one year of the officer having been posted to a district of such language. The problem of Deputy Collectors is different as they form a State cadre. Even so, it is extremely inconvenient to transfer them far away from their regions. The First difficulty is about their children's education. Secondly, even a casual trip to their areas may cost substantially in comparison with their emoluments. At the same time, there should be an easy interchange between the new and old areas. For these reasons I would suggest they may not as a matter of convention be transferred to areas speaking different language. Here too the case of Bombay Division will have to be specially considered. The solution appears to lie between the two suggestions as in the case of Mamlatdars.

380. We might consider here the difficulties of issuing circulars and such other matters to village officers. Many times circulars are to go to the level of talatis and to expect Mamlatdars to translate them and issue them creates both extra work for the Mamlatdars and possible non-uniformity in orders. There are very few taluka offices where competent translations can be done. I would suggest that all the circulars of this kind should be translated at the district level and for such purposes a printing grant should be available to the Collector. Again, there are many small items which look good in printing and which the Collectors may like to introduce for the sake of economy or better procedure. The time he has to spend to-day in convincing the Industries and Co-operation Department for such petty matters is not worth it. I would suggest a lump sum grant of Rs. 500 for printing.

381. There were complaints in some districts that sufficient number of copies of Government Resolutions, etc., was not received. On seeing the list of copies to be supplied, I feel the grievance can be removed. First of all, if a Government Resolution has to go below district level, it must go to Talukas. It cannot stop at Prants. Secondly, the number of copies should be: Collector 5, Prant Officer, 2, Mamlatdar 2, plus as many as there are Circles. This is the minimum.

382. If Hindi (or any regional language) is to replace English, I would suggest that a proper dictionary for official purposes should be prepared. In this connection, I came across a good compilation done by the old Baroda State.

### Indents

383. There has been a very general complaint that the model indent is based on inadequate data; and secondly, that even the inadequately sanctioned materials are not supplied in full. Reasons for irregular supply, as generally given are :—

- (a) indent is not carefully filled in (involving correspondence);
- (b) delayed indents (32 per cent. in time) or non-return of advice note in time;
- (c) mistake or delay on the part of stationery office; and
- (d) paper manufacturers' failure to honour allocation by Government of India.

The First three are correctable defects. The fourth must be pursued as the officers cannot run without this main item.

384. Now, with regard to the basis of supply. In some cases, it is inadequate and I have proposed changes in Appendix "G". To take the example of writing paper, one sheet per receipt cannot be considered a liberal demand. At the rate of 14 cases per day, the annual receipts can be 3,640. Eight reams per noting hand, therefore, is not an unreasonable demand. For other demands, namely, for proceedings of meetings, holding of examinations of recruits, etc., 10 per cent. of the quota based on noting hands be given for this purpose. If it is desired to avoid reliance on the offices for their statement of noting hands, the number of reams per non-supervisory officer (whether noting or not) may be taken at 6 reams per person. Similarly, 100 tags are grossly inadequate. I need not go item by item but I think without discussion one can definitely say that the model supply should be as in the Appendix "G". Even so, there will be cases when the Head of Office may want to have some extra stationery. For that purpose a nominal grant of, say, Rs. 200, is recommended. In such cases of local purchases, the Collector's sanction should be sufficient and countersignature of the Director, Government Printing and Stationery, need not be insisted upon. At the most, prevalent prices of the articles may be circulated.

385. The Collector's personal stationery should normally have printed letter heads. That looks better and is not very costly.

386. One more thing. To-day, the paper supplied is mostly Badami which is not suited for preservation. I think a substantial quantity, therefore, should be in white good paper and that should be used for all noting, drafting and other matters concerning cases which are likely to be preserved as A (permanent) or B (30 years) record.

387. A lot of paper and time is wasted in writing the names of all the persons present in the minutes of a meeting and in writing the names of all the officers to whom the copies are addressed. It is not necessary for every member to know who was present. It is enough if the office maintains that information. Secondly, lists of officers or persons to whom certain types of correspondences are to go, for example, tour programmes, agenda and proceedings of the meetings, circulars on particular subjects etc., can be prepared once for all and numbered 'A', 'B', 'C' for convenience in an office. It would be sufficient then on a circular letter or a similar communication to indicate simply "to be distributed as per List 'A'" etc.

388. Somehow or the other, there is a tendency to use paper and envelopes on a large scale involving a heavy expenditure on postage stamps. What cannot be pressed in a post-card can go in an inland letter. On many occasions, an envelope is certainly not called for.

389. With a view to avoid any misuse of paper, all Government paper should have Government water-mark across it diagonally. Other stationery articles supplied by Government Printing and Stationery should also bear some identification marks.

390. Rubber stamps are extremely useful. Over 60 letters go out of a Mamlatdar's office daily and over 300 from a Collector's office. The time taken for typing or writing the names and addresses of the various officers is enough to convince one regarding the utility of rubber stamps.

### **Some Time-Saving Devices**

391. Efficiency can increase both by extra comfort and by extra precision. Due to obvious reasons, I refrain from recommending anything in the first category and restrict myself to some illustrations of small devices and adjustments which help save time and manpower. Such illustrations have also appeared at some other places in the Report.

#### *(a) Coloured Signals*

392. The principles on which transfers may be ordered are given in paragraph 241. Such or similar principles depend on the officer being able to list or separate persons easily, having certain qualifications or disqualifications. All the necessary details can be put down in conveniently-sized cards and certain coloured signals can be used to give a variety of information for quick 'picking'; for example, if red signal denotes persons who have finished 3 years at a station, green those who have finished 18 months and yellow those who are not to be disturbed for three years; then on these grounds alone the cards representing Government servants who should be or who can be transferred will lend to easy separation. With the help of other signals (indicating suitability of a person for particular kind of job

or the disabilities handicapping certain Government servants from going to certain places or persons due to return from leave or about to proceed on one), the number of persons who would be available for transfer at a particular time would be so few that selection out of those can indeed be a matter of study and discretion.

(b) *Visible-Index Systems*

393. Tagavi khatas can be kept in bound volumes as in Vidarbha or in loose-leaf system as in the old Bombay areas. The advantage of the bound volumes is that the khatas can never be lost due to mishandling or carelessness. In the present loose-leaf system which uses very thin and non-durable paper, such is not the case. Nor are the offices really supplied with protecting boards as is done in the case of VII-XII sheets. The loose-leaf system itself, however, has got three definite advantages over the other systems. First of all, accounts of the same person at the same rate of interest can be easily combined and those with different rates of interest can be put together for easy reference. Secondly, a bound volume has to continue as current until each and everyone of the khatas in it is closed. In the loose-leaf system when an account is closed it can be easily removed to the file of finished khatas. And thirdly, during an inspection or check, the bound volumes need to be scrutinised very thoroughly to see that a khata does not escape notice. One of the practical solutions, therefore, would be to retain the loose-leaf system but use thick paper (of the kind we use for 'Urgent slips') with eyelets and protecting boards.

394. An alternative to the above system of quick cards would be to use thin kraft paper and have all-metal featherweight binders. Such an arrangement consists of leaves being put together and pressed by a screw. One volume for sheets of the size 8-3/8" x 9 1/4" costs Rs. 30. I feel, however, that a little carelessness would involve loss of paper and, therefore, would not recommend it.

395. Another method of keeping the accounts would be to use something like Agrippa Visible Binders. The metal binder looks like a big volume (Height 12 1/2", Width 12 3/4", Depth 2 1/2"). The accounts can be arranged in about 20 compartments each showing 20 at a glance. The paper is thin and the binder can open flat. The sheets are, however, held by various holes and I am not sure that the handling in Government offices would lend itself to an efficient use of the system. The price of each tome is likely to be about Rs. 200.

396. There is one other system which appeals to me most and that is on the lines of 'Visadex' (Godrej), or 'Kardex' (Remington) arrangement, in which a metal tray, hardly an inch high, can contain over 60 accounts in an overlapping manner which makes reference to any particular khata very easy. Herein, all the advantages of the loose-leaf system as well as of bound volumes are preserved. The additional advantages are that the time taken, for getting a bundle off the racks, taking it to the table, selecting the binder containing

the village khatas and the reverse process of keeping back the bundles after making entries, is saved. The trays are so conveniently fitted in a cabinet that by opening the correct drawer, the khata is just before the very eyes and can be used for making entries. This is quicker than Agrippa binders too. The cost of one tray with about 63 accounts is quoted at Rs. 37. It is a bit costlier than Agrippa but to me it looks more durable, more safe and more convenient. I recommend it.

#### (c) *Interest Calculations*

397. At present, tagavi interest is calculated by the use of printed reckoners. Even with the most conveniently printed reckoner, one interest calculation, say for Rs. 1,483 at  $5\frac{1}{2}$  per cent., involves the following operations ; (i) reading the interest for Rs. 1,400 ; (ii) putting it down on a piece of paper ; (iii) reading the interest for Rs. 83 ; (iv) putting it down on a piece of paper ; and (v) adding the two up. The time required for these five operations can be substantially reduced by devising a Slide Rule. This will reduce the operations to two : (i) bringing the inner upper scale against the outer appropriately ; and (ii) reading of the interest. A wooden model has been prepared and its use takes half the time required by the reckoner. A plastic one would be cheaper.

398. By the use of the Visible-Index System and the Slide Rule it is hoped that one clerk would be able to do the work at present done by two, if not more. (These paragraphs are illustrative ; and I am not dealing with the whole tagavi question.)

#### (d) *Sorting of the Post*

399. Some offices use what they call Sort-Easy, which consists of dividers of aluminium, hinged to a piece with index hand-plates. I have seen the gadget but I doubt its utility in Government offices where tapal does not consist of one or two sheets of paper but many times bulky cases of all sizes. I think that a proper arrangement of pigeonholes each of 10" x 6" with indicators would be eminently useful.

#### (e) *Arrangements in Record Room*

400. At present, files are arranged one on the top of the other and tied up in rumals. No doubt, as suggested in the Chapter on Procedure, the bundles can be suitably marked so that a particular bundle containing a particular file can be easily traced ; yet the bundle has to be taken down, opened and the file sought. Nor is it possible to make a complete inventory or check up the number of files in the present system. It would be advantageous, therefore, if the files are hung on rails as we do for dresses in a wardrobe. (I have seen a demonstration.) This takes much less space and has an additional advantage of keeping them immune from white ants. This also makes the location of a case very easy.



(f) *Furniture*

401. I believe that at least the furniture of the Head of Office should be businesslike in use and pleasing in appearance. I would particularly recommend the arrangement of Gripa-flex or Eazi-file type in one drawer of the Head of the Office's table on each side with an alteration. The drawer containing this system may be openable on both the sides of the table so that a peon can open the drawer on the outer side and keep the files in ; the officer can open it from his end and take them out for disposal. It is hoped that the officer's table then would present a cleaner appearance.

402. A clerk's table should have only one drawer for stationery. On the left-hand side, there should be a railing about 18" from the floor, to which should be hooked a waste-paper basket of the size 18"×18"×9". They need not be expensive.

403. Apart from the actual use to which the Bureau of Economics and Statistics is putting the Punch-Card System, I think it is capable of extension. This will no doubt need a longer time to work one than is possible now.

404. *Duplicators* : All the Mamlatdars' offices and Prant offices should have flat duplicators. A flat duplicator roughly costs Rs. 75 and stencil costs 22 nP. I do not think that the duplicating work is heavy in Prants and small talukas. They will find a wax duplicator very useful. It requires no stencils and costs about Rs. 45. One can take 100 copies easily. The working is very satisfactory. The only drawback is that not more than one foolscap circular can be taken out in one day. In small offices, this should not cause much difficulty. Even in bigger offices for certain kind of work (e.g. tour programmes, stereotyped replies, etc.) they are very useful.

405. *Copying work* : Taluka offices generally and some of the others have to issue true copies of documents to applicants. In Bulsar taluka alone two clerks are doing copying work. Kodak Company have taken out "Duostat" (a copying machine) which gives a copy in about 5 minutes. It works on electricity, is made in India and its cost is about Rs. 500. The cost of each page will come to about 50 nP. Even pattawalas can be trained to work it. This will also save "comparing" work.

406. *Franking Machines* : Suggestions have been made many times for having Franking Machines in Revenue offices. No doubt on the whole when the despatching is on a very large scale a lot of time is saved ; but I have my own doubts about the utility of these machines in our offices. In a business firm where all the outgoing envelopes contain only one or two sheets of paper or "Standard" material even if bulky, it is a different matter. The revenue tapal contains envelopes of all sizes ; some flat, some fat and some very bulky. All will have to be weighed and then the machine adjusted.

Secondly, taking a Collector's office as an example which deals only with a set type of offices, say. Secretariat Departments, all Prants, Mamlatdars, the District Superintendent of Police and a few other Heads, there would not be many packets to be weighed and stamped, if all the tapal addressed to a particular officer is placed in one envelope at the end of the day. For the present, I am not in favour of the Franking Machine.

### Some Odd Points

407. Suggestion Boxes (sometimes they are called Complaint Boxes) should be kept in all the offices and it should be the duty of the Enquiry Officer to attend to them regularly.

408. Notice Boards in most of the offices present a chaotic condition. It should also be the duty of the Enquiry Officer to see that old notices are taken out and new properly affixed. There should be special notice-boards whenever the number of notices of a particular type is large, e.g., auction sales, notices of the Motor Vehicles Department and so on.

409. Telephone manners : The rude way in which a telephone operator treats public is annoying. All persons using telephones should receive training in telephone manners.

### B. GENERAL

410. *Evaluation of Scheme* : Government has been introducing lots of schemes but rarely has it set up a machinery to examine the implementation of such schemes and assess their results. Whether it is Development Scheme or a Tenancy Legislation or the Money Lenders' Act or the Village Panchayat Administration, it is essential that the effect of such policies and the results of the execution thereof should be a matter of great concern. Because we like to believe that we are succeeding, many officers help Government to consolidate that opinion. In all legislations and particularly those of vital and far-reaching national importance, a dispassionate and impartial machinery to sift the facts and assess the advance towards the objective is absolutely essential. In the absence of this, Collectors can make a point of studying at least one point and reporting about it either in the administrative report if it is relevant there or otherwise. It is a habit worthy of cultivation. It is not very difficult. It does not take much time.

411. There may be cases in which Courts may not be of much avail. Illustration : A District Local Board acquired a piece of land 40 years ago for construction of a primary school building. It has not used the land all this time. The original owner's son wanted the plot back which naturally in equity he should have got on re-payment of compensation which he received. The District Local Board refused. Here is a case in which it would be perfectly legal for Government to refuse to consider such a transaction and

yet one would wonder whether it would be equitable or judicious. After all laws and rules are made for cases of a general type which one expects to meet in day-to-day administration. The legal provisions are supposed to do the greatest good to the greatest number of persons. From this point of view, there is no doubt that thousands of cases go right but there may very well be a case which goes wrong. It is obvious, that because of this contingency, officers cannot force themselves to treat every case as though they were acting for the individual against the law; and yet rules are made with a general view to cover all cases of one category. The question is to decide which particular case should be made an exception to a general rule because the harm done by not making it is greater than adherence to a general principle. If the community at large is not harmed and if the grievances of a particular person can be redressed, undoubtedly it is a fit case to be considered individually. For the consideration of such cases it is suggested that they should invariably be referred to the Commissioners-in-conference who would advise Government suitably.

#### **Transfers between Secretariat and Mofussil**

412. Excepting a percentage of Deputy Secretaries all the Secretariat staff at that level and below is practically separated from the mofussil and is not in a position to appreciate the problem of the latter. In old days when practically every paper used to go to a Deputy Secretary or above, the position was different. Even then it was "an accepted principle that efficient Secretariat Service depends upon a constant inter-change of personnel between the districts and the Secretariat. Experience in the Secretariat is as much an asset to the districts, as recent and intimate knowledge of the districts is invaluable in the Secretariat. Circulation between them makes for the vigour of the whole." What was a correct principle for Deputy Secretaries then, needs to be extended to the Under Secretaries and Assistant Secretaries now. Many papers are handled now at a lower level and it is necessary to prevent an Assistant Secretary or a Superintendent from making fruitless queries in a high-handed tone, the effect of which on the mofussil staff is unsatisfactory. I would suggest that 50 per cent. of the gazetted staff from the Revenue Department must be transferable with the mofussil staff.

413. This will, no doubt, raise the question of refixation of pays when a Secretariat officer goes in the mofussil. We have already solved this question for the Police Department. It should not be difficult to do so in the Revenue Department.

414. I cannot resist mentioning here anomalies in pay of mofussil officers serving in Bombay. I am not aware how it came about that officers in Secretariat get special pay (e.g. Deputy Secretary Rs. 200, Under Secretary Rs. 150, Mamlatdar Rs 100) while officers of the

same rank in other posts in Bombay (e.g. Collector, Deputy Collector, Chitnis, etc.) do not. It is difficult to contend that Deputy Secretary's work is more strenuous than that of Collector of Bombay. A review of the position is necessary. I for one believe that the special pay should be converted into Bombay City Allowance.

415. Many Collectors seem to treat meetings and conferences as social gatherings. If the agenda is correctly drawn, if brief but complete notes are given, if arguments are properly prepared, if the most logical solution is presented and if all the discussions are pinpointed to the issues, there is no doubt that the meetings will consume much less time and would be more businesslike. It is far from me to suggest that every meeting should be dreadfully formal but informality does not mean drifting. In many cases, much of the agenda might be of a fixed type. It is the thought-provoking discussion and a realistic assessment of various subjects which would make the meetings worthwhile. The importance of a meeting certainly does not depend on the number of hours it goes on.

### Group Meetings

416. Co-ordination meetings, no doubt, help in getting an overall picture. As indicated earlier, however, it is not the best method of discussing delays or detailed administrative difficulties. For this, small group meetings help a lot, e.g. if delays in land acquisition cases are to be discussed, a meeting in a district with Executive Engineer, Deputy Engineer, District Inspector of Land Records and Land Acquisition Officer, should help.

417. During recent months the interference from non-officials has been on the wane but still it must be of sufficient proportion to take such a great deal of time at the Collectors' Conference (1957). During my recent tour, however, hardly anybody could give me examples of such interference. It depends on the personal ratio and cannot be corrected by circulars. It cannot be denied that certain aspirants to the membership of the Assembly or local leadership try to influence officers; but on the whole, I believe the interference is negligible. If an officer feels that he is accountable in a greater or a less degree to a local personality, it is due to the office being only too willing to choose the path of least resistance. The problem does not look so much of interference by the non-officials, as it is of the easy accommodation by the officers themselves to the demands of outsiders, sometimes justified, sometimes unjustified. Some of the officers who complain, are the very ones who are prone to please. It is they who encourage interference and then grumble about it.

418. 'Revenue' Problems: As indicated earlier, I have not considered purely revenue matters like the basic principles of revenue administration, Village Forms or tagavi forms as they are not covered by the terms of reference. I only wish to indicate that there is scope

for quite a lot of improvement in these matters. To name a few : (1) removing the clumsiness in accounts due to Taluka Form X ; (2) combination of Village Forms VIII-A and VIII-B ; (3) improvement in Village Form V ; (4) improvement in Tagavi IV and so on.

419. *Personal responsibility for execution.*—I have already referred to the negligence in districts on matters which are conveniently dubbed as 'routine'. A tendency is evident that the district officers in general would not bother with anything except what they consider as 'matters of importance'. The Collectors, Prant Officers and Mamlatdars seem to depend more and more on their subordinates and the idea of personal responsibility is losing ground. The officers seem to carry a conviction that results become a reality when rules are prescribed and circulars issued. That there is a world of difference between the issue of circulars and actual implementation is something which they do not like to be reminded of. A Collector must show enough initiative. There is likely to be greater improvement if more and more posts are held by young I.A.S. recruits.

420. *"New" Ideas.*—Of course, our officers are not wanting in new ideas. The inspiration even of a scientist, however, has to be disciplined. It cannot flout the basic ideas unless they need discarding on purpose and not by neglect. The result of an energetic officer proceeding to push through a particular aspect to the detriment of the normal duties results many times in his successor trying to disregard the predecessor's drives as misguiding foibles and pushing forward enthusiasm of his own. Meanwhile, the basic administration is neglected. This gives a setback to the administration not only as long as the officer is there but till somebody retrieves the ground. There is plenty of kick even in the basic work. The 'flowering' then will be natural. If the innovations, however, are introduced at the expense of the basic administration, the result would be irreparable damage. The ability to deal with special problems comes only out of discipline one gets by doing the routine correctly, regularly and efficiently.

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**SUPPLEMENT—1**

**SUMMARY OF RECOMMENDATIONS**

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S. No. Para.

Recommendation.

**VILLAGE ADMINISTRATION****A. Patels.**

- 1 (5) One person may do the duties of both the Revenue Patel and the Police Patel wherever possible.
- 2 (7) The present Patel-Watandari System may continue only until the communications improve, better qualified Talatis are pressed into service and the Police intelligence is strengthened.

**B. Talatis.**

- 3 (45) Talati establishment should be a district establishment; but Talati should be allotted to certain talukas for 8 to 10 years.
- 4 (35) The work of issuing notices to the defaulters should be done by Talatis under the guidance of the Mamlatdars.
- 5 (10) Talatis should be paid Permanent Travelling Allowance as suggested.
- 6 (11) Talatis should be given all the printed Forms for Registers, one ream of paper for basic office work annually and half-a-rupee per month for other contingencies.
- 7 (12) Government in lieu of an official Chavdi may pay towards rent of an extra room (not exceeding Rs. 3 per month) of the residence of Talati which he may use for office work.
- 8 (13) Talatis should be supplied with copies of Acts, Rules and Manuals. A self-contained Manual may also be written to cover all the work, a Talati has to do.
- 9 (14) Talatis may be supplied with cupboards to start with and then mats.
- 10 (15) Talati may be supplied with two rumals for each village annually.
- 11 (16) Talatis' bills may be passed by Sub-Treasury.
- 12 (17) Orders and directives which are to reach the village level should be translated and issued as far as possible by the district office.
- 13 (18) Where residential accommodation is not easily available, rural houses may be constructed for Talatis.

S. No. Para. Recommendation.

**C. Inferior Village Servants.**

- 14 (19) The posts of inferior village servants would be unnecessary if the Police intelligence is strengthened and other functions transferred to Village Panchayat Servants.

**D. Village Panchayats.**

- 15 (20) The qualitative progress of Village Panchayats may be critically assessed.
- 16 (21) Building up of a joint cadre of Talatis and Village Panchayat Secretaries will need great caution.
- 17 (22) Powers of collection of Land Revenue may be granted to those Village Panchayats who have *inter alia* shown success in collection of their taxes (as compared with the collection of Land Revenue by Revenue Department).
- 18 (23) Experiment of combining the posts of Village Panchayat Secretary and Village Level Worker may be tried.

**E. Circles.**

- 19 (24) A Circle on average should consist of about 25 villages (to be reduced to 20 later on).
- 20 (24) A Circle Inspector over and above his present duties should fill in 'A' Forms in each of his villages once a year.
- 21 (24) A Circle Inspector should visit each of his villages once a month and finish all the work pertaining to it during the visit.
- 22 (25) Tagavi applications under L.I./A.L. Act may as a rule be invited before the end of September-March. Inquiries into the applications for tagavi under the A. L. Act may be entrusted to Talatis.
- 23 (26) Circle Inspectors may tour for 21 days per month in fair season (October to June) and 21 days in all during monsoon i.e. 210 days in a year.
- 24 (28) 50 per cent. of the crop-cutting experiments should be performed by Agricultural Assistants.
- 25 (29) Annual certificates of having done certain types of work must be insisted upon from Talatis and Circle Inspectors.



S. No.	Para.	Recommendation.
26	(34)	All Circle Inspectors should be replaced by Circle Officers as and when the circle posts fall vacant.

### TALUKAS

27	(30)	When the number of villages in a taluka exceeds 120 in the old Bombay districts, some villages may be formed into a sector to be placed under a Naib-Mamlatdar.
28	(32)	Mamlatdar should tour 180 days in a year. (18 days with ten night halts per month from October to June and 18 days in all during the monsoon).
29	(32)	Mamlatdar should, in fair season, at least spend two spells of three continuous days and nights out of headquarters.
30	(33)	Ordinarily there should be a Taluka Aval Karkun in each taluka.
31	(36)	Mamlatdar should strictly follow the procedure for recovery of dues of other Departments and either recover the amount within three months or if the instalments are given or a 'a stay' ordered, return the papers to the Department.
32	(36)	Requisitions for recovery of Government dues of other Departments need not be routed through Collectors.
33	(37)	Taluka Officers may be called Mamlatdars and Aval-Karkuns may be designated Naib-Mamlatdars.
34	(38)	Mamlatdars may be given conveyance allowance at Rs. 125 in lieu of the present Permanent Travelling Allowance if they maintain tongas of two ponies.
35	(40)	All Taluka Offices at places where telephone facilities exist should be provided with telephones.

### SUB-DIVISIONS OR PRANTS

36	(42)	The Prant Office should be an executive office and the officer's work should be more of a personal kind. Papers in Prant Office should not pass through Shirastedar.
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S. No.	Para.	Recommendation.
37	(44)	A Prant in old Bombay area and in Marathwada should generally consist of three talukas. In Saurashtra, it may consist of four talukas. In Vidarbha and Kutch, there should be no change.
38	(45)	Following work may be taken away from the Part Offices : (a) Talati establishment ; (b) Peons' establishment ; (c) Issue and renewal of Arms and Hotel Licences ; (d) Correspondence work regarding Village Panchayats, etc. ; (e) Issue of Backward Class Certificates.
39	(46)	The ratio of Assistant Collectors to Deputy Collectors should be immediately and substantially increased.
40	(47)	Sub-Divisional Officers need not attend on V. I. Ps. ; and the calls on them for meetings, etc., should be regulated.
41	(48)	The question of the quantum of touring of Project-cum-Prant Officers should be examined in relation to the Permanent Travelling Allowance.
42	(49)	Prant Officers should be supplied with Government jeeps and if necessary helped in purchase of cars (cf recommendation 70 below).
43	(50)	The Prant Office should accompany the Officer on tour. It should be supplied with a set of utensils. One peon may be allowed to be used as a cook on tour.
44	(51)	Please see recommendations 69 and 73.
45	(53)	Training of Prant Officers in various subjects should be arranged systematically after earmarking officers.
<b>DISTRICT OFFICES</b>		
46	(59)	Geographically, districts of Surat, Amreli, Nanded and Dangs require re-organisation.
47	(61-62A)	In view of the suggestions elsewhere, posts of Additional Collectors would be unnecessary ; otherwise, Additional Collectors should be preferred to Joint Collectors or Personal Assistants.
48	(63)	Powers of Collectors may be delegated as shown in Appendix "A",

S. No.	Para.	Recommendation.
49	(65)	There should be only one appeal in revenue cases.
50	(66)	No party should generally be allowed to move higher authorities in revision except within six months of the final order.
51	(67)	No review of an order should be allowed by the same officer except in case of clerical mistakes.
52	(45-85)	Village Panchayat work should be transferred to Special Officer for Village Panchayats (a District Officer, in Deputy Collector's grade in few districts, in Mamlatdar's grade in others). He will do the work of elections to District Local Boards. The post of Assistant Commissioner (Village Panchayats) may be abolished.
53	(68)	All the local body work should be transferred from the Office of the Collector to the Office of the Director of Local Authorities (a Divisional post). The Collector will continue to have powers with regard to inspection and emergency control.
54	(69)	The District Superintendent of Police and other District Officers should not correspond formally with the Collector but mark their files to him.
55	(70)	The Collector may be given the assistance of a Deputy Collector to help him in Development work who will look after only ministerial work.
56	(71)	Work under Registration Act, Stamp Act, Court-Fees Act, evacuee matters, should be transferred to the Personal Assistant in his own authority.
57	(73)	Collector should not have only a Captain's duties but should also be invested with a Captain's authority.
58	(84)	If an Additional Collector is appointed to any district, apart from the functional distribution he may help the Collector in visiting Blocks, inspecting village record and doing jamabandi.

S. No.	Para.	Recommendation.
59	(88)	Ordinarily, not the Collectors but the Departmental Heads may be expected to attend on their Ministers and Deputy Ministers.
60	(88)	In heavy districts (e.g., Divisional headquarters), an officer in Mamlatdar's grade may attend on all distinguished visitors as a part-time job.
61	(89)	If a Collector has fixed his programme, it should not be altered on receipt of a Minister's or a Deputy Minister's programme unless specifically directed.
62	(90)	Celebrations, except for completed projects, should be discouraged. If there have to be weeks on other counts, one National Week of celebration may be ordered.
63	(91)	Translations of appeals and revision under Law Officers' Rules or for Tribunal work should be done in appellate and revisional offices.
64	(92)	The list of non-official meetings which a Collector has to preside may be pruned.
65	(93)	Government should not earmark staff in District Offices for particular purposes.
66	(87)	All the periodical lists should be pruned by the Secretariat Departments.
67	(94)	There should be a Branch in the Revenue Department for preparing and bringing all the Standing Order Files up-to-date, for introduction of new procedure and for maintaining brochures, hand-books and manuals up-to-date.
68	(95)	Executive orders under one subject should be issued only by one Department of the Secretariat.
69	(97)	Government should maintain one complete set of tents with the Collector for the use of Collectors and Prant Officers. Carriage should be borne by Government.
70	(100)	Government should assist Collectors (and Senior Prant Officers) in getting new cars or jeeps at a price at which it gets them for itself on condition that officers do not sell them without permission.

S. No.	Para.	Recommendation.
71	(102)	All touring officers of Government may be given fixed Permanent Travelling Allowance as far as possible.
72	(103) and (104)	Additional Permanent Travelling Allowance for jeeps should be discontinued.
73	(105)	Officers (Collectors and Prant Officers) should be encouraged to maintain horses.
74	(107-8)	Collector's presence in his office from 11 to 6 should not be insisted upon.
75	(109)	The marking of 'secret', 'top-secret' and 'confidential' should be stricter by Secretariat Departments.
76	(110)	Collector's personal clerks and within his discretion his Heads of Branches should be allowed to handle secret papers.
77	(112)	No Collector should be away from district for over three years and no Deputy Secretary need continue in that post for over an equally long period.
78	(113)	Every Collector's bungalow must have ordinary wooden basic furniture.
79	(113)	Collectors' bungalows may be provided with Malis; or the Parks and Gardens Department may be asked to maintain the bungalow gardens.
80	(113)	At least night pickets may guard the Collector's bungalow.
81	(114)	Collectors may be given a sumptuary allowance of Rs. 1,000 per year.

#### WORK-LOAD

82	(118) and (119)	Yardsticks for compilation clerks :	
		Collector's Office	... 14 cases per day (Weekly 77).
		Prant Office	... 15 cases per day (Weekly 83).
		Mamlatdar's Office	... 16 cases per day (Weekly 88).

S. No.	Para.	Recommendation.
83	(121, 122 and 126)	Yardsticks for certain clerks in Mamlatdar's Office : Accountant ... 75 chalans plus vouchers daily. Shroff ... Transactions involving 6,000 pieces of notes or equivalent in coins, daily (One piece of coin equal to two pieces of notes). Summons Clerk ... 100 Summons a day.
84	(120)	Yardsticks for other Revenue jobs : English Typists ... 7,000 words a day. Regional Typists ... 3,500 words a day. Receipt Clerk ... 100-150 receipts per day. Record Keeper ... 6,000 receipts annually.
85	(119)	Every member who goes out for inspection of subordinate offices may be given Rs. 2 per day if he is a clerk and Rs. 3 per day if he is an Aval Karkun, as a Special Allowance for arduous duties.
86	(123)	The Village Servants carrying revenue to taluka office should pay the money straight into the Sub-Treasury.
87	(124)	The Jamabandi Clerk may be given a Special Allowance of Rs. 25 for work of closing Revenue Accounts.
88	(125)	In counting tagavi khatas for ascertaining the workload of Khatas, the outstandings in which are less than Rs. 5 should be omitted and all khatas at the same rate of interest in one person's name should be combined.
89	(127)	For increasing or decreasing the office staff the office as a whole should be taken as a criterion.
90	(127)	If the work increases as stated in paragraph 127 and if the pressure continues for about a month, the Commissioner should have power to create extra posts temporarily for six months.
91	(128)	The ratio of supervisory staff to compilation clerk should be 1 to 6 or 7 in Collector's office and 1 to 8 in the Mamlatdar's office.

S. No.	Para.	Recommendation.
92	(129)	A noting hand can either be a clerk or an Aval Karkun according to the importance of the subject. A supervisory officer can be an Aval Karkun, a Mamlatdar or a Deputy Collector.

### DELAYS AND PROCEDURE

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|----|------------|--|
| 93 | (Chap. VI) | Delays should be cut down by avoiding :<br>(i) too many halting places ; (ii) too much tossing of papers ; (iii) too much delay at each parking station ; and (iv) complacency. All these points together with others have led to the construction of a Procedure, a summary of which is given in Supplement II. It may be adopted. Procedure should receive personal supervision of the Head of Office. |
| 94 | (182)      | Competent persons may be appointed as Record Keepers and be given a special pay of Rs. 10 per mensem.  |

### PERSONNEL

#### Cadres and Grades.

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|----|-------|---|
| 95 | (184) | Cadres of Assistant Talatis and Circle Inspectors may be abolished. |
| 96 | (184) | There should be only one running scale of pay in each cadre.        |
| 97 | (185) | The posts of Attendants should be abolished.                        |

#### Recruitment.

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|-----|-------|--|
| 98  | (190) | The minimum qualification for a clerk should be S. S. C. with knowledge of typing and a fair knowledge of English. There should be no distinction between graduates and non-graduates.                                       |
| 99  | (191) | The Recruitment Committee for clerks should consist of the Collector as Chairman, all Prant Officers and Personal Assistant as Member-Secretary. The recruitment should be according to the schedule given in paragraph 191. |
| 100 | (191) | Recruitment should be by competitive written tests and <i>viva voce</i> examination.   |
| 101 | (193) | Reservation of posts for Backward Class persons affects efficiency.  |

S. No.	Para.	Recommendation.
102	(191)	The selected candidates will have to give an undertaking that they will refund the stipend money if they fail in the post-training examination and (with interest) if they leave service within 5 years of recruitment.
		<b>Training.</b>
103	(196)	There should be District Training Classes in charge of a Mamlatdar where the candidates would be trained in two spells of theoretical courses and one of practical training.
104	(197 and 198)	Training should conclude with an examination equivalent to Sub-Service Departmental Examination. Clerks will also be trained in drafting, typing, public relations and a general study of S. O. files (when out).
105	(198)	The trained clerks and talatis should be on probation for one year.
106	(196 and 201)	The clerical candidates under training should receive a stipend of Rs. 50 per month and talati candidates Rs. 30 per month.
		<b>Recruitment (Talatis).</b>
107	(199)	Talatis should be allowed to appear for the Sub-Services Departmental Examinations for Clerks and for Revenue Qualifying Examination so that they may qualify for higher posts. The examinations for talatis may be held in regional language.
108	(201)	The Recruitment Committee for talatis should be as in paragraph 201.
		<b>Recruitment (Mamlatdars).</b>
109	(202 and 203)	The existing orders that direct recruitment to Mamlatdars' posts should be up to 50 per cent. may be put into practice early. There should be no direct recruitment to Aval-Karkun and Deputy Collectors' posts.
		<b>Pay-Scales.</b>
110	(209)	Following pay suggestions of the staff should be sympathetically considered :— (a) Clerk : from Rs. 75 to 130 ; (b) Aval-Karkun : Rs. 140—8—220 ; (c) Talatis : minimum Rs. 100 ; (d) Mamlatdars : similar to the grade of a Junior Sub-Judge.



S. No.	Para.	Recommendation.
111	(215)	There should be no grades in Deputy Collectors' and Mamlatdars' cadres.
112	(216)	Deputy Collectors may be declared as belonging to Class I.
113	(217)	The pay of promoted officers on probation may be regulated by Rule 41 of the B.C.S.R. prior to its amendment by Political and Services Department, Circular No. 3868/46, dated the 1st March 1956.
114	(218)	An Aval-Karkun promoted to Mamlatdar's post gets less pay than when promoted to Block Development Officer's post. This anomaly should be removed.

#### Allowances.

115	(219)	Whenever the average rent paid by certain category of Government servants in a place exceeds 10 per cent. of the average emoluments of that category, House Rent Allowance may be granted up to the excess of the actual house rent over the average of the category. This concession may be sanctioned for three years in the first instance.
116	(220)	No Government servant should get daily allowance of less than Rs. 2 per day.

#### Confirmation.

117	(221)	Confirmations are delayed abnormally. This delay must disappear immediately.
118	(222)	Early decision should be taken with regard to posts which are temporary for a number of years.
119	(222)	Confirmation as a clerk should not be a condition precedent for appearance at the Revenue Qualifying Examination.
120	(223)	Aval-Karkuns' cadre should not be a divisional one.
121	(225)	Confirmation need not be a condition precedent for taking a person on the select list of Aval-Karkuns for Mamlatdars. Any person who has officiated continuously as an Aval-Karkun for 8 years after passing the Revenue Qualifying Examination may be taken on the select list.

S. No.	Para.	Recommendation.
122	(226)	No Aval-Karkun should be taken on the select list unless he has acted as a Circle Officer for at least one year.

#### Increments and Promotions.

123	(127)	The advisability of written examination and viva voce while taking Aval-Karkuns on select list or while promoting Mamlatdars to Deputy Collectors' posts may be considered.
124	(228)	The Records will have to built up to assist in assessment of positive merit objectively in comparison with all others of the same class, before the principle of seniority-cum-weeding can be given up. (a) Two seriously bad and damaging remarks by able officers; or (b) two generally bad remarks by two different officers over long periods or (c) three generally bad remarks, without improvement, should result in "weeding" out.

#### Confidentials.

125	(229)	A confidential must assess a man's worth for available jobs—to find out what a man is best fitted for.
126	(230)	Ephemeral rolls should be completely maintained.
127	(230) and 232)	In case of officials, weekly abstracts and daftar inspections should find a proper place. In case of officers, the interest in and ability to control procedural aspects should find a place in confidentials.
128	(231)	Confidentials should be written at the end of the Revenue year and not at the end of the Financial year.
129	(233)	In every confidential, the conditions of the charge when the person took over and those at the time of writing of the record should be clearly brought out.
130	(234)	The confidential should invariably refer to the ability of the incumbent for passing the efficiency bar or for confirmation or for promotion.

S. No.	Para.	Recommendation.
131	(235)	No remarks with respect to a remediable defect should be made without prior communication and without a note that such a communication was made in good time. Whenever an adverse remark is made, every succeeding officer should invariably comment on it until there is improvement or there is punishment.
132	(237)	Apart from the usual annual confidenceals a mid-annual confidential should be written by the immediate superior.

#### Transfers.

133	(241)	(1) No Government servant should remain in one place for more than three years and must be transferred before he completes four. (The limits should be 4 and 6 for Divisional headquarters).  (2) No Government servant should be transferred unless he completes 18 months at a place.
134	(241)	The officer ordering transfer should maintain a disability list showing places where certain subordinates should not be transferred to.
135	(241)	Leave should not be granted to more than 10 per cent. of the staff at a time in any office.
136	(241)	A Head of Office should have a choice to retain 25 per cent. of staff for three years.
137	(241)	Ordinarily, transfers should coincide with post-examinations vacations; where this is not possible, 10 per cent. of the pay may be given as separation allowance for certain months.
138	(241)	Person on transfer should not be allowed to join his new post unless he presents his "credentials".

#### Leave Reserve.

139	(249)	A leave reserve of 10 per cent. of the total district staff should be created.
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#### Revenue Qualifying Examination.

140	(243)	The Revenue Qualifying Examination quota may be doubled subject to recommendation 135 above and the examination may be held thrice a year for some time to come.
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S. No.	Para.	Recommendation.
141	(244)	No person who has not passed the Revenue Qualifying Examination should be allowed to continue as an Aval Karkun ; much less should he be confirmed.
142	(245)	The percentage of passing in each group at the Revenue Qualifying Examination should be raised to 60 per cent.
143	(245)	Indian Penal Code Paper may be substituted by questions on survey and settlement.

#### **In-Service Training.**

144	(246 to 248)	The Mamlatdar in-charge of pre-service training should also look after in-service training which must be imparted at the desk of the clerk. If this succeeds, Aval Karkuns may be appointed for similar training of talatis.
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#### **Appreciation and Punishments.**

145	(249)	Good work in a particular job should be appreciated by instituting suitable awards, special leave and P. T. O. concessions and relaxation of age-limits for direct recruitment in case of persons having unblemished and exemplary record.
146	(250)	More importance should be given to departmental inquiries than to criminal prosecutions.
147	(252)	(a) Mamlatdars should have power to punish talatis except for removal, discharge or dismissal ; (b) Mamlatdars should have power to fine the clerks ; (c) Prant Officers should have power to punish clerks in his jurisdiction except for removal, discharge or dismissal.

#### **Corruption.**

148	(257)	Brochures may be brought out explaining in popular language the law, procedure and policy of Government. The matter of delays has been considered earlier.
149	(258)	Some methods like sponsoring Co-operative Societies for financing Government Servants in straightened circumstances must be established.

S. No.	Para.	Recommendation.
150	(259)	For bribe-givers who break the law knowingly, and bribe-takers who cannot resist the temptation or take it with impunity, trapping is the only solution.
151	(260)	Government servants should not be asked to collect funds.

#### General.

152	(262)	Government servants who desire to buy Small Savings Certificates instead of subscribing to the Provident Fund should be allowed to do so.
153	(264)	<p>(a) It should be open to the Civil Surgeon to call in any local practitioner for consultation if he feels that the situation warrants it ;</p> <p>(b) The stock-list articles should be superior in quality and adequate in quantity. In the alternative, the cost of essential medicines, etc., even if costly, recommended by the Civil Surgeon should be reimbursed ;</p> <p>(c) Civil Surgeon should have full authority to remove a patient or direct one to a non-Government hospital if there is no space in the hospital or if the staff is over-worked. Actually, some non-Government institutions may be recognised where patients may go direct ;</p> <p>(d) In bigger places, a special doctor should be available for consultation by Government servants and in smaller places, some hours may be reserved for Government servants.</p>
154	(266)	Housing loans should be made returnable within six years.
155	(267)	Maintenance of duplicate Service Books should be insisted upon. Head of Office should see that on the day of retirement of an employee, the pensioner gets Provisional Pension Payment order or in the alternative the delay is punished if in his power.
156	(268)	There should be official residence for Prant Officers and Mamlatdars.
157	(269)	T. A. should be admissible on transfer even if the person has taken leave exceeding four months if the leave is on medical certificate.

- | S. No. | Para. | Recommendation.  |
|--------|-------|--|
| 158    | (270) | Stenographers should be in clerical cadre and should be given special pay. They should be allowed to appear at the Revenue Qualifying Examination. |
| 159    | (271) | There should be enough sets of Acts, Rules, Manuals necessary for various examinations for the use of candidates appearing thereat.                |

#### Peons.

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|-----|-------|---|
| 160 | (45)  | Peons' establishment should be made a taluka establishment.   |
| 161 | (272) | The ratio of peons to clerical staff should be 1 to 7—9 depending on the seating arrangements.  |
| 162 | (273) | Joint Committees for the welfare of Class IV servants should be established in each district.   |
| 163 | (274) | Specific encouragement should be given to subordinates to go on leave regularly, to form co-operative societies and to the formation of subordinates' welfare funds or subordinates' clubs. |

#### TOURING

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|-----|-------|--|
| 164 | (277) | Importance of touring should be continuously brought home to every officer during training and during service.   |
| 165 | (277) | Tours should not be directed only towards mass-contact and individuals should not be forgotten. They should be more fact-finding than opinion-finding. |
| 166 | (279) | Officers should not find it necessary to change their tour programmes often.   |

#### Permanent Travelling Allowance.

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| 167 | (281) | Permanent Travelling Allowance should be distributed in such a way that 1/10th of the annual amount is given every month from October to June and 1/30th for each of the other months. |
| 168 | (282) | There should be no deduction in the Permanent Travelling Allowance for the day on which a Revenue Officer is outside his jurisdiction on duty.   |

S. No.	Para.	Recommendation.
169	(283)	If an officer has not done adequate touring within a year, he should adjust overdrawal of the Permanent Travelling Allowance in the last Pay Bill of the revenue year.
170	(284)	Officers should not be charged for accommodation at Rest Houses and Dak Bungalows.
171	(285)	Khansamas should be provided for at Inspection and District bungalows as detailed in paragraph 285.
172	(286)	There should be as many rooms reserved in every District bungalow for stenographers as there are suites for officers.
173	(287)	At every district headquarters, some arrangement may be made where taluka clerks can put up during their visits.

### INSPECTIONS

174	(290)	All the jamabandis and inspections should be finished by the end of December.
175	(291)	Repetition of a mistake or commission of mistake by a person who has himself pointed it out in inspecting his subordinate office should be taken serious notice of.
176	(293)	A proper and full use should be made of the questionnaire without allowing it to degenerate into mechanical work.
177	(294)	At least 50 per cent. of the points should be verified by the officer himself in detail, Moreover, the officer should go through every note before memo-reading.
178	(294)	Full use should be made of inspection in writing confidentials.
179	(295)	Two copies of the inspection notes and two copies of the summaries should be handed over to the inspected office immediately after memo-reading or at least within a week of that day.
180	(296)	Officers should pay surprise visits to subordinate offices without substituting them for normal inspections.

S. No.	Para.	Recommendation.
<b>FIELD INSPECTION</b>		
181	(298) and 299)	Collectors may be expected to do as many full audits (including checks over Prants' work) of villages as there are talukas. Prants should do five within each of their talukas and Mamlatdars twenty within their charge. The question may be done in parts as suggested in paragraph 299. This audit should be a personal matter.
<b>PUBLIC RELATIONS</b>		
182	(301)	Outside the visiting hours of the Head of Office or when he is on tour, some officer should always be available for the visitors.
183	(302)	Visitors' rooms should be provided with strong furniture, daily newspapers and drinking water facilities.
184	(303), (304), (407) and (408)	An Inquiry Officer in Collector's office should be able to satisfy all the visitors on routine points. He can also be in charge of procedure, stamp vendors, application writers, notice boards and suggestion box, among other things.
185	(305)	Inquiry Officer should bring to the notice of the Collector everything connected with the district administration in the daily Press.
186	(306)	All communications to public rejecting their requests should contain reasons therefor. They should also be in regional language or in the language of the application. This is a responsibility of the officer who signs the communication.
187	(307)	Copying work should be done within three days.
188	(309)	There should be informal understanding with the local Press that all matters adverse to administration be brought to the notice of the Collector so that his view would be available to the Press before publication.
189	(310)	Press Conferences may generally be discouraged.
190	(311)	Collectors may meet M.L.As., M.L.Cs. and M.Ps. individually, once a quarter.



S. No.	Para.	Recommendation.
191	(312)	The District Publicity Officer should not only publicise Government's activities but also should convey to the Collector the pulse of the district.

### DEVELOPMENT WORK

192	(314)	The yardsticks given at S. N. 82-83 above should also be applied to the Development staff.
193	(315)	One of the two posts, namely, Assistant Commissioner (Development) or Head Clerk (Development) appears unnecessary.
194	(317)	Many subordinates seem to equate development with quick touring, talks and collection of popular contribution. They will have to develop more solid outlook.

### NEW AREAS

#### Vidarbha.

195	(321-322)	The changes in new areas should be slow. Below tahsil level, they should only be in essential matters or matters of obvious benefit to the public. At higher levels, the concept of uniformity may slowly creep in.
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#### *Village Administration in Vidarbha.*

196	(328)	Specific suggestions with regard to changes in village administration in Vidarbha over and above the general observations elsewhere :—
		(a) Introduction of Village Forms VII-XII ;
		(b) Repayment of tagavi dues at the villages ;
		(c) Talati (Patwari) may write direct to the Mamlatdar generally ;
		(d) Patwaris may get contingency allowance ;
		(e) The number of village kamgars may be reduced to allow them decent pay and Police intelligence may be built up ;
		(f) A Circle should consist of 30 villages (later on of 20).

S. No.	Para.	Recommendation.
		<i>Tahsils in Vidarbha.</i>
197	(329)	(a) Present-day Tahsils may be split up into talukas each of about 120-150 villages; (b) Tagavi interests may be calculated annually on quarterly basis.
198	(330)	(a) The Janapada work should be taken away; (b) All unreserved powers of the Collector should be delegated to Sub-Divisional Officers.
		<i>Districts in Vidarbha.</i>
199	(331)	(i) The work concerning motor vehicles and endowment of trusts should be transferred to appropriate Departments; (ii) The power of appointing Extra Assistant Commissioners (Deputy Collectors) and Tahsildars (Mamlatdars) to particular posts should be reserved by the Commissioners; (iii) Completed cases should not be lodged in the Record Room till the appeal period is over; (iv) There should be no special messengers for carrying post between Collectors, Sub-Divisional Officers and Tahsildars. Post Offices should be used.
200	(332)	General changes in administration of Vidarbha :— (i) A compact procedure should be introduced immediately; (ii) Inspection rules should be brought on the old Bombay lines; (iii) 'D' papers should not go to Record Room; (iv) ABCD Preservation List may be applied to future record; (v) The revenue matters should be taken off the "case" category; (vi) Touring should be intensive. Permanent Travelling Allowance rules should be applied; (vii) Transfer of revenue cases should not be allowed;

S. No.	Para.	Recommendation
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*Districts in Vidarbha—contd.*

(viii) Those officers who were doing purely magisterial work and some others to make up for the officers who are doing part-magisterial work should be absorbed in Judiciary. Some Extra Assistant Commissioners can be absorbed as Executive Officers of local bodies. Some of the Tahsildars and Naib-Tahsildars should be absorbed in the new posts in Collectors' offices.

(ix) Such clerks as have not completed 17 years of service and who are below the age of 40 should be allowed to appear at the Revenue Qualifying Examination; such clerks as have not completed 7 years of service should be allowed to appear for the Sub-Service Departmental Examination.

(x) Periodicals prescribed by the present Government and the old Government of Madhya Pradesh should be scrutinised and pruned.

201 (334) Changes to be adopted from Vidarbha in other areas :—

(a) There should be only one instalment of land revenue for kharif and one for rabi;

(b) The destruction of old records should be in monthly instalments.

**Marathwada.**

202 (336) Personnel from old Bombay area can be used for training in procedure at present after the unification of laws in other ways.

*Villages.*

203 (336-338) The Watandari-Patwari system may not be abolished straightaway but a cadre of qualified Gumastas may be created from which a Talati cadre can be built up.

204 (339) Officiators may be given contingency allowance at Bombay scales.

205 (341) Circles may be of 30 villages (and later of 20).

S. No.	Para.	Recommendation.
<i>Villages—contd.</i>		
206	(342)	The Bombay Revenue Forms may be introduced as early as possible but after the new Gumastas are in position.
<i>Talukas.</i>		
207	(343)	In talukas having more than 150 villages, a sector of 60 villages or so may be under a Mahalkari.
<i>Personnel.</i>		
208	(345)	Strict action according to old Hyderabad Rules may be taken against officers and officials who have failed to pass Departmental and Regional Language Examinations.
209	(345)	Direct and, if necessary, lateral recruitment to Mamlatdars' posts may be resorted to for this area.
210	(346)	The age for exemption to regional language examination may be raised to 50.
211	(346)	Purely Urdu-knowing persons who do not learn Marathi and who cannot be removed may be transferred as teachers in Urdu Schools.
212	(348)	All Prant Officers should be given unreserved powers of the Collectors.
<i>Miscellaneous.</i>		
213	(349)	An 8-hour stay in a Chavdi should not be considered as a tent-camp.
214	(350)	The practice of investing Personal Assistants with the power of hearing appeals against the decisions of Prant Officers should be discontinued.
<i>Saurashtra.</i>		
215	(352)	Those officers and officials who have failed to pass the examinations in prescribed time should be retrenched according to the old Saurashtra rules.
216	(353)	Mahalkaris should be put on district cadre and Mamlatdars' posts should not be held by Mahalkaris.
217	(30)	Some of the smaller talukas, however, can be turned into mahals.

S. No.	Para.	Recommendation.
<b>Kutch.</b>		
218	(355)	Permanent Travelling Allowance for Officers in Kutch may be raised by 10 per cent.
219	(356)	Early decision should be taken for equating the old Kutch Examinations.
220	(357)	Bad-climate allowance should be given to the Revenue personnel stationed in Khavda Bet.
<b>A : Miscellaneous.</b>		
221	(359)	Bombay City District may be placed under Bombay Commissioner or some other Officer for supervision and inspection.
222	(360)	All the District Offices should be located in one compound.
223	(360)	Head of Office should be allowed 400 sq. ft., Heads of Branches and Inquiry Officer 200 sq. ft., non-gazetted supervisory staff 100 sq. ft each and clerks 60 sq. ft. each.
224	(360)	There should be a visitors' room and lunch room in the Collector's Office.
225	(361)	A small Committee consisting of the Collector, Executive Engineer and the Officer whose office building is under consideration should go round and prepare a programme of repairs, additions and alterations every year.
226	(362)	Immediate action should be taken to provide decent latrines and urinals where they do not exist.
227	(363)	All rooms in mofussil offices should be indicated by various boards in regional language.
228	(364)	Cycle stands should be provided for.
229	(365)	Every office should have adequate furniture as given in Appendix 'F'.
230	(367)	In case of replacement and addition the furniture should be of a certain standard type and all wood-work should be varnished or polished every year.
231	(368)	The Branches of the State Banks wherever they transact business on behalf of Government should be near the Treasury/Sub-Treasury.

S. No.	Para.	Recommendation.
<b>A : Miscellaneous—contd.</b>		
232	(369)	Whenever a person is asked to pay in money, he should be sent the chalan also.
233	(370)	All Shroffs in Treasuries and Sub-Treasuries should have safety-counters.
234	(371)	Saturday office hours should be from 8 a.m. to 11-30 a.m.
235	(372)	Public holidays should be curtailed as indicated in paragraph 372.
236	(373)	Officers should prepare together with their diary a forecast (of course not date-wise) of their work for the next month.
237	(373)	Diaries should be maintained day-to-day.
238	(374)	Except in cases of serious defects, the assessment of diary should be made quarterly.
239	(375)	Subordinate officers may be encouraged to write demi-officials monthly giving a correct assessment of the events in their charges.
240	(376)	There should be greater contact between the officer and the staff.
241	(377)	Every order of appointment of extra staff should include orders on furniture, stationery, and direction about the post being temporary addition to the permanent cadre.
242	(378)	The time is not yet ripe for displacing English except by Hindi in correspondence between offices.
243	(379)	The rules for passing regional language examinations may be amended as detailed in this paragraph.
244	(380)	Collector may be given a grant of Rs. 500 for printing.
245	(381)	Sufficient copies of Government Resolutions and Circulars should be sent to district offices.
246	(382)	A proper dictionary of official Hindi and regional terms should be prepared.
247	(384)	The Model Indent may be changed as shown in Appendix "G".

S. No.	Para.	Recommendation.
<b>A : Miscellaneous—contd.</b>		
248	(384)	A small grant of Rs. 200 may be placed at the disposal of the Collector for local purchases, and the countersignature of the Director, Government Printing and Stationery, may not be insisted upon.
249	(385)	Collector's stationery should normally have printed letter-heads.
250	(386)	Good white paper should be used for the record of "A" or "B" Classes.
251	(387)	Lists of persons to whom certain types of correspondences will go as a rule can be prepared to save repetition of such names and addresses every time.
252	(390)	Better use of inland letters and rubber stamps is recommended.
253	(389)	All Government paper should have Government water-mark across it diagonally. Other stationery articles should also have identification marks.
254	(392)	Use of coloured signals with a view to pick up certain distinguishing cards from a bunch of index cards is recommended.
255	(396)	Visible-index-card arrangement should be used for maintaining tagavi accounts.
256	(397)	A Slide Rule prepared for calculating tagavi interests is recommended.
257	(399)	Arrangements of pigeonholes each of 10"×6" should be useful to the Head of the Registry Section.
258	(400)	Files in Record Room may be hung on rails to facilitate better preservation and easy picking up.
259	(401)	Collector's table may have one or two drawers with a convenient filing system arrangement as described.
260	(402)	A Clerk's table should have a railing to which a wastepaper basket could be hung.

S. No.	Para.	Recommendation.
<b>A : Miscellaneous—contd.</b>		
261	(404)	Wherever the Circular work is not very heavy wax duplicators are recommended.
262	(405)	Copies of documents can be made quickly and fairly cheaply on "Duostat" the use of which is recommended.
263	(409)	All persons using telephones should receive training in telephone manners.
<b>B : General.</b>		
264	(410)	Ordinarily, there should be a machinery to assess the results of various legislations and policies. Failing that Collectors may be encouraged to make suggestions and include their comments in the administrative reports.
265	(411)	In cases where individuals are very adversely affected and no legal remedy is possible, the question should invariably be referred to the Commissioners-in-Conference.
266	(412)	50 per cent. of the gazetted staff in the Revenue Department must be transferable with the mofussil staff.
267	(414)	Revenue staff transferred to Bombay City should get an allowance equal to the special pay given to those appointed in the Sachivalaya.
268	(416)	Collectors should be encouraged to hold group co-ordination meetings for particular subjects.
269	(419)	The proportion of direct I.A.S., Collectors should be improved.
270	(420)	Collectors may introduce innovations but it should be impressed on them that the basic work should not suffer.



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**SUPPLEMENT—II**  
**OFFICE PROCEDURE**

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## CONTENTS

S. No.	Chapter.	Subject.
1	I	Introductory.
2	II	Preliminary.
3	III	Receipt, registration and distribution of tapal.
4	IV	Action on receipts.
5	V	Noting and drafting.
6	VI	Typing and despatch.
7	VII	Record Room.
8.	VIII	Miscellaneous.
9	IX	General.

## FORMS

- I. Inward and Outward Register.
- I-A. Weekly abstract of Form I.
- II. Watch Register (for correspondences and periodicals).
- II-A. Monthly abstract of Form II (for correspondences and periodicals).
- III. Movement Sheet.
- IV. Compilation Clerk's Register.
- IV-A. Weekly abstract of Form IV.
- V. Await Diary (General).
- V (1). Await Diary for periodicals.
- V-A. Monthly abstract of Form V.
- VI. Head Typist's Register.
- VII. Typist's Register.
- VIII. Despatch Register.
- IX. Record Keeper's Index Card.
- X. Requisition Slip.
- XI. Library Register.

- XII. Library Card.
- XIII. Register of weekly workload of :—
- (a) Noting Hands,
  - (b) Typists,
  - (c) Heads of Branches.
- XIV. Monthly abstract of Record Keeper's work.
- XV. Charge Report.

#### ABBREVIATIONS

CC	—	Clerk or A. K. in charge of compilation.
FR	--	Fixed Register.
HB	--	Head of the Branch.
HO	—	Head of Office.
HRS	—	Head of Registry Section.
I & O	—	Inward and Outward.
MS	—	Movement Sheet.
OC	—	Office Copy.
PA	—	Personal Assistant.
PR	—	Periodical.
PR-A	--	Office order regarding periodicals prescribed.
PR-B	—	Register in Form V (1).
RK	—	Record Keeper.
SO	—	Standing Order.

#### *Abbreviations particularly used in Forms*

CB	—	Closing balance.
OB	—	Opening balance.
R	—	Receipts.
D	—	Disposal.
OD	—	Original disposal.
T	—	Total.

## CHAPTER I

### INTRODUCTORY

1. OBJECTIVES to be achieved are :—
  - (1) Maintenance of a complete and impartial check over :
    - (a) every communication from receipt, through all stages, to disposal, and (b) every communication started by the Office itself,
  - (2) Cutting down delays,
  - (3) Relieving the productive workers of the procedural work as far as possible,
  - (4) Assessment of arrears,
  - (5) Assessment of total period required for final disposal, and
  - (6) Equitable distribution of workload.

## CHAPTER II

### PRELIMINARY

2. THERE will be a Registry Section consisting of :
  - (1) Head of Registry Section (in Aval Karkun's grade).
  - (2) Receipt clerks at the rate of 100 to 150 receipts per clerk.
  - (3) One despatch clerk.
  - (4) Typists (at the rate of 7,000 words per day per typist), and
  - (5) Daftar inspection Aval Karkun.

Head of Registry Section will also act as an Enquiry Officer, supervise the work of the record room and be in over-all control of procedure. He will work directly under the Collector.

3. To start with, Head of Office will pass an office order showing (1) names of HB through whom the cases mentioned against them will pass, (2) names of CC who will deal with subjects mentioned against them, and (3) (a) compilation, (b) periodicals and (c) fixed Registers to be maintained by each of the CCs. in Column 2. There should not be more than one intermediary between HO and CC.

## CHAPTER III

### RECEIPT, REGISTRATION AND DISTRIBUTION OF TAPAL

4. HRS will maintain compilation-wise registers in Form I (Inward and Outward Register) and Form II (Watch Case Register); and distribute the compilations among his clerks.

5. HRS will receive *all* communications. He will separate the post addressed to HO by name or marked 'Secret', and send it to him noting on the pad-slip the total number sent. Mis-sent letters will be despatched straightaway. In other cases, HRS will stamp the letters and then fill in the trilaterals against 'No.' in the receipt stamp. A 'watch case' is a case in which an order has to be passed or a report made by the officer. If the communication does not bear the old outward No. and is to be 'watched', HRS will take the next available number from the Watch Register and put it before the trilaterals. The receipt clerks will serially number the post and enter them in Form I. This number will appear after the trilaterals. To every watch case will be attached MS (Movement Sheet : Form III). In cases of hearing, MS will serve as a proceeding sheet.

6. The second section of Form II deals with periodicals. The periodical list numbers being fixed, the same numbers can be used as watch numbers. Every Saturday, for the periodicals becoming due in the succeeding week, MSs will be issued and sent to CC through Form I.

7. The officer who receives the pad of personal and secret correspondences will open the envelopes, peruse the receipts and decide whether the office will deal with it or he will deal with it personally. In the former case, he will send the receipts back to HRS showing the number returned and will enter others in his Form I under compilation PSN (personal).

8. In case an officer is on tour or for any reason no constant contact is available with the Registry Section, there need not be any delay in the Officer attending to his tapal. He can send a reply at once and enter the correspondence in his PSN. The correspondence can later on be transferred to the proper compilation.

9. When the tapal has been entered in I & O Register, it can go to CC who will initial the Form I against the relevant entries.

## CHAPTER IV

### ACTION ON RECEIPTS

10. CC, will enter the inward numbers of the correspondence in Form IV for the relevant compilation. Ordinarily, subjects can be so grouped that a clerk has one or two trilaterals. In any case, he will maintain a separate register for each trilateral. Then he will put up references which need immediate attention of HB or the disposal of which is in the latter's discretion. HB will peruse the tapal and give orders in post whenever possible. He will also put up such tapal as may have been decided upon by the HO, to him; and see that the whole tapal, including that put up to HO, is returned to CC as soon as possible. If Officers do read all the cases put up to them and the tapal, quite a few cases can be disposed of at first reading.

11. It needs to be emphasised at this stage that CC gets nothing except through HRS. In particular, if an Officer in the same Office starts a watch case by a query, it will be marked to CC through HRS. If CC gets any receipt direct through mistake, he should send it at once to HRS *before* taking any action on it.

12. Immediately after the return of posts by HO, CC will check up that nothing is missing and divide the receipts in 3 bundles, viz. (1) non-actionable or easily actionable, (2) urgent, and (3) ordinary. Papers must be attended to in this order. Non-actionable cases are those in which no immediate action is really needed, for example, reading and filing a GR, filing a blank periodical, etc. Easily actionable cases are those in which simple action is required, e.g., orders regarding grant of leave when other preliminaries are over, endorsement for report, filing a periodical after scrutiny, putting up a draft on approved note, etc. Cases which require deliberation or noting will be split up into urgent and ordinary.

13. *New watch cases.*—In case of such a communication, CC will enter its title on the MS with other details. When the case is in await, this MS will either be kept with the office papers (if any) or separately by itself if the correspondence is conducted in original.

14. *Other cases.*—Cases on which neither a report is to be submitted nor orders to be passed will not bear any watch case number and will be practically of easily actionable type. The rest would invariably be old watch cases. Every such case should have some correspondence or file in the office and that will be put up with the latest communication after bringing the MS up-to-date by reference to actual correspondence, and after scoring the entry, if any, in Form V as shown in paragraph 24 below.

15. Now we shall consider the methods of attendance on certain types of cases :—

(a) *Applications.*—If an application can be disposed of by the office finally or by a back reference to the applicant himself, no acknowledgement is necessary. If, however, it has to go for remarks or for disposal to another office, the CC can send it and simultaneously issue an acknowledgement. (The O/c of the forwarding endorsement to another office, if not standardised, will be kept in file but there need be no O/c of acknowledgement. A remark "acknowledged" on the application and in the last column of Form IV would do).

(b) *Linked cases.*—Two cases are linked when a decision in one depends on that in another. In all such linked cases there should be a cross reference on either file; otherwise, contradictory or inconsistent orders may issue.

(c) *Side issues.*—It is advisable to be on guard to see that a side issue is not started which will unnecessarily delay the case in hand.

(d) *Compound references.*—A case may contain more than one item. For example, an applicant may ask for Tagavi and also request for remission of Land Revenue due to some local calamity. Such two requests will have to be separated by giving an extract to the proper CC through HRS.

(e) *Government Resolutions.*—If a GR requires no action except circulation for information, an edorsement made on one copy and filing of another in SO file would be adequate disposal. If a GR, however, is of a permanent nature and yet requires some immediate report or action, one copy would be put in the SO file as above and another will start a case. Spare copies should be sent to RR.

(f) *Government Gazette.*—HRS should go through the whole gazette and prepare a summary of all items (bills, notifications pertaining to the Office, etc.). The summary should show the trilaterals, the title and the page number. It should be on one side of the paper and in duplicate. One copy should be circulated along with the gazette among the HBs and HO for information, and the other copy cut up trilateral-wise, pasted on paper and given to various clerks for necessary action through HRS.

(g) *Amendments to Acts, Rules, etc.*—Every Act, Rule, Manual, etc., should have a supplementary book prepared, the first page of which should be a chronological index showing: (1) the serial number, (2) section or rule amended, (3) gazette page number or Government reference under which amended and (4) page number of supplementary book, and (5) remarks. If the amendment is minor, the main provision can be corrected by insertion or alteration in the original; while if the addition or alteration is long, it should be put in the supplementary book. This action will be taken immediately on receipt of amendments or when amendments are brought to the notice of CC through gazette.

(h) *Periodicals.*—If the receipt is a periodical, it will at once be scrutinised and a back reference made if necessary. If no back reference is required, it would be kept with papers and an entry made in Form V (1). MS will be returned when all the periodicals have been considered and a consequent out-periodical, if any, sent.

If the receipt is a Circular laying down a new periodical under POL, it will obviously find a place under POL, in the list of periodicals and PRB. In case of deletion, the serial number of PRs will not be altered. If, for example, periodical 3-M-POL is deleted, 4 M-POL will not be changed to 3 M-POL. Details of periodicals are given in Government Circular Memorandum, Revenue Department, No. ADM/0-655, dated the 15th July 1956.

(i) *Original disposal.*—If CC himself starts a correspondence or sends out a letter, he will not have any inward number to write entries against in Form IV. In such cases he would fill up

column (2) of Form IV for the correspondence he is starting, keeping the opposite space in Column (1) blank. At the time of despatch of the letter, HRS will inform him of the watch number (in case mode is 1 or 2) and the outward number and CC will then fill up column (1) of Form IV.

16. *What is disposal.*—It is necessary to be clear about certain terms. A clerk puts up papers but an office disposes them of. The word 'disposal' would cover action by the whole Office as such. Disposal will be only by one of the modes given in paragraph 21 below. Any action other than those modes will not be disposal. A case is 'pending', before a clerk puts up, and is 'current' thereafter till it is disposed of. Final disposal means closing of a case and does not merely refer to one clerk or one office.

17. It is expected that cases will be disposed of day-to-day. Everything is 'immediate' unless otherwise stated. Rarely, it may happen that a case or two unattended remain but then they should receive top priority next day. Three working days should be quite adequate within which a noting hand or an officer *must* take action on every reference.

18. Generally, it is a practice to put up papers in pads. One flap may be pasted with a slip showing the date, number of references and to whom put up. The officer receiving the papers, checks up and scores the number.

The second flap may be pasted with coloured paper (say red or yellow) to show that the pad contains fair copies or tapal.

19. When a case is put up to higher officers, CC will mention the date in Column 2 of Form IV. If it is sent for typing or despatch, he will add letters (T) or (D) as the case may be. This date will be scored off when the papers are returned. If a CC does not receive the file within three days, he should remind the Officer or HRS personally. It must be remembered that CC alone is responsible for the papers from the time he originally receives to the time of disposal.

20. *Back references.*—It is not uncommon that a paper has to be returned to the sender for additional information. There should not be more than one back reference under HB's signature in one case. Second back reference should be only under HO's signature after HB explains why the query was not made earlier.

21. *Modes of disposal.*—There are seven modes of disposal of a document. They are: (1) a letter goes out and *no* action is possible until a reply is received (in await), (2) a letter goes out and *no* further action is necessary but a response is likely (closed temporarily), (3) the correspondence is kept with papers awaiting certain event or certain expected correspondence to revive it (sleeping), (4) the document is kept with previous papers as *no* action is necessary, (5) papers are passed on to another clerk in the



same office (mistake is allotting compilation), (6) papers sent to other offices in original for disposal or papers kept as D papers, and (7) due for filing in the record room.

(N.B.—Mode 5 is an exception to the definition of 'disposal' but is included in this list as a matter of convenience).

There will be very few cases in which a letter may go out and some action needed in the Office simultaneously. In this case, the remark in Forms I and IV would be mode (1—part). This implies that the case is pending. All disposals should be approved by HB.

22. After approval of O/c : When a letter is sent for typing, the O/c alone and not the whole file need be sent. The office copy will indicate the number of copies required and the mode of disposal e.g. "copies 5 mode 2". On getting the copies, CC will obtain the signature of the Officer and send the O/c, F/c and accompaniments for despatch. This would not apply in the case of mere acknowledgments, reminders or interim reports. After issue, the despatcher will send the O/c back with the "issued" stamp through the receipt clerk concerned. The receipt clerk will enter the disposal in Form I against the entry of receipt to which this may be a reply ; and CC will take a note in the remarks column of Form IV. If there is an authenticated typed O/c, CC will remove the manuscript O/c and then keep the relevant papers in a proper bundle.

23. If the disposal is of any of the first three types, CC will make a note on the correspondence : "expected date.....". This date should not be a very close one or a very distant one. He will also make an entry in Form V under the date on which he expects a reply or expects to close it permanently or expects to revive according as the mode is (1), (2) or (3). These dates can conveniently be "Saturdays" arranged according to "khatas" of officers with whom one may be dealing frequently. Of course for the purposes of Circulars of similar correspondences a "common" khata for all Mamlatdars would do. Moreover, there will obviously be a miscellaneous khata for offices not under frequent correspondence and for mode (3).

24. When a reply is received, the file would show the expected date and the entry in Form V can be struck off. If no reply is received till the expected date, a reminder will be issued, letter (R1) to show the first reminder, etc., added to the entry and the entry repeated at a further appropriate date unless it is decided to close the case permanently.

25. *Periodicals*.—When a PR becomes due, HRS will issue an MS. When a periodical is received, actual entries would be made in Forms I and IV. After scrutiny of PR, it may be referred back with a query and there will be entries in Forms I and IV again. If it is accepted, it will be entered in the relevant inward column of Form V (1) and shown as disposed of in IV and I. If it is filed or

ends in a periodical outward, column (3) of V (1) would be filled in and MS returned. In case of periodicals, therefore, Form V is replaced by Form V (1).

26. *Arrangement of papers.*—CC will arrange all the pending papers of each class chronologically. Ordinarily, there should be no pending papers except some of that very day or previous day. All such pending cases awaiting attendance would be in one tray (there will be two more trays for other current cases, namely, "IN" and "OUT"). He will keep all watch files under modes (1), (2) and (3) in alphabetical and serial order of Watch Number (e.g. 7 MAG, 8 MAG, 9 MAG, 3 POL, 4 POL, etc.). Disposed of cases will be kept in appropriate bundles (temporarily and permanently closed) also arranged alphabetically and serially according to watch numbers. All cases in mode (6) not bearing watch numbers will be arranged together according to I & O serial numbers at the bottom of the bundle.

27. *Action after final disposal.*—(a) MSs, if any, will be returned when the mode of disposal is 4, 5, 6 or 7. In modes 5 and 7, even the papers will be returned. In modes 4 and 6, MSs will be kept by HRS for one year and then destroyed. In mode 5, the same MS can be used after changing the number.

(b) The disposal of cases finalised under modes 3, 4 and 6 (and which do not go to despatch clerk) will be noted in Part II of the weekly abstract (Form IV-A). This information will be carried on to Form I at the end of the week. The number of cases revived from this group will be shown in Part III of Form IV-A.

(c) On the disposal of every correspondence, it is administratively necessary to see whether any entry is to be made in any of the fixed registers, (e.g., Arms Register : whenever decision is taken to grant an arms licence and is granted, an entry will have to be made in the register).

(d) When a case is disposed of under mode 7, the CC should 'prepare' the file for the record room immediately or sometime before the end of the month. He will see that the file is really finished, that no action has remained to be taken, that original papers belonging to other offices or parties have been returned, that the duplicates, reminders, post confirmatory copies of telegrams, acknowledgment, etc., have been weeded out and destroyed and that HB has approved the title and filing endorsement. HB will take particular care to see that no action remains to be taken. Premature 'closing' should be viewed seriously. At the end of the month, he should take the finished cases to HRS with the movement sheets.

(e) The numbers of cases which are disposed of under various modes referred to above will be rounded off both in Form I and Form IV. Watch number of cases which are finally disposed of will also be rounded off in Column 3 of Form I and Column 1 of Form II on the day on which MSs are returned,

## CHAPTER V

## NOTING AND DRAFTING

28. Apart from the movement of papers, the office procedure must deal with preparation of papers. Bad or indifferent noting can result in delay and incorrect decision. Actually, there are very few cases which call for noting. It is a good rule not to note on a case unless (a) the case is so bulky that the relevant matter would not be obvious without one or (b) the case presents alternatives which need discussion. Otherwise, a draft can be put up straight away.

29. A note will generally be written after leaving a margin of  $\frac{1}{3}$ rd or  $\frac{1}{2}$  of the paper depending on the simplicity or otherwise of the case. Title and the case number should appear at the top.

30. *Flagging*.—References to previous files or to legal provision or to various reports will be indicated in the margin in pencil. Relevant pages can also be marked by flags. A flagged paper is easy to refer to and yet such references are useless if the note is to be read again, because, by that time, flags would have been removed. Secondly, careless handling of the pinned narrow strips of paper might result in the file being torn. The first difficulty can be overcome by referring to file No., page number and paragraph number while the second can be avoided by using broad thick (like 'Urgent', 'Very Urgent' slips) book-marks. The advantage of flagging can thus be preserved. When flags are used, they should be so inserted that all the flag letters are visible at a time, i.e., there is no covering of one by another.

31. *Arrangement of papers in a file*.—There are differences of opinion whether a current file should be broken up into two sections, namely, noting section and correspondence section with a thick separator in between as is done in the Secretariat or whether all the papers should be arranged chronologically as is usually done at lower levels. A compact correspondence section gives a case in a nutshell and there are no doubt some advantages in having the current file split up thus. But the section which precedes the separator always presents a problem because every time new pages are to be inserted, we have to take away the section, insert new pages and then retie the bundle. This can be overcome if each section forms a separate file and both are put up in one pad. This however implies that, ordinarily, only one case would be put up in one pad; and secondly, that there will be two separate covers for 2 files indicating the noting section and the correspondence section. This would be unnecessary if we can retain the advantage of this arrangement (namely, spotting of the two sections distinctly) otherwise. If MS itself is made of thick paper, it can serve as a top sheet which will help mark the correspondence-section distinctly, as the page numbers of the correspondence will appear in

Columns (1) and (3). Convenience and economy suggest, therefore, chronological arrangement with such an MS as top sheet. Unless the file is bulky (say over 100 pages), the papers can be tied by one tag. Once the file reaches a respectable size, however, two tags would be appropriate.

32. *Method of noting.*—The papers should be attended to as fast as they are received. This principle can bear emphasis without limit. Secondly, attendance to a case does not mean reading only the last endorsement or draft. Every person who deals with a case must begin at the beginning, unless he has read that case earlier. Thirdly, every paper indicated in the file or correspondence, unless its contents are widely known or it is obviously irrelevant, must be referred to and put up. (It might be necessary to obtain the relevant files from the record room for this purpose). Fourthly, facts which have come on paper or which are to be noted or referred to, should not be accepted without verification. Memory can play odd tricks and even the best of it need not be shy of verification. Fifthly, all the provisions of law, standing orders, correspondence, etc., with reference to the question under consideration will be flagged. Sixthly, precedents will have to be compared not so much with a view to follow them as to avoid embarrassingly contradictory orders, for this can bring the authority into disrepute. Seventhly, all points for consideration must be clearly brought out; and arguments for and against completely marshalled. In no case should facts and opinions get mixed up. A good note would, therefore, contain: (a) subject matter—what the case is about, (b) history of the case, (c) a complete list of relevant points for decision, (d) (i) discussion on each of these points on basis of law, standing orders, facts, precedents, (ii) consideration of consequential or alternative points, each statement being supported by references enabling immediate verification, and (e) suggested course of action. A noting hand will have to recommend a course of action which he feels correct, unguided by his own prejudices and inclinations, if any, on the subject. Revenue clerks rise to high position and it is desirable that they cultivate a habit of studying and making decisions early. Every note should be signed and dated. When two or more branches of the same office are to be consulted, no doubt, the papers will be marked through the other branches.

33. Officers will also follow the same method except that they need not write anything unless they have to add or correct what has already been expressed. In particular, they should read the case completely, verify the facts, law and precedents, add or amend the recommendations and in general be responsible for the style and accuracy. Once an officer initials, he is responsible for the contents and the recommendations which, to emphasise, must be definite. A true officer always stands by, answers for and takes consequences of his acts. He is not above admission of mistakes and he does not

shield behind his subordinates. No officer should ever agree to send the papers back to another office for further information unless he ascertains whether his own office has not got such information. In that case, they will only make one complete back reference. Before they pass on the papers, the officers have further to remember the character and competency of their advisers so that the impartiality of the recommendations can be preserved. Lastly, HB will also have to know the manner of thinking of his superior officer not with a view to fall in the line with him, but that he may be able to anticipate the latter's queries. HO will read the file completely, study the law and precedents with particular reference to the personal inclinations of his advisers; and pass orders. The office note is really a guide and can never substitute the original correspondence. It would be better to read the office note, then read all the papers from the beginning to end and then pass orders.

34. In case an Officer makes queries, he will generally do so in the margin, but the subordinates will not be replying such queries in the margin. They will number such queries by letters 'A', 'B', 'C', etc., and offer their remarks in continuation of the note in paragraphs headed 'A', 'B', 'C', etc.

35. Sometimes, an incompetent or uninitiated clerk may write a rambling or a useless note. It will not be sufficient merely to correct it. HBs, and if necessary, HO will have to guide the clerk pointing out the defects and showing how and why it should be in a different form. Secondly, it will reserve removal from the file. An officer should not, however, remove a note only on the ground that certain recommendations are not to his liking.

36. *Now for the language of noting.*—Noting should be concise, for hardly anybody has got time to read what is irrelevant or unnecessary. Repetitive or circumlocutory wording should be avoided. In particular, there should be no paraphrasing of the communication under disposal. Secondly, the noting should be in clear terms; that means it should be neither vague nor ambiguous. True, an officer may not agree with every recommendation, but then there is no reason why the subordinates should feel compelled to be non-committal. Nor need a CC be allowed to shield his faults under vagueness. CC should not get away for example, by saying that a reference is not readily available. He must explain whether it is put up with another case, or whether it is locked up and the key is not with him or whether it is simply lost. Thirdly, the noting has to be accurate; it should not be misleading; it should not suffer from *suggestio falsi* or *suppressio veri*. Fourthly, the language should be simple. Superlative may impress a reader for a while, but carries little eventual force. The style should be easy and natural and one should write as one talks. Literary quotations, unless they are very apt, can best be avoided. Fifthly, the note should be complete and not sketchy.

Together with this, one may also mention that it should be smooth and not abrupt, jumping from one point to another and again returning to the first, thus creating confusion. Lastly, the note should be legible. No note need be typed.

37. Drafting is naturally based on noting and should have all the virtues of it. One will have to be more particular about correct referencing and about using a language which the reader will understand. Mainly speaking, drafting would be of a letter or of an order. In the former, the language will have to be persuasive though sometimes emphatic. In either case, it should never be liable to misconstruction. A letter would contain reference number if there is one, of the office addressed and the reference number of the issuing office written legibly. In this connection, it is worthwhile mentioning that it would not be correct to refer to the last reminder of either office, as the office at the receiving end will have to spend a lot of time in finding out the chain to the original communication. It is always advantageous to refer to the original letter *and* the last reminder, if any. Secondly, letters should be addressed to the officer directly concerned and if any other officer is interested, he can be sent a copy. When a report is called for, the same principle will be followed and if necessary specific points for a report put down. Not only this but a subordinate officer should also be told about the sources of information if they are not obvious. When replying to applicants, unless HO definitely decides to the contrary in any case, it will be only common courtesy to tell them the reasons for rejection of any request so that they may find it easy to appeal. This will also help the authority sitting in appeal or revision to reject a case summarily instead of calling for the papers.

38. When a back reference is to be made, one may well ask the question whether it is absolutely essential. Secondly, one may ask "what would this office do if the answer is in the affirmative? If the answer is in the negative?" Quite a few times it has been noticed that even though disposal would not depend on a reply to a back-reference, such references are made. The tendency to ask for information which is available in the office deserves to be deprecated. This way, a lazy clerk only creates more work for his own office and for the office at the other end. His gain is a better 'show' in arrears list.

39. There is no point in passing on Government orders by paraphrasing them or needlessly reasserting them *and* sending them with copies of originals. Such summaries are only vague or repetitive. Unless there is some additional point to be stressed or explanation to be appended, this system only results in waste of time of all. The rule should be "to summarise the instructions without sending copies of the originals *or* send copies of the originals without summarising them."

40. In case of drafts of orders, there are two methods followed. One is to write a formal exhaustive preamble, noting the papers read and then stating simply: "sanctioned" or "rejected". The second method is to write a self-contained order. Both have some good points and both can be used with effect according to the nature of the case. The first method would obviously be very useful when the orders refer only to offices or when no outsider is adversely affected. The second method will be more advisable whenever a request of the party is rejected.

## CHAPTER VI

### TYPING AND DESPATCH

41. When correspondence is received for typing, the Head Typist will decide the typist who should attend to it and make an entry in his Register (Form VI). The typist will type on the same day unless the paper has been received after 4-00 p.m. *and* is not urgent or is likely to take long time in which case he should do so within 24 hours. The typist will note all movements in his Form VII. CC will receive the typed copies, compare them, get the signature of the officer, take notes in Form IV and send the papers to despatch clerk with accompaniments, if any.

42. The despatch clerk on receiving what is to be despatched will put it in a cover, despatch the correspondences, stamp the O/c "issued" and send it back to the compilation clerk through the receipt clerk in charge of Form I. All communications will bear the date on which they are actually issued. All communications intended for the same person should be placed in a single cover as far as possible. Economy slips should be used liberally. The number of communications should be given on the cover. The despatch clerk will maintain a register in Form VIII. The Form is so devised that it will not be necessary to have a detailed service-stamp register.

43. If the CC does not receive the O/c of the paper sent for T or D within 24 hours, he should contact HRS personally. It is the CC who is responsible for papers at all stages.

## CHAPTER VII

### RECORD ROOM

44. If a case is closed under mode 7, HRS would verify the recording instructions, fill up the Columns 3 to 6 in Form II in CC's presence, send the file to RK and take his initials in token of receipt in Form II.

45. When a file is received for record, RK will initial Form II and again see that the case is endorsed by HB as finished,

correctly classified, completely weeded out and suitably titled. He will then file in the relevant serial order of the watch case number in the proper ABCD groups and according to the year of destruction. RK will also separate the MSs and arrange them according to Chapter and Item Number of ABCD lists and in each item alphabetically *and* serially by watch case number. MSs will be in running bundle and not ABCD classwise. Only in cases where subject-matter is not capable of unique classification, duplicate MSs (i.e., MSs marked duplicate—stating “refer to ”) will have to be kept at relevant places, for example, in a case on “contribution to District Local Boards by Municipalities for Malaria control” MSs or duplicates will appear under Mun 11 and Lbd 17.

46. The RK will have to control the receipt of files, their issue and their return. For every file, a card will be maintained as in Form IX. The card will show the file number, ABCD number, place of filing and the date of receipt at the top. These cards will be arranged according to the case number. An office member desiring to requisition a file will send the slip-book duly filled in (Form X) to the RK and make an entry in the column of Form IV as :  $\frac{5-1}{\text{date}}$  (RK)”. The RK will remove the slip, initial and the date the counterfoil and return it. Slips will be kept on a wire-file and attended to as early as possible the same day. If the requisition cannot be complied with, the slip will be returned with a due remark. If it can be complied with, then the file and the relevant card will be sent to the indenter who will note the date on his counterfoil, retain the file, initial the card and return it. On return of such a card, the slip will be destroyed. Such cards in respect of issued files should be kept separately. When a file is to be returned, CC will take it to RK, see him initial the card and initial his counterfoil. The relevant cards will then return to their original place. All the issued files must be returned on a Saturday within a fortnight. The RK will take a monthly abstract of files issued but not returned by the office. (See Form XIV).

47. Anderson's System of classifying the records according to ABCD Lists as amended (A : Permanent, B : 30 years, C1 : 10 years C : 5 years and D : not fit for preservation, i.e., to be destroyed after one year) does not need any change. Record will generally be kept on racks away from walls so that there is enough space to move round and that the files would be least susceptible to fire, white ants, dampness, etc. Certain racks are reserved for 'A', 'B' and 'C' classes of record ; 'D' record never goes into the record room. Classification, as has been explained elsewhere, is done before a case is lodged with the record keeper. Under each class, the papers are arranged in bundles which show (1) the year of destruction and (2) the first and last case numbers in the bundle. For example, a bundle may carry a label showing  $\frac{1962}{22 \text{ RTS to } 4 \text{ WTN}}$   
At the end of year, when all the files have come in, a list of cases



in each bundle may be prepared and kept on the top. When the papers become due for destruction, i.e., in the year after the completion of the period for which they are to be preserved, they can be destroyed in 12 monthly equal instalments. Ordinarily, an officer of the grade of Deputy Collector should be in charge of this. This officer will have authority to retain a file for a further period if he thinks so. All the cards of the destroyed papers should be kept separately. The year and month of destruction will be marked on cards. It would be convenient to file the cases vertically, but at present that would involve a lot of expenditure on binders or file covers. Therefore, bundles are quite suitable.

48. It will be easy to record the files closed under Anderson's procedure according to the above directions as the file numbers therein would be different from the case numbers in this procedure. The files closed prior to the introduction of Anderson's procedure or under other system will remain as they are with a note showing how to use them.

49. Library : The RK will keep a register (running ferist Form XI) of all books in 'issue' and 'non-issue' sections and cards (Form XII) arranged in alphabetical order of titles. In preparing these cards, articles 'A' 'An' and 'The' in the *beginning* may be omitted. As there are no reading arrangements 'non-issue' section books may be issued for 3 days only and they will not be removed from the office. Books from Issue Section may be issued for a fortnight at a time except when they are issued for daily reference.

## CHAPTER VIII

### MISCELLANEOUS

50. HRS: HRS, on every Monday morning, will get abstracts (IV-A) from CCs. He will then make use of the second part of this abstract in showing the disposal by modes 3, 4 and 6 (without MSs) and of third part in showing the revival of cases. He will then draw up a list of actual case numbers of all the undisposed of cases according to pendency in Form IV-A. This should tally with the first part of Form IV-A.

51. Similarly, on the last Monday of every month, HRS should draw up a list of actual case Nos. which remain undisposed of from Form II according to pendency as on Saturday immediately preceding in Form II-A. This, after deducting the watch case numbers appearing in Form I for the week ending the same date, will have to tally with the abstract (V-A). Similarly, he will also find out from Section 2 of Form II (e.g. P-POL) and Form I the due periodicals, compare with V(1) and draw abstracts.

52. When the weekly abstracts of I-A and IV-A are finalised, the HRS will enter the information for the whole office (branchwise) in Form XIII (a). From this will be worked out the average workload of the branch and ultimately of the office. This will help HB and HO to find out who is overworked and who is not, and to equalise the workload, if necessary. The information for the whole office can be put on graph showing receipts, disposals, arrears and papers not attended to within 72 hours. Lastly, the disposals by particular clerks under each HB can be worked out separately to find out the disposal of the middle-men [Form XIII (c)]. These officers also will have to give a certificate showing how many cases are pending with them for more than 72 hours. All this information, namely, (1) branchwise information in Form XIII, (2) graph and (3) workload of HB together with a list of papers pending with them for more than 3 working days, should be put up to HO regularly by Tuesday morning for the week ending Saturday preceding. Weekly abstracts of typists' work in Form XIII (b) will also be put up to HO. The RK's work will be shown in Form XIV.

53. Abstracts of Typists' Register (Form VII) should be put up to HRS daily.

54. The HRS will be in charge of Service stamps. He will issue to the despatcher, the latter's weekly needs and at that time check up balance with the despatcher's Form VIII.

55. When a CC is transferred, he should fill in the charge report (Form XV) correctly.

56. The first thing that a CC has to do every Saturday on his arrival in the office is to see Form V and issue reminders or take such action as may be necessary, if reminders have been of no avail with regard to the cases to be brought forward on that day. When receipts come in, he has to score off entries in Form V.

57. At the end of the week, the CC must draw an abstract in Form IV-A showing the number of cases remaining undisposed of. He will also mention in the second part of the abstract the cases disposed of under modes 3, 4 and 6 and for which no movement sheets were issued. He will also give a certificate as follows:—

“Certified that (1) papers of cases shown as pending in Form IV-A are checked and are in my possession, (2) all papers pending with me are shown in Form IV-A”.

58. On the last Monday of the month the CC will draw an abstract in Form V-A showing the numbers of cases in await, sleeping and temporarily closed as on Saturday immediately preceding. The Form V lends itself to office-wise classification easily. He will also prepare a list from his Form V (1) of the periodicals awaited from such offices. A certificate, as in the case of Form IV-A, will be given on Form V-A.

59. On a day suitable to HRS and RK, sometime during the last week of the month, all 'closed' cases to be sent to record should be 'prepared' and taken to HRS.

60. *Disposal of accumulated arrears.*—If this procedure is followed scrupulously, there should not be such an occasion. If a CC or HB is absent, it would be for HB or HO to make immediate arrangements for attending to the absentees' work. Even during inspections of subordinate offices, the whole time need not be spent on taking out "inspection points". Five solid hours' work on inspection and rest on disposing of the day-to-day work should keep the arrears to such a minimum as to be disposable within a week after inspection. In case, however, due to cumulative illness or such other reason there are accumulations, it would not be very useful to dispose of them by selecting few old cases and few new cases every day, because, by this method, many new cases also will tend to become old. Nor do one or few clearance days help much. Every day must be a clearance day till we come to normal. It must be seen that the day-to-day standard is observed at all costs. The accumulated arrears must be disposed of by excess staff or by overtime in such a way that the day-to-day work never suffers. If certain quota is fixed for disposal of old cases by working overtime, and the rule of day-to-day disposal of current papers is observed, then the accumulated arrears will disappear exactly according to schedule.

61. *Daftar Inspection.*—Government have repeatedly pointed out that daftar inspections should be done by HBs regularly. But, these orders have not been followed or have been followed very superficially. There is no doubt that a HB has to spend a whole day if he has to check the daftar of a clerk properly. This he cannot do. It would be advantageous, therefore, to spare one Aval-Karkun just for doing daftar inspections day in and day out. Only, questions of the questionnaire relating to case study would have to be done by the HB. The HBs will also verify any five questions done by daftar Inspection Aval-Karkun. This is very necessary in case of Daftars of Aval-Karkuns senior to Daftar Inspection Aval-Karkun. The Results of daftar inspections should be placed before HB/HO every day. The weekly abstracts and daftar inspections can be made use of in writing confidentials.

62. *Typing Section.*—It seems to be a practice in some offices to get all the notes for higher officers typed. As a rule, all the noting hands and officers should have legible hand-writing. Typing is understandable for keeping clean copies or for preparing papers for alien offices. When a number of persons, however, work together, it is indeed indefensible to have the notes typed. It is far more important that persons whose handwriting is bad, should spend more time in making it legible instead of a host of typists encouraging them.

63. Unless very thin papers are used, there is a tendency to use duplicators whenever more than 6 copies are required. Even in case of availability of this paper, more than 8 copies cannot be taken at a time on a typewriter. As there are more number of talukas in each district than eight, the issue of general circulars always demands use of stencils. There are occasions, however, when a number of stereotyped replies are to be issued; in such cases and in matters of short circulars, wax duplicators have been found to be very useful. They are cheap and their disadvantage, namely, that more than one circular cannot be issued within 24 hours is negligible. Incidentally, it should be the duty of the person who duplicates to see that every copy is legible.

64. *Despatch*.—Generally, an office corresponds with a certain number of offices frequently. It should, therefore, be possible to prepare a number of envelopes at a time. Rubber stamps would be found very useful. Similarly, a lot of time is spent in writing the designations and addresses of officers below circulars and conference proceedings. That can also be saved by having definite lists of addresses, say, for (1) Circulars, (2) Conference agenda and proceedings, (3) Tour programmes etc., and one has simply to refer to “To ..... as per list A/B/C .....”

65. *Officers*.—Many times, Collectors prefer to discuss the matters with their subordinates and they write ‘please speak’ or ‘please discuss’. Such papers are not always brought up within 24 hours as they should be; and it is useful to have one’s stenographer make a list of such cases and see that such cases are brought for discussion within 24 hours.

66. *Staff contact*.—There should be great informality between HO and his subordinates. A regular round taken by the HO to the tables of the noting assistants or subordinate officers, questioning them on some points, looking to what is lying on their tables, discussing a point here and a point there, has got great advantages. First of all, it brings down the normal barriers. Secondly, the clerk is more likely to be free when an officer goes to his table than when he is called in the latter’s chamber. He is more likely to say that his wife is ill and, therefore, his mind is not on the work when the officer approaches him than when he approaches the officer. Thirdly, it is not enough that an officer should dispose of all papers quickly and correctly. It is equally or more important for him to see that his staff knows what principles are guiding HO in coming to certain conclusions. All the reasons cannot be set out every time a decision is taken. So, there should be more and more free contact between HO and his subordinates. “Common” knowledge is a great asset, but “common” (not stereotyped) thinking is a greater one.

## CHAPTER IX

## GENERAL

67. Laying down a procedure is a fraction of the task and so much will depend on how it is worked. This tract is a result of continuous effort extending over three years and all the available alternatives to every item have been considered. Even so, it is likely that some officers may like to make some changes. If so, naturally, they are welcome to suggest them, but it would be very incorrect to introduce any change without Government's approval. After all, an individual officer is in a district for a short time and if he starts changing a pattern which is meant to be uniform, his successor not only will find it difficult to work but if he does not agree with it, may be tempted to make new changes which will make things more difficult for his successor. For the sake of uniformity alone, therefore, it is imperative that the procedure is rightly followed. If any change is worth making, let all officers benefit by it. If not, it is better not introduced. Whatever the method, however, nothing can substitute day-to-day vigilance of the Head of the Office. If every time a case is put up, it is scrutinised for delay and if every delay is suitably taken notice of, the office must improve.

## FORM I

## INWARD-OUTWARD REGISTER (AS ON

*Compilation :*

Initials of CC.	Serial No.	Watch Case No.	From whom received.	No. and date of Office in Column 4.	Subject matter of Column 5 or if it is blank, of Column 7.	To whom sent, Mode and Date.	Remarks.
1	2	3	4	5	6	7	8

## FORM I-A

*(Weekly abstract showing opening balance, receipts, disposals, current cases in balance and break-up of closing balance).*

## FORM II

(For Correspondences and Periodicals separately)

## WATCH REGISTER

*Compilation :*

Watch Case No.	Date of issue.	Date of return.	Final I & O Register No.	Classifi- cation No. in A B C D List.	Initials of H. R. S.	Initials of R. K.	Remarks.
1	2	3	4	5	6	7	8

## FORM II-A

(For Correspondence and Periodicals separately)

*(Monthly abstract showing opening balance, receipts, disposal and CB of cases/PRS)*

## FORM III

Case No.	Date of start.	Date of final disposal.	I & O No. of final disposal.
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*Title for Index*

Date of receipt.	Name of Office.	Date of disposal.	Remarks.
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## FORM IV

I & O No.	Put up to officers or sent for typing/despatch/HRS.	To whom sent, Mode and date of disposal.
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FORM V-A

(Monthly abstract of cases under modes 1, 2 and 3).

Compilation :

Name of Officer.	Number and date of cases.		Number of P. R.
	Within one month.	Over one month.	

FORM VI

(To be maintained by Head Typist).

Date :

Names of Typists and references given to them.		
Shri X	Shri Y	Shri Z

Daily abstract for

Name of Typist.	OB	R	D	CB	Pending for more than 24 hours.
X	..	..			
Y	..	..			
Z	..	..			
Seen					
	HRS				HT

## FORM VII

Name of Typist : Shri

Date :

Serial No.	Reference No.	Number of words.	Date of return to CC	Remarks.
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*Abstract for*

OB

R

D

CB

(Signed)

Typist.

## FORM VIII

(To be maintained by despatch clerk)

Date :

Balance of stamps worth Rs.

S. No.	Officer to whom sent.	References sent.	Stamps worth.
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Rs.

Total expenditure for the day ...

Balance of stamps ...

**FORM IX**  
**INDEX CARD**

File No.	ABCD List No.	Rack No. ....	Date of receipt.
Date of issue	Initials of a clerk.	Date of return	Initials of R. K.

**FORM X**  
**REQUISITION SLIP**

<p>No. (Printed) ..</p> <p>Indentor ..</p> <p>File ..</p> <p>Date ..</p> <p style="text-align: center;">Initials of R. K. &amp; date</p> <p>Date of receipt of file ..</p> <p>Date of return of file ..</p> <p style="text-align: center;">CC &amp; date</p>	<p>No. (Printed) ..</p> <p>Name of Indentor ..</p> <p>No. of file, subject and/ or other particulars ..</p> <p>Date of requisition</p> <p style="text-align: center;">(Signature of Indentor)</p>
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FORM XI

LIST OF BOOKS : LIBRARY REGISTER

(Two Sections : Issue and non-issue sections.)

Serial No.	Name of the Book and author.	Date of receipt.	Value.	Remarks.
1	2	3	4	5

FORM XII

LIBRARY CARD

S. No. In Form XI (Issue/Non-issue)	Cupboard or Rack No.	Date of receipt		
.....	.....	.....		
Date of issue.	Initials of the person to whom issued.	Date of return.	Initials of Record Keeper.	Fees if any.

## FORM XIII (a)

A CONSOLIDATED WEEKLY ABSTRACT FOR THE WEEK ENDING.....

Branch/Office :

Serial No.	Name of Clerk/ Aval Karkun	Triliterals	O.B.	R.	T.	D.	C.B.
1	2	3	4	5	6	7	8

Undisposed papers					Pending without action for		Remarks.
Upto one week	Upto two weeks	Upto three weeks	Over three weeks	Total	Less than 72 hours	Over 72 hours.	
9	10	11	12	13	14	15	16

## FORM XIII (b)

STATEMENT SHOWING THE WORKLOAD OF TYPISTS FOR THE WEEK ENDING.....

Serial No.	Name of typist	No. of words typed during the week	No. of words typed per day	No. of references delayed	Remarks.
1	2	3	4	5	6

## FORM XIII (c).

## STATEMENT SHOWING WORKLOAD OF OFFICERS.

Serial No.	Details.	P. A.	Addl. P.A.	Chitnis.	Head Clerk.	Asstt. Secy. DDB.	Deputy Chitnis.
1	No. of correspondences routed through or put up to.						
2	No. of cases pending over 72 hours as on Saturday evening.						
3	Initials of Officers.						

## FORM XIV.

## MONTHLY ABSTRACT OF WORK OF RECORD KEEPER.

1. Number of files received during the month for record :—
2. Number of files issued during the month :—
3. Number of files returned during the month :—
4. Number of files outstanding at the end of the month :—
5. Number of requisition slips not attended to within 24 hours during the month with reasons :—
6. Number of unclassified files, if any (should be nil) :—
7. Number of files for destruction : (i) Outstanding at the beginning of month.  
(ii) Which become due during the month.
8. Number of files actually destroyed during the month :—

Record Keeper.

## FORM XV

## CHARGE REPORT

Name of the person relieved :

Name of the reliever :

Date of handing over charge :

*List of papers handed over.*

1. Papers pending disposal ... Prepare Form IV-A on the day. The reliever shall certify that the entries have been tallied with actual papers.
2. Form No. IV Register with file From To  
of abstracts in Form IV-A.
3. Papers in await ... The person to be relieved will prepare abstract of Form V as it stands on the day of handing over charge. This abstract will be signed both by the person relieved and reliever. The reliever shall certify that the list has been tallied with actual papers.
4. Form No. V register with From To  
abstracts in Form V-A.
5. A list of periodicals and The reliever shall insist that Form  
Form V (1). V(1) has been filled in up-to-date.
6. List of cases received from  
record room for reference.
7. Papers to go to Record ... A list of such papers will be prepared. This will not be difficult if the noting hand sends cases to the record room from time to time as and when they become due for being sent to record.
8. 'D' Papers ... The total No. of cases only. No more details will be necessary.
9. Standing Orders Files ... List of such files. If the index of any of such files is incomplete, it shall be mentioned.
10. Fixed Register ... Names of such registers.

- |                                |     |   |
|--------------------------------|-----|---|
| 11. Files of daftar inspection | ... | Show the period to which they relate.                   |
| 12. Files of charge reports    | ... | A copy of the charge report will be prepared.           |
| 13. Reference Books            | ... | A list of books received shall be prepared.             |
| 14. Miscellaneous              | ... | Any other material such as stationery, dead stock, etc. |

Received as per above list.

Handed over as per above list.

Date :

Date :

(Signature of reliever).

(Signature of relieved).

Before me

Head of Office/Branch.



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**SUPPLEMENT—III**  
**TAGAVI BROCHURE**

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# TAGAVI

## I. Purpose

You can get Tagavi for the following purposes :—

### A. Land Improvement—

- (1) Irrigation wells and water courses (construction or repairs).
- (2) Engines and pumping sets.
- (3) Tractor ploughing.
- (4) Bunding.
- (5) Development of Khar Lands.
- (6) Other works connected with land improvement.

### B. Agriculture—

- (1) Intensive paddy cultivation.
- (2) Purchase or hire of bullocks and other cattle.
- (3) Agricultural implements, seed, manure, fodder, etc.
- (4) Consolidation of holdings.
- (5) Maintenance.
- (6) Repairs to houses.
- (7) Other works connected with agriculture.

### C. Miscellaneous—

Rice-husking machinery and other machines for processing agricultural produce but not as industries.

## II. Can you get Tagavi ?

(1) You can get 'A' kind of tagavi only if you have a right to make the improvement.

(2) In your own interest, the value of the land after improvement should not be less than that of the land without it, plus the cost of improvement. For example, if good irrigated land is selling for Rs. 700 per acre, it is not worthwhile ordinarily to sink in a well costing Rs. 1,000 in an acre.

(3) Each improvement has its own life and, therefore, the loan should be repaid before the benefit of an improvement runs out. For example, a loan for seed cannot be for more than one year; for cattle, it cannot be for more than four years and so on.

(4) A loan should result in improving *your* condition i.e., you should be able to meet :—

- (a) all the family expenses on food, clothes, housing, etc.;
- (b) agricultural expenses on seed, cattle, repairs to implements, land revenue, etc.;

(c) the repayment of loans with interest; and still have some material benefits.

If you are a prudent agriculturist and do not want to pay interest unnecessarily, you would like to pay all the extra income over and above (a) and (b) towards repayment of loan. The repayment must be quick so that you can reap the benefits of the loan for the rest of the life of the improvement. It is obvious, therefore, that your capacity for borrowing, i.e., the total amount of your income after deducting (a) and (b) should exceed, (c) Government, no doubt, wants to help the poor agriculturists, but it would be imprudent to consider poverty by itself as a qualification for getting the loan. You will surely want to return the loan and you will surely want to benefit by it eventually. It is important, therefore, that your 'capacity' should be enough to repay the loan within a reasonable time.

(5) You will naturally not want to borrow loans from the Government if you can get it from a co-operative society or from some other sources.

(6) Lastly, if you are in arrears of some Government dues, you will not get a loan, except in times of scarcity.

### III. The Amount of Loan

We have seen before that the amount of loan that you should ask for depends on the kind of improvement possible, its cost, its life and your capacity to repay. Government, however, would also like to be sure that in case you do not repay, they can recover the amount. In thinking so, Government is *not* behaving like a creditor. After all, Government's money is public money held in trust and it is the duty of Government Officers to protect it. Loans, therefore, will be given only when the security which you propose is adequate. For this purpose, old tenure lands will be valued at the market value and the value of the new tenure land will be fixed at 80 times the assessment in case of loans for wells and 25 per cent. of similar old tenure lands for other land improvement purposes.

### IV. How to get Tagavi

If you decide that you want to improve your land, get some cattle, etc., and if you are satisfied that thereby you will increase your capacity so that you can repay the whole loan *and* reap future benefits, then you may apply in the form, given in the Appendix, to the talati in National Extension Service Area or to any other Revenue Officer not below the rank of Aval-Karkun in other areas. You need not affix any Court fee stamp to such application. The application form, however, will have to be accompanied by the VII-XII extracts relating to the land to be improved and the land to be offered in security. It will also be in your own interest if you attach plans and estimates of the proposed land improvement work, if any. If you are a member of a society, you should apply for the loan through the society. You may apply for the loan in good time before the season starts. For

land improvement work you should apply before the end of September so that you can get the money early in the fair season. For requirement of  $\frac{\text{Kharif}}{\text{Rabi}}$  season, you should apply before the end of  $\frac{\text{March}}{\text{June}}$ . Even for Rabi season, it is advisable in March. Generally, it would take more than 2 months for Government to decide your application. In case you have not got sufficient security of your own, you can give some other lands. If a number of persons take a loan together, they can be jointly, and severally responsible. In such cases, one application would do.

When the loan is granted, you will have to sign an agreement which will show the amount borrowed, rate of interest, the number of instalments and include a mortgage on the land to be improved upon, etc.

### V. Interest

Tagavi year runs from 1st July to 30th June. The calculation of interest is done twice a year on quarterly basis. This means that you pay interest for whole quarter on the sum outstanding on the last day of the quarter. The interest charged is simple interest and the rates are as follows :—

Purpose.	Rate of interest.
A. L. Act and the Land Improvement Loans Act ...	5½ per cent.
Well schemes ...	4 per cent. from 6th September 1954.
	Penal interest.
Wells ...	6 per cent. where the work is not completed within two working seasons.
Misuse or misapplication of loans advanced after 10th September 1954.	12 per cent.

By October or November, every Talati is told how much tagavi instalments to recover from each Khatedar. In this statement, interest is added upto 31st December. It is in your interest to get this amount ascertained and pay it up to the talati. It is understood that you are selling your crops either in December or January or February. It makes no difference, however, as long as you pay the due amount before 31st March. Even in years in which the tagavi instalments may be suspended, the interest is *not* suspended. If you do not pay the interest upto 30th September, penal interest will be charged at a rate higher than usual rate by 2 per cent.

## VI. Instalments

You will get big loans in instalments so that Government can protect the public money from misapplication. Of course, you will not misappropriate but there are people who do and there can be only one rule for all.

The loan is to be repaid in instalments. These instalments depend on your capacity, rate of interest and life of improvement. They start when the benefits start and the maximum instalments generally given are as follows :—

(1) Wells	...	...	10 years.
(2) Purchase of cattle	...	...	4 years.
(3) Seed, manure	...	...	1 year.

Instalments of amounts less than Rs. 10 are not generally fixed.

I may repeat, however, that it is in your own interest to pay up the amount in fewer instalments and thus save your money on interest.

## VII. Repayment

Interest at the rate and in the manner given in paragraph IV will be charged from the date on which the loan is disbursed in the case of loans under the A. L. Act. As regards loans under the L. I. Loans Act, the interest will be charged from the year in which capacity of the borrower is improved. The first annual instalment of repayment will be fixed in the year in which your 'capacity' will have improved. For example, if you have received the loan for buying new pair of bullocks, you will reap benefit at once and you can pay off the first instalment out of the next crops. You have to pay the instalments on the dates fixed for payment of land revenue. Interest as may be accrued has to be paid first and then the instalment of the principal. The instalments of the principal, however, can be suspended in bad years. The interest is *not* suspended. In good years, naturally, the suspended instalments can be recovered.

If you do not repay the loan in instalments as decided upon or do not pay interest when instalment of principal is suspended, you may have to pay penal interest at a rate higher than the fixed one, by 2 per cent. upon the amount (principal and interest) due. In spite of this, if you do not take steps to repay the loan the same year, all outstanding amount will be recovered from you as arrears of land revenue. Land to be improved and land given in security can be forfeited and sold free of all prior encumbrances. The amount can also be recovered from your sureties. All these results would also follow, if it is found that you have misapplied the money for the purpose for which it was not borrowed, irrespective of the fact whether you have been repaying the instalments or not. Summary recovery thus will be ordered with penal interest, if :—

- (1) undue delay is made in returning the loan,
- (2) undue delay is made in using the loan,

(3) part or whole of the loan is used for the purpose for which it was not granted.

(4) you transfer or encumber the mortgaged property, and

(5) you have hidden prior encumbrances.

### VIII. Miscellaneous

There are one or two things now which remain to be explained.

Some people appear to think that when interest is not paid regularly and accumulates to such an extent that it exceeds the principal, any further accumulation of interest would lapse and so it would not be recoverable. This is very far from truth. Rule of Damduppat says that interest exceeding principal cannot be recoverable at one time; but it can be recovered in small amounts at different times. Collusion with officers, therefore, and subsequent non-recovery of interest regularly by them will not save you at all. On the contrary, you will have to pay more or even lose the land for the improvement of which you took the loan.

There is another case of loan, which needs consideration. You may take a loan for well but you may not strike water, however deep you go. If the failure is not due to your neglect or default, you may apply to Government for remission of interest or remission of 20 per cent. of outstanding advance. You will have to prove, however, that your project was sound, and that the well has really failed

Lastly, whether you want to have more information about tagavi, or whether you want to go through the formalities of getting a loan or the question is of repayment of loan, remember that there will be officers, who will come round to you making enquiries (some of which you may feel irksome) and later on inspections. It is in *your* interest that you help them.

### APPENDIX

#### FORM OF APPLICATION

- 
- I. Applicant's name and residence.
  - II. Amount and object of loan (and nature of the proposed improvement).\*
  - \*III. Village, Survey No., assessment (and Judi if alienated) of land to be improved, with extracts of V. F. VI or VII.
  - \*IV. Applicant's rights in the land to be improved.
  - V. Nature of security whether personal or otherwise.
- 

\* Omit in case of A. I.

Date :

Applicant's Signature,

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**SUPPLEMENT—IV**  
**APPENDICES (A) TO (G)**

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**(G.C.P.) L-A H 6474—19a**

APPENDIX A.

*Statement showing the powers proposed to be delegated to Revenue Officer.*

Serial No.	Section/Rule/Order.	Nature of powers.	To whom to be delegated.	Remarks.
1	2	3	4	5
1	Land Revenue Code, Section 38.	To assign Government Lands for special purposes ..	Mamlatdar/Mahalkari ..	Disassignment not to be delegated.
2	Section 59	.. To fine any person failing to pass a receipt under Section 58.	Do.	
3	Section 63	.. To dispose of alluvial land vesting in Government, in the manner laid down in section 63, to a contiguous holder, if the area of such land exceeds one acre.	Do.	
4	Section 65	.. To grant N. A. permission in class II Villages ..	Do.	
5	Section 113	.. To determine proportions of expenses to be recovered from sharers or persons interested in the partition of their estates.	Do.	
6	S. No. 53 II D Manual of Financial Powers.	To sanction free grants of stones and other material from revenue lands when required for public utility purposes up to the value of Rs. 50.	Do.	
7	....	To sanction recurring expenditure for the maintenance and repairs of clocks in office (up to Rs. 10 per clock).	Prant Officers/Mamlatdars/Mahalkaris.	



APPENDIX A—contd.

Serial No.	Section/Rule/Order.	Nature of powers.	To whom to be delegated.	Remarks.
1	2	3	4	5
8	Appendix 3, Rule 12, Manual of Financial Powers (p. 84).	To purchase newspapers for the use of offices up to Rs. 50 per annum.	Mamlatdars/Mahalkaris.	
9	....	To sanction expenditure for repairs to bicycles up to Rs. 25 per machine per year.	Do.	
10	....	To sanction expenditure on account of repairs to furniture and fixture.	Prant Officers/Mamlatdars/Mahalkaris (up to Rs. 25 per annum).	In the case of Collectors the limit should be Rs. 150.
11	R. No. 3563/49, dated 16th October 1950.	To make local purchases of articles usually supplied by Printing and Stationery Department up to Rs. 50 at a time and Rs. 100 in one financial year for one office.	Prant Officers/Mamlatdars/Mahalkaris.	Local purchase to be made if the articles are not supplied by the Director, Government Printing and Stationery, within a period of one month from the date of demand.
12	....	To sanction expenditure for fetching water to Government offices for drinking purposes up to Rs. 5 per month.	Do.	
13	....	To sanction recurring expenditure chargeable to contingencies and not otherwise provided for.	....	The Collector exercises the power up to a limit of Rs. 25 per month in each case. The limit may be raised to Rs. 50 in each case.

- 14           ....           To sanction expenditure on advertisement charges upto Rs. 50 annually in connection with the celebration of various 'Days', 'Weeks', etc.           Mamlatdar/Mahalkaris.
- 15 R. 7907/33, dated 23rd June 1942.           To grant permission to members of backward and non-backward classes in the Military, Naval or Air Services of the Union Government to lease N. T. lands for the period they are away on war duty and are unable to cultivate it personally.           Do.
- 16 Entry No. 52-A, Manual of Financial Powers.           To write off items of Jamabandi owing to over-assessment, mistake or wrong entry in number shumari.           Prant Officer as Jamabandi Officer.
-

## APPENDIX B

## A LIST OF DAYS, WEEKS, FORTNIGHTS CELEBRATED IN A YEAR.

*A list of days celebrated in a year.*

1. United Nations Day.
2. Social Education Day.
3. Flag Day. (December 7).
4. Independence Day. (15th August).
5. Republic Day. (26th January).
6. World Health Organisation Day.
7. Human Rights Day (celebrated as part of U. N. Day).
8. Children's Day. (November 14).
9. Co-operatives' Day. (June 1).
10. Hostel Day.
11. Centenary Celebrations.
12. Gandhi Jayanti.

*A list of weeks celebrated in a year.*

1. Prohibition Week.
2. Five-Year Plan Publicity Week.
3. Gram Sudhar Saptah.
4. Wild Life Preservation Week.
5. Traffic Week.
6. Fire Protection Week.
7. Vana Mohotsava.
8. Harijan Week.
9. Social Education Week.
10. Music Festival (At present confined to Bombay, Nagpur, Aurangabad and Rajkot).
11. Drama Festival (Bombay, Surat, Ahmedabad, Poona, Nagpur, etc.).
12. Tamasha Bhavai Festival (Bombay, Surat, Ahmedabad, Poona, Nagpur, etc.).
13. Family Planning Week.
14. Handloom Weeks.
15. Handicrafts Week.
16. Agriculture Improvement Week.
17. Cultural Week.
18. Grih Sudhar Saptah.
19. Bal Kalyan Saptah.
20. Gau Samvardhan Saptah.
21. Kuva Zumbesh Saptah.
22. Gram Dan Saptah.
23. Vinaya Saptah.
24. Rabi Crop Competition.

*A List of fortnights celebrated in a year.*

1. Small Savings Fortnight.
2. Sports Festival.

## APPENDIX C

*A statement showing frequent transfers of Collectors during the period of 5 years from 1st April 1953 to 31st March 1958*

Serial No.	Name of the District.	Names of persons who worked as Collectors during the period from 1st April 1953 to 31st March 1958.	Period.
1	2	3	4
1	Halar (Jamnagar) ...	1. Shri J. K. Gohel ...	to 2-7-54
		2. Shri N. D. Buch, I.A.S. ...	3-7-54 to 2-2-56
		3. Shri J. L. Jobanputra, I.A.S. ...	3-2-56 to 14-6-57
		4. Shri V. B. Mehta, I.A.S. ...	24-6-57 to 17-7-57
		5. Shri H. K. L. Kapoor, I.A.S. ...	18-7-57 to date.
2	Kutch (Bhuj) ...	1. Shri T. M. Sheth, I.A.S. ...	to 11-2-57
		2. Shri R. C. Raval, I.A.S. ...	12-2-57 to 17-9-57
		3. Shri P. B. Mehta, I.A.S. ...	18-9-57 to date.
3	Amravati ...	1. Shri T.C.A. Ramanujachari, I.A.S. ...	11-3-53 to 5-2-55
		2. Shri S. V. Bhawe, I.A.S. ...	6-2-55 to 31-10-56
		3. Shri G. A. Sharma, I.A.S. ...	1-11-56 to 19-6-57
		4. Shri S. B. Kazi, I.A.S. ...	20-6-57 to date.
4	Ahmedabad ...	1. Shri M. D. Rajpal, I.A.S. ...	to 3-4-54
		2. Shri N. G. Saswadkar, I.A.S. ...	4-5-54 to 18-12-55
		3. Shri L. R. Dalal, I.C.S. ...	19-12-55 to 22-10-56
		4. Shri F. J. Heredia, I.A.S. ...	23-10-56 to date.
5	Sholapur ...	1. Shri B. F. Boga, I.A.S. ...	to 25-8-53
		2. Shri G. L. Sheth, I.C.S. ...	26-8-53 to 1-5-56
		3. Shri S. N. Sapre, I.A.S. ...	8-5-56 to date.
6	Banaskantha (Palanpur).	1. Shri M. W. Desai, I.A.S. ...	to 23-11-53
		2. Shri M. A. Shaikh ...	24-11-53 to 17-1-54
		3. Shri V. Shankar, I.C.S. ...	18-1-54 to 26-1-55
		4. Shri M. D. Patel ...	27-1-55 to 21-3-55
		5. Shri J. C. Agarwal, I.A.S. ...	22-3-55 to 29-10-56
		6. Shri S. M. Dudani, I.A.S. ...	30-10-56 to 23-11-57
		7. Shri K. Sivaraaj, I.A.S. ...	21-12-57 onwards.

APPENDIX C—*contd.*

Serial No.	Name of the District.	Names of persons who worked as Collectors during the period from 1st April 1953 to 31st March 1958.	Period.
1	2	3	4
7	Bhandara ... ..	1. Shri G. A. Sharma, I.A.S. ...	16-4-53 to 5-11-54
		2. Shri G. R. Krishnamurthy ...	6-11-54 to 8-7-55
		3. Shri S. H. Aole ...	9-7-55 to 29-10-56
		4. Shri P. G. Gavai ...	31-10-56 to 12-5-57
		5. Shri M. V. Badhe ...	13-5-57 to 21-7-57
		6. Shri S. M. Kamruddin, I.A.S.	22-7-57 to date.
8	Poona ... ..	1. Shri M. G. Pimputkar, I.C.S.	to 14-5-53
		2. Shri B. B. Paymaster, I.C.S.	16-5-53 to 31-10-53
		3. Shri F. N. Rana, I.A.S. ...	14-11-53 to 31-5-54
		4. Shri P. J. Chinmulgund, I.C.S.	16-8-54 to 13-9-55
		5. Dr. A. U. Shaikh, I.A.S. ...	14-9-55 to 20-5-57
		6. Shri S. B. Kulkarni, I.A.S. ...	21-5-57 to date.
9	West Khandesh ..	1. Shri L. S. Lulla, I.A.S. ...	to 15-4-54
		2. Shri B. C. Cariappa, I.A.S. ...	16-4-54 to 28-10-54
		3. Shri V. M. Joshi, I.C.S. ...	29-10-54 to 18-3-55
		4. Shri G. H. Lalwani, I.A.S. ...	19-3-55 to 28-10-56
		5. Shri M. G. Deshmukh ...	29-10-56 to 19-5-57
		6. Shri M. A. Deshmukh, I.A.S.	20-5-57 onwards.
10	Kaira ... ..	1. Shri B. M. Desai, I.A.S. ...	to 27-4-54
		2. Shri M. Allabax, I.A.S. ...	28-4-54 to 29-6-54
		3. Shri F. J. Heredia, I.A.S. ...	30-6-54 to 4-4-56
		4. Shri R. M. Desai, I.A.S. ...	5-4-56 to 14-6-56
		5. Shri R. V. Deshmukh, I.A.S.	15-6-56 to 26-12-56
		6. Shri A. R. Chauhan, I.A.S. ...	27-12-56 to 28-6-57
		7. Shri A. D. Samant, I.A.S. ...	29-6-57 to date.

*N. B.*—The above information is as supplied by the Collectors.

## APPENDIX D-1

Monthwise information regarding cases for the period from 1st August 1953 to 31st July 1956

(NASIK COLLECTORATE)

Month.	Year.	No. of undisposed of await cases		No. of cases pending over a fortnight	
		According to the Collector who introduced the Scheme.	According to his successor.	According to the Collector who introduced the Scheme.	According to his successor.
1		2 (a)	2 (b)	3 (a)	3 (b)
<i>1953-54</i>					
August	.. 1953	2283	2283	139	139
September	.. 1953	2207	2207	110	110
October	.. 1953	2167	2167	325	325
November	.. 1953	2025	2025	339	339
December	.. 1953	1651	1651	237	237
January	.. 1954	1701	1801	215	215
February	.. 1954	1351	1351	889	389
March	.. 1954	1317	1317	633	633
April	.. 1954	1368	1368	691	691
May	.. 1954	1441	1441	433	433
June	.. 1954	1424	1424	302	302
July	.. 1954	1444	1444	150	150
<i>1954-55</i>					
August	.. 1954	1849	1693	728	703
September	.. 1954	1449	1404	640	622
October	.. 1954	1412	1368	1027	1330
November	.. 1954	1409	654	242	563*
December	.. 1954	1674	1004*	408	145*
January	.. 1955	1699	1422*	190	78*
February	.. 1955	1594	1518	215	204*
March	.. 1955	1418	1360	190	154*
April	.. 1955	1266	1146	57	65*
May	.. 1955	1189	1141	74	54*
June	.. 1955	1210	1164	108	87*
July	.. 1955	1238	1327	40	79
<i>1955-56</i>					
August	.. 1955	1208	1111	118	163*
September	.. 1955	958	1160	26	112
October	.. 1955	919	1121	18	114*
November	.. 1955	848	1302	6	263*
December	.. 1955	982	1480	6	172*
January	.. 1956	950	1363	10	109
February	.. 1956	891	1377	11	196
March	.. 1956	627	1225	205	334
April	.. 1956	912	1406	403	536
May	.. 1956	761	1076	69	195
June	.. 1956	10 0	1412	88	138
July	.. 1956	900	1338	84	148

\*(All units not represented  
in Column for months of).

## APPENDIX D-2

Monthwise information regarding pending await cases for the period from  
1st August 1953 to 31st July 1956.

(NASIK COLLECTORATE)

Month.	Year.	No. of await cases pending				Total.
		Within one month.	Over one month.	Over two months.	Over three months.	
1		2 (a)	2 (b)	2 (c)	2 (d)	3
<i>1953-54</i>						
August	1953 ...	750	514	284	735	2283
September	1953 ...	485	687	361	674	2207
October	1953 ...	463	612	399	693	2167
November	1953 ...	500	460	388	677	2025
December	1953 ...	430	325	267	629	1651
January	1954 ...	421	328	340	612	1701
February	1954 ...	380	415	264	292	1351
March	1954 ...	466	337	240	284	1317
April	1954 ...	433	322	230	383	1368
May	1954 ...	487	294	256	404	1441
June	1954 ...	477	309	320	318	1424
July	1954 ...	466	369	308	301	1444
<i>1954-55</i>						
August	1954 ...	524	484	382	459	1849
September	1954 ...	507	381	233	328	1449
October	1954 ...	512	360	257	283	1412
November	1954 ...	590	406	189	224	1409
December	1954 ...	714	446	238	276	1674
January	1955 ...	755	470	216	258	1699
February	1955 ...	663	473	235	223	1594
March	1955 ...	458	445	263	252	1418
April	1955 ...	339	395	229	303	1266
May	1955 ...	470	267	183	269	1189
June	1955 ...	482	271	188	269	1210
July	1955 ...	599	180	169	290	1238
<i>1955-56</i>						
August	1955 ...	543	267	150	248	1208
September	1955 ...	294	250	177	237	958
October	1955 ...	312	203	155	249	919
November	1955 ...	245	235	161	207	848
December	1955 ...	350	263	147	222	982
January	1956 ...	376	221	142	211	950
February	1956 ...	414	199	121	157	891
March	1956 ...	294	146	88	99	627
April	1956 ...	346	188	160	218	912
May	1956 ...	361	159	103	138	761
June	1956 ...	373	210	194	263	1040
July	1956 ...	339	173	131	257	900

APPENDIX E

Statement showing the number of clerks in the District who have passed S. S. D. Examination and who have not passed S. S. D. Examination and number of Aval-Karkuns in the District who have passed R. Q. Examination and who have not passed R. Q. Examination

Serial No.	Name of the District.	Total No. of clerks.	No. of Clerks		Total No. of Aval-Karkuns.	Who have passed R. Q. Examination.	Who have not passed R. Q. Examination.	Remarks.
			Who have passed the S. S. D. Examination.	Who have not passed S. S. D. Examination.				
1	2	3	4	5	6	7	8	9
1	Poona .. ..	284	140	144	117	68	49	
2	Kolhapur .. ..	239	56	183	104	24	80	
3	North Satara .. ..	190	93	97	76	57	19	
4	Sholapur .. ..	229	120	109	87	87	....	
5	South Satara .. ..	153	39	114	83	47	36	
6	West Khandesh .. ..	169	88	81	52	32	20	
7	Dangs .. ..	22	16	6	12	7	5	* As on 31st
8	Nasik .. ..	248	131	117	74	32	42	January
9	Ratnagiri .. ..	262	61	201	99	22	77	1958.
10	Thana .. ..	204	46	158	88	29	59	
11	Panchamahals* .. ..	166	65	101	87	48	39	† Including
12	Baroda .. ..	275	120†	155	109	103	6	8 typists.
13	Sabarkantha .. ..	173	98	75	52	38	14	
14	Kaira .. ..	238†	155	83	106§	62	44	‡ Including 10 clerks for N. E. S. and 3 clerks for famine.
								§ Including 14 Aval- Karkuns for N. E. S. and 1 for Famine.



## APPENDIX F

*Standard unit of furniture fixed for the Officers and Non-gazetted staff in the mofussil*

*Head of Office—*

- 1 Writing Table (with Glass).
- 2 Side Tables.
- 1 Revolving Chair.
- 12 Ordinary chairs.
- 1 Teapoy.
- 3 Side Racks.
- 2 Cupboards.
- 4 Trays.

*Head of Branch or Mamlatdar, or Prant Officer—*

- 1 Writing Table (with Glass).
- 2 Side Tables.
- 5 Ordinary Chairs.
- 1 Teapoy.
- 3 Side Racks.
- 1 Cupboard.
- 7 Trays.

*Clerk (Noting Hand)—*

- 1 Writing Table.
- 1 Chair.
- 2 Racks (including one table rack).
- 3 Trays.

(Aval Karkun in Mamlatdar's Office— 2 extra chairs)

*For Meetings, Visitors, etc.—*

- Collector : 40 folding chairs.
- 12 tables, without drawers
- Mamlatdar : 12 chairs.
- Mamlatdar : 4 Benches.

*Record Room—*

- Godrej Racks.

*For Typists—*

- 1 Table.
- 1 Chair.
- 1 Rack.
- 2 Trays.

As many tables as there are Roneo Machines.

*For Peons—*

- 1 Stool

## APPENDIX G

Statement showing the stationery required for Revenue Offices in mofussil

Items	Articles	Proposed Scale
1	2	3
1 to 5	Writing paper .. ..	6 reams per person per annum. 4 quires of ruled paper per person per annum.
10	Carbon Demy for use with pencils...	30 sheets per clerk per annum. (In Mamlatdar's office). 10 Sheets per clerk per annum. (In Collector's office).
13	Brown papers .. ..	10 sheets per person per annum.
19 to 26	Books ruled, horizontal and vertical.	1 book horizontal and one vertical. (2 qrs.) per person per annum.
46	Blue Black ink bottles (4 oz.) for fountainpens.	2 bottles per person per annum.
54 and 55	Blue and Red Pencils for Officers ..	4 pencils per annum for Officers and accountants and one pencil for each of the remaining persons per annum.
62	Gum-arabic in crystals .. ..	As per actual consumption.
63	Paper Clips .. ..	1 box per person per annum.
64	Pins .. ..	12 Oz., per person per annum.
65 and 66	Tags 4", 8" .. ..	(400 tags in all) per CC per year.
72, 73 and 74	Paper for typewriters .. ..	12 to 16 reams per typewriter.
78 to 92	Ribbons for typewriter .. ..	12 ribbons per typewriter per annum.
121	Correcting fluid Bottles .. ..	3 for a machine per annum.
133	Dater .. ..	1 for H. O.; 1 for each H. B.; 1 for each section and five for Registry (for 3 years).
148	Needles (small) .. ..	1 per person per year.
150	Thread .. ..	6 gundis per person per annum.
165	Wooden trays for offices .. ..	4 trays (H. O.). 7 trays (H. B., Mamlatdar, Prant Officer). 3 trays (each noting hand). 2 trays per typist. (life 3 years).
175	Pen racks .. ..	1 for each Officer (Superior Type). 1 for each person for others (Inferior type). for 5 years.
182	Pokers .. ..	1 per person (10 years).
202	Brass polish .. ..	1 Tin per peon per annum.
204	Canvas Bags .. ..	6 for registry for sending papers on camp or for bringing tapal, etc., (life 3 years).
212	Port Folios .. ..	25 pads per person per annum.
218	Punches for cancellation of stamps.	1 for H. O.; 1 for each H. B.; 1 punching machine (smaller size) per person for 3 years.

N.B.—Other items require no change.