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of the

Bombay Retrenchment  
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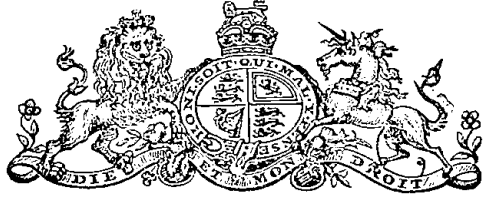
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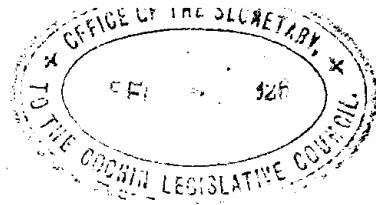
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## REPORT OF THE BOMBAY RETRENCHMENT COMMITTEE.

The Committee was appointed by Government in July 1921 and when first constituted consisted of the following members of the Legislative Council :—

- Rao Bahadur G. K. Sathe, C.I.E.
- Sardar Naharsinghji Ishwarsinghji, Thakor of Amod.
- Cowasji Jehangir, Esq., C.I.E., O.B.E.
- Rao Bahadur G. K. Chitale.
- I. S. Haji, Esq.
- P. R. Chikodi, Esq.
- J. A. Powar, Esq.
- B. G. Pahalajani, Esq.

Mr. Cowasji Jehangir subsequently retired from the Committee on his appointment as Member of Council and the late Rao Bahadur Sathe resigned on the 18th September 1922 on grounds of ill-health after doing much valuable work as Chairman of the Committee from its inception. Rao Bahadur D. A. Vichare, M.L.C., and Mr. C. M. Gandhi, M.L.C., were appointed on the 5th October 1922 to fill the two vacancies on the Committee, and from that time onwards Mr. C. M. Gandhi conducted the business of the Committee as Chairman.

The following report is that of the majority of the Committee, and we append minutes of dissent on certain points by individual members.

We desire to acknowledge the assistance which we have received from all Government officers and departments both in their oral or written evidence and in the complete information which was readily placed at our disposal. We desire also to express our obligations to our Secretary, Mr. R. M. Maxwell, I.C.S., for the very loyal and devoted services which he all along ungrudgingly rendered to the Committee in furthering its labours, and in this we would associate the Assistant Secretary, Khan Bahadur Nabi Baksh Mahomed Husain.

## THE PUBLIC SERVICES.

There is no subject which we feel demands graver consideration from us as a Retrenchment Committee than the organization and pay of the Public Services. The creation or abolition of an individual appointment are matters which can be adjusted at any time and concern only the present expenditure; but every decision on a point connected with the general organization of a cadre—its recruitment, composition, pay or prospects—constitutes a commitment the consequences of which extend far into the future. The vested interests so created may absolutely preclude any remedy for many years even if the step taken is found to be a false one; and the financial effect of any such decision is, therefore, cumulative.

While, therefore, we have dealt under the several departments concerned with cases in which the staff employed seems to us excessive or its functions appear capable of curtailment, we propose at the outset to deal more generally with the principles which in our opinion should determine the future policy to be pursued with regard to the Public Services. We recognize that such questions do not affect the rights of their existing members but they may affect recruitment in the immediate future and it is therefore of the utmost importance to decide at once whether the present system is best adapted to meet the probable requirements of the future.

We are instructed that our terms of reference do not include an invitation to examine the pay or cadre of any Imperial Service as such, and we have therefore refrained from making any recommendations regarding the extent to which these cadres are capable of provincialization, except in particular instances. But it is, we believe, open to us to indicate the lines on which in our opinion the Indianization of Services should in future proceed and to suggest the general organization and pay of the Provincial Services which we consider compatible with such a scheme.

The result of the recommendations of the Public Services Commission has been to leave unaltered the two main divisions of the Services, *viz.*, Imperial and Provincial, but the fact that the Imperial Services are now to a very large extent recruited in India has in our opinion destroyed the



chief reason for differential treatment so far as Indians are concerned. So far as we can observe the Indian recruits so obtained do not, as a class, possess any very marked superiority of qualifications compared with those recruited into the Provincial Services on Indian rates of pay. In dealing with the Educational Department we have had occasion to notice that a number of officers have been transferred from the Provincial to the Indian Educational Service apparently with no other object than to secure the necessary percentage of Indian recruitment in the latter. We desire to record our emphatic conviction that if Indianization merely means a substitution of very highly paid Indian Imperial officers for Provincial officers it does more harm than good, since an entirely false standard of pay is thus set up for Indian officers which will render the future administration of the country most unnecessarily expensive. We see some evidence of this inflation in the revised rate of pay which have recently been sanctioned for the Provincial Services themselves. We hold strongly that the pay fixed for the Imperial cadres ought not in any way to affect the standard of pay for Indians employed in the Public Services in India, least of all when their numerical proportion is increasing and is likely to preponderate in the future. We are not concerned with the pay of the Imperial Services but we observe that the rates adopted for them are based on the assumption that recruitment will be mainly European in character and they are accordingly determined by what is necessary to secure Europeans of the best qualifications and to compensate them for the additional expenses involved in their expatriation. We believe that the policy of equal pay for Europeans and Indians was adopted with the best of intentions and we will concede that there may have been some justification for it when the Indian element in the Imperial Services was extremely small and obtained by recruitment in Europe; but the rates of pay now assigned to the Imperial Services were never conceived for services predominantly Indian in character or containing Indians in such numbers as to form a large proportion of the whole cadre. We would here observe that we see no advantage whatever in an arrangement which enables an Indian recruit to be posted to a province which is not his own and requires higher pay on that account. In our opinion the only basis of recruitment for Indians should in future be Provincial, and the rates fixed should be those which are sufficient to attract

Indians of suitable qualifications for service in their own province without any reference whatever to the pay of All-India Services. The latter should thus be confined to Europeans recruited in England.

If this principle is adopted it follows that the existing distinction between the Indian cadres of the All-India Services and the Provincial Services will disappear. In future we need contemplate only one Service for Indians on a Provincial basis, and the pay of the Provincial Service thus reorganized will have to include provision for all appointments hitherto open only to the All-India cadres as well as for the appointments formerly known as "listed" posts. We are not here discussing the rate at which the All-India Services are capable of provincialization: we merely express our opinion that the Indianization of these Services must mean provincialization, and that instead of perpetuating an arrangement which involves a meaningless distinction between the pay of Indians of the same qualifications a commencement should as soon as possible be made in building up in this manner real Indian Services under the full control of the Legislative Councils and on the most economical lines.

We would add that even where existing facilities in India do not provide the means of obtaining the training required for certain posts in the Imperial cadres, we see no reason why the fact that a recruit has undergone a few years training in Europe should effect his pay during the whole of his service. If European training is essentially necessary it would be far cheaper to pay the actual expenses involved in deputing a Provincial officer to obtain that training wherever it is available, after which he would have no further claim for differential treatment.

In considering what rates of pay would be generally suitable for a Provincial Service so organized we have been struck by the very considerable and often quite inexplicable differences between the scales of pay now assigned to posts of similar classes in different branches of the Provincial Service. We find for instance that the pay ordinarily ranges from Rs. 250 to Rs. 750 in the Forest, Engineering, Agricultural and Civil Veterinary Departments, but in the Police the range is only from Rs. 200 to Rs. 600 (apart from a selection grade of Rs. 700) and in the Educational Department it extends from Rs. 250 to Rs. 800 including a selection:

grade. The Salt and Excise and the Medical Services again have scales of their own, while in the Bombay Civil Service, including the Executive and Judicial branches, the pay ranges from Rs. 300 to Rs. 850 with a selection grade of Rs. 1,000 to Rs. 1,200.

While we recognize the case for differential treatment of the Bombay Civil Service, in which the heavier responsibilities require the best type of recruits available, as regards other Services we would lay down the general principle that men of similar qualifications holding appointments of similar rank should as a general rule receive a similar rate of pay, this being determined mainly on the basis of what qualifications are required and not by the value placed upon their individual duties. Thus competition between the different branches of the Provincial Service would disappear and men of similar ability would be attracted to all Departments.

We have taken evidence regarding the possibility of introducing some such standard rates of pay in all Departments and also as regards the range of pay which would be suitable for different classes of appointments in a Provincial Service constituted in the manner we contemplate. The amount of divergence of opinion revealed by the answers to our questions addressed to Heads of Departments clearly indicates that not very much thought has hitherto been given to the matter from this point of view and that widely different notions prevail regarding the pay suitable for Indians of the best qualifications. We, therefore, consider that it would be useful to lay down what we consider suitable rates of pay for Indians holding various classes of appointments in the Provincial Services. For this purpose we think that three classes of appointments may be recognized, the lowest class representing appointments of the kind now held by Provincial officers and junior members of the All-India Services, the next class representing superior appointments transferred from the Imperial to the Provincial Service under the scheme which we have outlined and the highest class representing appointments of superior rank among the latter. Selection appointments such as those of Heads of Departments will also require the provision of a separate scale of pay if they are filled by Indians promoted from the Provincial Service.

For the purpose of determining the rates of pay suitable for these different classes of appointments we must divide the

Provincial Service into two major groups, one including the Executive and Judicial branches of the Bombay Civil Service and the other including the remaining services now recognized as distinct.

For the Executive and Judicial branches of the Bombay Civil Service we suggest a common scale of pay. For the third class, comprising the officers now ranked as Assistant or Deputy Collectors and Assistant and Subordinate Judges, we propose a scale of Rs. 200-250-300- $\frac{5}{2}$ <sup>0</sup>-550 (efficiency bar) 600- $\frac{5}{2}$ <sup>0</sup>-850. For Collectors and District Judges, who will form the next superior class, we propose a pay of Rs. 1,100-100-1,600. The highest class would consist of any Provincial officers appointed to hold posts now reserved as selection appointments for the Indian Civil Service, such as those of Commissioners or Secretaries to Government, and for these we would propose a pay of Rs. 1,700-100-2,000.

As regards the other Services we are aware that in some cases differences of organization, recruitment or work may make it difficult to apply exactly the same scale to all, but as a general guide to the rates of pay which we consider suitable we would lay down the following scale as applicable to the Police, Public Works, Forest, Agricultural, Civil Veterinary and Educational Departments:—

(1) For Class III, including such officers as Assistant Conservators, Deputy Superintendents of Police, Deputy Educational Inspectors, Assistant Engineers Deputy Directors of Agriculture, &c.:—

Rs. 200-250-20-450- $\frac{2}{2}$ <sup>5</sup>-500.

(2) For Class II, comprising such officers as District Superintendents of Police, Executive Engineers, Divisional Forest Officers, Agricultural Experts, Superintendent of the Civil Veterinary Department, Principals and Professors of Colleges, &c.:—

Rs. 550- $\frac{5}{2}$ <sup>0</sup>-750.

(3) For Class I, comprising such officers as Superintending Engineers, Conservators of Forests, Deputy Inspectors General of Police:—

Rs. 900-60-1,200.

Above this group there will remain the posts of Heads of Departments, such as the Director of Agriculture, Inspector General of Police, Chief Engineer

Director of Public Instruction. For these officers we would reserve a grade of Rs. 1,500-100-1,800 if the posts are filled by Indians of the Provincial Service.

Since the financial effects of a reorganization of the Indian Public Services on the above lines could not be realized within a stated time, and would depend in the first instance on what steps were taken to regulate recruitment into the All-India, *i.e.*, European Services, no useful purpose would be served by attempting to calculate the total savings involved in such a scheme. We have however taken into account the savings resulting from any specific recommendations of the above nature which we have made in dealing with individual Departments in the succeeding sections of our report, and would here merely draw attention to the fact that such savings represent only a very small proportion of those which are capable of gradual realization by the introduction of the principles which we have above advocated. Finally we would urge that a beginning should be made at the earliest possible date by stopping the recruitment of Indians into the All-India Services and by revising the terms on which Indians are hereafter recruited into the Provincial Services.

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#### ALLOWANCES.

*Duty and other Allowances.*—In the several sections of our report dealing with the various individual departments we have made specific recommendations regarding a number of allowances which appeared to us to require comment, and we will here deal more generally with the subject. We have examined the long lists of allowances of various kinds which are granted in addition to pay in the several departments, and although an exhaustive discussion of them would require more time than we can devote to the matter we are generally of opinion that too many special cases have been recognized in this way. The regular salaries of officers, more especially at the revised rates now generally introduced, must be understood to cover a certain amount of fluctuation in the duties assigned to them and we cannot accept the principle that special pay should be granted wherever duties of a somewhat more arduous nature are to be performed. We are

of opinion that the prospects of promotion, especially where selection grades exist, should usually be sufficient compensation in such cases.

We wish to draw attention in particular to the following classes of allowances regarding which we have already communicated certain resolutions to Government :—

(1) *Overseas Pay*.—In dealing with the Educational Department we have noticed what seems to us a misapplication of this allowance, and similar observations will apply to all cases in which officers of Indian domicile recruited from the Provincial to the All-India Services receive this addition to their pay. We recommend that in all such cases the overseas pay should immediately be withdrawn.

(2) *Judicial Pay*.—The reasons which led to the grant of this allowance to officers of the Indian Civil Service holding superior judicial appointments were peculiar to the bifurcation of that Service and we are wholly unable to understand the extension of the same concession to Judges promoted from the Provincial Service or recruited from the Bar, to whom a similar line of reasoning cannot apply. It appears to us that in the effort to equalize the emoluments of officers performing similar duties the purpose of the original grant was lost sight of, and we recommend that the "Judicial pay" may be cancelled in all such cases.

(3) *Tentage*.—We are strongly inclined to suspect that owing to the more extensive use of motors and the increased accommodation available in district and other bungalows a considerable proportion of the officers who now receive this allowance have no occasion to use tents for the purpose of touring. We consider that it would be a more economical and satisfactory arrangement if this form of allowance were discontinued and Government tents were supplied to those officers for whom they were really necessary.

*Travelling Allowances*.—At an early stage of our work we recommended to Government that the classification of officers for the purpose of travelling allowance should be revised and that the lower limits of pay defining the first and second classes should be raised to Rs. 750 and Rs. 200

respectively. We are glad to learn that this recommendation has been adopted. We also expressed our opinion that in the case of journeys by rail some distinction of travelling allowance should be made according to whether an officer travelled with or without his camp equipment. In the latter case we recommended that instead of mileage calculated as a multiple of the original fare an officer of the first class should be allowed one first and two third class fares, and an officer of the second class one second and one third class fare. We also proposed that officers of the third class should no longer be allowed second class fares in the absence of intermediate class accommodation, but that those receiving a pay of Rs. 100 or above should be allowed intermediate fares and those on lower pay third class fares irrespective of the accommodation existing on the train. Our views have to some extent been met by the adoption of the lower multiple of  $1\frac{2}{3}$ ths fares as the mileage rate for journeys by rail, but we are of opinion that there is room for a further examination of this question in order to check excessive profits on railway journeys where an officer travels without much camp equipment. Since, however, we understand that the whole question is under the consideration of Government we forbear to make any further recommendations.

Finally we have expressed ourselves in favour of the adoption of fixed travelling allowance as far as possible. We consider that this system, if applied in suitable cases, has great advantages in reducing clerical labour, facilitating the control of expenditure and discouraging unnecessary travelling. We have made specific recommendations in this respect in dealing with the Police and Excise Departments and we trust that the principle will be kept in mind.

## GENERAL ADMINISTRATION.

### Headquarters Government.

We have considered the number and salaries of Members of Council and Ministers, and in accordance with the general principles which we have recommended elsewhere we are of opinion that, whatever number is considered necessary, the salaries of Indians holding either of these appointments should be reduced to Rs. 3,000 a month.

### The Secretariat.

Under this head we wish to consider not only the organization and functions of the Secretariat itself but its relation to the various Heads of Departments who now have a separate existence.

At an early stage of our deliberations we addressed a letter to Government regarding the advisability of transferring the whole Secretariat to Poona. We considered that its removal from Bombay and its location where it would be in immediate touch with offices of the Heads of Departments would lead to many savings both indirect and direct. The indirect savings would consist firstly in the better outturn of work which might be expected where the establishment could live within reasonable distance of their offices and could work under better health conditions and in a less enervating climate. Other savings would result from the better organization of work rendered possible by the proximity of Heads of Departments and by the fact that officers would be separated from their Secretariat for a much smaller part of the year. In addition to such indirect savings we calculate that direct savings amounting to nearly 4 lakhs. would be realized. These would include the cost of the annual move of Government from Bombay to Poona and back with all the travelling allowances, hill allowances and cost of transmission of records which it involves; the rent of offices paid or likely to be paid in the near future in Bombay, which by itself amounts to nearly a lakh; reduction of the wages of peons to the rates generally in force in the mofussil; and a closer approximation of the salaries of the clerical establishment to the rates usually paid outside Bombay. We believe that this latter advantage would ultimately enable a saving of 25 per cent. in the average cost per head, which in the case of the existing clerical establishment would amount to 2½ lakhs. In addition to these recurring savings there would also be very considerable capital savings due to the smaller cost of office and residential accommodation in Poona. We again urge this matter upon the attention of Government, more especially since our other proposals regarding the general organization of the Secretariat postulate a single headquarters for the offices of the Secretariat and of Heads of Departments.

Another matter on which we addressed Government at the outset concerned the preparation and printing of what



were known as "B" Proceedings, which we considered to involve a unnecessary expenditure of about Rs. 40,000 annually. We are glad to learn that our recommendation in this respect has already been carried into effect.

Since the Public Works Secretariat is also the head departmental office, we have included our recommendations regarding its strength in the section dealing with that Department. In the Civil Secretariat we notice that since 1913-14 the higher staff has increased from 4 Secretaries, 2 Under Secretaries and 6 Assistant Secretaries to 6 Secretaries, 6 Deputy Secretaries and 9 Assistant Secretaries at the present time. The clerical staff has similarly increased from 248 to 296 and the total budget provision for the Secretariat has risen from 6 to  $14\frac{3}{4}$  lakhs during the same period. We, therefore, consider it a matter of importance to examine how far this increase is really necessary and what measures can be taken to reduce such a high cost at the centre of the administration.

In attempting to discuss the Secretariat system as such we find ourselves at once confronted by the difficulty of defining what the Secretariat system really is. The normal arrangement which we believe this system usually connotes is one in which a separate Head of Department exists to control and co-ordinate the work of the executive staff under him and submits cases officially to Government through a Secretary whose office is distinct from his own. This arrangement obtains in the Police, Excise, Medical and other large departments. A slight modification of it exists in the Land Revenue and General Administration Department, where the Commissioners exist as three collateral Heads of Department and the Secretariat performs the function of co-ordination between them. Again in the Public Works and Development Departments we find the opposite system, where the Head of the executive Department himself acts as Secretary to Government and submits cases directly. In the Political and Judicial Departments, again, there is no separate Head of Department (except in so far as the High Court functions as such) and the Secretary deals directly with the local officers under the orders of Government. A somewhat similar arrangement obtains with regard to many miscellaneous individual offices under the Bombay Government, such as those of the Registrar of Companies, Director of Information, &c. Such offices do not constitute Departments

and there is no executive Head of Department other than the Secretary himself. Again in the case of the Marine, Military, Posts and Telegraphs and other Departments where the officers dealt with are not directly under the Bombay Government, the functions performed are purely secretarial. Lastly in the Finance Department we find an independent, self-contained organization with no corresponding executive, dealing directly with matters affecting the whole of Government.

In the last three types of organization, where Government deal directly through the Secretary with the officers concerned without the inter-position of any Head of Department, there is obviously no duplication of work and no alternative to the present system. In the case, however, where a separate Head of Department exists with an independent non-secretarial office we have to examine whether two separate co-ordinating agencies are really necessary or whether, if they are, similar separate organizations ought not to be set up in the case of the departments or offices which dispense with such an arrangement. It is obvious that both systems cannot be defended and that if the system represented by the Public Works Department is sufficient for practical requirements then in the case of some other departments an unnecessary duplication of authority exists which ought to be eliminated on grounds of economy.

We have consulted all the principal non-secretarial Heads of Departments regarding the possibility of a fusion of their offices and functions with those of the Secretariat. We are considerably impressed by the fact that out of 14 officers to whom we addressed this question 12 considered the suggestion to be quite feasible while 7 were more or less strongly in favour of it. We think that where such a volume of opinion exists it is not possible to dismiss this question as beyond the scope of practical politics. The advantages claimed for a system under which the Head of Department would act as a Secretary to Government and submit cases himself to the Member or Minister are that the direct access to Government thus afforded would give him a better opportunity of explaining and pressing his views, that much delay would be avoided and that a large amount of correspondence and unofficial references between Government and the Heads of Departments would be obviated. It is maintained that the examination of cases in the Secretariat

does not contribute anything material to them of which the Head of Department would not have been aware or which he would not properly have represented had he himself been in the position of advising Government. There is also some complaint that the orders received under the present system do not invariably show a full comprehension of the issues involved or of the practical difficulties likely to be encountered in carrying them into execution.

We have endeavoured to get to the bottom of the arguments upon which the present system is based. These arguments are well set out in the \*Report of the Public Works Department Reorganization Committee, 1917, and very similar views are expressed by the witnesses who have advocated the present system before us. It is urged that a Head of Department who is responsible for the working of his Department in an executive capacity naturally desires the success of his own administration and is therefore liable to adopt too departmental a standpoint. Where departmental interests are involved it is difficult for such an officer to put himself in a position of the authority responsible for the administration of Government as a whole and his views are liable to be narrow and defective. Further the training which such an officer has received in the course of departmental work and especially work of a professional character is not necessarily such as to fit him for the duties of general administration. The views of experts are especially liable to be limited by their own particular horizon and it is one of the usually accepted principles of administration that the proposals of experts should receive independent examination from non-experts who can take a broad and general view of the matter. Some difficulty also arises out of the fact that the Head of Department is regarded as an executive officer while Government is the tribunal to review his executive actions and to give redress where they are called in question. From this point of view it is necessary to retain a body of workers outside the executive itself who can enable Government to keep a full and constant check over the proceedings of their executive officers. More especially where bureaucratic action is subject to the general control of a popular legislative body, it is necessary that the Legislative Council should have at its service a machine

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\* Para. 48.

strong enough to enforce executive compliance with its wishes. Finally it is pointed out that more or less touring is essential for the proper performance of their executive functions by Heads of Departments and that secretarial duties would render such touring a practical impossibility.

We recognize the force of these arguments but at the same time we are not prepared to admit that at the present moment the Secretariat is purely an administrative agency or that Heads of Departments are purely an executive agency. As already pointed out the Secretary takes the place of a Head of Department for all practical purposes in such important departments as the Political and the Judicial. Further in the case of the miscellaneous minor offices dealt with directly, the position of the Secretary as the *de facto* Head of Department is scarcely disguised. It appears to us therefore that in regard to quite a large number of important matters the Secretariat has always been directly concerned with the executive agency to exactly the same extent as the Heads of separate Departments within their own spheres. On the other hand the Head of Department himself is only to a limited extent an executive officer. The extent to which his functions are differentiated from those of Government is only a matter of the degree of delegation and usually the only executive action which he performs consists in a very limited amount of touring. It is we believe generally admitted that the Heads of Departments which are professional in character have too little time for professional work for the reason that their time is mainly occupied in administration. It is even possible to argue that in such departments the officers who take most pains to qualify themselves for their professional work of the department are least capable of conducting the mainly administrative work of the head office.

While moreover it is to some extent true that an officer imbued with the departmental spirit may not always give impartial advice it is at least open to question whether it is in all cases safer to rely on the advice of an officer who has no acquaintance with the subject matter. We think it possible that the opinions of the Heads of Departments to which we have referred may indicate that the results of the latter system are not always beyond question. The argument that review is necessary by an independent agency who can take the point of view of Government as a whole

is to some extent out-of-date under a less bureaucratic form of Government. Reconciliation of divergent interests is at least to some extent the function of Members and Ministers, who do not deal exclusively with individual departments, and in the last resort the Legislative Council may be relied upon to enforce their responsibility in this respect. Finally so far as we can gather a great majority of the matters in which the interests of different departments touch one another, or in which a balance is to be observed between their claims, are matters involving the expenditure of money, in all of which the Finance Department constitutes an independent and impartial tribunal. On the whole, therefore, while we admit that unalloyed departmentalism would be an evil, we think that sufficient machinery exists to counteract any such tendency.

We are not much impressed by the argument based upon the necessity of touring. The fact that a few Secretaries now engaged on work coming from numerous Departments could not find time to absent themselves even for a few days from headquarters is in our opinion no reason for supposing that a Head of Department having to deal with Government only with cases affecting his own Department should never find time for an occasional visit to the place where his presence was necessary. Such an officer is not expected to perform much detailed touring and need only visit the more accessible places. Moreover we think the value of the touring performed by Heads of Departments is somewhat overrated. The amount of time which a Head of Department either can or does spend in the individual charges under him is not sufficient to enable him to exercise any practical supervision over the work done. We have it in evidence that even the Commissioners of Divisions, each with only one-third of the Presidency in his charge, can find time only for 2 or 3 months' touring in a year and it appears unlikely that the Commissioner's visit to any one district would coincide with the moment at which his advice was needed by the Collector. In any case if an executive officer needs the instructions of the Head of his Department it appears equally feasible for him to come to headquarters to receive them. • While moreover it is possible to dispense almost entirely with executive supervision of this kind in the case of the Political and Judicial Departments and a number of other minor offices and departments which work directly

under the Secretariat, we cannot attach decisive weight to the argument that the touring of Heads of Departments would be affected or even wholly prevented.

One point which is perfectly clear to us is that a certain amount of duplication does exist at the present moment between the Secretariat and the Heads of Departments outside the Secretariat. One reason for this duplication is the excessive centralization of powers. It is, we believe, admitted that by no means all the work which enters the Secretariat needs or obtains the orders of Government itself. It is well known that in regard to many classes of work the Secretary and even the Deputy Secretary have certain powers of disposal on behalf of Government and so far as this is the case we consider that there is no justification for the centralization of such work. The Heads of Departments could in our opinion equally well exercise these powers themselves. We have consulted both the Heads of Departments and the Secretaries on this point and we find that practically all officers are agreed that a considerable number of the matters which now go to Government could efficiently be dealt with by the Heads of Departments if they had the power of issuing orders on behalf of Government. In the aggregate the lists of such subjects submitted to us amount to a very considerable volume of work in regard to which we can only consider that the expense of the Secretariat is wasted. We are taking steps to place at the disposal of Government the suggestions for decentralization which we have received, and without prejudice to our other recommendations we strongly recommend that all such suggestions may receive immediate attention.

A more serious form of duplication, however, which is inherent in the whole Secretariat system as commonly understood is due to the fact that the examination which cases receive in the Secretariat necessarily covers the same ground which has already been prepared in the office of the Head of Department. This fact is not we think denied. The only point in question is its value, and so far as it is alleged to be valuable the arguments appear to rely entirely on the qualifications and standpoint of the officer himself who deals with the case in the Secretariat and submits it to Government. We have not heard that any part of the value attached to this examination is essentially connected with the ministerial work performed by the Secretariat as a

separate office. We have in view the class of cases in which the actual orders of Government are necessary, and in regard to these cases we do not wish to assert that the ministerial office of the Head of Department as now staffed would in all cases be adequate to prepare such cases for Government orders but it cannot be denied that any ministerial staff capable of doing so would *a fortiori* serve the purposes of the Head of Department.

We therefore advocate the principle that, whoever has the last word in submitting a case to Government, there should be only one office at the head of each department and that the office which co-ordinates the work of the department and controls it executively should be the office which obtains and issues the orders of Government. As we have pointed out above this is already the case with quite a number of departments or individual offices for which no separate Head of Department exists and we see no reason why the principle should ever be departed from.

If this view is accepted the next question which arises is who should be the officer who obtains the orders of Government. It is possible either that the Secretary himself might perform the functions of Head of Department or that the Head of Department might act as Secretary or thirdly that the Secretary and the Head of Department might co-exist and deal with the work of the same head office in different capacities.

In order to answer this question we would here draw a distinction between the professional departments, those in which the superior cadre has professional qualifications, and the non-professional departments. In the case of the former it is obvious that a departmental head must exist to advise Government professionally in matters concerning the whole department, whether he works directly as Secretary or not. In the non-professional departments on the other hand it is more or less a matter of indifference whether the Secretary is designated as Head of Department or the Head of Department acts as Secretary, so long as only one office exists.

Among the non-professional Heads of Departments the Commissioners of Divisions occupy the principal place and in their case the duplication which we have noticed is most

immediately apparent because the functions of the Commissioner are wider than those of the other Heads of Departments and more nearly resembles those of a Secretary. We would exclude the Commissioner in Sind from these observations since his position is peculiar. The special circumstances of the Sind Province render it necessary that he should exercise the powers of Government for most purposes and this fact is sufficient to justify his separate existence and enables much duplication of work to be avoided. The Commissioners of Divisions in the Presidency Proper, however, seem to resemble other executive Heads of Departments chiefly in their functions of controlling the subordinate staff and dealing with appeals. In other respects their position is somewhat anomalous, as the following facts will show. In the first place the Collectors themselves rank as Heads of Departments for purposes of the Civil Service Regulations and in this and many other matters it is evident that they correspond with Government through the Commissioner only because he exists. Again the Collectors are not subordinate to the Commissioners for all purposes since they correspond directly with other Heads of Departments, *e.g.*, the Commissioner of Excise, with whom the Divisional Commissioner has nothing to do. In the third place the Commissioner himself deals with many matters falling within the particular scope of other independent Heads of Departments, *e.g.*, Police, Forests, Education, Agriculture, Veterinary, &c. In regard to such matters the Commissioner is supposed to bring his general knowledge to bear on the questions and to keep the various Departments in liaison with one another, and in this respect his functions are exactly those of the Secretariat. Lastly in Local Self Government matters, which apparently occupy more than half of the Commissioner's time he deals on behalf of Government with a non-departmental organizations, and here again his functions seem to resemble those of a Secretary to Government or even of Government itself.

We are told that the *raison d'être* of the Commissioner is that he should supervise the administration generally in all its branches. If this is so the value of his work consists in the fact that he is expected to adopt the same standpoint which is claimed for the Secretariat itself, and it is clearly a waste of time that he should submit his work through a Secretary junior to himself from whose point of view he



cannot differ. The interposition of the Secretariat in this case seems to be necessitated only by the territorial jurisdiction which Commissioners have hitherto possessed, in consequence of which no one officer exists who can represent to Government the subject as a whole. This difficulty can however be surmounted by redistributing work among the Commissioners on a subject basis, a course which we think has much to recommend it even on other grounds. Such a redistribution would render it possible to group the Commissioners at the headquarters of Government where they could work directly as Secretaries to Government for the several subjects allotted to them. We will not here attempt to lay down precisely the manner in which we think the several subjects now dealt with by all the Commissioners should in future be grouped under them singly, but it is clear that one of the Commissioners placed in this position would be able to attend to all subjects connected with Local Self Government and thus to form the nucleus of a separate organization to deal with this important and rapidly developing Department of work.

Somewhat similar considerations apply to the other non-professional departments in which the Head of the Department is not himself a departmental officer. In such cases we can see no valid reason for a distinction between the executive and the administrative authority, since non-departmental Heads can be trusted not to take too departmental a view. The officers to whom these remarks apply are the Commissioner of Customs, Salt and Excise, the Settlement Commissioner and Director of Land Records who is also Inspector General of Registration and the Registrar of Co-operative Societies.

As regards the Commissioner of Customs, Salt and Excise, the unnecessary character of the present duplication is emphasized by the fact that both the last two officers who have held this appointment were Secretaries to Government in the Revenue Department immediately before they were appointed. We see no need, however, for the separate existence of a Commissioner for Salt and Excise work if he becomes a Secretariat officer. In our opinion Deputy Commissioners of Salt and Excise, if officers of suitable status are appointed, can perform all the necessary supervision of the department and exercise many of the powers now resting with the Commissioner. We contemplate in this case that one

Deputy Commissioner would be allotted to Salt and two to Excise work, and our recommendation elsewhere that the number of Deputy Commissioners should be reduced to one should be understood to apply only to the existing type of organization. We contemplate that as a Secretary the Commissioner would deal with such subjects in the same capacity as now, so far as necessary, but his time would not be wholly devoted to them.

The Settlement Commissioner and Director of Land Records should not in our opinion have a separate existence as Secretary of a Department. His work is closely allied to other Land Revenue subjects and can be dealt with by one of the Commissioners as Secretary, but since extensive touring is necessary for the supervision of this Department, we think that the Settlement Commissioner, so called, should rank as a Deputy Secretary under one of the Commissioners and that a comparatively junior officer might be appointed for this purpose.

We do not think that Co-operative Societies form a subject of sufficient independence and importance to require a separate Secretary. Moreover, the officer dealing with this subject is required to tour extensively and we, therefore, recommend that the Registrar of Co-operative Societies should also be a junior officer ranking as a Deputy Secretary under one of the Commissioner-Secretaries in order that he may be free to tour.

The only non-professional department under a Head who is himself an officer of the same department is the Police. We consider that the same principle would here apply and that the Inspector General of Police can without difficulty perform the functions of Secretary to Government. If this were done we would modify the proposal which we have made in dealing with the Police Department to abolish the two Deputy Inspectors General of Police. These officers would then be retained to perform the necessary executive supervision but they would both be attached to the head-quarter office and not be in charge of independent offices corresponding with the Inspector General. The Bombay City Police would be included in the scope of the Inspector General of Police as Secretary, and the Commissioner of Police would not be treated as a separate Head of Department.

We now turn to the professional Departments among which we rank Agriculture, Veterinary, Education, Forests,

Medical, Public Health, Jails and Public Works. In regard to these Departments the general principle which commends itself to us is that while a professional Head of Department is necessary it is a waste of professional abilities to employ such Heads for purely administrative work such as that of a Secretary, and we consider that they would be more free to regard matters from a professional point of view if they were not themselves responsible for the final submission of cases to Government.

We would, however, make an exception in the case of the Public Works Department where the Chief Engineer is already a Secretary to Government and this system is well established. In this department the Superintending Engineers provide the necessary executive supervision of a superior kind and no other supervising head is necessary. Moreover, the Public Works Department is not an independent, self-contained department to quite the same extent as other professional departments, since its services are employed by all departments.

Another professional department which we would except from the principle enunciated above is that of Education. Experience elsewhere has demonstrated the fact that the work of this department, although professional in character, is not such as to unfit officers for administrative duties and the work at the head office of the department is very largely administrative in character. Hence we recommend that the Director of Public Instruction should perform the duties of Secretary to Government in Educational matters. As the means of working out this system we accept in principle the reorganization of the department already proposed by Mr. Hesketh, by which all the higher administrative officers of the department would be concentrated in the office of the Director of Public Instruction and would thus for all practical purposes act as Deputy or Joint Secretaries to Government.

In the remaining professional departments, *viz.*, Agriculture, Veterinary, Forests, and the group of departments employing medical staff, we adhere to the principle that there should be no separate Secretariat branches distinct from the head departmental offices, but we think that the officers at the head of these departments, instead of themselves acting as Secretaries, should note directly to one or other of the

Commissioner-Secretaries in matters which really require the orders of Government. At the same time they would exercise all the powers of Secretaries or Deputy Secretaries in matters which, although formally requiring the orders of Government are not usually seen by the Members or Ministers themselves. In dealing with cases of such departments the Commissioner-Secretaries would examine the proposals from a general point of view exactly as they now do in their capacity of territorial Commissioners, and it would be their duty to submit the cases in original to Government in consultation with the departmental Heads.

In the case of the Forest Department, if the post of the Chief Conservator is abolished as we have recommended elsewhere, the work of the whole department will be dealt with by one of the Commissioners as Secretary, the Conservators occupying the same relative position as the Deputy Commissioners of Salt and Excise for purposes of executive supervision within their respective areas.

We will now examine the effect of these proposals on the Secretariat staff. The officers whom we have proposed to invest with secretarial functions are the three Commissioners of Divisions, the Commissioner of Customs, Salt and Excise, the Director of Public Instruction and the Inspector General of Police. We have also proposed that the Registrar of Co-operative Societies and the Settlement Commissioner should occupy the position of Deputy Secretaries under the Commissioners. Of the six officers who would thus become Secretaries, the three representing two of the Divisional Commissioners and the Commissioner of Customs, Salt and Excise, assisted by the Registrar of Co-operative Societies and the Settlement Commissioner, would be in a position to relieve the Revenue Department of all its present work. The other Commissioner specialising in Local Self Government, together with the Director of Public Instruction, would similarly relieve the General Department of all its principal subjects and the remaining subjects, including the various miscellaneous offices with which the General Department deals directly, we would classify under General Administration and assign to one or other of the Commissioner-Secretaries, with the exception of the Marine and Ecclesiastical Departments. Finally the Inspector General of Police acting as Secretary would relieve

the Home Department of practically half its present work. Cases submitted in original by the Inspector General of Prisons would be dealt with by the Commissioner-Secretary who attended to Medical and Public Health cases. The remaining subjects of the Home Department, *viz.*, Judicial and Home Political, with the addition of Marine and Ecclesiastical from the General Department, would be sufficient to occupy one Secretary and one Assistant Secretary instead of the present staff.

The total saving of staff in the Secretariat would thus be:—

2 Secretaries, Revenue Department and General Department.

3 Deputy Secretaries, Revenue Department, General Department and Home Department.

And 5 Assistant Secretaries, *viz.*, 2 in Revenue Department, 2 in General Department and 1 in Home Department.

As regards the clerical establishment of the Secretariat departments thus relieved we contemplate that it would at first be necessary to distribute most of the Upper Division staff among the amalgamated offices of Heads of Departments and Secretaries, in place of an equivalent portion of the existing office establishments of the several Heads of Departments, since this latter establishment would at first lack the necessary experience of Secretariat requirements. Since therefore the staff disbanded would be cheaper than the staff retained we have reckoned the savings approximately at two-thirds of the present cost of the Secretariat branches which would be absorbed in the amalgamation. On similar considerations we would observe that the saving of Assistant Secretaries which we have indicated above does not necessarily imply that the officers at present occupying those posts would be the individuals dispensed with. In the new amalgamated offices their Secretariat experience would certainly be required at first, and they would thus displace the less expert Provincial officers holding corresponding posts in the offices of the Heads of Departments, who would then be absorbed into the regular cadre. In future appointments however we would press the advisability of employing Provincial officers selected from the ordinary executive cadres in posts of this kind in order that they should have

an opportunity of gaining the Secretariat experience which might fit them to occupy the posts of Secretaries at a later stage of their service. The absence of any Provincial officers from the Secretariat at the present moment is, we consider, disadvantageous from the point of view of developing a self-sufficient Provincial cadre of the kind to which we look forward.

### AGRICULTURAL DEPARTMENT.

This Department has undergone great expansion in recent years and as a consequence the total budget provision has risen from 8½ lakhs in 1913-14 to over 14½ lakhs in 1922-23. Against the latter figure however, a total revenue of 2½ lakhs was anticipated in the current year's budget. We recognize that the expenditure is in the broadest sense productive but we are inclined to think that the rate of expansion has tended to outgrow the immediate possibilities of practical developments and we consider that the activities of the Department should more strictly be regulated by the amount of advantage likely to be taken of them by agriculturists.

The causes of increased expenditure lie chiefly under the heads of Expert Staff, Experimental Farms and the Agricultural College. Under Expert Staff the increase since 1913-14 due to new appointments has amounted to Rs. 78,457. In the case of Experimental Farms again new appointments have accounted for Rs. 1,83,788 out of a total increase of Rs. 2,87,056, not including the new cattle farm in Sind. Excluding 2 farms recently closed the number of farms has risen from 20 in 1913-14 to 26 at the present time and they account for nearly 50 per cent. of the total budget expenditure of the Department. The increase in the case of the Agricultural College has been Rs. 61,861 of which slightly more than half is accounted for by the increased pay of officers.

#### Expert Staff.

In view of the increase of Deputy Directors' posts, we are unable to see any necessity for the posts of Divisional Superintendents and we recommend that all such posts

should be abolished. We understand that several are in course of abolition but we would include Sind and Gujarat in our recommendation.

The Expert Staff includes 6 Deputy Directors of Agriculture together with 1 Deputy Director for animal breeding. All these posts are assigned to the Indian Agricultural Service but we see no reason why they should require officers of European qualifications. In accordance with the general principles which we have enunciated elsewhere, we recommend that all Deputy Directors' posts should be provincialized and that the pay should be fixed at from Rs. 250 to 500.

The Expert Staff also includes a number of specialist officers among whom the Soil Physicist, the Plant Pathologist, the Plant Breeding Expert and the Horticulturist together with District Horticultural Officer are new creations. The creation of each of these separate appointments has necessitated the entertainment of a tolerably expensive staff of graduate and non-graduate fieldmen besides clerks, menials, &c. Some of these officers, *viz.*, the Plant Pathologist, the Horticulturist and the Soil Physicist do a small amount of teaching work at the Agricultural College but the only officers directly connected with the College are the Economic Botanist, the Professor of Agriculture and the Agricultural Chemist who combine their teaching duties with a large amount of research work and are freely consulted by the public. Regarding the necessity of these latter officers there is no question but as regards the other 5 officers we consider that although at a time when financial considerations were of no moment their activities would doubtless be valuable, at a time when economy is of paramount importance the number of such appointments is susceptible of reduction, especially in view of the considerable number of Experimental Farms which should, we consider, be able to perform a fair amount of useful work in similar fields. We, therefore, recommend that as a measure of economy the number of these Expert Officers should be reduced to 2 by means of introducing a somewhat less degree of specialization. There will be a corresponding reduction in the staffs assigned to the officers reduced.

All these Expert officers except the District Horticultural Officer are now drawn from the Indian Agricultu

Service but we are not satisfied that it is strictly necessary to recruit them under such expensive conditions. The posts are chiefly filled by Indians and it is admitted that the mere fact that these officers have gone to England for training does not necessarily connote a degree of ability which could not have been found in the Provincial Service. The intention of assigning these posts to the Indian Agricultural Service is no doubt to provide extra remuneration for expert work but if the scale of pay which we have above recommended is adopted for the ordinary Provincial Service posts, we consider that the opening of a selection grade rising from Rs. 550 to 750 should provide a sufficient attraction for men of the requisite ability and we accordingly recommend that all these posts should be provincialized except those for which European qualifications are essentially necessary, such as perhaps the Director of Agriculture and the Principal, Agricultural College.

The posts of Cotton Breeders and Superintendents created in consequence of the recommendations of the Indian Cotton Committee, 1919, also seem to have been introduced without special reference to the present financial conditions. Their cost is Rs. 21,000 per annum not including subordinate staff. Whatever the advantages of such appointments may be, it is difficult to see why, with farms such as those at Surat, Broach, Dharwar and Mirpur Khas specially devoted to cotton experiments and the production of cotton seed, it should be impossible to dispense with these extra appointments and we accordingly recommend their abolition until the financial situation improves.

#### **Experimental Farms,**

These farms are of four classes—

- (1) Experimental, (2) Seed, (3) Demonstration and
- (4) Botanical Gardens, &c., for the production of stock unobtainable elsewhere.

We recognize the necessity of retaining most of the existing experimental and seed farms but with regard to the latter we would stipulate that they must in every case be made to pay not only for their contingent expenditure but also for the entire staff engaged in the production of seed. The contingent expenditure is less than half the total budget.



cost of experimental farms in general and we see no reason why seed should be supplied to cultivators for less than cost price at the expense of the general taxpayer. We understand from the Director of Agriculture that he is prepared to abolish all farms maintained for demonstrational purposes only, demonstration being in future carried out only on the cultivators' fields. We accept this principle but we wish to see it carried out not merely by eliminating the demonstrational functions of the existing farms but by the actual closure of a definite number of such farms. We consider that where demonstration is not involved the number of farms strictly required for experimental purposes can be limited to those which are now wholly so engaged or which

\* Viz :—

Muvalia (Dohad).  
Kopergaon.  
Baramati.  
Tegur.  
Gokak.  
Ratnagiri.  
Mirpurkhas.  
Landhi.

combine this function with the production of seed. The 8 farms\* which are now both experimental and demonstrational should, therefore, in our opinion be closed entirely. We would also add that the evidence before us indicates that comparatively little use is made of the experimental farms in Sind and

we would, therefore, suggest that the experimental farms at Larkana and the combined experimental and seed farm at Sukkur should be closed in addition to the 8 which we have already mentioned. We would also recommend that the Willingdon Cattle Farm in Sind should be combined with Landhi Agricultural Farm, if the latter is not closed entirely, a measure to which the Director of Agriculture has agreed.

#### Agricultural College.

While we recognize the value of the work done at this College we consider that in recent years its expansion has tended to exceed the public demand for the graduates turned out and with the concurrence of the Director of Agriculture we recommend that until the demand for such graduates for purely agricultural purposes shows a distinct extension, the number of admissions at this College should be reduced to 75 with a view to turning out an average number of about 40 graduates, annually. This measure will obviate the necessity of proceeding with the proposals to acquire more lands for the College.

A few isolated points where economy seems possible remain to be noticed. We observe that there is

provision for Rs. 53,700 on account of Hydraulic Boring Operations which we understand are purely for the benefit of individuals. We consider that the cost of such operations should in the main be borne by the persons benefited. We understand that proposals with this end in view are under consideration but we would draw attention to the inappropriateness of allowing any considerable expenditure on this account to fall on the State.

A somewhat similar question is raised by the research work performed in the laboratories in the Agricultural College on account of private persons. We think that while queries received from *bona fide* agriculturists should be answered without charge, there is no reason for supplying such free advice to individuals who merely require it for the purpose of their private commercial concerns and we recommend that fees should be imposed in such cases.

We are unable to see the necessity of retaining the two Price Inspectors attached to the office of the Director of Agriculture. Apparently the only argument in favour of their retention is that the officers responsible for reporting prices for statistical purposes do not take sufficient interest in the matter. If this is the case we consider that administrative measures should be taken to remove this apathy but however that may be, we fail to see that two Price Inspectors moving about among some 226 price-reporting stations scattered over the entire Presidency can make any appreciable difference to the value of the statistics reported.

Finally we are struck by the large numbers of the clerical staff maintained in the office of the Director himself. We are aware that much statistical work is done in that office but on the other hand the number of staff to be controlled administratively in the whole Department is relatively small while for technical purposes the Director has the assistance of a large body of expert officers outside his office. We consider therefore that the ministerial staff of the Director's office should be reduced by at least 20 per cent. by means of strict economy of labour. One suggestion which we have to make to the same end concerns the distribution of agricultural leaflets, now a large item of work in the Director's office. We consider that leaflets published in English are of little use to the agricultural public and should be discontinued, while vernacular leaflets should be distributed to cultivators only through Agricultural Associations and

Co-operative Societies and not sent to officers of the Revenue Department who, we understand, make no practical use of them. As a further measure of economy in this connection the free distribution lists of such publications should be carefully revised.

### CIVIL VETERINARY DEPARTMENT.

The expenditure of this Department has risen from 3 lakhs in 1913-14 to 5 lakhs at the present time. During the same period the total number of dispensaries in the Presidency Proper and Sind has risen only from 61 to 96, and the number of Veterinary Assistants from 70 to 118. Thus the Department has not been expanding very rapidly, and we are of opinion that considering its present scope, it contains too many highly paid posts. We will however deal separately with the Presidency Proper and Sind, since for some reason of which we are not aware the Civil Veterinary Departments in either are treated as separate.

#### Presidency Proper.

We believe that the post of Superintendent, C. V. D., was originally allotted to the Imperial Service on the assumption that the Department would have to deal with one dispensary in each taluka in the tolerably near future. We do not, however, consider that the present state of development warrants the employment of an officer of the Imperial Service on a pay rising to Rs. 1,500, and we recommend that this post should be converted into a Provincial Service appointment of superior rank on a pay of Rs. 550 rising to Rs. 750.

The duties of Deputy Superintendent, C. V. D., seem to be mainly those of a Personal Assistant to the Superintendent. He is chiefly engaged in office work and toured only for 52 days during the last year. This post is now assigned to the Provincial Service on a pay of Rs. 250-25-750. In accordance with the principles which we have discussed elsewhere we hold that a pay Rs. 250 rising to Rs. 500 would be ample for a Provincial Service post of this kind, more especially since we understand that the post is usually filled by promotions from the ranks of Inspectors whose pay rises only to Rs. 200.

Having regard to the present size of the Department we think that the office of the Superintendent, C. V. D., is unnecessarily costly. The staff under the Superintendent's control consists only of 5 Inspectors and 95 Veterinary Assistants, nevertheless we find an office establishment of 7 clerks including no less than 3 upper division appointments on pay ranging from Rs. 100 to 200. None of the present incumbents of these latter posts are graduates nor does the work assigned to them justify such high pay. We would here notice generally an argument often met with in connection with the pay of clerical appointments, *viz.*, that no other prospects of promotion are open to the staff. This argument appears to us to be based on quite a wrong assumption and to have led to much unnecessary extravagance in the revision of pay of clerical establishments. We should like to see the principle laid down, and adhered to in practice, that it is quite unnecessary that each office or department should provide within itself the means of promotion to the higher clerical ranks as a matter of course. The rates of pay should take into account only the qualifications required for the work actually to be done, and the higher grades of clerical appointments should be regarded as exceptional and be provided only for work of a special character. We would therefore recommend a reduction of at least 2 clerks in the office of the Superintendent, C. V. D., including the appointment on Rs. 140-5-200. This reduction will still in our opinion leave ample prospects of promotion for the present staff.

A sum of Rs. 13,255 is provided in the budget for Breeding Operations which we understand to cover contingencies on the maintenance of stallions. We consider that small fees should be charged for the services of these stallions sufficient to cover the cost of their upkeep and we have therefore included this item of expenditure among the retrenchments recommended.

#### **Sind.**

The Veterinary Department in Sind is numerically very small, embracing only 16 dispensaries and 17 Veterinary Assistants. We cannot see any necessity for the retention of an Imperial Service Officer as Superintendent of this Department. We do not in fact consider that any Superintendent is required and we would propose that the Department in Sind should be under a Deputy Superintendent of

the Provincial Service on the same scale of pay as that suggested for a similar post in the Presidency Proper, *viz.*, Rs. 250 to 500.

We are unable to understand the reason for the existence of an appointment of Deputy Superintendent in Sind on a pay of Rs. 250 to 750. This Officer appears to take the place of an Inspector in the Presidency Proper, a rank absent in Sind. The post of Deputy Superintendent should therefore clearly be reduced to the Inspector's grade of Rs. 150 to 200.

With regard to the clerical establishment of the Superintendent's office in Sind the same observations apply as in the Presidency Proper. We cannot conceive any reason why there should be a head clerk on Rs. 150-5-200 in an office consisting only of 3 clerks. The present incumbent has not even passed a qualifying examination. We therefore recommend that this post should be converted into one of the lowest grade, when the second clerk's appointment would become that of head clerk.

We observe that dispensary allowances costing Rs. 1,380 annually are paid to the Veterinary Assistants in charge of 9 dispensaries in Sind at rates varying from Rs. 10 to 25 a month. We are unable to discover any justification for these allowances. In the recent revision the pay of Veterinary Assistants in Sind was fixed at Rs. 80 rising to 145 compared with Rs. 65 rising to Rs. 130 in the Presidency Proper and sufficient compensation is thus given for the difference of locality. We recommend that these dispensary allowances should be entirely abolished.

#### CO-OPERATIVE DEPARTMENT.

The expenditure on account of this Department has risen from Rs. 78,000 in 1913-14 to Rs. 4 lakhs in the current year. Since, however, during the same period the working capital has increased from 66 to 435 lakhs and the membership from 67,000 to 3,20,000, it is evident that the increased charges are a sign of successful propaganda rather than of the need for retrenchment and we believe that the

natural limits of development, and therefore of expenditure have not even yet been reached. As however, the Central Co-operative Institute becomes able to assume more of the functions which it is intended to perform, much of the expenditure which is now incurred directly by Government will be replaced by a lump grant to that body which should in future control all expenses connected with the staff of Honorary Organizers.

In the meanwhile we notice that the cost of the travelling of Honorary Organizers amounted to the large figure of Rs 49,500 during the last year. The question of reducing their travelling allowances is admittedly difficult, and we agree with the Registrar in thinking that the best way of controlling such expenditure is to effect some reduction of honorary staff. We accordingly recommend that all Divisional Honorary Organizers should be dispensed with, and that the number of District and Taluka Honorary Organizers should be reduced by one-third, their activities being also restricted to a smaller area than now. We also consider that the limits of travelling allowance prescribed as a working rule during the current year should be adhered to, *viz.*, Rs. 60 a month for District and Rs. 30 for Taluka Honorary Organizers.

We are impressed by the high rates of pay now given to auditors other than Special Auditors. At present 12 auditors are employed on a pay of Rs. 200-10-300 and 19 on Rs. 150-5-200. It is admitted that these auditors are recruited without special qualifications other than a University degree, and that the work of auditing the accounts of primary societies is not complicated. Seeing that the number of auditors may ultimately rise to 80 or 90 we consider it important to limit their pay to the reasonable minimum, and we accordingly recommend the adoption of a single scale of Rs. 100-5-200 for such posts.

In accordance with the principles which we have discussed elsewhere, we consider a pay of Rs. 300 rising to Rs. 750 too high for the 6 Assistant Registrars and 2 Special Auditors, who, we consider, could be graded with other junior ranks of the Provincial Services on a pay rising from Rs. 250 to Rs. 500. We further see no need of the duty allowance of Rs. 100 now paid to the Registrar's Personal Assistant and

two other Assistant Registrars recruited from the Revenue Department, nor do we see any justification for the duty allowance of Rs. 150 given to the Registrar, who receives his pay according to the time scale of the I. C. S. cadre. We accordingly recommend that these allowances should be discontinued. We also recommend that in all cases where 4 peons are now allotted to Assistant Registrars, including the Assistant Registrar in Sind, the number should be reduced to 3.

#### EDUCATIONAL DEPARTMENT.

In considering the Educational Department we have been assisted by the fact that the Department has twice recently been examined by officers appointed by Government to formulate and work out proposals for controlling and economising expenditure. The account system of the Department was first examined by Mr. F. G. Anderson, I.C.S. and we have already expressed to Government our opinion that the earliest possible steps should be taken to give effect to the reforms which he has suggested in order to prevent the waste of time and labour involved in the existing account and audit system. Subsequently on our recommendation the whole Department was again examined from a general point of view by Mr. M. Hesketh, I.E.S., whose notes have been placed at our disposal by Government. So far, therefore, as we agree with the recommendations already before Government, it is unnecessary for us to examine and discuss them in any detail and we will confine ourselves to indicating the principal proposals which we wish to recommend, including some which we have already forwarded to Government in the form of separate resolutions of the Committee. Our recommendations are further curtailed by the fact that owing to the impending transfer of primary schools to the control of Local Boards the organization of the Department is now in a state of transition which renders it unnecessary to consider the existing strength of Deputy Educational Inspectors and their Assistants.

We have noticed that during recent years a considerable number of B. E. S. officers have been raised to the status of the I. E. S., apparently only with the object of filling up the latter cadre and of providing the necessary

percentage of Indian recruitment. In several cases the officers so promoted have been occupying unimportant chairs and in accordance with the principle which we have recommended elsewhere we see no reason whatever why these posts should remain on the I. E. S. cadre. We, therefore, recommend that such promotions should not be made in future unless reasons of a different kind exist for removing the posts from the Provincial Cadre.

We have also been surprised to see that some of the officers so promoted are allowed to draw overseas pay. We cannot conceive any possible justification for the grant of overseas pay to officers who neither possess an English degree nor have even studied in Europe and we recommend the immediate withdrawal of overseas pay in all such cases.

We are of opinion that the two posts of Inspector of Drawing and Inspector of Science Teaching should be abolished. The former subject is not so important as to require a highly paid inspecting officer while, as regards the latter, only elementary science is taught in the school course and in our opinion this does not require expert supervision.

#### **Government Arts Colleges.**

We are struck by the high cost per pupil educated at Government Arts Colleges compared with the cost at aided Colleges and we accordingly consider it desirable that Government should retire from the management of Arts Colleges in favour of private enterprise wherever facilities for such education exist. In our opinion immediate steps should be taken to apply this principle in Bombay and Poona where well established aided Colleges exist.

We are also of opinion that the first year's course in the professional Colleges might with advantage be transferred to Arts Colleges by means of slight readjustment of courses at the latter thus to some extent reducing the expenditure in the more costly professional Colleges.

Finally we have been struck by the great increase of staffs of all kinds at the Government Arts Colleges and especially the Gujarat College. We are aware that this increase has to some extent been necessitated by the multiplicity of optional subjects and vernaculars for the



B.A. course, but we consider that the present staff is excessive and that efforts should be made to reduce it by concentrating courses of instruction at particular colleges.

#### **Sydenham College of Commerce.**

We do not consider that the present staff is fully worked. We accordingly recommend the following proposals which are already before Government and would effect an annual saving of Rs. 10,800 :— (1) to curtail the staff of the College by one professor, at present included in the I. E. S.; (2) to abolish the special allowance of Rs. 50 now paid to one of the professors for teaching English; (3) to appoint one of the professors as lecturer in Geography at the Secondary Training College in addition to his present duties, without extra remuneration, thus saving a contemplated new appointment; and (4) to reduce one part time professor of Mercantile Law.

#### **High Schools.**

We have already indicated to Government our unanimous opinion that Government should retire from the management of Government High Schools wherever their transference to private bodies or Municipalities is possible or wherever these are well conducted and efficient High Schools managed by established Educational Societies.

Until effect can be given to this proposal, however, we recommend that the Elphinstone High and Middle Schools should be amalgamated, that the Middle Schools at Surat and Ahmedabad should be abolished or amalgamated with the High Schools and that the Anglo Urdu High School, Hubli, should be transferred to the local Anjuman. We also recommend that trained primary teachers should be employed for vernacular subjects in the lower standards of high schools with the proviso that the primary teachers so employed should be given a time scale of pay starting on Rs. 50 and rising to Rs. 100 by suitable increments without any additional allowance. We find, moreover, that in high schools a reduction of 15 teachers altogether would be rendered feasible by exacting an average of 20 hours' work per teacher in each week, and we recommend that this proposal should be put into force.

### European Schools.

Our proposals regarding European and English teaching schools are as follows:—

(1) The Pensioner's School, Poona, should be abolished.

(2) The Manora School, where 75 per cent. of the pupils are children of the soldiers of the garrison, should not be maintained at the cost of Provincial revenues.

(3) No grants should be given to European schools with less than 20 pupils, the present limit being 15, or to English teaching schools with less than 30 pupils.

(4) Cadet grants should be abolished.

(5) The Sub-Assistant Surgeon attached to the Convent School, Poona, may be dispensed with.

(6) The special examination for scholarships and the High School Certificate Examination should be abolished.

### Training of Primary Teachers.

We consider that two years' training should be quite sufficient to turn out fully qualified teachers for the ordinary vernacular classes and we accordingly recommend a reduction of the course of training of primary teachers from three to two years with effect from the current year. Facilities may, however, continue to exist for imparting third year training, wherever necessary, to teachers required for vernacular subjects in High Schools or for first grade vernacular schools. We are further of opinion that Government stipends for training should immediately be stopped except in areas where a sufficient number of entrants is not forthcoming and where such stipends are necessary to encourage backward classes.

### Sloyd.

We do not consider that Sloyd deserves the amount now spent on it. We recommend that the contract grant for Sloyd allowance at the ten institutions where it is in vogue should be reduced from Rs. 4,450 to Rs. 1,600 and that no Sloyd allowance should be granted to the teachers. Where, however, it is already granted it may be continued as a

personal allowance until the teachers reach a corresponding stage of substantive pay.

#### **Medical Supervision.**

We see no necessity for free medical aid to students in Colleges. In any case we recommend that the Sub-Assistant Surgeon attached to the Deccan College may be discontinued and his work transferred to the Sub-Assistant Surgeon attached to the Reformatory. The allowance on this account to the Civil Surgeon should also be stopped.

No medical allowance appears to be necessary for the Secondary Training College, Bombay.

We recommend that the allowance granted to Assistant Surgeons for attendance on children at high schools should be reduced to a uniform scale of Rs. 10 each except in the case of the larger hostels. The allowances of the Sub-Assistant Surgeons employed at the Training Colleges at Poona and Dhulia should be reduced to Rs. 25. The Doctors attending on the Training Schools at Nadiad and Hubli should receive only Rs. 10 each instead of the present remuneration of Rs. 30.

#### **Clerical Establishment and Peons.**

The proposals already before Government demonstrate the possibility of a reduction of 20 clerks in educational institutions and offices and we trust that this reduction will be brought into effect. We also observe that the allotment of peons on a uniform scale based on the strength of offices would enable some reduction of the menial establishments in educational offices, schools and colleges and we recommend that the proposals already before Government in this connection should be carried out.

#### **EXCISE DEPARTMENT.**

In considering this Department we have had at our disposal a note recently prepared under the orders of Government, in which every kind of expenditure in the Department has already been reviewed and the possibilities of retrenchment have been examined in detail. In most respects we are able to accept the views and recommendations advanced in the

note, and so far as this is the case it is unnecessary to support our conclusions by full and detailed argument. We will, therefore, confine ourselves to a summary of our views and recommendations on the points raised.

At the outset we must observe that the present system by which all except a small proportion of the Excise expenditure is amalgamated with that of the Salt Department, the costs being divided between Provincial and Imperial revenues in the proportion of 4 to 5, appears to us to be incompatible with any proper control of the Provincial expenditure. This system involves a dual control over the same budget on the part of the Legislative Assembly of the Government of India and the Legislative Council of Bombay, neither of whom can have full particulars of, or responsibility for, the expenditure which they are required to vote. Moreover, under such an arrangement it is impossible to consider retrenchment purely from the Excise point of view both because staff engaged in Salt work is liable to be implicated and because only  $\frac{4}{5}$ ths of the savings effected by any economy are realised by the Provincial revenues. In the third place the present adjustment of charges appears latterly to have been unfair to the Provincial revenues since the ratio was fixed previously to a very extensive reorganization of all the establishments which must clearly have affected the correctness of the proportions. We have every reason to believe that a budget provision based on the actual cost of the Excise administration during the current year would have amounted to about 1 lakh less than the preliminary budget estimate of 1922-23, while an additional amount of about Rs. 98,000, representing  $\frac{5}{5}$ ths of savings subsequently effected by reductions of Excise staff only, has been lost to Provincial revenues during the current year. Any readjustment of the proportions which might now be made would benefit the Provincial revenues only in succeeding years and there is no guarantee that a similar situation would not arise in future. We, therefore, recommend in the first place that the Salt and Excise Branches of the combined Department should be separated for the future. All posts should be definitely assigned to one branch or another with no mixture of duties, and the expenditure of the two branches should be kept entirely distinct for account and budget purposes. The detailed recommendations which we make below assume that only Excise establishments need be considered.

### Deputy Commissioners.

Excluding the post of Deputy Commissioner of Excise, which has already been abolished, 3 posts of Deputy Commissioners of Divisions were created on the amalgamation of the Salt and Excise Departments in 1917, these posts absorbing the Collector of Salt Revenue who formerly existed. It may, therefore, be assumed that the work of one Deputy Commissioner represents the Salt work of the Presidency with which we are not concerned. We are not satisfied that one Deputy Commissioner would not have been sufficient to assist the Commissioner in Excise matters in the same way as he was assisted by the Collector of Salt Revenue in Salt matters. It is true that the Excise charge covers a larger area than the Salt charge but its staff is numerically smaller and the work if anything less complicated in view of the large share which Collectors take in its performance. We, therefore, consider it possible to reduce the present number of 3 Deputy Commissioners to 2, of whom one will represent the assistance required by the Commissioner for Excise work only. Some of us, indeed, would go further and recommend that all the Deputy Commissioners should be dispensed with, their work being distributed among the Collectors as before.

### Superintendents.

It has been suggested to us that the number of Salt and Excise sub-divisions held by Superintendents, now numbering 14, might be reduced by 3 by means of some amalgamation of charges and redistribution of districts. In view of the fact, however, that these charges are already very large and any further enlargement might have adverse effects on the efficiency of the subordinate staff, upon which the protection of revenue depends, we have accepted the view of the Commissioner of Customs, Salt and Excise, that no reduction of Superintendents' charges can be effected so long as some of them are engaged in Salt functions.

Turning to subordinate staff we find that in addition to the considerable economies already effected certain other proposals for retrenchment are already under consideration in the department. These include the reduction of 6 Inspectors and 2 Sub-Inspectors in Bombay, the replacement of 3 Warehouse Inspectors by Assistant Inspectors, the reduction of peons attached to Excise charges already abolished and of 46 peons of the Distillery Branch and the

abolition of 6 men of the Excise Boat Establishment. We also understand that when the development of the Government distillery at Nasik enables the distilleries at Godhra, Surat, Dhulia and Wadia to be closed, further reductions among the distillery establishment to the value of about Rs. 94,000 are considered possible. We have accordingly added these items to the list of possible retrenchments without further examination and in our following proposals we assume that they will be carried out.

#### Preventive Staff.

The cost of the subordinate executive staff forms the largest item of Excise expenditure, amounting to 32 per cent. of the whole, and, therefore, requires careful examination. Considerable reductions were made at the time of preparation of the budget but the strength of this staff still seems to be adjusted on two underlying assumptions, (1) that shop inspection must be carried out regularly and (2) that Excise crime is equally likely in all localities. We believe that shop inspection is no longer regarded as of paramount importance but this change of attitude has not yet, it appears, been carried to its logical conclusion in the reduction of staff where Excise crime was unlikely. We would here notice that the proposal to utilize the Revenue staff in order to relieve the Excise staff of this duty does not commend itself to us but we would emphasize that even apart from such relief there appears to be a strong case for adjusting the distribution of preventive staff much more nearly to the requirements of crime detection alone. We believe that the localities or districts in which Excise crime is likely to prove a source of danger to revenue can sufficiently be distinguished. From the figures before us it appears that 8 districts in Presidency Proper may be classed as criminal, 8 districts as almost entirely non-criminal and 3 districts as normal, *i.e.*, about the average in regard to crime. We believe that these characteristics are more or less permanent and that it can safely be predicted that where Excise crime has never been a serious feature it is not likely to become so. Accordingly we would lay down the principle that the more or less even distribution of Excise preventive staff over all districts is entirely unnecessary and that the duty of shop inspection does not necessitate the retention of any considerable force in areas where crime is not prevalent.

Before formulating our proposals for the reduction of staff we would point out that the distribution of appointments between the three grades of Inspectors, Assistant Inspectors and Sub-Inspectors seems to be more expensive than necessary. It is admitted by the Commissioner of Customs, Salt and Excise, that officers of all these three grades perform much the same duties. We observe, however, that 54 per cent. of the whole Excise preventive staff rank as Inspectors on the average pay of Rs. 231, whereas in the Police Department only 13 per cent. of the executive staff are Inspectors on the average pay of Rs. 234. We consider that if in the Police the Sub-Inspector is qualified to investigate even the most serious crime, an officer of a similar status might well become the investigating officer for all Excise offences, while the grade of Inspectors might be limited to a much smaller number of officers whose functions should be entirely differentiated from those of the Sub-Inspectors.

On the above assumption the scheme which we propose is to make the Sub-Inspector the ordinary investigating officer and to provide Sub-Inspectors sufficient only for detection work under the supervision of a much smaller number of Inspectors who will have the additional duty of attending to Excise matters generally in the non-criminal areas of the district.

Obviously any revision of the existing preventive force on these principles will be a matter of detailed local knowledge but we estimate that a redistribution under this scheme would enable an approximate reduction of 73 Inspectors, 12 Assistant or Sub-Inspectors, 315 peons and 17 Inspectors' clerks, thus resulting in a saving of approximately 4 lakhs. We would again emphasize that the possibility of this scheme is not dependent upon the use of Revenue staff for shop inspection.

We see no necessity for the retention of a separate rank of Assistant Inspector but we would propose that the pay of the Sub-Inspectors' grade which would be retained should in future rise to the same maximum as is now fixed for Assistant Inspectors, *viz.*, Rs. 145, and this increase has been taken into account in our calculation of the above saving of 4 lakhs. We consider, however, that the retention of the grades of Rs. 350-10-400 and Rs. 400-20-500 for Inspectors

is entirely unnecessary and that the 9 Excise posts now included in these grades should be reduced to the next grade below with a maximum of Rs. 300.

#### Distillery Branch.

To the proposals already under consideration we would add the recommendation that the Inspectors in charge of the warehouses at Ratnagiri, Ahmedabad, Satara and Sholapur and the Assistant Inspectors in charge of the warehouses at Jalgaon and Thana should be replaced by Sub-Inspectors. We do not, however, consider it possible to abolish the Assistant Inspectors at Mundhwa and Khanapur distilleries.

A few other matters for retrenchment remain to be noticed. A sum of Rs. 18,000 is annually provided in the budget for Excise clerks in Revenue offices, dating we believe from the time when the Excise work of the district was centred in the Collector. We do not believe that the Excise work to be done in these offices necessitates any addition to the revenue staff, and we accordingly recommend the excision of this item. We also recommend that the Patta establishment of Deputy Commissioners and Superintendents may be limited to a scale of 6 peons for the former and 4 peons for the latter. Since these officers do not as a general rule tour with tents we believe that no real inconvenience will be caused by this saving.

The travelling allowances of Excise staff account for 18 per cent. of the total budget expenditure. We believe that a considerable saving would be effected by the application of the new Police rules of travelling allowance to Excise menials, particularly the rules that no daily allowance should be allowed for an absence of less than 24 hours from headquarters, that no mileage rates should be allowed for journeys within the peon's jurisdiction and that Amaldars should be entitled only to single fares by third class together with daily allowance. We also consider that there is a very strong case for the application of fixed travelling allowance to Excise Inspectors and Sub-Inspectors. We believe that the objection which has been urged, *viz.*, that this system would put a premium on not travelling, could be met adequately by insisting on a minimum number of days a month to be spent on tour.



\* We have not been able to deal specifically with Sind in the above proposals but we consider that the same principles which we have proposed for adoption in the Presidency Proper ought to be equally applicable to Sind and that a very small Excise staff should be sufficient in a tract where illicit distillation is almost non-existent and all districts would be classed as non-criminal in comparison with the Presidency figures. We trust that these principles will be observed in the reorganization of the Excise staff in Sind which we understand is under contemplation.

#### FACTORY, BOILER AND SMOKE NUISANCES DEPARTMENT.

The staff of this Department perform the duties of factory inspection, boiler inspection, inspection of smoke nuisances and conducting examinations for certificates under the Boiler Act. The gross expenditure during 1921-22 was Rs. 2,04,000 while the revenue from fees was only Rs. 83,700. The conduct of examinations was the only function of which the costs were covered by the resulting fees. For boiler inspection, which cost Rs. 1,08,400, the fees recovered amounted only to Rs. 74,500. We see no reason why any of the cost of boiler inspection should fall upon Government since it is entirely to the advantage of the owners that such inspection should take place, and we recommend that the necessary legislation should be undertaken to enable the whole cost to be recovered. We further do not see why the cost of smoke nuisances inspection, which amounted to Rs. 22,000 in 1921-22, should not fall on the Municipalities concerned as in England. The only Department in which we consider that the working expenses are a legitimate charge on Government is Factory Inspection, and here we would stipulate that the cost of fees to certifying surgeons, for which Rs. 10,060 are provided in the current budget, should be paid entirely by the factories which require such certification.

We consider that the pay of Factory Inspectors, which is now fixed at Rs. 400-30-900 in addition to various conveyance allowances, is altogether excessive. We think that such appointments should rank as ordinary Provincial Service posts on a pay of Rs. 250 rising to Rs. 500.

We are informed that the total travelling allowance, including conveyance allowance, drawn by the 4 Inspectors, N. D., C. D., S. D. and Sind, during the last year amounted to Rs. 27,239. The average amount paid in travelling allowance was, therefore, Rs. 567½ per month to each Inspector. Considering the smallness of the establishments which these Inspectors employ or take on tour, this rate of travelling allowance appears to us to be altogether excessive and we consider that administrative measures should be taken to reduce the amount to not more than Rs. 200 a month for each Inspector.

Finally we notice that the clerks attached to the two Inspectors stationed in Ahmedabad are paid at the same rate as clerks stationed in Bombay, viz., Rs. 60-4-100-3-160. We see no reason for the application of the Bombay rate of pay to clerks posted in the mofussil and we would recommend that these two posts should be reduced to the usual pay of Rs. 30-5/2-80.

#### FOREST DEPARTMENT.

In this Department considerable reductions of staff have recently been effected by departmental action. We are informed that the working strength of the Department is at present less than the strength sanctioned in the various stages of reorganization by 32 officers, 18 Rangers, 46 clerks and 1,444 menials and that the savings resulting from the reductions amount to Rs. 2,18,951 per annum. On the assumption that these reductions will be permanent, we consider it unnecessary to discuss the subordinate staff in any detail. We find, however, that the proportion of establishment charges to revenue is still as high as 30 per cent. and we consider that a further effort should be made to reduce this percentage.

In the first place it appears to us to be possible to dispense with the post of Chief Conservator which was created in 1917, largely we believe owing to the temporary impetus which the war gave to the activities of the Department. Formerly the duty of advising Government on Forest matters rested with the Senior Conservator and we see no reason why this system should not be reverted to,

more especially as we observe that the charge of the Conservator, Central Circle, is extremely light compared with the Northern and Southern Circles and we believe is not susceptible of much development from a forest point of view. We are not now discussing the question of whether the Chief Conservator now performs any useful function as such; the question which concerns us is whether it is possible to carry on the work without retention of this post. We consider that the only justification for its retention would have been if the Chief Conservator were competent to take over the duties of Secretary to Government and thus to enable a reduction of Secretariat staff. But we are advised that the Chief Conservator could not curtail his touring without ceasing to be of practical use and at the same time we observe that his time is largely occupied in utilization work which is not necessarily associated with the functions of Chief Conservator and which indeed cannot, we think, be performed with advantage by any member of a purely technical service. We, therefore, think that it would be possible for Government to obtain the necessary expert advice from the Conservators of Circles and to use the Senior Conservator as before for matters which require technical co-ordination.

The post of Conservator in Sind is another recent introduction, since until the last year the charge was held by a Senior Deputy Conservator. Considering the smallness of the Forest revenue in Sind we do not consider that it justifies the creation of a Conservator's post and we recommend a reversion to the former arrangement.

Several of the Forest divisions yield comparatively little surplus of revenue over expenditure. We are informed that the recent reductions of the staff have placed most divisions on a sound financial basis but we consider that the Larkana Division in Sind is not sufficiently important to require a separate Divisional Forest Officer and we recommend that the Larkana, Shikarpur and Sukkur Divisions should be redistributed so as to form two divisions. In the Presidency Proper the Satara and Dharwar-Bijapur Divisions at present yield a very small surplus and notwithstanding the expected improvement we consider that both these charges should be placed under a Junior Provincial Officer and not under an Imperial Officer as now.

Finally we find that duty allowances of Rs. 100 a month are paid to 7 Extra Assistant Conservators holding charge of

major divisions. From the list of divisions so favoured we are not able to gather on what principle charges are classed as major, but in any case these officers are recruited and paid for no other purpose than holding divisions and we consider that the grant of any additional allowance on this score is totally unjustified. We recommend, therefore, that this duty allowance should be entirely abolished.

#### DEPARTMENT OF INDUSTRIES.

This Department was created in 1917, largely we believe to meet needs created by the war. In the current budget its cost amounts to 3'34 lakhs, exclusive of the cost of the Central Stores and Workshop at Dapuri. We understand that the development of the Department and the expansion of its activities have not been what was hoped when it was first created. The stimulus to industrial enterprise created by war conditions gave place to industrial depression and one scheme after another, on which much time had been expended by the Department, had to be abandoned. Surveying the results achieved by the Department during its five years of existence we are unable to distinguish any very positive directions in which they have justified the expenditure incurred, and where retrenchment is in view we consider that the present demand for industrial guidance does not justify the continuance of a separate Department of Industries in this Presidency. We, therefore, recommend that the Department as such may be abolished and that such of its activities as it is necessary to retain should be transferred to other agencies as indicated below. The whole cost of direction and superintendence would thus be saved and the greater part of the charges for industrial education and industrial development. We understand that the Fisheries Branch has already been abolished and that the Dapuri Workshop has been transferred to the Public Works Department.

Cottage industries should in our opinion be transferred to the Co-operative Department but should be restricted to the improvement of hand loom weaving at a cost of Rs. 15,000 annually as suggested by the Director of Industries. The Department of Factory Inspection, Boiler

Inspection and Smoke Nuisances should be retransferred to the Collector of Bombay. The control of technical education will be left with the Director of Public Instruction, to whom the superintendence of pottery should also be transferred. Research and experimental work and work in connection with industrial concessions should be dealt with by the Departments most nearly concerned and all other work at present carried on by the Department, including the superintendence of the Casein Factory, should be brought to an end. We would not, however, abolish industrial scholarships, especially State Technical Scholarships for study abroad. These should, however, be in the hands of the Director of Public Instruction. We calculate that the total saving resulting from such a redistribution of work and the abolition of the remaining activities of the Department will amount to about 2½ lakhs annually.

#### JUDICIAL DEPARTMENT.

We have already forwarded to Government our recommendations on certain matters connected with the Judicial Department but it will be convenient to recapitulate them here. In the first place we have recommended that the appointments of Registrars of District Courts should be abolished. We understand that these appointments have already been discontinued as a temporary measure but we recommend that a permanent corresponding reduction of 10 posts in the Sub-Judges' cadre should now be made, since in our opinion any revival of these appointments is unnecessary.

We have further expressed our opinion that in view of the small amount of original work which District Courts are called upon to do and in view of the creation of a separate post of Deputy Nazir to attend to minors' estates, there is no need to retain two separate Nazirs and two separate account offices for the First Class Sub-Judge's Court and District Judge's Court respectively in places where the two courts are situated in close proximity to one another. Moreover in the case of linked courts there is no need for the existence of a Clerk of the Court and Nazir as separate officers

and we consider that their functions might suitably be combined. In District Courts where there are separate appointments of Civil and Criminal Shirastedars an amalgamation of the duties of these two officers should also be possible. Finally we have recommended that the Registrars empowered to try suits up to Rs. 20 in value, who are attached to the Small Causes Courts at Ahmedabad, Karachi and Poona, should be abolished.

We would here add our opinion that on the principles which we have discussed elsewhere the pay now fixed for Subordinate Judges of the Provincial Civil Service is excessive. We consider that a pay beginning at Rs. 200 and Rs. 250 for probationers and subsequently rising from Rs. 300 to Rs. 850 with no selection grade would be adequate to secure properly qualified recruits and we recommend that this pay may be adopted in future.

We do not regard these recommendations as exhaustive but we feel that further recommendations in the case of the Judicial Department would require more detailed examination than as a Committee we are able to give to it. We observe that some such detailed examination is already in progress in the Department and that in the course of revision of the pay of subordinate Judicial clerical establishments 251 clerical posts have been reduced in the Presidency Proper and 20 in Sind, while we are informed that proposals are under consideration to reduce further the number of clerks in the Lower Division after an examination of the work done per clerk in the various courts. We do not think it is possible to add anything to the results obtained by such methods which in our opinion are best adapted to secure the necessary economies. At the same time we observe that the large and expensive clerical establishments of the High Court and the Court of the Judicial Commissioner in Sind have so far escaped any such systematic reduction and we are strongly of opinion that the only way in which such establishments could be reduced to the minimum necessary strength would be to submit the existing methods and machinery of these Courts to a searching examination by an independent legal officer thoroughly conversant with the requirements of the High Court work both in this country and elsewhere. We therefore recommend that such an officer should be appointed for this purpose with full powers to deal with the matter and to introduce improvements likely to lead to economy of establishment.

We are also of opinion that the possibility of reducing the number of District and Sub-Judges' Courts by amalgamation of judicial charges has not been sufficiently explored. We are confirmed in this opinion by the fact that it has been found possible to suspend the appointments of 15 City and Resident Magistrates and 12 Second Class Sub-Judges as a temporary measure during the present financial stringency. We believe that if full information were obtained showing exactly what civil and criminal work was performed in each District and Sub-Judge's Court it would be found possible to redistribute this work in such a way as to involve the maintenance of courts at fewer centres and thus to economise not only the gazetted staff but the subordinate establishment also.

## LAND REVENUE DEPARTMENT.

### **Presidency Proper.**

For reasons of convenience, Collectors, Prant Officers and Mamlatdars are included in the scope of our proposals under this head although their cost is not now charged to the Land Revenue head of the budget. We have already submitted to Government a detailed report regarding the Land Revenue Department and we need, therefore, only recapitulate the views there expressed and the more important recommendations made.

### *Taluka and Village Organization.*

We note that the various proposals which have hitherto been put forward with the object of economising the cost of Circle Inspectors and talatis have all assumed the continuance of practically all kinds of existing work in the village. In our opinion the satisfactory solution of the matter depends on the elimination of all work except that which is distinctly necessary for the collection of land revenue. We, therefore, wish to begin by proposing the complete or partial abolition of the following items of village work:—

- (1) *Crop Inspection*.—It is generally admitted that the results of Crop Inspection are not obtained by any appreciable amount of actual inspection of the survey

numbers and we consider that the crop estimate should in future be based on the village and not on the survey number as its unit. We consider it perfectly feasible to ascertain by consulting a few responsible villagers the approximate proportions of various kinds of crops grown in each village and the actual areas can then be estimated by applying these proportions to the known cultivable occupied area of the village.

(2) *Tenancy Record*.—The particulars of tenancies are of very little use to the public and are principally required when the Settlement is under revision, *i.e.*, at intervals of 30 years. It will be cheaper to obtain local evidence when the occasion arises. The tenancy record may, therefore, be discontinued altogether.

(3) *Inspection of Boundary Marks*.—We cannot see the use of maintaining boundary marks by Government Agency between occupied survey numbers and we consider that the occupants can be safely left to look after their own boundaries. The only inspection of importance is when occupied land adjoins Government waste and it is only here that boundary marks need to be kept in repair by Government Agency.

(4) *The Record of "Other Rights" in the Record of Rights Register*.—The rights so recorded include a number of miscellaneous particulars which are of little use to the public or to Government. It would be sufficient if the particulars now forwarded by Sub-Registrars to all village officers were merely filed by villages in the Sub-Registrar's office, whence any desired particulars could always be ascertained. Only such "other rights" as involve liability for the payment of land revenue should continue to be recorded.

With the reduction of the above classes of work we would propose the following scheme :—

(i) The talati should be retained on his present pay for the collection of land revenue and the maintenance of village records, but the number of talatis should be reduced by 33 per cent.

(ii) As a consequence the Ryot should ordinarily be obliged to pay his land revenue at the Headquarters of each saza.



(iii) In place of Circle Inspectors, Bhag Karkuns should be employed at a pay of Rs. 30- $\frac{5}{2}$ -80 to supervise groups of sazas numbering from 4 to 6 per taluka or less if circumstances permit. These groups should include about 25 villages each but no village should ordinarily be more than 6 miles from the central village of its group. The Bhag Karkuns should reside in their charges and should be responsible for the following kinds of work:—

- (1) The collection of land revenue.
- (2) The maintenance of village record.
- (3) Assistance in famine work.
- (4) Crop estimates.
- (5) Any other necessary field work or inquiries instituted by the Mamlatdar.

(iv) The Bhag Karkuns should be inter-changeable with the Mamlatdar's staff and their work should be in relief of the Mamlatdar's office. Hence the additional men required for these posts after utilizing the existing staff of Circle Inspectors should be drawn from the establishment of the taluka offices.

(v) Financially the substitution of Bhag Karkuns for Circle Inspectors would make no difference as it would merely involve a re-distribution of the existing staff. The reduction of 33 per cent. of talatis, however, will yield an annual saving of about 6 $\frac{1}{4}$  lakhs.

*Mamlatdars.*—Our view is that leaving out of account a number of duties which are not strictly connected with land revenue, more particularly magisterial work, a small taluka could adequately be administered from the land revenue point of view by an officer of the present rank of Mahalkari, while a more important taluka will not require an officer above the pay of a 2nd grade Mamlatdar. We, therefore, recommend that no Mamlatdar of the 1st grade should be kept in a taluka unless he is required for judicial work. The financial effect of this recommendation will not be seen until the scheme for the separation of the executive and judicial functions reaches a more advanced stage.

While we are proposing the delegation of certain powers from the Prant Officer to the Mamlatdar in matters with which the latter would in any case have to deal, we are also

suggesting the reduction of several important items in the work of the Collector, which will reduce the work of the Mamlatdar to a much greater extent. Moreover, the reduction of the crop and the Tenancy Record and of Boundary marks inspections will afford him considerable relief while he will receive greater local assistance from his Bhag Karkuns than he now receives from a smaller number of Circle Inspectors.

#### *District Organization.*

*Collector.*—While we would uphold the position of the Collector as head of the district administration, we consider that he should be divested of any duties which are not essential to that position in order that his time and that of his staff may be economised to the utmost.

The following kinds of work do not appear to us essential:—

(1) Municipal and other work connected with Local Self Government. This is usually one of the heaviest items of the Collector's work. We would strongly advocate that the Collector should be relieved of all Municipal duties except those provided in the "Control" Chapters of the District Municipal and District Local Boards Acts. With the creation of a proper Local Self Government Agency, matters affecting the District Local Board and Notified Areas should also be transferred from the Collector's file.

(2) *Income Tax.*—We are strongly of opinion that this work should either be entirely removed from the Revenue officers or in the alternative their time so occupied should be paid for from Imperial revenues.

(3) *Execution of Civil Courts Darkhasts.*—We consider that this duty is a heavy and quite unnecessary addition to the work of District Revenue establishments. We understand that the Mamlatdar's tour is to a very large extent dominated by the necessity of attending Darkhast sales and systematic touring is consequently almost impossible. We see no reason why the Mamlatdar should be required to perform the functions of a bailiff in regard to these sales and we recommend that in future this kind of work should be

carried on by the Civil Courts by means of their own agents.

(4) *Revision Applications under the Mamlatdars' Courts Act.*—We recommend that revisional powers should be removed from the Collector. The power of the High Court to revise the decisions in flagrant cases of injustice is in our opinion a sufficient safeguard. Several members of our Committee indeed consider that the Act should be discarded entirely on the ground that the remedy which it provides is often worse than the disease. Certainly it is responsible for a large number of *Aval Karkuns* who would otherwise be unnecessary.

(5) *Recovery of Court Fee Expenses in Pauper Suits.*—We recommend that the Government pleader should be authorized to correspond directly with the Mamlatdar on the subject instead of through the Collector.

(6) *Medical Work.*—We understand that the Collector receives a considerable number of returns and deals with a certain amount of correspondence on matters which could well be left to the Civil Surgeon or to the Health Officer, if appointed.

(7) *Abkari.*—We would recommend that if the present organization of the Excise Department is retained the Collector should be divested altogether of his *Abkari* work.

(8) *Cash Allowances.*—Heirship enquiries in cases of cash allowances occupy much of the time of Revenue officers. Many of the sums involved are trivial. We, therefore, consider it very desirable that power should be taken to commute all such cash allowances in which the amount payable to an individual is less than Rs. 20 in the aggregate.

*Prant Officers.*—We are not disposed to accept the view that the Prant Officer is merely a "post box" as is sometimes alleged. We have ascertained that he does a large amount of work in original and in Revenue matters; there seems to be a division rather than a duplication of work between the Prant Officer and the Collector. The Prant Officer could not, therefore, be dispensed with without

throwing a large amount of original work on the Collector and appellate work on the Commissioner or Government.

At the same time we consider that more powers might be delegated from the Prant to the Mamlatdar, in particular the following:—

- (1) Permission to remove earth, stone, muram, &c., in gairan survey numbers.
- (2) Encroachment cases under section 32, L. R. C.
- (3) Settlement of boundary disputes under section 119, L. R. C.
- (4) Orders on Watan heirship inquiries in plain cases.
- (5) Appointment of menials.
- (6) Record of Rights penalty orders.
- (7) Scrutiny of diaries of Circle Inspectors (if retained).

If, as we hope, a separation of Judicial and Executive functions takes place in the near future, and if the other branches of work to which we have referred are reduced we are of opinion that a considerable reduction in the number of Prant Officers will be possible and we suggest the formula that in districts where there are 3, the number could be reduced to 2 and where there are 2 Prant Officers the number could be reduced to 1 without loss of efficiency.

*Huzur Deputy Collectors.*—We are unanimous in our recommendation that wherever there is a branch of the Imperial Bank at the Headquarter town of the district, the Huzur Deputy Collector as such should be abolished except at Poona, Ahmedabad and Karachi. A second Deputy Accountant may be appointed where this reduction takes place if sufficient reasons exist. Our recommendations will involve a saving of 9 Huzur Deputy Collectors.

*District Inspectors of Land Records.*—We propose the abolition of these officers and a reversion to the system which was in existence some 18 years ago when the general duty clerk exercised supervision over the special measuring staff. The agricultural statistics might well be collected and compiled by the officers of the Agricultural Department in each district.

*Touring.*—We think that in the interests of economy travelling should as far as possible be restricted to the necessary camps at the taluka Headquarters and we would, therefore, recommend that in the case of both the Collector and the Prant Officer the touring should be limited to a period of 4 months and that travelling allowance and grants for the carriage of records should be reduced accordingly. We would further urge the desirability of inquiring into the question of locating Sub-Divisional officers in their own Sub-divisions as in the Madras Presidency.

*Clerks and Menials.*—We notice that the total budget provision on account of clerical establishments in the Land Revenue and Land Records Departments has risen from 23.9 lakhs in 1913-14 to 49.7 lakhs in 1922-23 and now represents over 8 per cent. of the land revenue receipts. We understand that this matter is already engaging the attention of Government and we realize that economy in this respect must depend rather on executive action than upon our recommendations, but we trust that full advantage will be taken of the reduction of any items of work referred to in our above recommendations to effect a further saving of clerical establishment.

Similarly we have not thought it necessary to touch on the subject of menial establishment since we are satisfied to observe that steps are already in progress to effect all possible reductions in this direction.

#### **Sind.**

The Commissioner in Sind at present has one Indian Civil Service Assistant and 3 Provincial Service Assistants and we believe proposals are on foot to give him one more Senior I. C. S. Assistant. After considering the general organization of work in the Commissioner's office, however, we see no reason why the number of his Assistants should not be reduced to two, *viz.*, one I. C. S. and one Provincial Service officer. Thus two Provincial Service Assistant Commissioners and one Office Superintendent may be abolished.

This saving may be effected by the avoidance of duplication of work. At present neither the three Head Clerks (of Mukhtiarkar's grade) in charge of the branches nor the three Uncovenanted Assistant Commissioners do any original work.

All are merely submitting officers. When this system is compared with that in force in any department of the Secretariat, *e.g.*, the Revenue Department which has twice as many clerks as the Commissioner in Sind's office, the redundancy is obvious and it is not surprising that every one complains of over-work and more establishment is asked for. On the analogy of the Secretariat procedure we suggest that there should be no duplication of noting. The clerks in charge of the branches should be empowered to submit direct the routine cases over which there is no need for the Head Clerk to waste his time. The Head Clerks (corresponding to Superintendents of branches in the Secretariat) should not be merely submitting agencies, but should themselves note in original on all the more important cases, thus relieving the branches. Since the Uncovenanted Assistant Commissioners as at present organized can neither dispose of the cases themselves nor submit them direct to the Commissioner in Sind except through the Covenanted Assistant, there is little point in their seeing them at all as it merely involves duplication of noting which is not permitted in the Secretariat. We, therefore, suggest that the three Uncovenanted Assistant Commissioners as mere transmitting agencies should cease to exist, and that instead of them there should be only one Uncovenanted Assistant Commissioner, an experienced and senior officer whose powers should be similar to those of the Covenanted Assistant Commissioner. The work of the whole office may be equally distributed between the two as the Commissioner thinks fit and each of them should receive work directly from the Head Clerks or branches under him. Each then should be given certain powers of disposal analogous to those of Deputy Secretaries and each should submit his own work directly to the Commissioner in Sind. We believe that our suggestion will conduce not only to economy but to efficiency and prompt disposal as well.

After consideration of District and Sub-divisional charges in Sind we have arrived at the opinion that the following charges might safely be abolished :—

U. S. F. district, Ratodero, Ubauro and Nawabshah sub-divisions and Deputy Collectorships attached to the Tando and Shikarpur sub-divisions.

But our recommendations have been anticipated by the issue of G. R., R. D., No. 6064, dated the 20th November 1922,

abolishing all these charges except the U. S. F. district and Ubauro sub-division. The elimination of U. S. F. district is quite possible by a readjustment of the boundaries of the adjoining district so that the province may contain six districts instead of seven as at present. As regards Ubauro sub-division we are still of opinion that it should be amalgamated with Rohri Division—an arrangement which worked admirably some years ago. The large bulk of the time of the Sub-divisional officers of Rohri and Ubauro is at present taken up in disposing of petitions for annual grants of land. If this work is systematized so as to avoid the repetition of petitions by the same individuals year after year or if the power of making these temporary grants is delegated to Mukhtiarkars, one Sub-divisional officer would undoubtedly be able to manage both the charges properly.

We are convinced that there is no necessity for officers of Deputy Collector's grade to be in charge of the treasuries at Hyderabad, Sukkur and Larkana as there are branches of the Imperial Bank of India at all these three places, and no magisterial work is performed by the Huzur Deputy Collectors as City Magistrates. We recommend that these three treasuries should be left in charge of the Head Accountants and wherever the volume of work justifies, an additional Deputy Accountant may be given.

We are strongly of opinion that the 4 posts of Daftardars in Sind should be converted into posts of Chitnises of Mukhtiarkar's grade. The Chitnises have hitherto proved equal to the performance of inspection duties and supervision over the Vernacular Section of the Collector's office in the Presidency Proper, and in Sind itself in the districts of Nawabshah and Thar Parkar notwithstanding the misgivings of the Commissioner in Sind when the change was introduced. There is no reason, therefore, why these lower paid officials should not replace the more costly agency of Daftardars. We are aware of the possible objections to our proposal. But on a close examination, all these objections will be found to be more sentimental than real. The Daftardar does not exercise any independent power on behalf of the Collector. He performs the same functions as a Chitnis. There is no difference in the nature of work or degree of responsibility of the two classes of officers. Again it may be argued that as the proposals made by Deputy Collectors and Assistant Collectors are criticised in the Collector's office, an officer of Daftardar's status is required for the purpose. Such reasoning carried to its logical

conclusion would require every officer to have as his Assistant an officer of at least the same rank as his highest subordinate—a necessity which is nowhere recognized in practice.

Until recently the posts of City Magistrates, Hyderabad and Sukkur were filled by officers of Mukhtiarkar's grade with marked ability. But in 1919, in order to provide prospects of promotion for Resident Magistrates who were otherwise incapable of rising to a Deputy Collectorship, Government raised these appointments to the rank of Deputy Collector. We strongly recommend a reversion to the original arrangement as we are convinced that there will be no loss of efficiency thereby. There are many Resident Magistrates possessing a law degree and good legal qualifications suitable for posting to Hyderabad and Sukkur.

In our opinion Pano Akil, Digri and Ubauro could be conveniently converted into Mahals and the posts of Head Record-keeper and the Head Master of Tapedars' Training School which are at present borne on the Mukhtiarkar's cadre could be reduced to Mahalkari's grade.

As regards Village establishment we consider that reorganization on the following lines would lead to economy:—

(1) Appointment of separate establishment for measurement work.

(2) Abolition of Divisional Tapedars.

(3) Abolition of Supervising Tapedars and in their place appointment of one extra Aval Karkun in each taluka.

(4) Re-arrangement of Tapas by fixing 2,800 working survey numbers as the standard size of each Tapa. This will lead to a reduction of about 10 to 15 per cent. in the number of Tapas.

(5) Abolition of Probationary Tapedars.

(6) Modification in the mode of training Tapedars and the consequent abolition of the Tapedars' Training School.

A detailed scheme for reduction of menial establishment has been worked out involving a reduction of the Commissioner's peons from 39 to 32 and of the peons in the other Revenue offices from 689 to 567.



## MEDICAL DEPARTMENT.

While the budget provision for contributions has risen by 2 lakhs since 1913-14 the gross cost of the Medical Department has risen by 23½ lakhs during the same period and now stands at 48½ lakhs. We understand that a Committee has been appointed by Government to examine expenditure in connection with diets and equipment in Civil Medical Institutions and we are thus relieved of the necessity of considering the increase of 6½ lakhs which has occurred under contingencies. The major portion of the increase since 1913-14 is, however, absorbed by payments to officers and establishments among which we notice that the pay of officers has increased by 5.5 lakhs, that of superior executive establishment by 3.6 lakhs and that of clerks by .9 lakhs while allowances other than travelling allowance have increased by 2.7 lakhs. These figures clearly indicate that such retrenchment as is possible must proceed chiefly by means of employing less expensive agencies for the work that is to be done.

We have considered the possibility of maintaining fewer civil hospitals for groups of districts leaving other existing hospitals in charge of Assistant Surgeons, but in view of the grave objections to this course we prefer to recommend the scheme suggested to us by the Surgeon General, namely that commissioned medical officers should not be maintained at every civil hospital and that in as many districts as possible they should be replaced by B. M. S. officers. At present out of 29 district hospitals 12 are in charge of B. M. S. officers and Military Assistant Surgeons and we understand that a scheme is under contemplation by which 8 more hospitals will ultimately be placed in charge of B. M. S. officers or private practitioners by means of organizing a service of Non-I. M. S. officers. Eventually, therefore, there will be only 9 civil hospitals left in charge of I. M. S. officers and we recommend that this scheme should be brought into force as soon as circumstances permit.

Our attention has been drawn to the fact that the number of admissions into the Medical School at Hyderabad has recently been very small and we recommend that the staff of this College should accordingly be reduced to a strength sufficient to deal with the average attendance.

In this as in other Departments which employ higher officers for the sake of their professional qualifications we

consider it desirable in the interest of economy that they should be relieved as far as possible of petty administrative work. The Surgeon General is now concerned with the postings and other service matters affecting a very large number of subordinate medical officers and we consider on general principles that the management and control of the local dispensaries and their staff should be transferred to the Local Boards without disturbing the present system of grants-in-aid. Under this system the Local Boards would be required to obtain qualified Sub-Assistant Surgeons from the Surgeon General, who would be in a position to select officers possessing the necessary qualifications for each post. We do not contemplate that the Local Boards should have the power to interfere in any technical matters but we consider that the reduction of transfers and the simplification of administrative work would all be in the interests of economy. We would further propose that the pay of Sub-Assistant Surgeons in charge of dispensaries should rise from Rs. 60 to a maximum of Rs. 150 only.

As we have mentioned in dealing with the Department of Public Health we consider it feasible that the post of Director of Public Health should be abolished and that the Senior Assistant Director of Public Health should be attached to the Surgeon General to deal more especially with Public Health matters. This proposal will obviate the necessity of retaining a commissioned medical officer as Personal Assistant to the Surgeon General and the present post of Office Superintendent may be converted into that of a non-Medical Personal Assistant. As a means to the same end we believe that the touring of the Surgeon General, which now involves an annual visit to each Principal Medical Institution in his charge, could easily be reduced and that the requirements could sufficiently be met if his routine inspections were limited to one visit to each institution during the tenure of his office. The saving of travelling allowance under this proposal would be considerable. We also think it possible to abolish the practice of dispensary inspections by Civil Surgeons. We are elsewhere recommending that District Health Officers should be appointed for one or more districts and we consider that such officers might make the necessary inspection of dispensaries during the course of their routine touring, sending a report on each institution to the Civil Surgeon who, under the scheme which we have outlined, would be under the same Departmental Head.

## POLICE DEPARTMENT.

We have already submitted a detailed report on the possibilities of retrenchment in the Police Department. The following is a summary of our views and recommendations:—

**Constables and Head Constables.**

After a careful survey of the distribution of the strength of Head Constables and Constables, of the duties which they have to perform and of the crime with which they have to deal, our conclusion is that a substantial reduction is possible in the number of unarmed Head Constables and Constables at rural police stations and outposts in the districts. The principles on which such reduction can be effected are:—

(1) The abolition or conversion of outposts of rural police stations where the crime figures are light.

(2) The reduction at rural stations and outposts of all staff maintained for the specific purpose of beat patrolling.

(3) The abandonment of all outposts as such except where special reasons exist for their retention.

The first of these three methods will be dealt with further in considering the strength of Sub-Inspectors. As regards the second we need only say that the officers whom we have consulted agree with us that where retrenchment is imperative, the institution of beat patrolling cannot be defended and that the reduction of efficiency due to its abandonment will be negligible. The third method is largely a corollary of the second and the opinions of the officers whom we have consulted support us in the belief that the abandonment of outposts will have a very small effect, if any, on the security or protection of the general public.

The approximate result of the application of these principles will be a reduction in the unarmed force of 3,262 Head Constables and 7,578 Constables by 1,435 Head Constables and 1,743 Constables in the Presidency Proper. Similar principles would certainly apply to Sind but the strength of the Railway Police would naturally require separate consideration.

We are of opinion that there is room also for a reduction of the number of constabulary in urban police

stations, as our inquiries disclose that a very large proportion of the unarmed strength is concentrated in cities and Cantonments. We notice that the proportions of urban population to constabulary are in Ahmednagar 335, in Ahmedabad 546, in Dharwar 483, in Belgaum 430 and in Sholapur 867. We are of opinion that in urban areas in the mofussil a strength of 1 Constable to 600 population would be perfectly adequate. The adoption of this standard would enable an additional reduction of 400 unarmed men at urban stations in the Presidency Proper with a consequent saving of Rs. 1,62,720.

A reduction of the unarmed rural police force will naturally involve a greater recourse to the agency of the Village Police and this would be fully in accordance with the recommendations of the Police Commission. We are, however, of opinion that any attempt to reorganize the Village Police on a permanent basis would involve an expenditure disproportionate to the advantage gained and we, therefore, support the recommendation of the Inspector General that out of the savings in each district an adequate sum should be placed at the disposal of the District Superintendent of Police to enable the Village Police to be remunerated for the work actually done, such as service of summonses, calling witnesses for investigation, and the like.

We note that the Inspector General proposes that the reduction of the unarmed force should be accompanied by some increase in the armed police. We are of opinion that the reductions which we here propose are feasible whether the armed police are increased or not but assuming that an increase of armed police is necessary then the reductions which we propose become still more imperative in order to cover the additional cost. In any case we are of opinion that the armed police are a more economical force for the preservation of order than the existing unarmed police; both on general grounds and especially because the unarmed police as now distributed in rural areas are so largely responsible for the heavy travelling allowance and hutting charges in the police budget. In the whole Presidency Proper an increase to the extent of 25 per cent. in the armed police would involve an additional expenditure of only Rs. 4,95,000 as a set off against the saving of Rs. 15,70,000 already indicated.

We would note in conclusion that the savings in the cost and maintenance of outpost buildings and in the expense of clerical and administrative work generally, effected by a substantial numerical reduction of the kind proposed, would amount in the aggregate to a considerable figure although precise estimates cannot now be offered.

#### **Sub-Inspectors.**

We now turn to the ranks of Sub-Inspectors of the District Executive Force whom we will consider under three heads: (1) Executive, (2) Prosecuting and (3) Readers.

(1) The number of Executive Sub-Inspectors is determined by the number of police stations. The increase in the number of police stations was based largely on the Report of the Police Commission. However, the figures before us show that in a good many police stations the number of cognizable offences registered during a year is very much below the average of 100 laid down by the Commission as within the capacity of one Sub-Inspector and in many cases it falls as low as 20 or 30. We are, therefore, of opinion that there is room for a considerable reduction in the number of rural police stations in all districts, the extent of which must be determined on a consideration of the local requirements. Assuming that an average reduction of not less than 15 per cent. could be effected on the principles indicated above among the 364 Sub-Inspectors now employed at rural police stations in the Presidency Proper and Agencies, the total saving would be 54 Sub-Inspectors *plus* a reduction of 8 in the reserve and the total resulting savings would be not less than Rs. 1,42,000 per annum including housing, clothing, travelling and conveyance allowances. Similar proposals would apply to Sind.

(2) The strength of Prosecuting Sub-Inspectors also appears to require reduction. We believe that a reduction of 14 out of 33 Prosecuting Sub-Inspectors in the districts of the Presidency Proper and 2 out of 4 on railways is possible. The consequential saving on 16 posts thus reduced would be Rs. 54,144 per annum. We attach some importance to this reduction since Prosecuting Sub-Inspectors are even more expensive in pay and travelling allowance than Executive Sub-Inspectors and our proposals which we would extend to Sind also, are

intended to leave an average of only one in each district or railway. At the same time we wish to suggest that wherever there is a Sub-Judge's Court the local Sub-Government Pleaders might usefully be employed for prosecution work on a system of payment of a lump sum for each case together with a monthly retainer. Such a scheme would undoubtedly reduce the occasions for adjournment which at present arise out of the limited number of prosecuting staff now available for criminal cases in different courts.

(3) Thirdly we have considered the system under which 37 Reader Sub-Inspectors are employed for the examination of diaries in the offices of the Superintendents, Assistant Superintendents and Range Deputy Inspectors General. We are of opinion that the principle of employing executive officers for this work is sound and in view of the importance of an adequate scrutiny of diaries we would not recommend any reduction in this staff. But at the same time we desire to point out that with the introduction of the sub-divisional scheme the District Superintendent of Police could dispense with his Reader who would thus be available for a sub-divisional officer. The two Readers now attached to the Range Deputy Inspectors General may also be employed in meeting the requirements of this scheme.

#### **Inspectors.**

Turning now to the staff of Inspectors we see the necessity of their retention at important railway stations and large cities and cantonments but we are strongly of opinion that the District Circle Inspectors are an unnecessary adjunct. We consider it possible to reduce about 60 Inspectors with a consequent saving of Rs. 2,78,340 in pay and allowances and of Rs. 48,816 in the cost of 120 writer and orderly constables. The total savings would thus be Rs. 3,27,156 which would be augmented by similar reductions in Sind.

#### **Deputy Superintendents.**

After the abolition of District Inspectors the duty of co-ordinating the work of police stations will fall on the Gazetted Officers and we consider that work of this character will be performed more efficiently by Deputy Superintendents than by Inspectors. Since however any additional

expenditure involved in the sub-divisional scheme will have to be set off against the savings resulting from our other proposals we would advocate its introduction in as economical a manner as possible. We are not prepared to support the full scheme involving the creation of 28 additional Deputy Superintendents, and a large additional number of Office Superintendents, Headquarter Inspectors, Readers and clerks. We consider that the employment of a Deputy Superintendent at the Headquarters of the district is a mere luxury. We would wish to see all Deputies formerly so employed liberated for sub-divisional work. Since under the former system the District Superintendent with one Assistant was able to deal with all the crime work of an average district we do not see why the Assistant and Deputy Superintendents should not now be able to divide the same district between them leaving the Superintendent of Police free for supervision of both. We would, therefore, lay down that normally two Sub-divisional Police Officers should be sufficient for any district hitherto managed by a District Superintendent and an Assistant Superintendent but that specially large and heavy districts might require an additional Deputy. Generally we are not in favour of the principle of giving separate independent offices to Sub-divisional Officers. We consider that they could more economically be attached to the District Superintendent's office and make use of his staff but if separate offices are in any case necessary we consider that the clerical staff now available should be divided between the District Superintendent and his Sub-divisional Officers. Secondly, we are of opinion that Office Superintendents need not be provided for District Superintendents to take the place of Deputies under the sub-divisional scheme, since under the revision of pay their Head Clerks now receive a most substantial salary and should be equal to any work required of them. Thirdly, we see no reason why the scheme should necessitate the appointment of Headquarter Inspectors in the District Superintendent's Office. We have already agreed to the retention of Inspectors at Headquarters wherever there is a large city or cantonment.

#### **Deputy Inspectors General.**

The Deputy Inspectors General, Northern and Southern Ranges, need not continue to exist. In their place we suggest that a senior Superintendent of Police may be attached

to the Inspector General's Office to help him in inspection work.

Our proposals do not apply to the Deputy Inspector General, Sind, whose position requires an independent office. Two of us, however, Messrs. Haji and Pahalajani, consider that the post of Deputy Inspector General, Sind, is unnecessary and that he should be replaced by a junior Superintendent of Police attached to the office of the Commissioner in Sind.

Similarly we recognize the necessity of retaining the post of the Deputy Inspector General, Criminal Investigation Department, although one of us, Mr. Pahalajani, considers that an officer of that rank is unnecessary and would substitute for him a senior officer of the rank of Superintendent of Police.

#### **Railway Police.**

We do not think that any increase in the Railway Police recommended by the Railway Police Committee should be undertaken without careful consideration of what may be done by a redistribution of the existing staff, more especially as we observe that the average number of Head Constables and Constables per Railway Sub-Inspector is already as high as 34. We are strongly disposed to question whether it is the duty of Government to provide police merely to stand on platforms and to keep order at railway stations and in the event of any increase being required for purposes other than the investigation of crime, we think that this charge would legitimately fall on the Railway Companies themselves.

#### **Presidency Police.**

We have no reductions to propose in the Executive Force of the Presidency Town, as the evidence, which we are inclined to accept, makes out a case for strengthening the force. We wish, however, to draw attention to the great increase in the cost of the clerical staff of the Presidency Police since 1914-15 and we would ask for a stringent reduction under this head. We would also question whether the arrangement by which the Criminal Investigation Department of the Presidency Town constitutes an entirely distinct staff from that of the rest of the Presidency is conducive to economy.



### **Clerical Establishment.**

We understand that Government have already taken action to secure such reduction of clerical staff as may be rendered possible by the improved audit and account system suggested by Mr. Anderson.

Apart from changes in the system of accounts, clerical work has already been greatly reduced in the Police Department by the introduction of improved office methods and we understand that it has been found possible to effect a general reduction of 10 per cent. in the clerical strength. We consider that when all the improvements in prospect are fully introduced it should be perfectly feasible to work the reduction up to 30 per cent. of the present charges.

### **Travelling Allowance.**

Since the recent concessions in respect of travelling allowance have already been cancelled, there is no need for us to dwell on their excessive liberality. Many of our proposals, such as reduction of the number of patrolling Constables and Head Constables, Sub-Inspectors and the separate clerical offices of the Range Deputy Inspectors General, will automatically involve large savings of travelling allowance and these have partly been taken into account in the savings calculated above.

In the case of all police officers from Sub-Inspectors upwards, we desire to press strongly for a system of fixed travelling allowance. We believe that reasonable rates could be evolved with an appreciable saving on the present total charges, but even if the direct savings were very small we are still of opinion that such a system would be generally economical.

We do not contemplate the application of fixed travelling allowance to Constables and Head Constables although their travelling allowance charges have hitherto amounted to between  $\frac{1}{2}$  and  $\frac{2}{3}$  of the total travelling allowance bill of the Department. We have seen the revised travelling allowance rules of this establishment and since we are in general agreement with them we need only recommend that so far as the principles involved are applicable to other Departments they should be adopted as a general measure.

## PUBLIC HEALTH DEPARTMENT.

In considering the Public Health Department the question which concerns us is not so much whether expenditure devoted to the very important object of public health admits of reduction as whether the organization on its present lines yields the best results for the money spent or whether on the other hand some reduction of the present staff would not render funds available for some more advantageous organization.

We note that the staff of the Department are handicapped by the fact, admitted in evidence before us, that except in the sphere of vaccination the Department consists entirely of supervising and advisory staff with an almost total lack of executive staff to carry out its recommendations. Moreover the charges of the Assistant Directors of Public Health are obviously far too large to enable any continuous personal attention to particular localities while the wide extent of their responsibilities necessitates their payment at higher rates than would be strictly necessary for the same work if performed by local officers. At the same time the centralization of small administrative matters which might well be the concern of the existing local bodies means that a considerable part of the time of officers paid for their professional qualifications is taken up with purely administrative work, in so much that even the postings of Vaccinators have to be notified by the Director himself. Such centralization moreover necessitates a much larger clerical staff than would otherwise be necessary.

A further defect which we observe in the present organization lies in the duplication of statistics which it involves. This duplication is necessitated by the fact that the same figures are required for use by both the Director of Public Health and his Assistant Directors. The machinery for central compilation is obviously necessary in the Director's office yet the compilation as it stands involves so many minor reporting offices that some intermediate agency is necessary and under the present system this agency can only consist of the Assistant Directors, whose offices cannot possibly be located at the headquarters if they are to maintain any local connection at all. Hence a system has arisen under which practically all statistics are first compiled by the Assistant Directors for their own divisions and are

subsequently transmitted to the Director of Public Health who compiles them for the entire Presidency.

Even under the present organization we do not believe that the present average cost of nearly Rs. 79,000 for clerical establishment is wholly incapable of reduction. It has been admitted in evidence by an officer of the Department that the present system of compilation and the routine of the Department generally would admit of considerable simplification and consequent reduction of clerical labour if the procedure were systematically overhauled. We would suggest for serious consideration in this connection that unless and until the alternative organization which we are about to propose is brought into force, an effort should be made to centralize the compilation of all statistics in the Director's office and thus avoid a large amount of the duplication of clerical work which now occurs. We are aware of the objections which are urged against this course, the principal being that the Assistant Directors would not obtain their statistical information in time for action. But we see no reason why the Assistant Directors should not receive and even transmit the information regarding epidemics which they essentially require without themselves undertaking either the intermediate compilation or the final compilation for purposes of the Annual Health Statements. The pre-compilation of vital statistics is also in our opinion unnecessary in the offices of the Assistant Directors. It has been admitted before us that Assistant Directors have comparatively little time to study the statistics which they compile and it is also a fact that since they spend about 8 months of the year on tour, while the compilation work goes on in their offices at their headquarters, they can have comparatively few opportunities of doing so. We calculate that if compilation work were thus centralized some 18 clerks would be dispensed with at a saving of about Rs. 11,380. We observe, moreover, that statistical work does not appear to be confined to clerks of the lowest grade of pay as it should be, and that considering the qualifications of clerks in the offices of the Director of Public Health and his Assistant Directors and the work which they are required to do, these offices contain more upper division clerical posts than are strictly necessary. We consider that the number of clerks in these offices could be reduced from 64 to 58 and that this reduction combined with the revision of grades could easily yield a reduction of Rs. 12,720 in expenditure.

As already mentioned, however, we consider the present organization, employing Assistant Directors of Public Health, to be unsuitable and the scheme which we wish to propose is that Health Officers should be appointed for one or more districts under the agency of the District Local Boards. For purposes of pay we would divide these officers into 3 classes, according to the importance of their charges, as follows:—

Rs.		Rs.
(1) 250	to	350
(2) 300	to	500
(3) 500	to	750

These officers would be appointed by the Local Boards under regulations similar to those now applying to Municipal Health Officers, *i.e.*, they would be required to possess the approved sanitary qualifications and their appointments would be subject to the sanction of Government who would pay two-thirds of their cost. They would be responsible for the compilation of all statistics relating to their charges, which they would transmit for central compilation in the head office of the Department. It is admitted by all the officers whom we have examined that such an organization would be free from the defects of the present system and we trust that it will be found possible to introduce it in preference to any other scheme of retrenchment. Under this scheme all the 5 Assistant Directors of Public Health, together with their offices, might be abolished and the control of all the local vaccination and inspecting staff might be transferred to the Local Boards.

Finally we see no need for the separation of the Department of Public Health from the Medical Department and we believe that such separation involves unnecessary expense among the higher staff. We are aware that this subject has been discussed before but we consider that as a measure of retrenchment there is no serious objection to the proposal to place the Department of Public Health as a separate branch under the Surgeon General as the Head of Department. The officer appointed as Surgeon General should in that case have the requisite sanitary qualifications. The Public Health Branch could then be placed under an Assistant or Deputy of the status of the present Assistant Directors of Public Health with a maximum pay of Rs. 1,250. Considerable incidental savings would result.

from this proposal, since both the medical Personal Assistants now employed in the Surgeon General's and Director's offices could be dispensed with, and in their place the Surgeon General might be assisted by a non-medical Personal Assistant on a lower scale of pay while his Office Superintendent would no longer be necessary. There would thus be in all 3 officers instead of 5 at the head office of the Medical and Public Health Departments. It is assumed under this scheme that the touring of the Surgeon General would be limited as suggested in our discussion of the Medical Department.

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### PUBLIC WORKS DEPARTMENT.

Expenditure in the Public Works Department falls under two main classes (1) outlay on works and (2) establishment charges. The outlay on works depends primarily upon specific allotments regarding which we are not in a position to make recommendations, but it is our impression that these allotments are susceptible of considerable reduction by attention to certain principles of economy. In the first place it is admitted by several officers whom we have examined that the standards of work required by the Public Works Department specifications are of an order more elaborate and costly than those which would be required for similar works if erected by private enterprise. We recommend that strict adherence to these rigid and expensive specifications should in future be relaxed and much greater discretion be used in adapting the type of construction to the purpose which it is really required to serve.

We have been much impressed by the consensus of our opinion among our witnesses that much economy in the outlay of works would result from greater concentration upon individual works by means of larger annual allotments, which would minimize establishment charges and obviate losses due to increase of rates. The case of the Hindalgi Jail appears to us to exemplify all the evils of the piece-meal system of allotment and we would recommend that in the case of large works, costing several lakhs of rupees, the expenditure may be distributed over the shortest possible period consistent with the nature and magnitude of each work, while in the

case of works costing a lakh or less the annual allotment should never be less than about Rs. 50,000.

It has been suggested to us by several witnesses that this method of concentration would be considerably facilitated by the establishment of a Public Works Fund and by the delegation of greater powers of reappropriation. We recommend these suggestions to the notice of Government.

The system of provision for annual repairs of buildings appears to us to need modification. We understand that at present one per cent. of the cost of the building is allotted annually for current repairs and spent whether these are really required or not. For instance if a new bungalow is built at a cost of Rs. 20,000, Rs. 200 will be spent on current repairs in the next year after its construction although by that time scarcely any repairs can have become necessary. We consider that allotments in such cases should be strictly confined to what is actually required. It has been suggested by several witnesses that economy would result from entrusting petty repairs of buildings to the departments under whose charge they were placed. Certainly this proposal would relieve the engineering establishment of much petty detail which requires no professional skill, and we recommend that it should be adopted wherever circumstances permit.

We now turn to the question of Public Works Establishment and would observe at the outset that the percentage which these charges bear to the outlay on works appears to us to be altogether excessive. The Chief Engineer in his evidence has stated that the percentage for the whole Presidency is 17 but we understand that in the S. D., it is now as high as 35 and the figures before us indicate great inequalities in this respect in different districts. We are aware that the reorganization of establishment and the creation of a new Provincial Service on a higher pay at a time when the expenditure on works was considerably reduced has had some effect on this percentage but we consider that the introduction of this Provincial Service, which naturally tends to raise establishment charges, can only be justified if the officers whose status is thus improved are fit to be entrusted with greater responsibilities, thus enabling a reduction in the number of subdivisions and executive districts. So far we observe no sign of this desirable development. It is true that some reduction has been effected

in the number of subdivisions but the evidence before us leads us to believe that at any rate during the present restriction on expenditure on works, the present number of subdivisions both in the Presidency Proper and in Sind is greatly in excess of the real requirements. We would accordingly recommend that an over-all reduction of 30 per cent. should be made in the number of subdivisions in the Presidency Proper and of 25 per cent. in Sind.

Practically all the witnesses whom we have examined have agreed that the time of Executive Engineers cannot be devoted to their professional duties to the full extent that would be desirable owing to the excessive amount of routine and account matters with which they are required to deal. It is our opinion that the elaboration of accounts and returns in the Public Works Departments is unduly expensive of the time both of officers and clerical establishment and we would press upon Government the suggestion which we have received from the Chief Engineer that a strong committee should be appointed in order to revise thoroughly the present methods of procedure and to eliminate unnecessary work. We believe that such a measure should result in a very considerable reduction in clerical establishment in all offices.

Before proceeding to our detailed recommendations we would observe that the scheme of transferring roads and buildings generally to Local Boards, which was recommended in the report of the Public Works Department Reorganization Committee, 1917, commends itself strongly to us as a measure of most desirable decentralization and economy. At the present moment the staffs employed by Local Boards and by the Public Works Department for similar classes of work are duplicated over the same area. The amount of petty and detailed work requiring attention interferes with any possible enlargement of Executive Engineers' charges, while if only roads and buildings of major importance were retained in charge of the Government agency, the Local Boards would be in a position to employ a considerably cheaper agency for the bulk of the work which is now entrusted to officers of the highest professional qualifications. We are aware that such a change would require some years to introduce generally, but it would lead to a considerable reduction of both the All-India and the Provincial Services and we would urge that with such a reduction

possible and even probable in the near future, immediate steps should be taken to regulate recruitment in the Indian and Provincial Engineering Services.

Subject to the above remarks we have several economies to propose which are capable of present introduction.

#### **Chief Engineers.**

While recognizing the necessity of retaining 2 Chief Engineers in the Secretariat we can see no necessity for the duty allowances of Rs. 250 attached to these posts, since such duties are normally associated with the position they hold in the departmental cadre. We also see no necessity whatever for a Chief Engineer in Sind. We cannot discover from the evidence that his duties are in any way different in kind from those of a Superintending Engineer and he seems to be merely an agency for transmitting cases to the Secretariat having none of the powers exercised by the Chief Engineers at headquarters. The duties of Secretary to the Indus River Commission which are now, we understand, one of the reasons for the retention of the Chief Engineer in Sind, do not require an officer of that status and should be transferred to one of the Superintending Engineers.

#### **Superintending Engineers.**

As soon as reasonable progress is made in the scheme of handing over roads and buildings to Local Bodies, we consider that the consequent reduction of Executive Districts will enable the three Superintending Engineers, N. D., C. D., and S. D., to be reduced to two.

We are unable to discover any valid reason for the present existence of the post of Superintending Engineer, Sukkur Barrage. We understand that nothing but survey work is at present proceeding in this charge and the establishment could be adequately managed by the Executive Engineer already assigned to it.

#### **Executive Engineers.**

##### *Presidency Proper.*

Apart from such further reductions as will undoubtedly result from the transfer of roads and buildings to Local



Bodies; we see several possibilities of reducing the existing districts by amalgamation with neighbouring charges. In each of the cases recommended below the possibility of such amalgamation has been admitted before us by one or more officers having experience of the charges in question :—

(1) Gujarat Irrigation District should be abolished and the charge divided between the Ahmedabad District and the Kaira and Panch Mahals District.

(2) Similarly the Kolaba District may be abolished and divided between the Thana and Ratnagiri Districts.

(3) The Sholapur District should be abolished and combined with the Bijapur District.

(4) The Dharwar Irrigation District should be abolished as a separate charge and the work should be handed over to the Executive Engineer, Dharwar Roads and Buildings. There is some difference of opinion among witnesses on this point but it appears clear to us that the irrigation work of the Dharwar District consists mostly in the repair of a large number of comparatively unimportant tanks for which no high qualifications are needed. Such work should be well within the capacities of the new Provincial Service under a minimum of supervision.

(5) The Poona Waterworks District should be abolished as a separate charge and should be handed back to the Poona Irrigation District to which it formerly belonged.

#### *Sind.*

It is agreed generally by the officers whom we have examined that a reduction among the following charges would be possible by means of a similar process of amalgamation. The districts which we recommend for amalgamation are the following :—

- (1) South Jamaro and North Jamaro Canals.
- (2) Hyderabad, Fuleli and Nasrat. (These should be rearranged to form two districts.)
- (3) Karachi Buildings and Karachi Irrigation.
- (4) Ghar and Western Nara.

(5) The Executive Engineer, Gauging District, should be replaced by a Subdivisional Officer under the Executive Engineer, Shikarpur.

#### Special Officers.

Three specialist officers are now maintained, *viz.*, the Consulting Architect, the Electrical Engineer and the Sanitary Engineer. In each of these cases we admit the necessity of retaining an officer of special qualifications for the preparation of projects requiring special knowledge and to provide the advice necessary for the local officers, but it is agreed by a majority of the officers whom we have examined that the execution of such projects could be left to the ordinary executive staff with a considerable economy of establishment and we would, therefore, recommend that any executive staff attached to these officers for the purpose of carrying out the projects designed by them should forthwith be abolished. When the Architectural District is thus reduced such staff as is necessary to supervise the work carried out by contractors may be attached to the Consulting Architect himself.

A fourth specialist post, *viz.*, that of Mechanical Engineer to Government, was formerly in existence and has not been formally abolished. In case the revival of this post is contemplated we would here record our opinion that it is unnecessary. We are aware of very little work performed by such an officer during the last 10 years while he existed and the abolition of this post was recommended by the Public Works Department Reorganization Committee.

#### Subdivisions and Subdivisional Allowance.

We have above recommended a general reduction in the number of subdivisions and we are not in a position to make more specific recommendations in that respect. We are, however, quite unable to understand the justification for the subdivisional allowance of Rs. 75 a month now paid to 141 out of about 200 subdivisional officers. We understand that the Government of Bombay are not responsible for the present rate of the allowance and one of our witnesses has suggested that it should be reduced to a sliding scale beginning with Rs. 30, but we would prefer to recommend its total abolition. The argument used in support of this allowance

is that extra remuneration is required for upper subordinates holding subdivisional charges. It would appear that this allowance is given mainly to compensate these officers for their non-promotion to the Provincial Service where the allowance is not granted, but since the pay of these upper subordinates has been quite recently revised and since moreover a great majority of them are maintained for the purpose of subdivisional work and nothing else, we cannot see that any allowance is needed to compensate them for performing the duties which they were originally intended to perform. On its present scale the allowance involves an expenditure of  $1\frac{1}{4}$  lakhs annually and is a clear case for total retrenchment.

#### **Clerical Establishment.**

In the case of the clerical establishment of the Public Works Department, we find ourselves confronted by a system which we believe is unique in Government service. Numerically at least, by far the greater part of this large establishment is entertained on what is called a temporary basis although we believe that in many cases the incumbents are retained on this basis throughout their whole ordinary period of service. In the Northern, Central and Southern Divisions and the Deccan Irrigation Division, the number of permanent clerks is at present 225 while the temporary clerks in the same offices number no less than 389, not counting the establishment of the 5 temporary irrigation districts which of course is wholly temporary. We can understand this system in the case of districts temporarily created for dealing with single large works but as applied to ordinary permanent offices, in which the bulk of work does not fluctuate in a marked degree from year to year, this system seems to us to be open to the serious objection that establishment may be entertained and extended without the scrutiny which the increase of establishment would involve in the ordinary course and results in clerical offices far larger than is strictly required. We recommend that this system may as soon as possible be exchanged for one in which all clerical establishment, except the minimum necessary to deal with unusual fluctuations of work, should be regularized after proper scrutiny, and we believe that a large economy would result. In the case of any ordinary Executive Engineer's office, our examination of the matter

suggests that at least 2 clerks now engaged in office routine in the correspondence branch could be dispensed with by means of improvements of method, while since a large amount of the clerical work depends on the number of individual works undertaken in the district considerably less staff would appear to be required for it during the present restriction of outlay on public works.

In the cases in which we have recommended the amalgamation of several districts at least 75 per cent. of the clerical staff of the districts reduced may be abolished outright, since *ex hypothesi* the work that is to be done does not exceed what is suitable for a single district and to a large extent such establishment depends only on the existence of separate offices.

Wherever two districts have been combined in this manner, one Head Accountant can in our opinion supervise the account work of the whole enlarged charge. The number of auditors retained need not exceed the number of subdivisions as reduced under our recommendations while of the remaining accounts staff 75 per cent. may be abolished for the reasons given in the case of ordinary staff.

We would further propose that in order to economise the number of highly paid Accountants, wherever two Executive Engineers' offices are still located at the same headquarters one combined Account Office should be constituted to do the work of both. The presence of an Accountant is largely conditioned by the existence of a separate office in which certain classes of account work require expert supervision, and the combination of offices would enable such supervision to be distributed over the whole staff by a single Head Accountant without loss of efficiency. Our proposals in this connection would result in a total reduction of 13 or 14 in the number of Head Accountants.

We understand that certain proposals for the reduction of the ministerial staff of the Public Works Secretariat are under the consideration of Government. We have examined these proposals and are of opinion that a strong *prima facie* case exists for the reduction of 1 Assistant Secretary, 4 permanent and 2 temporary Assistant Superintendents and 5 clerks in this Secretariat with a total saving of over Rs. 29,000 annually, which we accordingly recommend for retrenchment.

## FINANCIAL RESULTS.

In the case of Departments not mentioned individually above we have examined the expenditure generally but have no specific recommendations to make.

In the Appendix to this Report we have exhibited the approximate savings resulting from our detailed proposals so far as they are capable of calculation. In the case of many other recommendations no calculations could be made owing either to the nature of the subject or to the absence of definite data. While therefore the retrenchments which we have calculated amount to a grand total of  $87\frac{3}{4}$  lakhs it will be understood that this amount does not represent the final total of the retrenchment which would result from our various proposals.

BOMBAY :  
28th February 1923. }

C. M. GANDHI,\*  
Chairman.

NAHARSINGHJI.\*

G. K. CHITALE.

P. R. CHIKODI.\*

D. A. VICHARE.

JAGDEORAO A.  
POWAR.

IBRAHIM S. HAJI.\*

BHOJSING G.  
PAHALAJANI.\*

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\* Subject to Minutes of Dissent.

## MINUTE OF DISSENT BY MR. C. M. GANDHI.

I do not approve of the transfer of the entire Secretariat from Bombay to Poona, for in my opinion, other considerations far outweigh than those of mere economy which are urged in favour of the suggested transfer.

25th February 1923.

(Sd.) C. M. GANDHI.

MINUTE OF DISSENT BY SARDAR NAHARSINGHJI  
ISHWARSINGHJI, THAKOR OF AMOD.

**The Public Services.**

I agree more or less on the general principle arrived at by the Committee, but so far the scale of pay is concerned, I am afraid, I cannot hold the same view as proposed by the Committee. It may perhaps be possible to get men within the pay proposed from the Divisions which are poor; but it will be a question whether in a fertile province like Gujarat a really good and reliable man could be had. In my opinion they should be given living wages and the scale of pay should be such that the officer could safely be expected to keep away himself from all undue temptations, eventually leading to corruption.

**General Administration.**

This is a very important subject, and a subject on which the tranquility, peace and efficiency of the administration rest, and I do not think I am quite competent to express any useful opinion, however, I would make a few observations.

In the first place I am strongly of opinion that the Secretariat forming the governing body and, the Divisional and the District officers, forming the executive body, should, as far as possible, be maintained absolutely separate. I have not the least objection if the expert heads of professional Departments such as Medical, Excise, Co-operative are made Secretaries; but I strongly oppose the adoption of a wholesale policy of making the heads of every Department a Secretary.

India is an agricultural country and the main source of revenue is from land. Besides the love which the people have got for their land, is well known, and the Department particularly relating to land-revenue must be within the reach of the poor where they can ask for redress. Questions pertaining to lands of several kinds are cropping up, and in such cases there must be somebody quite independent of the Collectors and exercising authority within the Divisions to whom the poor can easily go by the way of appeal. In the proposed arrangements, if accepted by Government, there would be a direct appeal to Government from the orders of

the Collectors and in that case, I am afraid, people shall have to undergo more expenses and hardship than at present. In almost all important cases, the work is mostly done by pleaders and their charges will be considerably increased if appeals lie to Government direct. Whatever may be the subject or nature of the work, the remuneration for the lawyers is generally based on the office to be approached and thus the proposed change will cause great hardship to the people.

Besides in the interest of Government and in the interest of Rayot as well, it is but just that the work of the Collectors and subordinate officers should be supervised and the Collectors should realize that there is some higher authority over him within the Divisions.

Even today Commissioners' touring, I find, is very infrequent and generally restricted to District towns which is again not a sound policy. Once in a year at least he must visit a Taluka town and should come in direct touch with the people.

Bombay Presidency is a museum of caste and creed and there are a number of interests comprised in the four Divisions quite distinct from one another. Nearly one-fifth of the province of Gujarat belongs to tribute-paying Talukdars and even among them, their holdings are on different tenures and questions affecting their rights and status often crop up and it would be quite unfair if the higher authority which is within the division is abolished. I would like to point that a separate Department was being maintained by Government till very recently for Talukdars, which was known as Talukdari Department. The work of that Department is now entrusted to Collectors of the Districts and the Talukdars did not seriously object because the office of the Commissioner is in existence. If the posts of the Commissioners are abolished, I am afraid, it will tell upon efficiency and good administration. For these reasons I do not agree to the proposal to abolish the posts of the Commissioners.

With regard to another Department proposed to be similarly dealt with, *viz.*, Police, there too, I think it is a great risk if the head of the Department is removed and made a Secretary.

24th February 1923.

(Sd.) NAHARSINGHJI,  
Thakor of Amod.



## MINUTE OF DISSENT BY MR. I. S. HAJI.

I disagree with the rate of pay proposed for the Deputy Superintendent, Civil Veterinary Department, Sind, *viz.*, Rs. 250—500 per month as it will not be possible to attract the proper type of officer at this rate of pay. In my opinion the pay for this officer should be at least Rs. 380-800 per month the same as that of Deputy Collectors, as an officer in sole charge of the province for Civil Veterinary work should have proper remuneration and status.

22nd February 1923.

I. S. HAJI.

## MINUTE OF DISSENT BY Mr. B. G. PAHALAJANI.

**The Public Services.**

If this report is interpreted to mean that this Committee is of opinion that the salaries of the Imperial Services are not too high or do not require reduction, I cannot agree with it. Willing as the Committee was to consider the question, a recent Government Order received from the Government of India prevented it from a detailed consideration of it. I am of opinion that a considerable saving could be effected by giving effect to the Government of India's last communique of August 1921 as regards giving listed appointments to officers of the Provincial Service. Rules and orders of 1879, reserved  $\frac{1}{8}$ th of superior appointments to be so given. In 1921, a resolution was carried in the Legislative Assembly that the proportion should reach  $\frac{1}{4}$ th. The Provincial Governments were asked to bring up the proportion to  $\frac{1}{4}$ th. We had in evidence, I believe, from the Chief Secretary that even  $\frac{1}{8}$ th had not been reached: if this resolution and the desire of the Government of India were seriously acted upon by this Government, a considerable saving is possible in the salaries and allowances and leave allowances of the incumbents. But apart from this, I am entirely at one with the Committee in thinking that time is now come, when Indians should not wish to have equal pay with Europeans, and that the fastest way is to cheapen it by making them alive to the necessity of economy and by accepting less pay.

**General Administration.**

I cannot see my way to agree with the opinion of the Committee (which, however, was formed during my absence from the meeting on account of unavoidable circumstances) that the case of the Commissioner in Sind requires a consideration and continuance different from the rest. The grievance of Sind, so often asserted and pressed at all Sind Provincial Conferences has been the delegation of Local Government executive powers both under Special Act and the Local-self Government Acts—a concentration of powers that confers on a single individual, a power that elsewhere is controlled by the Executive Council, the Ministers and the Legislative Councils. This delegation has a tendency to be irresponsible

and has been irresponsible and from time to time the theme has been thrashed out at the Provincial Conferences. Either as the Inspector General of Police or the Local Government for the Municipal and Local Board purposes, or even of the Judicial Department, appointing Sub-Judges and transferring or locating Additional and Assistant Judges, his power has been always protested against and rightly too. The objection as to duplication applies to him with equal force. I am sure that if these facts had been before the Committee, it would have agreed with me in the view I have taken.

If this scheme of elimination of the Commissioners' posts is not acceptable, in my opinion the superior staff in the Secretariat which has been recently double (it is double of that in 1914) consisting of Secretaries, Deputy Secretaries is excessive. The list of subjects on paper, which is said to be dealt with is no index of the quantity of work, just in the same way as it is not for 7 members of the "Cabinet" where there were only 3 before. One of the Secretaries told us that interpellations had increased the work of the Secretariat—a proposition that may support the theory of increase in the establishment that collated the information. But the "mode of answering" the interpellation was to be done, as we were told by the Secretaries and their Deputies—and this was one of the reasons given for the increase. The recent elimination of the "Under Secretary" and transformation of the "Under" into a "Deputy" is another step towards increase, not retrenchment, of expenditure.

25th February 1923.

(Sd.) B. G. PAHALAJANI.

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## MINUTE OF DISSENT BY MR. P. R. CHIKODI.

In my opinion real retrenchment is only possible when a change in the system of administration has been effected. The present system is as old as the advent of the British into India, *i.e.*, the result of a steady growth according to the requirements of circumstances at various stages, and is based upon principles which made it responsible not to the people here in India, but to the Parliament in England. The ultimate and supreme authority vested in an institution, thousands of miles away from the sphere of its exercise, naturally necessitated a large series of intermediate officers for superintendence and co-ordination, and the result has been what is popularly known as "the top-heaviness". The recent Reforms introduced an entirely different principle into the system of administration, whereby the process of transferring this authority from the Parliament to the people, that is to say, the process of making the administration responsible to the people has been brought into operation. The top-heaviness of the system, which has been already existing, is being felt more keenly during this period of transition and hence the cry for retrenchment has naturally become louder and more insistent. The working of the Reforms therefore requires, on principle, the removal of this top-heaviness which must be steadily kept in view in any scheme of retrenchment. This means that, so far as our provincial administration is concerned, the Secretariat should part with some of its authority to the Divisional Officers, who in their turn should do the same to the District Officers. These three sets of officers should have powers of final disposal in matters falling within their respective spheres, so that unnecessary duplication of work will be avoided and its prompt disposal assured. No fear need be entertained that the powers of these officers will be uncontrolled and consequently there might be an abuse of them. Such a fear, if entertained, will ultimately prove a false one in view of the fact that every district has its representatives in the Legislative Council which is the supreme seat of authority and which provides sufficient means of getting the grievances redressed.

2. The second thing which deserves consideration is that there is a class of officers who combine in themselves

the administrative functions with the duties which are proper to them as experts or specialists. The Director of Public Instruction, the Director of Agriculture and the Director of Public Health are some of the examples of this class. The combination of these two functions has led to impair their efficiency as specialist officers since all their time is spent in administrative matters; and it has also unnecessarily increased their subordinate and clerical staff. If the administrative duties are taken away from these officers, then there will be greater efficiency combined with considerable savings in consequence of the reduction in the subordinate staff. The proper functions of the specialist officers should be consultative and advisory on technical matters.

3. There are some departments which maintain a large number of highly paid officers for administrative purposes only. By a careful redistribution of functions some of the posts held by these officers may conveniently be abolished without any loss of efficiency.

4. The Ministers and the Members of the Council, who form the Cabinet, ought to really concern themselves with laying down lines of policy and deciding matters in which questions of principles are involved. When once the lines of policy and the principles are laid down, the application of these should be left entirely to the permanent Secretaries or officials in the Secretariat. This should not be understood to mean that the responsibility for the various departments under the Ministers and the Members of the Council should be taken away from them. They must necessarily be held responsible for the proper administration of the departments under them, but what is intended is that they should not, as I think they are now doing, concern themselves with a considerable amount of administrative details. Ministers are drawn from the public life and hence cannot be expected to be conversant with the technical details of each department. The procedure followed at present has, in my opinion, added considerably to the work of the Secretaries who are constantly required to attend the Ministers and the non-official Indian Members of the Council for explaining and discussing various matters that could very conveniently be left to the Secretaries themselves. I think this is one of the reasons why the work in the Secretariat has increased and

why the staff had to be increased as well. I must also mention here that I am not in favour of reducing the number of Ministers nor that of the Members of the Council as I am of opinion that as large a number of non-official Indians as possible should be associated with the internal working of the Government. But I agree with the recommendation of the Committee that the salaries of the Ministers and the non-official Indian Members of the Council should be reduced to Rs. 3,000 per mensem. As regards the Secretariat I do not think that there is any possibility of reduction in the staff beyond what has already been done. But I believe that some savings might be effected if migration to the Hills is stopped and I recommend that this should be done immediately. Except this, I hold that there is no room for further retrenchment in the Secretariat as the volume of work has considerably increased on account of the introduction of the new Reforms, and is likely to increase still more in view of the greater interest which the people are taking in the administration than they used to do before.

5. Before I proceed to make my definite recommendations, I would like to say a few words regarding the salaries of the European Officers. It has been said often that these salaries are too big and should be reduced. Apart from the fact that we are precluded by the statute from increasing or reducing them, there is one question which must be answered before we proceed to their consideration and it is whether there is any necessity for the employment of European services. If the answer to this question is in the affirmative, then it follows as a business proposition, that the salaries demanded must be paid, whether big or small, irrespective of any other considerations. I am one of those who think that we stand in need of European services for a considerable time to come and would give them their due salaries with a view to get a better and greater amount of work. When I say so, I should not be misunderstood to mean that I am against the larger employment of Indians in the public services. On the contrary I hold strongly that Indians should be employed in an increasing number by a gradual process and that their scale of pay should be less than that of the Europeans. This can only be effected slowly and there is no possibility of immediate retrenchment in this direction.

6. The Presidency of Bombay is divided into four divisions which differ from one another geographically, linguistically, economically and in several other ways. This is the feature which is specially characteristic of this Presidency, and should be borne in mind when we attempt a comparison with the other Presidencies. The second thing to be noted is (1) that there are matters which affect the people of a district or of some Talukas in a district only and which are generally called local matters, (2) that there are matters which affect the people of two or more districts, such as famines, &c., (3) and lastly those matters which affect the larger part of the Presidency or the Presidency as a whole. If the two circumstances that I have mentioned above are admitted, then the necessity of one supervising and co-ordinating officer for each territorial division between the Secretariat on the one hand and the district officer on the other is obvious. The present territorial Commissioners fulfill this part and the abolition of these Commissionerships or their transfer to the Secretariat will be a serious blunder. The Collector must be the executive authority for his district, the territorial Commissioner for his division, and the Secretariat for the Presidency. This is the most natural system which has worked well till now and which will become more efficient, turn out more work and help towards its quicker despatch, if the Secretariat were to transfer to the territorial Commissioners some of the powers and functions which it now possesses, and the reasons for possessing which have now ceased to exist. I am not going to discuss here the good or bad points of the system of Board of Commissioners as it has been dismissed by the Committee and justly so. In the place of the present territorial Commissioners, the Committee has proposed their transfer to the Secretariat as Commissioner-Secretaries. This will mean that there will be no officer to control and co-ordinate the work of the Collectors, whose decision and judgment will necessarily be coloured and tempered by the narrow view confined within the four corners of their districts and who cannot be expected to take that broader out-look of affairs which a territorial Commissioner is in a position to take. It must be remembered that the territorial Commissioner in this Presidency is responsible for the general administration of his division and hence a much bigger officer than the Commissioners in other Presidencies, where their duties are only confined to revenue matters, and where they are styled as

*Revenue Commissioners.* Here the territorial Commissioner has touch with matters falling within the purview of almost all other important departments within his division. In Forest Department he is the controlling authority except in purely technical matters. He has a recognised position in the administration of the Police Department in the Presidency, which is not to be met with elsewhere. I do not believe that any case has been made out to justify the abolition of these territorial Commissionerships except it be to secure retrenchment by sacrificing usefulness and efficiency of the whole administrative machinery. In my opinion considerable retrenchment is only possible without loss of efficiency if the territorial Commissioners are retained. I may here mention that the Royal Commission on Decentralization appointed 8 or 10 years ago has definitely recorded its opinion in favour of the retention of the territorial Commissioners, after having carefully and fully examined the Commissionerships in all other Presidencies and has given detailed reasons which it is not necessary to refer to here. I will not, therefore, support any proposal for the transfer of the Commissioners to the Secretariat and their division, not on a territorial basis but on a subjects-basis on the following grounds:—

(a) There will be no decentralization but there will be centralization of authority at the Secretariat. Such a system is clearly opposed to the principles underlying the Reforms under which, just as power is being transferred from the Parliament in England to the Legislative Councils, that is to say, to the people here in India, the executive authority must also be decentralised according to the nature of the circumstances in each province.

(b) People in the Bombay Presidency are not homogeneous. They are, as it were, divided into watertight compartments. Languages differ, manners and customs differ, traditions differ and even systems of land tenures differ,—not to mention the social, economical, educational, political and sectarian differences peculiar to the natural divisions in which the Presidency has been divided. This is a circumstance which exists here in a more marked manner than in other provinces. Each division has its own administrative problems to solve. Under the Commissioner-Secretary system,



the Commissioner, although he might tour, cannot be expected to have that touch and relation with the people which he will have as a territorial Commissioner. Take for example the case of the Director of Agriculture or the Director of Co-operative Societies. Each of these is a Presidency officer and tours constantly in all parts. When he visits any part and frames proposals in respect thereof he naturally takes a view from the standpoint of the subject matter of his own department and will not generally care to inquire how his proposals affect the interest or the working of another sister department. There is one latest instance of this defect which the Government have now been trying to remedy. The Director of Co-operative Societies adopted some methods of propaganda for his department, and the Director of Agriculture also had his own scheme for his department. Both these departments did not think that one common scheme and agency can be employed for the propaganda work of both. The consequence was that there was considerable overlapping and duplication. I have given this instance to illustrate the evil that is likely to arise often when there is a division of officials on a departmental or a subject-basis. I should not be taken to mean that no two departments should exist on a subject-basis nor that these two departments of Agriculture and Co-operative Societies have not got sufficient spheres of independent work. I only want to state how the consideration of any question from the departmental point of view only gives rise to the evil of overlapping in certain matters. The chances of this danger are considerable when the Commissioner-Secretaries divide their work on a subject-basis. The territorial Commissioner residing in his division will not, whenever a question arises, consider it from the view-point of any particular subject or department, but will view at it from a broader outlook of the general circumstances of his division as a whole. This is one of the reasons, I think, why he has been given the position of a controlling officer in forest matters. Differences have arisen in the past and will arise in future, between the Collector of a district on the one hand and the Conservator or Divisional Forest Officer on the other; or between the Forest Officers and the people. It has been found, under such circumstances,

that the territorial Commissioner has played a very useful part in settling the differences; and I believe he has been able to do so largely because he has approached the problems from the view-point of an officer responsible for the general administration of his division. The opinion of the territorial Commissioner has behind it the force of personal knowledge, broader out-look, and freedom from any departmental bias, while that of a Commissioner-Secretary on a subject-basis will have all the faults of petty-minded departmentalism.

(c) Under the system of Commissioner-Secretary on a subject-basis, the evils of uniformity are, I fear, likely to creep in for want of sufficient local knowledge or for lack of due appreciation of local difficulties. I am unable to say just at this moment the nature of these evils, but I am aware the Government of Bombay knows them very well since they themselves have condemned the faults of introducing a uniform system in their note presented to the Royal Commission of Decentralization.

7. The Committee has given four or five grounds on which it considers the position of the Commissioners as anomalous. Some of these have been already disposed of in the above paragraphs. The only grounds that remain to be considered are that (1) the Collectors rank as Heads of Departments for purposes of Civil Service Regulations and that (2) they correspond with one or two Heads of Departments quite independently of the Commissioners. There is absolutely nothing in these arguments that go against my contention. On principles of decentralization I would fully allow these powers to the Collectors and would give even some more. This does not mean that the Commissioners have no sphere of work or that the reasons for their existence have vanished. I have already mentioned that so far as the district is concerned the Collector must have powers of final disposal in certain matters to avoid unnecessary correspondence. I, therefore, find myself unable to agree with the grounds which the Committee has given against the retention of the territorial Commissioners.

8. I am, therefore, of opinion that the Commissioners on territorial basis should be retained as at present and secondly their powers should be enlarged as under:--

(a) The Commissioner should generally be invested with powers similar to those exercised at present by the

Commissioner in Sind. I think this measure will considerably relieve the Secretariat of its present work and will result in proportionate economy.

(b) The Commissioner will have to take up some functions of the officers whose posts I am proposing to abolish, and some administrative duties of officers whom I would keep as technical advisors or as professional officers only.

With regard to this proposal I may say that the staff of each of the territorial Commissioners will have to be strengthened and this will mean additional expenditure. But it must be remembered that this additional expenditure will be slight in comparison with the large savings which will be effected and which will not be possible otherwise. I might also anticipate the criticism that I am proposing to create territorial *satraps*. I am thinking nothing of the sort. Such a criticism would have been true and appropriate before the introduction of the Reforms. The power over the purse, the right of interpellation and the privilege of moving resolutions, conferred by the Reforms, have already changed the former state of things considerably and have afforded sufficient means for checking the misuse of powers and for ventilating grievances. There has been also a good deal of awakening among the people who will not tolerate so easily the wrong use of authority.

There is, therefore, no room for apprehension that the Commissioners will be uncontrolled. The proposal for enlarging the powers and functions of these officers is made with the object of improving the old administrative machinery by replacing its worn-out and useless parts with new ones, so that its capacity may be increased for turning out the work of a better kind and in a more expeditious manner.

9. The posts which I would like to abolish are.

**(a) The Settlement Commissioner and Director  
of Land Records.**

I agree with the Committee that the post of this officer is now superfluous, but I would not replace him by a Deputy Secretary to Government attached to the Secretariat. For the supervision of the work of the subordinates in this department there is already one Superintendent for each division besides the Collectors and the Commissioner. The District Inspectors should be directly placed under the

Superintendents, who should work as subordinates to the territorial Commissioner of the division. The savings will be Rs. 62,000.

**(b) Salt and Excise.**

The following is the list of officers in this department:—

118	Sub-Inspectors	...	Rs.	70 to	100
53	Assistant Inspectors	...	„	105 to	145
202	{ Inspectors	...	„	150 to	400
	{ Chief Inspectors	...	„	400 to	500
2	Supervisors	...	„	400 to	500
17	Superintendents	...	„	450 to	1,100
3	Deputy Commissioners	...	„	1,250 to	1,500
1	Commissioner	...	„	3,000	

I do not know the exact number of reductions that might have been made departmentally since these figures were supplied to me some two months ago. Salt is an Imperial Department, but I have taken it here along with Excise, because both of these have been amalgamated, the establishment is the same for both, and the cost is distributed between the Government of India and the Bombay Government in the proportion of 5/9 : 4/9. I am informed that the charges in respect of the Commissioner are at present borne entirely by the Government of India. The departments should be deamalgamated and when this is done there will be no necessity for the posts of the Commissioner and the Deputy Commissioners for the purposes of the Excise Department only. This system of amalgamation is faulty and it is to the advantage of the Bombay Government to discontinue it immediately. It is no doubt in the interest of the Government of India to maintain the amalgamation, as otherwise they will have to maintain an independent establishment for Salt only and to bear its entire cost which is now shared by the Government of Bombay. I, therefore, propose that—

- (1) The two departments should be separated.
- (2) The posts of Deputy Commissioners and Commissioner should be abolished.

(3) Instead of 8 grades of officers, there should be only two grades, *viz.*, (a) Inspectors and (b) Superintendents, with respective scales of pay 70 to 150 and 200 to 550 (the same that is recommended by the Committee for the Provincial Service).

(4) Every Taluka should be in the charge of one Inspector. For heavier charges, even two Inspectors may be appointed.

(5) The ordinary charge of the Excise Superintendent should be the Revenue Administrative District.

(6) The Excise Superintendent should be subordinate to the District Superintendent of Police.

(7) The Revenue Collector should be responsible for the collection of the Excise revenue and be responsible for the Excise administration generally.

Such a reorganization of the Excise Department will, I think, ensure economy and efficiency. It will be a branch establishment under the Police and will, therefore, naturally derive considerable help in the matter of detection and prevention of crime. The work of supervision will be done by the District Superintendent of Police and the Collector far more effectively than is now possible for the Deputy Commissioners and the Commissioner. I have not calculated the savings that will result by this reorganization, but I am sure they will be substantial.

#### (c) Forest.

The Chief Conservator should be retained for purposes of consultation and advice upon technical matters. His administrative duties should be transferred to the territorial Commissioners who are already controlling officers in the case of this department. The present posts of the Conservators should be abolished. There are at present 21 Deputy and Assistant Conservators (Indian Forest Service), 2 Extra Deputy Conservators, and 23 Extra Assistant Conservators, besides 1 Probationary Extra Assistant Conservator and 1 Temporary Officer, in all 48 high officers. Working plans which are prepared by the Conservators can very well be prepared by the Deputy or Assistant Conservators. It appears that the posts of the Conservators are only meant as avenues for promotions. At present deputation and special allowances, amounting to Rs. 1,22,890 are given.

In future these should be stopped. The probable savings under this head will be:—

	Rs.
3 Conservators	... 73,400
Their Establishment	...(Not separately shown.)
Deputation and special allowances...	1,22,890
Total	... <u>1,96,290</u>

**(d) Registration.**

The Collector as District Registrar is already there as Head of the subordinate staff of this department in his district. He has also one clerk under him called Registration Clerk to help him in inspection and other matters connected therewith. There is, therefore, no necessity for the posts of Inspectors of Registration who are now 6 in number. These posts may conveniently be done away with. The savings will be Rs. 36,000.

**(e) Police.**

The posts of Inspector General and Deputy Inspectors General are purely administrative in their nature and there is no justification for retaining them except as avenues for promotions. The departmental functions of these officers should be distributed between the Secretariat and the territorial Commissioners. One of the senior District Superintendents of Police should be appointed as Deputy Secretary to Government, Home Department, in the place of one who is now usually an I.C.S. officer. In matters relating to crime, peace, and order, the District Superintendent is at present subordinate to the District Magistrate and respecting departmental matters he is subordinate to Deputy Inspector General and Inspector General. This dual control should be put an end to and the District Superintendents of Police should be under the control of District Magistrates in all matters. Savings will probably be Rs. 3,01,000.

**(f) Education.**

At present the Director of Public Instruction is more of an administrator than a professional officer. I think that he should be kept purely a specialist or professional officer whose functions should be to advise Government on matters

relating education. If this is done, his present office staff, which is very large, will have to be reduced considerably. His administrative functions should be suitably distributed between the Secretariat and the Divisional Inspectors. On account of the new Local Boards Act and the Elementary Education Act passed in December last by the Legislative Council, the control of the primary education will go over into the hands of the local bodies and the work of the Divisional Inspectors will be considerably lessened. The Divisional Inspectors will not, therefore, complain of any addition to their work if some of the administrative functions, especially relating to the secondary education and now dealt with by the Director of Public Instruction, are handed over to them.

**(g) Public Works Department.**

If the policy which is now adopted and which consists in transferring the works to the District Local Boards, is steadily followed up to the full, then it follows as a matter of course that the functions of this department will be considerably reduced and substantial savings will be effected. At present Public Works Department officers are allowed ordinary travelling allowance. This should be stopped and permanent travelling allowance should be given fixing the number of days and mileage which an officer must tour in a month.

**(h) Medical and Public Health.**

Both these departments should be combined and the Surgeon-General should be its head. The posts of the Director of Public Health, and of the 5 Deputy Directors under him should be abolished. There is now one Civil Surgeon for each district and he should be entrusted with the work of sanitation in respect of his district. For this addition to his medical work, he should be given a duty allowance of Rs. 150 per month. So far as compilation of vital statistics is concerned, one additional clerk should be attached to the office establishment of the Civil Surgeon. The control of vaccination should be transferred to the District Local Boards. The present Assistant to the Director of Public Health should be placed under the Surgeon-General to assist him in the preparation of statistics and other matters relating to sanitation. Probable savings will be Rs. 1,00,000.

**(i) Agriculture and Veterinary.**

These two departments should be amalgamated and placed under the control of the Director of Agriculture. The posts of the Veterinary Superintendents and Deputy Superintendents should be abolished. Veterinary Inspectors and Assistants should be placed under the Deputy Directors of Agriculture in each division. The Veterinary College in Bombay should cease to exist and a provision for a higher standard and an extended course of veterinary instruction should be made at the Agricultural College, Poona. The pay of the Deputy Directors of Agriculture should be on the provincial basis recommended by the Committee. There are yet 3 posts of Divisional Superintendents of Agriculture and these should also be discontinued. I am against the reduction in the number of Demonstration or Experimental Farms which I hold should rather be increased. On these lines there will be considerable savings which for want of time I have not been able to calculate.

I do not think I should take up the remaining departments. What I have stated above is only intended to illustrate the lines on which retrenchment should be effected. In Agriculture and Medical Departments, the peculiar nature of their functions is such that their administrative functions, I find, cannot be divorced from their professional functions. It is for this reason that I have not suggested that the Director of Agriculture and the Surgeon-General should remain only Professional officers. I think in the subordinate staff and the clerical establishments of all the departments reductions have been already considerable, and in some cases more than is necessary. As regards Revenue Department, I am not in favour of any reduction in the number of either Talatis, or Circle Inspectors or Mamlatdars or Deputy Collectors. This is a department which is responsible not only for the collection of the two big sources of revenue, *viz.*, Land and Excise, but is also responsible for the general administration, being connected in numerous ways with the every-day life of the people. It is the central wheel of the whole of the administrative machinery and should be strengthened rather than its force lessened by distribution. Some of the amounts of savings that I have given here and there are calculated from the figures for 1923-24.

Town Hall, Bombay :  
27th February 1923.

} (Sd.) P. R. CHIKODI.



## APPENDIX.

## ESTIMATED SAVINGS.

## GENERAL ADMINISTRATION.

	Rs.
I. Reduction in the pay of Indian Executive Councilors and Ministers from Rs. 5,333-5-4 to Rs. 3,000 per mensem.	1,40,000
II. Abolition of the posts of Secretaries, Revenue and General Departments.	70,500
III. Abolition of the posts of Deputy Secretaries, Revenue, General and Home Departments.	76,500
IV. Abolition of the posts of five Assistant Secretaries, viz., 2 of Revenue Department, 2 of General Department and 1 of Home Department.	46,800
V. Abolition of two-thirds of the whole cost of clerical establishment in Revenue Department.	1,00,080
VI. Abolition of two-thirds of the clerical establishment in General Department excluding 1 branch dealing in Ecclesiastical and Marine work.	95,260
VII. Abolition of two-thirds of three-fifths of the whole cost of clerical establishment in Home Department.	51,768
VIII. Discontinuance of "B" Proceedings ...	40,000
Total saving ...	<u>6,20,908</u>

## AGRICULTURAL DEPARTMENT.

	Rs.
I. Abolition of 3 Divisional Inspectors on Rs. 250-20-750 per mensem.	18,000
II. Substitution of 7 Provincial Service Officers on Rs. 250-500 per mensem for 7 Imperial Service Officers on Rs. 500-1,750 per mensem as Deputy Directors.	63,000
III. Abolition of 3 Experts—	...
2 on Rs. 350-50-1,500	Rs. 22,200
1 on Rs. 250-20-750	,, 5,700
	<u>27,900</u>

	Rs.
IV. Abolition of establishment under the above officers.	19,221
V. Conversion of 2 Experts on Rs. 350-50-1,500 and 3 Professors of Agricultural College on Rs. 500-50-1,750 in the Imperial Service into 5 Provincial appointments on Rs. 550-750.	23,700
VI. Abolition of 7 Cotton Superintendents and Cotton Breeders on Rs. 250-20-750 per mensem.	42,000
VII. Abolition of 8 experimental and demonstrational farms, as well as those at Larkana and Sukkur.	1,06,720
VIII. Hydraulic Boring operations (cost to be borne by the persons benefited).	53,700
IX. Abolition of 2 Price Inspectors on Rs. 150-5-200.	4,140
X. 20 per cent. reduction in the clerical establishment of the Director's office.	6,558
Total saving ...	3,64,939

#### CIVIL VETERINARY DEPARTMENT.

##### *Presidency Proper.*

	Rs. a.p.
I. Difference of pay of the Superintendent between the present scale of Rs. 500-50-1,750 and the proposed scale of Rs. 550-25-750.	5,400 0 0
II. Difference of pay of the Deputy Superintendent between the present scale of Rs. 250-25-550-25-750 and the proposed scale of Rs. 250-20-450/E. B.-25/2-500.	1,500 0 0
III. Abolition of 1 clerk on Rs. 140-5-200 and 1 clerk on Rs. 30-5/2-95.	2,780 5 0
Total ...	9,680 5 0

##### *Sind.*

I. Substitution of Deputy Superintendent on the scale of Rs. 250-20-450-25/2-500 for the Superintendent on Rs. 500-50-1,750.	8,580 0 0
II. Substitution of 1 Inspector on Rs. 150-5-200 for 1 Deputy Superintendent on Rs. 250-25-550-25-750.	3,930 0 0

	Rs. a. p.
II. Conversion of 1 clerical appointment on Rs. 150-5-200 into that on Rs. 30-5/2-80.	1,425 0 0
IV. Abolition of dispensary allowances ...	1,380 0 0
Total ...	15,315 0 0
Grand Total ...	24,945 5 0

## CO-OPERATIVE DEPARTMENT.

	Rs.
I. Saving resulting in travelling allowance on account of abolition of Divisional Honorary Organizers.	4,000
II. Saving resulting in travelling allowance on account of reduction by 1/3rd of the District and Taluka Honorary Organizers.	8,000
III. Adherence to the limit of Travelling Allowance rule already prescribed, viz., Rs. 60 per mensem to District and Rs. 30 for Taluka Honorary Organizers.	5,000
IV. Reduction in the pay of 12 Auditors from Rs. 200-10-300 and of 19 Auditors from Rs. 150-5-200 to Rs. 100-5-200 per mensem.	43,698
V. Reduction in the pay of 6 Assistant Registrars and 2 Special Auditors from Rs. 300-750 to Rs. 250-500 per mensem.	14,400
VI. Discontinuance of Duty Allowance of Rs. 100 per mensem paid to the Personal Assistant to Registrar and 2 Assistant Registrars.	3,600
VII. Discontinuance of Duty Allowance of Rs. 150 per mensem paid to Registrar.	1,800
VIII. Reduction of 1 peon in each of the Offices of Assistant Registrars, C. D., S. D., Bombay Division and Sind Division.	768
Total saving ...	81,266

## EDUCATIONAL DEPARTMENT.

	Rs.
I. Abolition of overseas pay granted to officers promoted from Provincial Educational Service to Imperial Educational Service.	9,000
II. Abolition of the posts of Inspector of Drawing and Inspector of Science Teaching.	24,600
III. Reduction in the staff at the Sydenham College of Commerce.	10,800
IV. Reduction of 15 teachers in High Schools ...	24,300
V. Abolition of Pensioner's School at Poona ...	1,651
VI. Abolition of the cost of the Manora School now met from the Provincial revenues.	1,176
VII. Abolition of cadet grants ...	3,500
VIII. Abolition of the post of Sub-Assistant Surgeon attached to the Convent School, Poona.	1,560
IX. Reduction of the grant for Sloyd allowance from Rs. 4,450 to Rs. 1,600.	2,850
X. Abolition of the post of Sub-Assistant Surgeon attached to the Deccan College and abolition of the allowance on this account to the Civil Surgeon.	2,760
XI. Reduction in the allowances granted to the Sub-Assistant Surgeons employed at the Training Colleges at Poona and Dhulia from Rs. 50 to Rs. 25	600
XII. Reduction of remuneration paid to Doctors attending on the Training Schools at Nadiad and Hubli from Rs. 30 to Rs. 10.	480
XIII. Abolition of 20 clerks from Educational Institutions.	13,200
Total saving ...	96,477

## EXCISE DEPARTMENT.

	Rs.
I. Separation of Salt and Excise subordinate establishments and their accounts.	2,60,000
II. Abolition of 1 post of Deputy Commissioner ...	19,700
III. Reduction of preventive staff, including menials and clerks to strength required for detection only and redistribution of their grades.	4,00,000

	Rs.
IV. Reduction of 5 Inspectors' posts in the grade of Rs. 400-20-500 and 4 in the grade of Rs. 350-10-400 to the grade of Rs. 220-10-300.	16,932
V. Replacement of Inspectors in charge of warehouses at Ratnagiri, Ahmedabad, Satara and Sholapur and the Assistant Inspectors in charge of the warehouses at Jalgaon and Thana by Sub-Inspectors.	7,910
VI. Abolition of Excise clerks in Revenue offices ...	18,000
VII. Reduction of Patta establishment in excess of the scale of 6 peons for a Deputy Commissioner and 4 for a Superintendent and abolition of 6 peons of the office of the Deputy Commissioner reduced.	4,730
VIII. Adoption of Police rules for travelling allowance of menials and adoption of permanent travelling allowance for Excise officers.	50,000
Total ...	7,17,272

## Proposals initiated within the Department:—

I. Reduction of 6 Inspectors and 2 Sub-Inspectors in Bombay.	23,791.2
II. Reduction of 46 peons, Distillery Branch ...	11,481.6
III. Replacement of 3 Warehouse Inspectors by Assistant Inspectors.	3,632.4
IV. Reduction of peons attached to Excise charges already abolished (about).	17,388
V. Abolition of 6 men of Excise Boat establishment.	1,660.8
VI. Reduction of staff on the closure of distilleries at Godhra, Surat, Dhulia and Wadia, including Supervisors.	94,000
Total ...	1,51,954
Grand Total ...	8,69,226

FACTORY, BOILER AND SMOKE NUISANCES  
DEPARTMENT.

	Rs.
I. Whole cost of Boiler inspection to be recovered from the owners.	33,900
Budget provision for this purpose.      Rs. 1,08,400	
Fees now recovered      ...      ,,      74,500	
Rs. 33,900	
II. Cost of smoke nuisances inspection to be recovered from Municipalities.	22,000
III. Recovery of fees to be paid to certifying Surgeons from the factories which require certification.	10,060
IV. Reduction of pay of Factory Inspectors from Rs. 400-30-900 to Rs. 250-500.	29,700
V. Limitation of monthly travelling allowance to Rs. 200 for each of the 4 Divisional Inspectors.	17,640
VI. Reduction of pay of 2 clerks stationed at Ahmedabad from Rs. 60-4-100-3-160 to Rs. 30-5/2-80.	1,320
Total saving ...	1,14,620

FOREST DEPARTMENT.

	Rs.
I. Abolition of the post of the Chief Conservator ...	31,350
II. Abolition of the post of Personal Assistant (Extra Assistant Conservator) to the Chief Conservator.	4,800
III. Abolition of office establishment of the Chief Conservator.	11,791
IV. Conversion of the post of the Conservator in Sind into that of Deputy Conservator.	7,800
V. Reduction of 1 post of Divisional Forest Officer by redistribution of the Larkana, Shikarpur and Sukkur Divisions.	11,850
VI. Substitution of 2 Junior Provincial Forest Officers for 2 Imperial Officers for 2 Divisions, viz., Satara and Dharwar-Bijapur.	14,100
VII. Abolition of duty allowance of Rs. 100 paid to 7 Extra Assistant Conservators.	8,400
Total saving ...	90,091

## DEPARTMENT OF INDUSTRIES.

	Rs.
I. Direction	... 75,905
II. Superintendence	... 61,131
III. Industrial Education	... 22,590
IV. Industrial Development	... 66,960
V. Miscellaneous	... 29,900
Total saving	... <u>2,56,486*</u>

## JUDICIAL DEPARTMENT.

I. Abolition of the posts of Registrars of Districts Courts and consequent reduction of 10 posts in Sub-Judge's cadre.	63,720
II. Abolition of 1 post in each case out of two Nazirs for First Class Sub-Judge's Court and District Judge's Court wherever they are in close proximity.	20,919
III. Abolition of separate appointments of clerks of the Court and Nazir in linked Courts, <i>i.e.</i> , retention of 1 post instead of 2.	10,000
IV. Abolition of separate appointments of Civil and Criminal Shirastedars in District Courts, <i>i.e.</i> , retention of 1 appointment instead of 2.	20,919
V. Abolition of Registrars attached to the Small Causes Courts at Ahmedabad, Karachi and Poona.	6,210
Total saving	... <u>1,21,768</u>

\* Exclusive of Central Stores and Dapuri Workshop which are to be transferred to Public Works Department and of Fishery Section which is to be abolished.

## REVENUE DEPARTMENT.

*Presidency Proper.*

	Rs.
I. Reduction of 33 per cent. of Talatis ...	6,25,000
II. Abolition of 19 District Deputy Collectors, <i>i.e.</i> , 1 from each District.	2,75,000
III. Abolition of 9 Huzur Deputy Collectors from Districts where branches of Imperial Bank are situated.	50,000
IV. Abolition of 19, <i>i.e.</i> , all District Inspectors of Land Records.	63,000
V. Abolition of Village Havildars ...	1,25,000
Total ...	<u>11,38,000</u>

*Sind.*

I. Abolition of the posts of 2 Provincial Service Assistant Commissioners including allowances attached to these posts.	19,704
II. Abolition of menial establishment under the above officers.	1,200
III. Abolition of the post of Office Superintendent in the office of the Commissioner in Sind includ- ing house rent allowance attached to the post.	4,500
IV. Abolition of U. S. F. District ...	25,000
V. Abolition of Ubauro Sub-division ...	6,660
VI. Abolition of the establishment, saving on account of T. A. and contingencies.	3,000
VII. Abolition of 3 Huzur Deputy Collectors ...	18,036
VIII. Conversion of 4 Daftardars into Chitnises ...	12,336
IX. Conversion of 2 City Magistrates into Resident Magistrates.	6,168
X. Conversion of 5 posts of Mukhtiarkars into those of Mahalkaris.	6,140
XI. Reorganization of Village establishment ...	3,00,000
XII. Reduction in the number of peons ...	23,000
Total ...	<u>4,25,744</u>
Grand Total ...	<u>15,63,744</u>



## MEDICAL DEPARTMENT.

	Rs.
I. Replacement of 8 Indian Medical Service Officers by Bombay Medical Service Officers.	60,000
II. Reduction of $\frac{1}{2}$ present strength of Medical School, Hyderabad.	17,940
III. Reduction in the scale of the pay of Subordinate Medical Service Officers from Rs. 60-7-200 to 60—150. Total strength 506.	1,51,800
IV. Abolition of the Personal Assistant (Captain or Major) to Surgeon General.	13,800
V. Abolition of the present Office Superintendent. Pay Rs. 300-10-350.	3,870
Total ...	2,47,410
Add against this non-medical Personal Assistant to Surgeon General on Rs. 300-10-450 p. m.	4,500
Total saving ...	2,42,910

## POLICE DEPARTMENT.

*Presidency Proper.*

	Rs.
I. Abolition of 3,178 unarmed Constables and Head Constables at rural police stations and out-posts.	15,70,400
II. Abolition of 400 unarmed Constables and Head Constables at urban police stations.	1,28,612
III. Abolition of 62 Executive Sub-Inspectors ...	1,42,104
IV. Abolition of 16 Prosecuting Sub-Inspectors ...	54,144
V. Abolition of 60 District Inspectors of rural circles.	3,27,156
VI. Abolition of 2 Deputy Inspectors General, Northern Range and Southern Range.	50,688
Total ...	22,73,104

*Sind.*

	Rs.
I. Abolition of 498 unarmed Constables and Head Constables at rural police stations and outposts.	2,21,246
II. Abolition of 215 unarmed Constables and Head Constables at urban police stations.	90,042
III. Abolition of 21 Executive Sub-Inspectors ...	48,132
IV. Abolition of 2 Prosecuting Sub-Inspectors ...	6,768
V. Abolition of 20 District Inspectors of rural circles.	1,09,536
Total ...	<u>4,75,724</u>
Grand Total ...	<u>27,48,828</u>

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PUBLIC HEALTH DEPARTMENT.

	Rs.
I. Reduction of 18 clerks engaged on compilation work.	11,880
II. Reduction of clerical establishment in Director of Public Health and Assistant Director of Public Health's Offices from 64 to 58 and reduction of their pay.	12,720
III. Abolition of 5 Assistant Directors of Public Health.	70,398
IV. Abolition of their clerical establishments exclusive of I and II.	38,950
V. Abolition of the menial establishments of Assistant Directors of Public Health 25 peons at 16-1.	4,824
VI. Abolition of Inspectors' posts on Rs. 75 to 150...	43,200
VII. Abolition of Director of Public Health ...	27,600
VIII. Abolition of Personal Assistant to Director of Public Health.	4,466
Total ...	<u>2,14,038</u>

	Rs.
Against this add 2/3rds. of the cost of:—	
21 District Health Officers— ...	74,200
7 on Rs. 250—350.	
7 on Rs. 300—500.	
7 on Rs. 500—750.	
1 Assistant Director of Public Health as Personal Assistant to Surgeon General.	10,500
Total ...	84,700
Total saving ...	1,29,338

## PUBLIC WORKS DEPARTMENT.

	Rs.
I. Reduction of 30 per cent. sub-divisions in the Presidency.	2,44,906
II. Reduction of 25 per cent. sub-divisions in Sind.	90,000
III. Reduction of 2 clerks per sub-division abolished.	62,400
IV. Abolition of Chief Engineer in Sind ...	34,350
V. Abolition of duty allowance to 2 Chief Engineers at Rs. 250 per mensem.	6,000
VI. Abolition of Chief Engineer's Office, Sind ...	57,600
VII. Contingencies and travelling allowance of Chief Engineer's Office, Sind.	15,466
VIII. Reduction of 1 Superintending Engineer in the Presidency.	23,160
IX. Abolition of office of Superintending Engineer (including contingencies and travelling allowance).	59,404
X. Abolition of the Superintending Engineer, Sukkur Barrage Project.	23,160
XI. Reduction of 10 Executive Engineers:—	1,21,500
5—India recruited on Rs. 550—1,300 per mensem.	
5—Europe recruited on Rs. 775—1,625 per mensem.	
Add against this 1 Sub-Divisional Officer of Bombay Engineering Service for Indus Gauging District.	

	Rs.
XII. Reduction of 75 per cent. of the office establishments of the above.	1,02,086
XIII. Abolition of executive staffs under:—	2,89,519
(a) Sanitary Engineer.	
(b) Electrical Engineer.	
(c) Architectural District (half).	
XIV. Abolition of Mechanical Engineer ...	35,500
XV. Abolition of Sub-divisional allowances ...	1,24,820
XVI. Reduction of 2 clerks per district ...	48,699
XVII. Reduction in the Accounts staff:—	57,300
10 Accountants of the districts to be abolished.	
3 Clerks.	
52 Auditors.	
XVIII. Amalgamation of Accounts Offices where Executive Engineers' Offices are located at the same Headquarters.	27,300
13 Accountants.	
XIX. Reduction in the Secretariat staff ...	29,000
Total saving ...	<u>14,52,170</u>