



Report of the Sind  
Reorganization Committee.

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Gul Hayat Institute

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## INTRODUCTION.

Twelve months back in July 1937, the Sind Government decided that the whole of the organization and functions of the administrative machinery of Government should be subjected to a comprehensive survey in order to explore the possibilities of securing greater efficiency and economy in its working and for this purpose they were pleased to appoint a Committee designated the Reorganization Committee consisting of—

- (1) Diwan Bahadur Hiranand Khemsing, B.A., LL.B., M.L.A., Chairman.
  - (2) Khan Bahadur M. A. Khuhro, M.L.A.
  - (3) Mr. M. H. Gazdar, B.E., M.L.A.
  - (4) Professor Ghanshyam Jethanand, M.A., LL.B., M.L.A.
  - (5) Mr. Jamshed Nusserwanji, M.L.A.
  - (6) Mr. H. K. Kirpalani, C.I.E., I.C.S., Chief Secretary to the Government of Sind.
  - (7) Mr. A. Gordon, B.Sc. (Eng.) Glas., C.I.E., I.S.E., Chief Engineer in Sind.
- Mr. Chainrai Kishindas Pamnani, B.A., Secretary.

2. The terms of reference of the Committee were specified in Government Resolution, No. 130-H. (S)/37, dated the 7th July 1937, relating to their appointment, as under :—

“The task of the Committee will be the carrying out of a detailed examination of the organization of the Departments of Government, such as the Revenue, the Public Works, the Police Department, etc., with a view to the formulation of proposals for their more efficient organization and for any possible adjustment in their constitution and functions which may lead to the avoidance of duplication of staffs and duties. Questions of policy will not, of course, in themselves be the concern of the Committee but the Committee will be at liberty, when reviewing expenditure to indicate possible economies which might result if particular policies were either adopted, abandoned or modified.

In view of the work already done in connection with the scrutiny of all scales of pay following the reports of former reorganization and retrenchment committees, it is not contemplated that the Committee will concern itself with the detailed

investigation of such matters as scales of pay, etc., which have recently been revised for all new entrants to Government service; but the Committee will not be precluded from making any recommendations its members may consider desirable in cases where the revision of a pay scale seems called for by reason of any suggested alteration in the functions of a particular staff or department. It must be remembered, however, that revision in a downward direction can only be applied to persons recruited at a future date or to new entrants who have not yet been confirmed in Government service.

- The organization and conditions of service, of the All-India Services are matters under the control of the Secretary of State and the consideration of questions directly affecting these services is, therefore, necessarily excluded from the purview of the Committee."

3. Mr. H. K. Kirpalani resigned with effect from 26th November 1937, as he could not find time for the Committee's meetings. We were thus deprived of his valuable advice and vast experience at an early stage of our deliberations.

4. Our most grievous loss, which we regret very much, was the passing away of our Chairman, Diwan Bahadur Hiranand Khemsing, which sad event occurred on the 20th May 1938. The Committee lost in his death a capable, hard-working, experienced and most amiable Chairman. The Sind Assembly and the Province lost a devoted friend and a trusty guide. His services to the Reorganization Committee were extremely helpful owing to his ripe experience of all departments of Sind Government and his deep learning and acumen as a lawyer and a statesman.

5. Mr. Jamshed Nusserwanji, M.L.A., was appointed Chairman of the Committee by Government Resolution, dated the 2nd June 1938.

6. The Committee started their deliberations on the 13th September 1937, after some materials could be collected, compiled and presented. By Christmas the Committee had held 35 meetings and it was then decided to issue an Interim Report embracing certain kinds of allowances and a few Departments to enable Government to consider the Committee's recommendations while framing the budget estimates for 1938-39. The Interim Report was complete in itself in regard to the subject-matters dealt with therein. The committee do not propose to modify any of the recommendations embodied in that Report except in so far as is referred to in paragraph 20 (j) of the Sub-Chapter on Ordinary Travelling Allowance.



7. The Allowances dealt with already in the Interim Report were Tentage, Sind, Compensatory or Local, Conveyance, Permanent Travelling and Special pay, while the Departments concluded were, Forest, Public Works including Revenue Officer, Industries, Veterinary, Public Health and Prisons. We had also dealt therein with the subject of Contingencies.

8. We have now completed in the course of 93 meetings our work of scrutiny of the remaining subjects, *viz.*, certain other allowances and departments and present our Report embodying our recommendations on the various issues. We have had the advantage of written reports and oral evidence of several officers of Sind Government and a few retired officials and some non-officials. A list of gentlemen who gave evidence is appended to the Report as Appendix I. We desire to express our thanks to all of them for the co-operation received from them.

9. We cannot complete this Report without thanking our hard-working and capable Secretary, Mr. Chainrai Kishindas. The Committee were fortunate in securing the services of this gentleman and we desire to place on record our deep appreciation of the arduous work put in by him thereby lightening our labours. His industry and experience were very helpful to the Committee. Lastly, the Committee feel obliged to the office staff who have worked extremely hard and well. Of these Mr. M. Y. U. Munshay, lent by the Finance Department, has proved very intelligent, diligent and willing worker.

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## CHAPTER I.

### ALLOWANCES.

10. The Committee had given their considered views in the Interim Report in respect of allowances such as Tentage, Sind, Compensatory or Local, Conveyance and Permanent Travelling and will now proceed to consider certain other allowances open to Government services including the All-India Service. As observed before, the allowances do not constitute conditions of service peculiar to the All-India Service, but are of a compensatory nature for performance of certain duties required of all services on a particular occasion or in a particular place. The Committee do not therefore wish to dissociate the officers of the All-India Services from the operation of the changes proposed in respect of those allowances.

#### ORDINARY TRAVELLING ALLOWANCE.

11. This subject has been reviewed in the recent past by three Bombay Committees, *viz.*,—

- (1) Chunilal Gandhi Committee, 1923,
- (2) Rustom Vakil Committee, 1931, and
- (3) Thomas Committee, 1933.

A few changes tending to some economy had been made as a result of partial adoption of the recommendations of the afore-said Committees. There being, however, still much scope for reduction in expenditure under this head, the subject-matter has received our careful consideration.

12. This kind of allowance is admissible to a Government servant who travels on duty beyond 5 miles of his headquarters and who is not in receipt of Permanent Travelling Allowance. It takes the shape of daily allowance, mileage allowance or both for meeting the cost of the journey (Bombay Civil Services Rules 395, 418, 444 and 451). Travelling allowance is therefore classed as compensatory allowance (Rule 334) and is required to be so regulated as not to be a source of profit to the recipient (Rule 333).

13. *Present system.*—The system in force at present is to give certain allowances to officers and staff divided into different grades. There are mileage allowances for journeys by railway, steamer and road and daily allowances. The former is calculated on the distance travelled and given to meet the cost of a particular journey, which must be made by the shorter or more practicable

of the two or more routes or the cheapest of such routes as may be equally short (Rules 395 and 396). The latter is a uniform allowance for each day of absence from headquarters, which is intended to cover the ordinary daily charges incurred by such Government servants in consequence of such absence (Rule 418). There is an option to exchange daily allowance for mileage allowance if the latter exceeds the amount of daily allowance in the case of journey by rail or steamer or both or of more than 20 miles by road on any day (Bombay Civil Services Rule 451). Further when the absence out of headquarters without returning thereto on the same day involves a road journey exceeding 20 miles, the officer gets both the daily and mileage allowances (*Exception* to Bombay Civil Services Rule 451).

14. The grades classified in Rule 377 and allowances prescribed under various Rules may be briefly described in their general outline, as under:—

- First Grade.*—(a) All India Service Officers including holders of listed posts;
- (b) Class I Provincial Service Officers; and
- (c) Other Government servants drawing salary of Rs. 751 and above.

They are allowed Rs. 6 per day as daily allowance in Sind which is increased to Rs. 6-8-0 and Rs. 7-8-0 in the case of certain heads of departments. For halts outside Sind they are entitled to 25 per cent. higher rates and in certain expensive places 25 per cent. or 50 per cent. increase is permissible. They get  $1\frac{1}{2}$  fares for accommodation of the highest class for journey by rail and on transfer three such fares. If travelling is done by steamer, double fares are permissible ordinarily and  $1\frac{3}{10}$ th in certain cases, while by road six annas a mile for travelling by motor car and two annas a mile for other conveyance.

*Second Grade.*—This grade includes—

- (a) Officers of all Provincial Services not included in the first grade, and
- (b) All other Government servants drawing salary between Rs. 200 and Rs. 750 and not included in the first grade.

A daily allowance in Sind of Rs. 4 per day is permissible to those drawing a salary of Rs. 500 and above, Rs. 3 to those whose salary is Rs. 300 and above upto Rs. 499 and Rs. 2-8-0 to those who draw salary upto Rs. 299. They are allowed the same percentage



of increase for halts outside Sind and at expensive places as the first grade officers. Certain special rates are permissible to such officers when employed in certain specified offices (Appendix XXV). For ordinary travelling by rail they get  $1\frac{1}{2}$  second class fares and three fares on transfer; for journeys by steamer double fares of the second class ordinarily and  $1\frac{3}{10}$ th in certain cases, and for road journey by motor car three annas a mile and by other conveyance two annas a mile.

*Third Grade.*—All other Government servants in superior service except those in grades 1, 2 and 4 are classed in the third grade. Daily allowances are fixed at Rs. 1-12-0 for those who draw a salary of Rs. 151 upto Rs. 199, Rs. 1-4-0 for recipients of Rs. 101 to Rs. 150, annas 12 for those drawing Rs. 51 upto Rs. 100 and annas 8 for those drawing upto Rs. 50. 25 per cent. increase in daily allowance for places outside Sind and special rates at expensive places or when employed in certain specified offices are also allowed (Appendix XXV). They get inter-class  $1\frac{1}{2}$  fares for ordinary railway journeys and 3 fares on transfer. For steamer travelling ordinarily 2 fares of 3rd class are allowed and in certain cases  $1\frac{3}{10}$ th fares, while for road journey done by motor car three annas a mile and by other conveyance two annas per mile.

*Fourth Grade.*—Includes all Government employees in inferior service. They are allowed a daily allowance of three annas. One fare of the lowest class is admissible for journey on tour by railway or steamer and two such fares on transfer and one anna a mile for road journey by motor bus or other conveyance.

15. The above is a broad outline of the main rules regulating the classification of grades and nature of permissible allowances. There are certain minor details to suit varying conditions.

16. *Opinions of the Heads of Departments.*—Opinions had been invited by the Committee from several heads of departments whether the present rates of allowances were adequate, or there was room for reduction. Upto the time of writing this Report, all replies had not been received. But the general opinion of those who have replied is, that the existing rates of travelling allowance ought not to be further reduced as these had been already curtailed in 1931 and 1935. There is, however, one exception. An officer of the Public Works Department has opined in favour of the daily allowance of the first grade officers being reduced to Rs. 5 and that of second grade officers being fixed on the basis of 12 annas for every Rs. 100 pay limited to a maximum of Rs. 3. He has suggested a graduated scale of daily allowances for the 3rd grade officers minimum and maximum limits being respectively annas 8 and Rs. 1-8-0. He has further stated that the rules permitting the

drawal of mileage allowance in addition to daily allowance and conveyance allowance or daily allowance in addition to conveyance allowance should be cancelled. Only one kind of travelling allowance, *e. g.*, mileage or daily or conveyance should be allowed as was the case before the new rules were framed. Most of the officers seem to indicate that the present allowances are not adequate enough while two officers have submitted figures to show that they spend more than what they receive, and two others have even included their and their servants' food charges in the list of expenses incurred by them when on tour, as if the salary for the days of tour is merely pocket money and not a maintenance wage.

17. In reporting on this subject the Thomas Committee after prefacing that they had given considerable thought to the question of the best method of classifying officers for the purpose of travelling allowance, have strongly deprecated the present system of classification based largely on pay drawn at the time of travelling without relationship to status or nature of duties—an automatic promotion involving additional expenditure without an obvious advantage. They have also drawn attention to the fact that most Government officials when travelling by rail in their own country on private business would not ordinarily travel by the highest class, and we might add, even by the class which Government have in their liberality permitted to their employees. The Thomas Committee have suggested the classification of grades, railway fares and daily allowance, as under :—

—	Railway fare.	Daily allowance.
Grade I— Officers, both of All-India and of Class I Provincial Services, holding posts above time scale.	1st class ...	Rs. 7.
Grade II— All other officers of All-India and Class I Provincial Services.	2nd class...	Rs. 6.
Grade III— All officers of Class II Provincial Services.	Do. ...	{ Rs. 3 when pay is Rs. 500 and under. Rs. 4 when pay is above Rs. 500.
Grade IV— All officers of Subordinate and Ministerial Services.	3rd class ...	Ranging between annas 8 and Rs. 3.
Grade V— Menials and Inferior servants ...	Do. ...	Annas 3.



18. They had however recommended that all members of All-India Services may be extended the privilege of travelling by the highest class. The mileage allowance had been suggested at 5 annas for grades I and II officers, 2 annas for grades III and IV officers and one anna for grade V men.

19. *Our suggestions.*—After very careful consideration of the suggestions received and bearing in mind the status and mode of living which is appropriate to or is expected of the different classes of Government servants and the amount of travelling they have to do, we feel that recasting of grades is called for and recommend the following classification :—

*First grade.*—( a ) All members of All-India Services.

( b ) Government officers of Provincial Services drawing pay of Rs. 1,000 and above.

*Second grade.*—All other gazetted officers of Provincial Services.

*Third grade.*—All non-gazetted officers in Ministerial and Subordinate Services.

*Fourth grade.*—All Government employees in Inferior Services.

20. In the determination of allowances the Committee have kept in view the underlying object of a travelling allowance. A Government servant is entitled to payment by Government of additional expenditure which he may reasonably incur during travel for performance of duty. He should not become extravagant in his mode of life at the cost of general tax-payer and claim conveniences, which he may not appropriately enjoy otherwise. The Committee have, accordingly, formulated the following recommendations in respect of fares and allowances :—

( a ) *First grade.*—Rs. 6 per day ; first class railway or steamer fare.

*Second grade.*—Rs. 3 for Provincial Service Class I Officers and Rs. 2 for Provincial Service Class II, per day. Railway and steamer, second class fare.

*Third grade.*—Daily allowance of 12 annas for officers with salary upto Rs. 100 and of Rs. 1-8-0 for those drawing above Rs. 100. Railway and steamer, intermediate class fare.

*Fourth grade.*—Four annas per day. Railway and steamer, third class fare.

The Committee have felt the necessity of increasing the rate of daily allowance for the lower ranks of ministerial officers and inferior services. These low paid employees are actually put to much additional expenditure and inconveniences. With the present campaign for stoppage of 'rasai', it is desirable that these classes of subordinates be paid adequately so that they may not succumb to temptations.

- (b) The existing increase of 25 per cent. in the allowances when travelling outside Sind be retained.
- (c) The increase in daily and mileage allowances for travelling in desert talukas and Baluchistan should be abolished.
- (d) Special daily allowances, i.e., higher rates for halts at Karachi be retained.
- (e) All other special daily and mileage allowances admissible to Government servants mentioned in Appendix XXIV of the Bombay Civil Services Rules Manual and to the office staff of certain heads of offices and departments (Appendix XXV) should be abolished. The Committee are not convinced that one class are more out of pocket than the other.
- (f) For travelling on transfers, two fares should be granted instead of existing three fares.
- (g) For railway journeys on ordinary tours  $1\frac{1}{2}$  fares be allowed and the existing number of steamer fares be continued.
- (h) For road journey the Committee make the following suggestions:—
  - First Grade.*—Four annas per mile for motor car and two annas per mile for other conveyances.
  - Second Grade.*—Three annas per mile for motor car and two annas per mile for other conveyances.
  - Third Grade.*—Two annas per mile for any conveyance.
  - Fourth Grade.*—One anna per mile for any conveyance.
- (i) The rule about exchange of daily allowance (Bombay Civil Services Rule 451) may be retained.

- (j) Mileage allowance in addition to daily allowance when the road journey exceeds 20 miles should be drawn in respect of excess over 20 miles only.

*Illustration.*—By way of illustration the Committee wish to point out that the existing rate would give to an officer of the 1st grade his daily allowance of Rs. 6 plus Rs. 7-14-0 if he happens to do 21 miles by car when he is halting outside his headquarters. For that day he will thus draw a total of Rs. 13-14-0 simply because he travelled out 21 miles. If he had confined his travelling to 20 miles, he would have received Rs. 6 only. Thus for doing one mile extra, he claims Rs. 7-14-0. This cannot be justified on any account. The temptation to do unnecessary travelling should be put out of his way. If, however, such long journey appears called for, he should be entitled to the mileage allowance for the excess over 20 miles, since the daily allowance is intended to cover all out-of-pocket expenses for halt and journey within 20 miles.

Here we would like to add that where by our recommendations in Chapter V (Permanent Travelling allowance), in the Interim Report the consolidated rate of allowance for an officer mentioned in Schedule III of that Report equals or is short of the daily allowance recommended under this Chapter, that officer should be held to be entitled to mileage allowance in addition to the consolidated rate for the excess distance over 20 miles journey, if it is necessarily called for on a particular day.

- (k) *Travelling allowances for families.*—Travelling allowances for family members be allowed only on transfers provided the family travel along with the officer when transferred or within one month after the transfer of the officer and in special cases with authority of the Departmental head within three months.

The present rule about admissibility of claim for travelling allowance for family members within six months of the date of transfer in the case of family members following the officer is much too liberal. Very likely undue advantage is taken of this latitude by officers who do not want to move their family to the place of transfer, for reasons of their family's convenience. A period of one month in ordinary cases and of three months in special cases appears ample.



21. The Committee consider that the proposed allowances are fair and equitable on the principle that allowances are to be so regulated as not to make them a source of profit to the recipients. The Committee have no doubt that several officers look upon allowances as an addition to salary and make profit. This should be discouraged.

#### HOUSE RENT CONCESSIONS AND ALLOWANCES.

22. The problem of house rent concessions and allowances seems to have been complicated by various regulations, systems and conditions. Under Bombay Civil Services Rule 850, certain classes of officers are entitled to rent-free accommodation. Under Bombay Civil Services Rule 334 (Note 2), house rent allowances are admissible at Karachi which is regarded as an expensive place. A house rent allowance is defined under Bombay Civil Services Rule 9 (26) as an allowance towards defraying house rent, granted in localities where house rents are high or granted in lieu of free quarters. Under Bombay Civil Services Rules 333 and 334, house rent allowance is designated as a kind of compensatory allowance and is required to be so regulated as not to be a source of profit to the recipient. There are also certain house rent concessions permissible to certain classes of officers. The nature of these allowances and concessions may be briefly described, as under:—

- (1) Government build residences from public funds which are allowed to be occupied rent-free by certain classes of Government servants.
- (2) Where such houses are not available, a house rent allowance in lieu of such rent-free accommodation, is given. Such allowance should be sufficient to cover the actual rent but is restricted normally to 10 per cent. of the officer's pay. Special rates are, however, prescribed for expensive localities, where 10 per cent. of pay has been regarded as inadequate to cover the cost of reasonable accommodation.
- (3) Certain classes of officers have been provided with Government built or leased residences, for which they are charged rent limited to 10 per cent. of pay or standard rent determined with reference to the cost of construction, whichever may be less, or market rent in some cases when the same is less than both the standard rent or 10 per cent. of pay. The rent due on any portion occupied as office in such residence is excluded if there be no other office accommodation available. They are not also liable for Municipal taxes of the nature of property tax. They can sublet their residences under certain conditions.

- (4) Certain officers are provided with Government-built residences for which specially reduced rent is charged.
- (5) All officers appointed by the Secretary of State for India stationed at Karachi and not provided with Government built or leased accommodation, are entitled to be recouped the cost of rental upto 10 per cent. of their individual emoluments where rental of approved accommodation rented by them exceeds 10 per cent. but does not exceed 20 per cent. of emoluments.

23. The convenience of a Government owned or leased residential accommodation cannot however be claimed by every Government employee. It is accorded under Bombay Civil Services Rule 832—

- (a) when it is the recognized duty or established custom of Government to do so,
- (b) when it is necessary on public grounds for the Government servants to reside in or close to the locality in which his duties are to be performed, and
- (c) when it becomes necessary to provide residences in such parts of the country where no civil station or cantonment exists and where residence will render camp accommodation unsuitable.

24. The Thomas Committee has some pertinent remark to offer on the subject of these allowances and concessions and concluded with a sweeping recommendation, that all house rent allowances apart from those granted in lieu of free quarters to Government servants where Government had undertaken to provide them with free quarters, should be withdrawn forthwith. That Committee had observed that the rent-concessions, i. e., free residence or supply of residence at reduced rent had been granted for inadequate reasons. We endorse this fully.

25. We would enunciate the following principles for grant of these concessions:—

- (a) It should be granted when an officer must occupy a particular residence for the proper discharge of his duties and he thereby suffers pecuniary loss or personal inconvenience



(b) An officer should not be entitled to rent-free accommodation merely on the ground that his presence on the spot out of office hours or occasionally at night is necessary. Such concession of wholly or partially rent-free residence should be confined to officers compelled by exigencies of their work, to live in a residence in which one would not reside normally of his own choice.

(c) Officers whose work necessitates their living in localities so inconvenient, that such residence constitutes a real hardship or involves deprivation of enjoyment of full privacy.

Certain officers of the Jail Department, Medical Department and Lunatic Asylum would appropriately come under these categories.

(d) These concessions should be given to the police officers below the rank of Inspectors, for such police force requires to be differently treated.

(e) In the case of inferior staff too, less rigid criterion or different treatment would be necessary. A rent-free house or rent allowance should be considered as a part of the salaries of Police officers below the rank of Inspector and men in inferior grades.

Reference might here be invited to the Committee's recommendation in the Chapter relating to pay of peons that Government should annually provide a reasonable amount for building quarters for peons, chowkidars and sweepers.

26. We would like to bring to the notice of the Sind Government the Resolution of the Government of Bombay of March 1937, which reviews the lists of house rent allowances and concessions. The Bombay Government had issued instructions that drawal of house rent allowances in lieu of free quarters should be subject to the following conditions :—

(a) No free quarters are available.

(b) It is essential for the Government servant to reside in or in close proximity to the premises in which he performs his duties.

(c) The Government servant does so reside and in a locality in which he would not ordinarily choose to live.

27. Keeping in view the above mentioned principles, this Committee had carefully examined the lists of Sind officers at present enjoying entire or partial rent-free concessions and have revised them in the light of the above remarks, where in the opinion of the Committee such privileges were hitherto improperly enjoyed.

The revised list is hereto attached as Appendix II.

28. The Committee would suggest that the Sind Government should bring under their review the lists of officers entitled to the privileges of—

- (a) rent-free Government-built or leased houses,
- (b) house-rent allowance in lieu of rent-free quarters,
- (c) provision of accommodation at reduced rent,

on the principles set forth above adopting the recommendations contained in the above-said Appendix.

29. As for the rules relating to the assessment of rent of official residences, the Committee are at one with the Thomas Committee who have described them as considerably illogical and unnecessarily complicated, and hold that there is no justification for providing Government servants with three safe-guards, *i.e.*,—

- (a) reduction in true capital cost of the building by excluding the cost of site, and tool, plant and establishment charges,
- (b) restriction in the percentage of interest on capital cost for determination of standard rent, and
- (c) the limitation of rent to 10 per cent. of the occupant's emoluments or standard rent whichever is less.

30. The Committee have scrutinized the lists of official residences for which rent is charged. These were supplied by the Superintending Engineers and a consolidated list is hereto attached as Appendix III. It will be noticed that the officers are required to pay the standard rent or supposed market rent or 10 per cent. of emoluments whichever is less. Since the standard rent does not take account of the entire capital cost, and in some cases varying rates of interest are brought into calculations, it is evident that the provision of residence for officials is more often than not, attended by loss to Government. It is clear, however, that every officer's pay includes an element of 10 per cent. intended to cover the cost of housing himself. The Committee, therefore, wish to emphasise that Government should recover this percentage in every case in which they provide an officer with residence.

31. The Committee further suggest that the proposals for construction of new residences should be carefully scrutinized on the administrative side and that accommodation should not be provided in excess of the requirements of the class of officer for whom it is intended. On the financial side a comparison should be made of the real economic rent including all charges, *i.e.*, the price of site and other expenditure which would be normally added to the cost and municipal and other taxes.



32. The Committee further notice that the officers appointed by the Secretary of State and stationed at Karachi, who have not been provided with official residences, have from September 1923 been allowed as house rent allowance an amount equal to the difference of the rent actually paid in excess of the 10 per cent. but limited to 20 per cent. of the officers' emoluments. Among these is an officer who has a salary of Rs. 1,750 plus Over Seas pay, but who has claimed and received the differential sum of Rs. 4-11-0 per mensem. The Committee see no justification whatever for the grant of such concession. Such officers should content themselves either to occupy accommodation rentable within 10 per cent. of their emoluments or pay the excess from their own emoluments if they wish for greater comfort. The Committee, accordingly, recommended withdrawal of these concessions and cancellation of section II of Appendix XVI.

#### ACTING ALLOWANCE.

33. The Committee after careful consideration about Acting Allowances have come to the conclusion that in fairness, the present rules should remain unaltered.

34. For convenience we are incorporating herein a resume in layman's language of certain relevant rules of the Bombay Civil Services Rules Manual on the subject :—

“41. The initial substantive pay of a person appointed substantively to a post on a time-scale shall be—

(a) If he is already a holder of a post carrying lesser responsibility, the minimum of the time-scale of the new post if that minimum is more than the pay he is drawing in his original post; if the minimum is less than the pay he is drawing, he will draw in the new post the pay at the stage of the time-scale of the new post which is next above his pay in the lower post.

(b) If the conditions in (a) above are not fulfilled, he will draw as initial pay the minimum of the time-scale.”

“56. Government servant appointed to officiate in a post shall not draw pay higher than his substantive pay, unless the officiating appointment involves assumption of duties and responsibilities of greater importance than those of his original post.”

“57. A Government servant officiating in a post will draw the presumptive pay of that post, i.e., he will draw the pay to which he would be entitled if he held that post substantively.”

“66. Government may fix the pay of an officiating Government servant at an amount less than that admissible under these rules.”

35. As provided by these rules a Government servant gets minimum pay of the time scale of the post he officiates in. Before the time scale rules were introduced a Government servant used to receive for officiating in a higher post an amount in pay equal to 20 per cent. of the pay of the higher post or average of the various grades of the post. Under the present rules general enhancement in pay is not very much marked but in some cases a very substantial increase is earned for officiating in the higher post; the rise being occasionally equal to the substantive pay or even more.

36. The Thomas Committee considered this as unduly liberal and recommended a reversion to the previous procedure of an officer drawing when officiating in a higher appointment, 1/5th of the pay of that appointment in addition to his own pay. The Thomas Committee felt particularly strong on this point and remarked that the old rule had stood a test of many years and was equitable and sufficiently liberal.

The Government of Bombay did not pass any orders on this recommendation.

37. This Committee are not able to agree to the suggestion of the Thomas Committee. In the Committee's opinion, it is but reasonable that the Government servant officiating in a post should draw the presumptive pay of the post namely the minimum of the time scale of the appointment he is officiating in, if that minimum is more than his substantive pay; but if the minimum is less than the pay he is drawing he should draw pay at the stage of the time scale of the new post which is next above his pay in his substantive scale. In the opinion of this Committee this rule is equitable. The reversion to the former practice is likely to unsettle the principle of the time scale, which postulates increased pay as experience is gained and greater usefulness accrues. The minimum of the higher appointment does not necessarily exceed the maximum of the lower appointment.

38. The Committee, however, have one suggestion to make; that officiating service for broken periods of less than 6 months' duration at a time should not count for increment in the scale of the officiating appointment.



## CHAPTER II.

### SCALES OF PAY.

#### PAY SCALES OF GAZETTED OFFICERS.

39. By the terms of our reference we are precluded from bringing under our purview the organization and conditions of service of the All-India Services. We have therefore refrained from out-riding this embargo except in the case of allowances of various kinds permitted to these services along with other services because we strongly hold the view we took in our Interim Report that the allowances are not conditions incidental to their employment but only accidental when employed on particular duties or in particular places. We cannot however help observing that the scales of pay of All-India Services are pitched too high and the financial burden is too great for our country and particularly for Sind, which is really a deficit Province and sooner or later Government must reduce this burden substantially. At present the only All-India Services are those relating to the Indian Civil Service and Indian Police Service, while all other services so far as future recruitment goes have been provincialised. Unfortunately, however, the scales accorded to the Provincial Services have been kept at a high level. The framers of the scales for Provincial Services had, we recognise, their difficulties. They were faced with the anomaly of requiring the Provincial Services to perform the functions of the previous All-India Service members, on reduced salaries. They also found that the standard of living of the Provincial Services had also been pitched higher than what was really essential under the general conditions of the country and the masses inhabiting it. They, therefore, could not avoid reflecting the undue inflation of the basic pay and time-scale of the All-India Services in the scales of Provincial Services and go much lower as would have been desirable. In the case of members of Provincial Services promoted to occupy and function in the Indian Civil Service and Indian Police posts, Government have been rather indulgent in that they get in the time-scale of those services at a particularly high stage and then rise to higher stages of pay, which are wholly unwarranted. Government have in their case and in the case of the Indian recruits to the Indian Civil Service, and Indian Police Service, as well, set up a standard of remuneration which is in excess of what is required to obtain suitable Indian officers and have thus imposed on the country for all time, a burden which she ought not to bear. We agree with the opinion of the Thomas Committee that it would be possible to recruit Indians to the remaining two All-India Services on a very much lower scale of pay than that at present in force without lowering the standard of qualifications academical and other.



40. We are told in our terms of reference that we are not expected to concern ourselves with the detailed investigations of such matters as scales of pay, etc., which have recently been revised; but we have not been precluded from making recommendations which we considered desirable in cases where the revision of pay scale seems called for by reason of any suggested alteration in the functions of particular staff and department.

41. In this Chapter we propose to deal with pay scales of officers of Provincial Services and of such members of these services as well who may be promoted to fill the Indian Civil Service and Indian Police Service posts which are designated 'listed' posts.

42. If we compare the present machinery of Government it is widely different from what was in the past, *i.e.*, 2 decades ago. Many more branches of administration have been added. Specialisation process has been in operation. Responsibility has been distributed among other highly paid Assistants. The Subordinate staff has been strengthened considerably, recruitment thereto improved beyond former conceptions and reasonable living wage has been provided. All these factors tend to lessen the difficulty of Gazetted Officers and their Assistants in administering their branches.

43. We have devoted considerable thought to the pay scale of Gazetted Officers and have come to the conclusion that the salaries of Gazetted Officers, who are chiefly the Heads or the immediate Assistants of the Heads of Departments of Government, are at present drawing salaries involving extravagant cost in every service, quite out of proportion to the expenditure on salaries of other staff or to the benefit accruing therefrom to the tax-payer. The top expenditure is so colossal that it has become a heavy burden on the finances of the Province. We feel that unless and until this load is lessened and this top cost is decreased, the burden will prove too heavy and ultimately crush the Province. It is to be noted that this burden continually increases, under the time-scale or graded salaries involving increase in cost year by year not by thousands but by lakhs. It means that the Province has to provide for such increases in expenditure every year whether there is scope for earning it or not.

44. We do know that the labourer is due his wage for his labour and every one aspires to earn a little more as the years go by. We are not against the time-scale or graded salaries which increase year by year but what we wish to object to is that the minima and maxima are fixed at a pitch which is bound to be a

handicap on the Province. It is time that minima and maxima be fixed so methodically that the cost may not be too heavy a burden for the Province and at the same time prevent injustice to the persons employed in public services.

45. Several employees rise to be Heads of departments or their immediate Assistants, from ranks. They have scope to adjust their expenditure, stage by stage in their life and should not complain that the maximum reached was not enough for the standard of their life. Our ideals of high salaries and of standard of living were raised in the palmy days of boom and the so called prosperity after the War. We do realise that it is somewhat difficult to lower those standards as luxury and comfort cannot be easily surrendered. But we also feel that for the Government there is no alternative but to bring down the standard of salaries and to urge on their high Officers to adjust their living accordingly.

46. At the very glance of the schedule of the present pay scales of the Gazetted Officers which we give below, it will be seen that colossal expenditure has to be budgetted annually for the Heads of the departments and their immediate Assistants. The Province of Sind which being heavily indebted to Government of India, can by no means be called prosperous and which has not yet been able to do justice to the masses by giving them even the elementary conveniences of life, cannot afford the present high scales.

47. Under the present day conditions of the World, when prices are lower, life can be lived cheaply in comparison to that in the days of War boom and after-War prosperity. We have fixed the new scales of Gazetted Officers with due regard to efficiency and supply of and demand for efficient employees and hope that Government will be pleased to adopt them. Before fixing the scale of each service, we have tried to reckon the efficiency needed, the work required and the qualifications necessary for that service and we have also tried to take account of the position and dignity which should appropriately be maintained by the officers in each service.

48. We find that services other than the Indian Civil Service and Indian Police, have been completely provincialised. We feel that both these services should also be provincialised within a period of next ten years. We, therefore, suggest that the present proportion of listed posts in these services of the Province, which is 25 per cent. of the total, should be raised to 50 per cent. immediately and necessary curtailment to recruitment for these All-India Services should be brought about. We propose that it should be increased to 75 per cent. in the next 5 years and within 5 more years these two services should be entirely provincialised. We see no other way to decrease the burden of the Province as much as we see no chance of increasing the earnings of the Province.



49. We hope that within next ten years the members of the Provincial Services would make endeavours and could make themselves efficient to the level of the All-India Services and we have no doubt in our mind that given chances and opportunities, they will rise to the standard of efficiency which is attributed to-day to the All-India Services. The other Provincial Services have shown a certain degree of efficiency which is hopeful and therefore we make these suggestions with due sense of our responsibility.

50. We suggest that in the Secretariat too, the Provincial Service Officers should be given the same percentage of 'listed' posts as in the districts. The recruitment to provincialised Indian Civil Service and Indian Police Service should be partly by promotion of servicemen and partly by competitive test subject to communal proportions fixed by Government.

51. The Committee, however, strongly urge that the members of the Provincial Services should not be encouraged to adopt higher standards of life and would be well advised to live on moderate means. We strongly deprecate the present method of fixing the pay-scale of the Provincial Service officers appointed to 'listed' posts. The salaries are unconcionably high and contribute to the setting up of a standard of life very much above that warranted by the conditions of the country. We, therefore, propose that the pay-scales of the Gazetted Officers of provincialised services including those holding what are called 'listed' posts should be fixed as under. By way of contrast we give the present and the proposed scales for such provincialised services.

Designation.	Present scale.	Scale recommended by the Committee.
	Rs.	Rs.
1. Judicial Commissioner .	3,500	2,000—100—2,500
2. Additional Judicial Commissioner.	3,000	1,500—100—2,000
3. Revenue Commissioner.	3,500	1,700—100—2,000
4. Provincial Revenue and Judicial Services—		
Junior Time-scale .	450—50—800—100— 1,300—50—1,350	250—50/2—700 1st to 19th year (for Deputy Collectors and Assistant Judges).
Senior Time-scale .	1,000—50—1,200—75 1,500—100—2,000— 50—2,250	600—75/2—900—50 —1,250 7th to 23rd year (for Collectors and District Judges).



Designation.	Present scale.	Scale recommended by the Committee.
	Rs.	Rs.
5. Collectors and District Judges. (promoted from present servicemen).	1,275—75—1,500— 100—2,000—50—2,250	1,000—50—1,250
6. Assistant Judges ... (promoted from present servicemen).	Old 750—75—1,200 New 440—40—800	440—40—800
7. Deputy Collectors— First Grade ... (promoted from present servicemen).	Old 700—50—850 New 540—40—700	540—40—700
Second Grade ...	Old 300—50—550— 50/2—650 New 300—20—500	300—20—500
NOTE.—Superintendent of Land Records belongs to Deputy Collector's cadre Junior Time-scale but the post has been proposed for abolition.		
8. Manager, Encumbered Estates and Registrar of Co-operative Societies.	Deputy Collector's cadre.	Senior Time-scale of Revenue Service (4 Supra).
9. Sub-Judges— First Class ...	Old 750—50—850 New 540—40—700	540—40—700
Second Class ...	Old 350—50/2—650 New 1st grade 400—20—520 2nd grade 275—15—380	400—20—500 250—15—370
10. Mukhtiarkars ...	200—15/2—260 275—15—350 370—15—400	200—15/2—260 275—15—350 370—15—400 (no change).
11. Special Auditor (Co-operative Department).	Old 300—50/2—500 —50—750 New 170—10—250 —15—400—20—500	170—10—250—15— 400—20—500

Designation.	Present scale.	Scale recommended by the Committee.
	Rs.	Rs.
12. Director of Agriculture.	1,200—50—1,500	800—50—1,000 Scale suggested by Thomas Committee for Deputy Director.
13. Agricultural Service—		
Class I, Senior Time-scale.	300—20—420—30— 660—40—900	300—25/2—400— 50/2—700 (4th to 23rd year).
Class II, Junior Time-scale.	Old 250—20—390— 20—550—20—750 New 170—10—250— 15—400—20—500	200—20/2—300— 25/2—350 (1st to 15th year).
14. Director of Veterinary Services.	1,250—50—1,500	660—40—900
15. Conservator of Forests.	1,750—100—2,150	800—50—1,000
Forest Service—		
Class I (Senior Time-scale).	Old 320—40—1,200 New 300—20—420— 30—660—40—900	350—50/2—700 (4th to 23rd year).
Class II (Junior Time-scale).	Old 250—20—390— 20—550—20—750 New 235—15—400— 20—500	225—15—450 (1st to 15th year).
16. Superintendent of Excise.	Old 300—40—1,100 New 300—20—420— 30—660—40—900	660—40—900
17. Deputy Superintendent of Excise.	Old 300—15—420— 20—500 New 170—10—250— 15—400—20—500	170—10—260—15— 350
18. *Director of Public Health and Prison Services	2,350 plus Over Seas pay £ 13-6-8.	1,250—50—1,500

\* Being in charge of three services should have a higher pay than other departmental heads.

Designation.	Present scale.	Scale recommended by the Committee.
19. Non I. M. S. Superintendent of Prisons.	Rs. Old 800—50—1,100 New 700—40—900	Rs. 400—25—650
20. Medical Officer Superintendent of Jails.	200—40/2—400—50—450	200—40/3—400—50/2—450
21. Jailors— Class I ... Class II ...	250—5—290 100—5—170—5—200	250—10—290 100—10/2—200
22. Inspector-General of Police.	1,050—50—2,150 Plus Special Pay Rs. 200.	1,250—50—1,500
23. Provincial Police Service— Senior Time-scale for Superintendents. Junior Time-scale for Deputy Superintendents.	Indian Police Service Senior Time-scale, 650—1,450. Old 200—250—300—340—20—700. Selection grade 750—800. New 475—25—600 and 250—20—450.	460—25—660—30—900. (7th to 23rd year). 225—15—450. (1st to 15th year).
24. Inspectors ...	180—15/2—255 ...	Same as at present 180—15/2—255.
25. Director of Public Instruction.	1,200—50—1,500 ...	800—50—1,000 Same as Director of Agriculture.
26. Educational Service— Senior Time-scale, Class I.  Junior Time-scale, Class II.	Men. { Old 320—40—1,200 New 300—20—420—30—660—40—900 Wo-men. { Old 320—25—770 New 300—20—560 Men. { Old 250—20—650 New 170—10—250—15—400—20—500 Wo-men. { Old 200—10—340—15—400 New 170—8—250—266—12—350	300—40/2—700. 170—10—350 (For Administrative Officers as well). Male and female same scale.



Designation.	Present scale.	Scale recommended by the Committee.
27. Medical Service—	Rs.	Rs.
Class I ...	Old 350—25—400—30 — 550—35—760—40 — 1,000. New 350—25—400— 30—550—565—35 750—805—45—850.	300—40/2—700—50 900.
Class II ...	Old 200—40/2—400— 50—450. New 200—40/2—400.	200—40/3—400. Male and female same scale.
28. Military Assistant Surgeon.	200—700 ...	Same scales as Class II Officers.
29. Assistant Director of Public Health.	450—35—800—40— 1,200.	Same scale as Medical Service, Class I.
30. Chemical Analyser, Government Laboratory.	300—40/2—500—50/2 — 600 plus 100.	300—40/2—700 (No special pay).
31. Chief Engineer ...	Old 2,750—125—3,000 New 1,500—100—1,700	1,500—50—1,700— 100—2,000
32. Superintending Engineer.	Old 1,750—100—2,150 New 1,100—50—1,300	1,000—50—1,250
33. Engineering Service including Electrical and Mechanical—		
Senior Time-scale, Class I.	Old 625—50—1,375 New 350—370—20 — 450—480—30— 660—700—40—900	460—25—660—30— 900 (7th to 23rd year for Executive Engineers).
Junior Time-Scale, Class II.	Old 375—50—975 New 200—200—235 — 15—400—20—500	225—15—450—20— 530 (1st to 20th year for Assistant Engineers).
34. Consulting Surveyor ...	500—30—800	Engineering Service, Class I.

Designation.	Present scale.	Scale recommended by the Committee.
	Rs.	Rs.
35. Assistant Director of Industries.	300—20—500—25—600	300—20—500—25—600 The pay may be raised to 700 when the post is converted to Director.
36. Director of Information, Oriental Translator and Commissioner of Labour.	550—40—750	550—40—750 Same as at present (No change).
37. Chief Inspector of Boilers and Inspector of Factories.	.....	300—700 Same as Agricultural Service, Class I.
38. Inspector of Boilers and Assistant Inspector of Factories.	700—50—950 (personal to Mr. Tuf-field).	200—350 Same as Agricultural Service, Class II.
39. City Magistrate, Karachi.	Old 1,000—50—1,500 New 1,000—50—1,250	750—50—1,000
40. Registrar, Judicial Commissioner's Court	750—50—1,000	Do.
41. Judge, Small Causes Court.	1,000—50—1,250	Do.
42. Official Assignee ...	750—50—1,000	Do.
43. 2nd Registrar, Judicial Commissioner's Court.	300 Plus 225	Same as First Class Sub-Judge. 540—40—700 250—15—370 Same as 2nd Grade Sub-Judge, 2nd Class.
44. Deputy Registrar, Small Causes Court.	350	
45. Advocate-General ...	1,000 Plus 250—Office and prescribed fees.	1,000 Office allowance 250. Fees as prescribed.
46. Public Prosecutor, Karachi. (Fully paid Government servant.)	300 Plus 100 office allowance and prescribed fees.	1,000—50—1,200 No fees, only usual travelling allowance.
47. Public Prosecutors, other Districts. (Fully paid Government servants.)	200 or 100 and prescribed fees.	500—50/2—750 No fees, only usual travelling allowance.

## PAY OF GOVERNMENT SERVANTS IN INFERIOR SERVICES.

52. Much criticism has been levelled against Government in respect of salaries payable to their servants in inferior services and there has been an insistent demand for improvement of their rates of pay. The Secretariat peons have petitioned the Committee that their's is a semi-starvation salary of Rs. 14-14-0 plus Rs. 2 Karachi allowance, plus Rs. 4 quarter allowance. Since the meanest house costs Rs. 6 to 8 in rent and the City life is expensive, they find it hard to make a living. They complained of varying rates of salaries in different offices and appealed for a reasonable rate of pay and an increase in the quarter and Karachi allowances by Rs. 3. They asked for washing charges in addition. The peons of the Dadu district have also represented about the meagre rates of their pay and prayed for higher incremental rates.

53. Considerable hardship was felt by an order of the Government for a cut of annas two per rupee which was imposed in case of all employed in inferior grades, along with other Government employees, who had entered service after August 1931, pending introduction of revised pay scales. The result of this cut was that the basic pay of the peons being either Rs. 16 or 17, the pay actually disbursed was Rs. 14 or 14-14-0. There was much outcry against this cut. Recently, in last November, this hardship was somewhat mitigated by another order substituting the cut of 2 annas per rupee by a provisional cut of rupee one per month, pending revision of their salaries.

54. We find from the lists obtained from various officers, of the salaries paid to peons, naiks, havildars, chowkidars, and sweepers that there is a great diversity in the rates of pay in different departments of Government. For instance a havildar's pay including local allowance at Karachi varies from Rs. 22 in one office to 26 in another office, a naik's from 20 to 27 in Karachi and 18 to 22 in moffusil, a peons from 18 to 21 in Karachi and 14 to 18 in moffusil, a chowkidar's from 19 to 22 in Karachi and 15 to 21 in moffusil, a punkha puller's from Rs. 12 to 16 and a sweeper's from Rs. 16 to 20 in Karachi and from Rs. 13 to 16 in moffusil. There is hardly any justification for such diversity and it should be done away with. The basic scale of pay for each class in all Government offices should be uniform and it should constitute a living wage. Further the Committee are strongly of opinion that like other Government servants, peons and other servants of inferior grades should also have a sort of time-scale so that, as they put in service and their human responsibilities increase, their pay should also improve however slightly. They cannot engage in any other avocation in addition to service to meet the later life demands and their pay is not large enough to allow of savings for such needs.



55. Our first recommendation is that the posts of havildars as a separate cadre should be abolished in all offices. The next will be in respect of pay scales of peons and others referred to above and these we recommend to be fixed as under :—

Peons	...	...	Rs. 16—1/5—20
Havildars and naiks	...	„	21—1/3—25
Chowkidars	...	„	16—1/5—20
Sweepers	...	„	16—1/5—20
Punkha pullers	...	„	16

56. While we recognise that the previous basic pay of Rs. 17 was not too high and the provisional cut of Re. 1 recently ordered in substitution of the most unjustifiable cut of annas 2 per rupee, is still hard on these low paid servants of Government who can hardly make both ends meet, we have refrained from fixing a higher starting pay in view of the fact that we propose incremental scales. The Committee have adopted the above scales after very careful consideration of the elementary needs of these humbler classes and of the financial implications of their proposals and they feel that nothing short of these would suffice for their human requirements however modest. The peons, chowkidars, sweepers and punkha pullers are all drawn from the same class of persons and the Committee see no reason for differentiating between their pay. Punkha pullers being periodical employees in the Upper Sind Districts, there is no need to provide a time scale for them.

57. It is a well recognised principle to provide rent-free quarters for these low paid servants or house rents in lieu of such quarters. We are informed that outside Karachi, all these classes of employees are not uniformly treated in this respect. Varying rates have been prescribed for different district headquarter stations, and all are not treated alike. The Committee recommend that all peons, havildars or naiks, chowkidars and sweepers employed at district headquarters should be declared entitled to rent free quarters or a house rent allowance in lieu thereof, and the following rates are suggested for adoption :—

Karachi	...	...	Rs. 4 per month.
Hyderabad, Mirpurkhas, Sukkur and Larkana	...	„	2 „
Nawabshah, Jacobabad and Dadu...	...	„	1 „

58. We have not altered the Karachi rate, but have suggested some savings in the rates allowed to some of the inferior staff in other district headquarter towns. The present Hyderabad rate is Rs. 3 and for all other district headquarter towns it is Rs. 2. In

making these alterations we have kept in view the value of housing accommodation dependent upon relative importance of each town. We are of the opinion that no house rent allowance need be given at places other than district headquarter stations, as generally in most such places these employees in inferior grades have their own homes. But we suggest that if quarters are available at such places even these should be allowed to be occupied rent free by these low paid Government employees.

59. There is also a system of paying compensatory (local) allowances as under:—

Karachi ...	...	...	Rs. 2
Maurypur ...	...	...	„ 2
Hyderabad ...	...	...	„ 1
Mirpurkhas ...	...	...	„ 1

The Committee suggest that in future the local allowances be given at Karachi and Maurypur at the rate of Rs. 2 to all classes of above named employees. There is not much justification for the grant of a compensatory allowance at any other district head-quarter town. The existing compensatory allowance given to some at Hyderabad and other district headquarter towns should be discontinued.

60. There is a small number of other inferior grade servants such as malhis, cooks, assistant cooks, kitchen servants, dhobhis, laboratory hamals and dais. The Committee feel that their remunerations should be determined according to the qualifications and capacity of the person concerned, but the minimum and maximum limits should be fixed and the appointing officer may be authorised to employ them within those limits.

61. The Committee would recommend the following maximum and minimum limits for Karachi and moffusil, respectively. No other allowance should be admissible:—

	Karachi		Moffusil	
	Minimum.	Maximum.	Minimum.	Maximum.
	Rs.	Rs.	Rs.	Rs.
Malhis ...	16	24	14	20
Cooks ...	20	40	16	25
Kitchen boys...	14	18	12	15
Dhobhis ...	20	25	15	20
Laboratory hamals	20	30	18	25
Trained dais	25	45	20	40

62. The last suggestion of the Committee is that wherever possible Government should provide rent-free quarters throughout Sind for employees in inferior grades. They have to work hard and provision of just a little more comfort is justifiable. We, therefore, recommend that certain amount be budgetted every year (say a lakh of rupees) for building quarters for them at different places.

63. We may mention that the scales proposed by us are less than what is paid to employees in inferior grades in some quasi-public offices and reputed mercantile concerns. The Committee, therefore, hope that no time would be lost in giving effect to these recommendations. We would specially urge that wherever an employee in an inferior grade draws less than what he would, according to the proposed time-scale, his pay should be brought up to that stage which he would have, counting the period of service he may have put in.

64. Having provided the peon staff with a fair wage, we proceeded to examine the existing allotment of peons staff to officers and offices. The Thomas Committee had gone into this question and made certain recommendations to Government. These were considered by the Government of Bombay who issued their orders under Government Resolution, Finance Department, No. 10, dated 27th February 1933, which govern Sind.

65. The Committee generally accept the principles of allotment specified therein. A few modifications are however suggested in regard to certain high officers.

	Present.	Proposed.
Honourable Ministers ...	1 Havildar 3 Peons	1 Havildar or naik. 2 Peons.
Honourable Additional Judicial Commissioners.	1 Havildar 2 Peons	1 Havildar or naik. 1 Peon.
District Judges ...	1 Naik 2 Peons	1 Naik. 1 Peon.

66. The Committee desired that the allotment prescribed under the Government Resolution as now modified should be strictly adhered to and all extra peon staff wherever employed should be forthwith retrenched. Government are advised to have the present allotment brought under the examination of the Finance Department for detection of excess employment anywhere.



## CHAPTER III.

## RECRUITMENT.

## RECRUITMENT IN VARIOUS SERVICES.

67. Recruitment for services has always been a difficult and contentious problem. Unless fixed principles of recruitment are adopted there will be no end of this trouble. The Committee have therefore evolved certain suggestions in the light of past experience.

68. Before we pass to those suggestions it will be better if we briefly relate the present rules of the Bombay Civil Services Recruitment to Provincial and Subordinate Services, which are observed in the Sind Province upto now. The Manual prepared for this purpose lays down a few general rules for various services embodying the following principles :—

(a) Selection of suitable recruits for Provincial Services shall be made by Permanent Selection Boards to be established for the purpose.

(b) Selection shall be made either on the results of competitive examinations or by nomination on the advice of the Permanent Selection Board or by promotion from Subordinate Services.

(c) Appointments to Subordinate Services shall be made by the heads of the offices to whom powers have been delegated with or without the assistance of an Advisory Committee or a Selection Board as may be enjoined by Government.

(d) No person may ordinarily be appointed to any post in Provincial or Subordinate services who does not possess the prescribed qualifications and is not a native of the Province unless Government lay down that this limitation in regard to domicile affecting selection for any particular post is not desirable in the interest of public service.

(e) Generally the age limit of recruitment shall be 25 years, but it is extensible by 3 years in the case of Muslim candidates or those belonging to backward classes.

69. The appendices of the Manual contain many other details such as—

(a) classification of Provincial services and posts ;

(b) classification of Subordinate services ;

- (c) classification of Special posts ;
- (d) methods of recruitments to Provincial and Subordinate services ;
- (e) constitution, functions and procedure of the Selection Board.

70. *Principles of recruitment.*—Recruitment for services has ever been a bone of contention and not unoften, great political significance is attached to mode of recruitment. On the other hand, complaint comes from all quarters and there is no manner of doubt about it, that general efficiency and purity of administration has deteriorated. If recruitment were made in a manner, which puts patronage at discount and gives intrinsic merit its due place, the tone of administration is bound to improve and even retrenchment in staff would be possible, because with best material, the turn-out would be both greater and superior. Further recruitment should be so devised that persons with varying degree of education may find employment in their own sphere of rise and those who cannot afford higher education are not jostled out from even humbler stations in life which do not require any very high standard of academic education, by persons who being better circumstanced have acquired superior academic qualifications. The latter should be assigned their own sphere of employment where their need is the greatest.

71. In order to remedy the present state of things, the Committee wish to enunciate some general principles as under :—

(1) All recruitment should invariably be made on the results of competitive examinations held centrally by a competent authority appointed by Government. These examinations should be confined to candidates possessing certain educational and other qualifications prescribed by Government separately for each class of service.

(2) Age for admission to service should be limited to minimum of 20 years and ordinarily maximum of 25. Where certain professional training or education is necessary, the age limit may be raised to 30. In special cases where prolonged previous professional experience is essential, a higher age limit may be admitted. In the case of Muhammadans or backward classes, the above said periods may be extended by three years. The Committee, however, suggest that in view of the present acute unemployment, broken periods of acting service in a Government Department may be counted towards mitigation of the age limit.



(3) Selection for admission to services should strictly be made from candidates in order of merit attained at the competitive examination in such communal proportions as may be fixed by Government for representation of different communities in the public services of the Province.

(4) After providing for proportionate representation of services at the time of admission as suggested above, it should be recognised that further promotion in the higher grades of the various services including the crossing of efficiency bar should solely depend on the efficiency of the individual officer, determined by the distinction obtained at the departmental examination, quality of work done by him and the industry, honesty and integrity displayed by him in his service. All these factors being equal, the most senior person should be accorded preference. A regular record of all employees, their qualifications, work and conduct should be maintained by every Head of the office.

(5) Only *bona fide* Sindhis and domiciled Sindhis certified as such under the orders of Government, dated the 15th January 1938, should be recruited for provincial, ministerial and inferior services. Qualified non-Sindhis may, however, be appointed in technical jobs if suitable Sindhis are not obtainable, and deficiency in communal proportion has to be made up for such jobs.

72. *Compartmental Recruitment to Ministerial Ranks.*—We next proceed to deal in some detail with the mode of recruitment to different classes of services and begin with ministerial ranks.—

(1) We propose that the lowest clerical grades of Rs. 25—5/2—55 and Rs. 60—5/2—80, be allotted to matriculates and under-graduates successful at a competitive examination. The Committee are strongly of opinion that graduates should on no account be permitted to compete with matriculates and under-graduates for admission to the above lowest grades. The under-graduates will as at present start on Rs. 30 in the scale of Rs. 25—5/2—55. A suitable departmental examination should be devised for this class of employees, so that when vacancies occur in the higher grade of Rs. 60—5/2—80, such as have passed that examination may on the result of that examination be promoted to the higher grade, provided their work and conduct has been satisfactory. Matriculate and under-graduate employees should be made distinctly to understand that ordinarily they shall stop at Rs. 80.



(2) Graduates should be admitted first in the grade of Rs. 80—5/2—100, on result of a competitive examination held for that purpose. A suitable departmental examination should also be devised for graduates employees and if their work and conduct is satisfactory, they may on the result of the departmental examination be promoted to the grade of Rs. 105—140 whenever vacancies occur. The Committee would add that 25 per cent. of the appointments in the grade of Rs. 80—5/2—100 shall be open to such brilliant service men in the grade of 60—5/2—80, who pass the departmental examination prescribed for the graduates provided their service has been exceptionally good.

(3) For the highest grade in the clerical line and for the post of Accountant we propose a Higher Departmental and Account test respectively. Promotion to these posts should be dependent on the result of these tests and satisfactory work and conduct.

(4) The above principles, we propose, should apply to recruitment for clerical grades in the Secretariat also:—

Lower Clerical grades	... Open for 'pass' graduates, or under-graduates with a distinction in certain subjects.
Junior and Senior Assistants	... Open to Honors graduates.
Junior and Senior Superintendents.	Open to Higher departmental test passed graduates recruited as Assistants and found thoroughly satisfactory.

(5) The persons selected for admission to services after competitive test should as far as possible be distributed to the districts to which they belong or for which they show preference or as may be otherwise feasible.

73. *Recruitment to Executive Services.*—Having disposed of the ministerial ranks, we now propose to make recommendations for recruitment to Executive services of certain important departments of Government.

#### *A.—Revenue Department.*

*Mukhtiarkars.*—25 per cent. appointments should be made by direct recruitment under competitive examination open to 'Honors' graduates but those selected should start as Head Munshis under the scheme now in force which should embrace the Hindu candidates too. For 75 per cent. appointments selection should be made from best qualified and worthy service-men.

*Deputy Collectors.*—These officers should be wholly recruited from most worthy and selected Mukhtiarkars. No competitive test.

### *B.—Forest Department.*

*Range Forest Officers.*—Those deputed for training should be selected after a competitive test, and recruitment to service should be made on the basis of results of the Forestry Examination.

*Divisional Forest Officers.*—50 per cent. from worthy service-men (Range Forest Officers) without competitive test. 50 per cent. direct recruitment after competitive test. It should, however, be noted that only very highly qualified persons be admitted to sit for the competitive test.

### *C.—Agricultural Department.*

*Subordinate Service.*—Graduates and non-graduates. In both cases recruitment should be made after a competitive test open to graduates and non-graduates as the case may be.

*Provincial Service, Class II.*—50 per cent. promoted from worthy service-men (Graduate Assistants) without a competitive test. 50 per cent. direct recruitment from highly qualified persons after a competitive test.

*Provincial Service, Class I.*—25 per cent. promoted from worthy service-men of Class II. 75 per cent. by direct recruitment from very highly qualified men.

### *D.—Veterinary Department.*

*Subordinate Service or Assistant Surgeons.*—Recruitment should be based on the results of the Veterinary College Examination.

*Provincial Service.*—By direct recruitment of very highly qualified persons after a competitive test, if possible.

### *E.—Excise Department.*

*Subordinate Service.*—Inspectors and Assistant Inspectors. Recruitment from among graduates after a competitive examination.

*Provincial Service*—50 per cent. by promotion of worthy service-men (Inspectors). 50 per cent. by direct recruitment from among very highly qualified persons after a competitive test.



### *F.—Registration Department.*

*Sub-Registrars, IV and V grades.*—Recruitment from among matriculates and under-graduates after a competitive examination.

*Sub-Registrars, II and III grades.*—50 per cent. by promotion of worthy service men (Sub-Registrars, IV grade). 50 per cent. by direct recruitment from among graduates after a competitive examination.

### *G.—Judicial Department.*

*Sub-Judges.*—All by direct recruitment from members of Bar having been in actual practice for not less than 3 years after a competitive examination. Age limit 30 years.

*Assistant Judges.*—25 per cent. by direct recruitment from members of Bar having been in actual practice for not less than 7 years strict selection and not necessarily competitive examination. 75 per cent. by promotion of most worthy Sub-Judges.

### *H.—Jail Department.*

*Jailors.*—50 per cent. promoted from Subordinate services. 50 per cent. by direct recruitment from graduates after a competitive test.

*Provincial Service Superintendents.*—50 per cent. by promotion of worthy Jailors. 50 per cent. by selection from Provincial Medical Service, Class II.

### *I.—Public Works Department.*

The appointments at present classified as Overseers should be split up into 2 classes. Sub-Overseers and Overseers in the proportion of 2 : 3.

*Sub-Overseers.*—Should be recruited from persons possessing the N. E. D. Engineering College Diploma Certificate and on the results of that examination. The scale of pay of this class should be Rs. 50—4—110.

*Overseers.*—75 per cent. should be recruited from graduates in Engineering of Indian Universities based on the examination results of the candidates. 25 per cent. by selection from the Sub-Overseer Class—great stress being laid on reputed honesty. The scale of pay for this class will be Rs. 80—5—150; 3 per cent. selection grade Rs. 175.

*Provincial Service, Class II.*—50 per cent. by selection from worthy Overseers of unquestioned honesty and industry. 50 per cent. by direct recruitment from graduates of Indian and British Universities after a competitive test open to Sindhis only.



*Provincial Service, Class I.*—25 per cent. by selection from worthy Class II Officers. 75 per cent. by direct recruitment after a competitive examination open to Sindhis and non-Sindhis.

Superintending Engineers and } By strict selection from Class I  
Chief Engineers. } Officers.

*J.—Public Health Department.*

*Subordinate Service Vaccinators.*—Recruitment by a competitive test open to matriculates and under.

*Inspectors.*—Recruitment by a competitive test open to persons qualified in the Sanitary Course.

*Provincial Service.*—By selection from highly qualified persons holders of Diploma of Public Health being preferred.

*K.—Medical Department.*

*S. M. S. Sub-Assistant Surgeons.*—By recruitment solely from L.C.P.S. passed men based on examination results.

*Provincial service, Class II.*—By recruitment from M.B.B.S. passed men of Indian Universities based on examination results.

*Provincial Service, Class I.*—Direct recruitment from highly qualified persons of Indian and British Universities open to both Sindhis and non-Sindhis.

*L.—Industries Department.*

By direct recruitment of qualified and professional experts according to requirements.

74. The above principles may be applied with necessary modifications to recruitment for other Departments of Government.

PUBLIC SERVICE COMMISSION.

75. Recruitment being necessarily allied with a responsible Recruiting Authority which is the Public Service Commission under the Government of India Act, 1935, the Committee pass on to the discussion of that subject in this Chapter.

76. The Government of India Act, 1935, enjoins by section 264 that a Public Service Commission shall be appointed for each Province or jointly for two Provinces. The present arrangement is for a joint Public Service Commission for Bombay and Sind. It consists of three gentlemen one being the Chairman who draws Rs. 3,000 per month and two members drawing Rs. 2,000 each. The Sind Government pays a sum of Rs. 25,000 per year as its quota towards the entire cost of the Commission amounting to Rs. 1,21,200.

77. We are not aware how far the present agreement between the two Provinces affects the tenure and conditions of service of the present joint Commission and how far it provides for the possibility of withdrawal from the agreement to enable Sind to set up a Sind Public Service Commission of its own. This Committee would urge that no time should be lost in having a separate Commission for the Province, so that the recruitment, subject to communal proportions fixed by Government, may be made in all the branches of administration on the basis of the results of competitive test to be suitably devised for different branches of services. The Committee having suggested the adoption of competitive examination test for recruitment to almost all the branches, are of the opinion that such a system of recruitment can not be worked from a far away place like Bombay. Such a system of recruitment can only and should be worked by a Public Service Commission set up exclusively for Sind and functioning at Karachi. There should be no difficulty in finding three persons of ability and integrity to constitute the Commission. We suggest a salary of Rs. 1,000 for the Chairman and Rs. 800 for each of the two members.

78. We estimate that the expenditure will not exceed after deducting the income from the admission fees of the applicants, rupees forty thousand per year. The extra expenditure will be about Rs. 15,000 which we feel is worth incurring, considering the facilities and advantages it will afford to Sind. At present the Sind candidates have to travel to Bombay at great expense for appearance before the Commission for purposes of interview. This will be saved to them if a Provincial Commission is established at Karachi.

#### LEAVE RESERVE STAFF.

79. Lastly in this Chapter the Committee would like to deal with the leave reserve staff employed in certain Government Offices. Local official opinion seems to be divided as to the necessity of the leave reserve staff, numbering at present 10 to 15 per cent. of the permanent staff of certain offices particularly the village staff, the Higher Revenue Offices and the Police Force. This reserve constitutes a permanent staff added to the sanctioned number of appointments required for performance of ordinary duties. It is understood that there is no leave reserve staff in the Secretariat. The advantage of the leave reserve system lies in this that raw recruits are not drafted in offices every time a short vacancy occurs, and further that the leave reserve staff are, as it were, constantly under training and short tenure vacancy can be conveniently filled without detriment to efficiency.

80. The Committee, however, feel that some reduction in numbers can be made and they offer the following suggestions:—

(1) There should be no leave reserve for Provincial services as such leave vacancies can be filled from the lower grades of service to which recruitment of Provincial services is open.

(2) For Subordinate services the leave reserve staff should not be more than 7 per cent. and if it is more, it should be reduced to this percentage.

(3) An exception may be made in the case of Police Constabulary Force where it may be 10 per cent. of the total strength in place of the present 15 per cent. which appears unwarranted.

81. The Committee would observe that the grant of leave should be restricted where leave reserve staff is engaged, to the above percentage except in very special circumstances.

There should be no leave reserve for inferior services.

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## CHAPTER IV.

### RETIREMENT.

#### RETIRING AGE.

82. The ordinary retiring age is not uniform for all classes of Government servants and there is considerable scope for non-observance of rigidity in the application of the rules for actual retiring age such as it is, if the superior authority be so minded. It will be better for us to explain what the present system is.

83. *Present system.*—For this purpose Government servants are classified under three main heads:—

- (1) Inferior Service.
- (2) Ministerial Service.
- (3) Executive Service.

The existing retiring age rules may be summarised as under:—

Rules.	Service.	Ordinary.	Extraordinary.
161-C.	Inferior Service.	60 years ...	May be retained in service if one continues efficient beyond that age without sanction of Government.
161-B.	Ministerial Service.	May be required to retire at 55, but should be retained in service if one continues efficient upto 60 years.	Must not be retained after that age except in very special circumstances which must be recorded in writing and with the sanction of Government.
161-A.	Executive Service.	55 years ...	May be retained in service after that age with the sanction of Government on public grounds to be recorded in writing, but must not be retained after the age of 60 years except in very special circumstances.

84. There are some special provisions for special classes of officers such as Judges of the Small Causes Court, non-I.C.S., Additional Judicial Commissioners who are allowed to be in service upto 60 years. In the Public Works Department, a Class I Officer

may be required to retire at 50 years, if he fails to attain the rank of Superintending Engineer by then. Chief Engineer may in special circumstances be retained in service for 3 months after attaining the age of 55 years. In the Educational Department, Professors may be retained upto 60 years in the interest of public service. Sub-Registrars are also allowed to be retained upto 60 years.

85. *Our suggestions.*—The Committee feel that there should be introduced greater uniformity and rigidity in the application of retiring age and all loop-holes for non-observance should be practically closed. If services of an officer happen to be required for any very exceptional reasons for special work, he may be re-engaged on special terms but he must retire in the ordinary course from regular service. The Committee have, accordingly, formulated the following recommendations regarding superannuation limits :—

(a) That all officers of the Executive, Ministerial and Inferior services must be required to retire at the age of 55 years.

(b) Grant of extension should be forbidden. The Committee regard this as fair in the interests of the younger generation as it may relieve somewhat the existing stress of unemployment.

(c) The only exceptions which may be made should be in the case of—

(1) Non-I.C.S., Additional Judicial Commissioners, and

(2) Professors of Colleges,

who may be retained upto 60 years in the interests of public service in very special circumstances. It is generally believed that these two classes of employees can impart their best with ripeness of age to a certain limit.

(d) A Chief Engineer may in special circumstances as at present be granted an extension of three months.

86. The Committee regard the rule about the Public Works Department, Class I Officer, being made to retire at 50 if he has failed to attain the rank of Superintending Engineer by then as a very wholesome one. They would recommend that this rule may be applied to high officers of all departments with some modifications. The weeding out of mediocre element at a particular stage will be a certain gain to public services and financially too it may not be a disadvantageous proposition.

## PENSIONS.

87. Pension is a provision for old age when active service ceases and it is the primary duty of Government being the largest employers to make such provision for their employees. The Committee do not feel called upon to discuss the controversial subject of Pension *versus* Provident Fund. Pension has a long tradition and the Committee are disinclined to recommend the other alternative which might involve more expenditure. For, unlike Pension, Provident Fund will have to be paid to all those who retire or whose retirement be timed before a pension would otherwise be earned and to dependents of those, who die in service.

88. The Committee agree with the Thomas Committee that the present Pension Rules are very complicated and require to be simplified. There are various phases of pension which require consideration and certain rules for determining the amount of pension due appear unduly liberal. We are, therefore, making certain suggestions calculated to reduce expenditure and to simplify the procedure as far as possible:—

(a) The present rule that no pension be earned in respect of service rendered before the age of 20 years should be retained.

(b) Bombay Civil Services Rule 282 prescribes different periods of duty for earning retiring pensions in the case of different classes of officers. Certain officers can earn retiring pension after duty of  $16\frac{1}{2}$  years, others after 20 years and still others after 25 years. This should be levelled and the existing disparity removed. Bombay Civil Services Rule 254 (1) fixing 30 years' service or 25 years' duty for qualifying for retiring pension should generally prevail.

(c) All leave except extraordinary leave without pay should count towards service qualifying for pension.

(d) No leave except ordinary leave on full pay, i.e., leave on (full) average pay only should be granted preparatory to retirement. The grant of or combination of other leave before retirement is financially disadvantageous to Government, as full or half average pay based on the last 12 months' pay becomes due in place of pension which at the maximum is half of average pay based on past 36 months' pay.

For example if an officer wishes to retire after leave on private affairs or leave on medical certificate, he should be held to have retired, with effect from the commencement of such leave.



(e) A retiring pension admissible after 30 years or more of service or any other kind of pension should be half the average pay drawn during the three years preceding retirement, excluding special pay and allowances. Substantive pay alone should count for determination of pension. Special pay or other allowances are earned for special duties required to be performed. Pension should take account of the pay due in the ordinary course.

(f) The maximum pension should not exceed Rs. 6,000 per annum.

(g) The grant of invalidation pension should be advanced to ten years' duty; we propose that in the case of earlier invalidation a gratuity of one month's pay for each completed year of service should be held as adequate compensation. Invalidation pension should be equal to average pay for the preceding three years excluding special pay and allowances, multiplied by one sixtieth of the number of years of completed service. The maximum limits noted in the scales appended to Rule 282 should be suitably altered.

(h) No pension of any description should be paid in respect of less than 10 years' completed service.

(i) Special additional pension should not exceed Rs. 1,000 a year for service in certain special posts classified in lower grade and Rs. 1,500 in a year for service in certain special posts classified in the upper and lower grades or in the upper grade alone.

(j) Pension and leave salaries which may be paid outside India in the case of new entrants should be converted, if the officer so desires, into foreign currency at the current rate of exchange and not at a special rate as at present.

#### COMMUTATION OF PENSION.

89. The commutation of pension is at present hedged in by several restrictions as to the objects on which the commuted amount should be spent. These restrictions are in practice overcome by employment of subterfuges. The Committee are of opinion that retired Government officers should not be compelled to adopt subterfuges. As Government fix, from time to time, the commutation value on actuarial basis, commutation is rightly regarded as a sort of insurance procedure, which should be available to all without let or hinderance.

90. The Committee recommend that—

(a) All restrictions as to the objects to be served should be removed. Government are at liberty to make stringent rules about grant of health certificates as every Insurance Authority is entitled to do. Once a retired Government officer obtains a suitable health certificate, the commutation should be permitted without further question.

(b) Commutation of pension upto one half of the amount of pension admissible should be permitted in all cases provided that atleast a sum of Rs. 20 per month remains for pension after such commutation.

91. We are further of opinion and endorse the Thomas Committee's view that commutation should not be deferred as far as possible and the pensioners should not be prevented from taking advantage of this right on the score of absence of budget provision. We urge that care should invariably be taken to make adequate budget provision for all such claims as are likely to arise in the year.

#### COMPASSIONATE GRATUITY.

92. We are of the opinion that the present rule about the grant of compassionate gratuity operates very harshly in the case of Government servants who die before retirement. We have known of several families of such Government servants thrown in very distressing circumstances. We, therefore, strongly recommend that dependents, if any, of Government servants, who if at the time of their death before retirement, are in receipt of salary not exceeding Rs. 150, should be granted compassionate gratuity equal to one month's pay based on the average of past three years for every completed year of service. We regard this as essential justice to the families of lower middle class servants of Government which the latter should not grudge.

#### PROVIDENT FUND.

93. We further suggest that there should be a compulsory rule for contribution towards Provident Fund established by Government by every Government servant in permanent superior services. It should not be optional as at present. The compulsory savings in the Provident Fund and the compassionate gratuity recommended above will come very handy and be very helpful to the dependents of Government servants in subordinate ranks dying prematurely before retirement.

94. The Committee see no necessity to give detailed reasons for the above recommendations. Those relating to pension will lead to economy in expenditure and be financially favourable to Government, while those connected with commutation, compassionate gratuity and Provident Fund will mete out a fair treatment to Government servants.

95. In mercantile offices and other large concerns there are various types of equitable schemes chiefly of Provident Fund and Bonus, out of the earnings of the concern for the benefit of employees. Pension is generally cheaper to Government than the Provident Fund scheme and we have, therefore, suggested the continuation of the pension system with small concessions to employees in mitigation of hardship, feeling that such treatment would be only fair to the Government servants who give the best part of their life for public service.



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## CHAPTER

## THE SECRETARIAT.

## SECRETARIAT DEPARTMENTS.

96. The Secretariat of the Government of Sind was until recently divided into following four sections :—

- (i) Chief Secretary dealing with—
  - (a) Home Department (Judicial, Police and Jails).
  - (b) General Department (Education, Municipal and Local Boards).
  - (c) Political and Miscellaneous Department.
  - (d) Legal and Reforms Departments.
  - (e) Passports (Assistant Secretary, Finance Department is, however, Passport Officer).
- (ii) Finance Secretary dealing with Finance, comprising—
  - (a) Establishments and Service and Financial Rules.
  - (b) Budget.
  - (c) Pensions and Miscellaneous.
- (iii) Public Works Department Secretary (combining Chief Engineer's Office) dealing with entire Public Works Department administration, embracing Irrigation, Roads, Buildings and Electric Installations. This appointment is held in conjunction by the Chief Engineer in Sind.
- (iv) Revenue Secretary (combining Revenue Commissioner-ship) dealing with—
  - (a) Revenue Department.
  - (b) Agriculture.
  - (c) Excise.
  - (d) Stamps.
  - (e) Registration.
  - (f) Co-operation.
  - (g) General Administration.

This appointment is held by the Revenue Commissioner for Sind in addition to his office.

97. Recently on the transfer of Mr. H. K. Kripalani, I.C.S., Chief Secretary to Government, there has been some re-shuffling of work. The Finance Secretary who has taken on the additional portfolios of Political and Miscellaneous Departments, has been appointed to officiate as Chief Secretary. The remaining subjects of the previous Chief Secretary are being dealt with by an I.C.S. Officer with the designation of Home Secretary.

98. In the Chapter on Public Works Department in the Interim Report (para. 57) the Committee had reluctantly agreed, on the score of economy, to the Chief Engineer functioning as Secretary to Government for Public Works Department, for it can not be contended that the Secretary to Government for Public Works Department must also be of the rank of Chief Engineer as the Public Works being a technical subject, the Advisor of Government should necessarily be the best expert in the Department.

99. While discussing the other Secretariat sections, the Committee noted that the Revenue Commissioner and Revenue Secretary had complained of very heavy work and the Chief Secretary was admittedly so pressed for departmental work that he had to resign the membership of this Committee. Accordingly, the following issues were raised:—

- (1) Whether the Revenue Commissioner was at all necessary.
- (2) If necessary, should he appropriately function as Revenue Secretary too.
- (3) Whether re-shuffling of Secretariat portfolios was called for, to relieve pressure of work in any section.

100. The Committee had the advantage of discussing these matters with Mr. G. F. S. Collins, I.C.S., Revenue Commissioner for Sind. He expressed himself definitely in favour of the present arrangement, *i.e.*, the utmost necessity of a Revenue Commissioner for the Province and the combination of the Revenue Secretaryship in him. He could not contemplate in the interests of good administration of the Province the withdrawal of the post of Revenue Commissioner and did not appreciate the idea that a junior officer should as Revenue Secretary be between him and Government. He regarded separate Revenue Secretaryship with its staff as a very costly arrangement.

101. Divided opinion was first expressed on the first two issues. Mr. Gazdar was for abolition of the post of Revenue Commissioner for a small Province like Sind, and creating instead or converting it into a full Revenue Secretaryship keeping the number of Secretaries at 4 as at present. He anticipated a large saving in expenditure under his plan. Khan Bahadur M. A. Khuhro was not opposed to the Office of Revenue Commissioner for Sind, but he strongly advocated the separation of Revenue Secretaryship from the Revenue Commissionership. Khan Bahadur M. A. Khuhro urged that since the Revenue Commissioner had found himself over-worked under the pressure of the combined duties of Revenue Commissioner and Revenue Secretary, and had asked for a Deputy Secretary, it will be a better plan to dissociate the Revenue Commissioner from Revenue Secretariat duties; an additional Secretaryship be created and the burden of Chief Secretary (now Home Secretary) be also lightened. He preferred that the Revenue Commissioner, who was and will always be, the most senior I.C.S. Officer, to be Chief Secretary, and three more Secretaries for Revenue, Home and Finance Sections. He argued that creation of a Deputy Secretaryship in Revenue Department will not give the necessary relief and that soon a demand for a Deputy Secretaryship in the Home Department will arise, while one full Secretary will be much less costly and a more efficient arrangement. Khan Bahadur M. A. Khuhro pointed out that with the Revenue Commissioner as Chief Secretary, there will be no need to give him an allowance of Rs. 400 and thus a sum of Rs. 5,000 will be saved. He was also of the opinion that the Home and Revenue Secretaries would ordinarily be junior officers of 8 to 10 years' standing and one of them may even be an officer of the Provincial Service. This would result ultimately in great saving.

102. After noting the views of the Committees convened before Sind was separated, and fully discussing the *pros* and *cons* of the present and proposed arrangements, we came to the following definite conclusions, which we urge for the consideration of Government in the interests of Secretarial efficiency:—

(1) A Revenue Commissioner is necessary as a very senior officer must co-ordinate the work of, influence and guide the District Collectors and should be at the head of the Revenue Department and General Administration.

(2) A Revenue Commissioner should not be Revenue Secretary as the additional work has proved too great a burden for a single officer.



(3) There is no harm whatever if another officer as Revenue Secretary presents the Revenue Commissioner's papers for the orders of Government. A fresh outlook will not be a disadvantage to Government in a non-technical department. A Revenue Secretary need not necessarily be and has never been of the rank of a Commissioner. This will be a much more efficient arrangement than giving a Deputy Secretary to the Revenue Commissioner to assist him in his Secretariat duties.

(4) The Committee, therefore, do not approve of the appointment of a Deputy Secretary under the Revenue Commissioner in his capacity as Revenue Secretary.

(5) Government having now recognised that the former Chief Secretary was overburdened, have transferred some of his work to the Finance Secretary. That proves the Committee's contention that re-arrangement of work in the Secretariat is essential.

(6) The highest and most experienced I. C. S. Officer in the Province should be the Government's Chief Secretary so that his experience and knowledge may be available for guiding the Government policy about appointments and for other high purposes of State. The Revenue Commissioner should therefore be the Government's Chief Secretary.

(7) The Deputy Secretary's cost will be slightly less than that of a full Secretary, but with the saving of Rs. 400 accruing on the Revenue Commissioner becoming the Chief Secretary, the burden will be minimised.

(8) The staff cost may slightly increase with 3 full Secretaries functioning besides the Chief Secretary but it should be kept as low as possible by utilising partly the Revenue Commissioner's office staff and partly the Chief Secretary's staff.

(9) The Committee would suggest allocation of Secretariat work as under :—

Chief Secretary	...	Home Department (Special)
		including essential statutory duties.

Revenue Secretary ... Revenue and General Department (Local Boards, Municipalities.)

Home Secretary .... Home, Legal, Education, Health and Reforms Departments.

Finance Secretary ... Finance, Political and Miscellaneous.

103. We next proceed to deal with the Secretariat staff under the Secretaries referred to above. The Gazetted staff is as under :—

(1) Deputy Secretary, Legal Department and Remembrancer of Legal Affairs. Scale 750—50—1,000.

(2) Assistant Secretary, Home, General, Political, Miscellaneous and Reforms Departments. Scale 500—40—700.

(3) Assistant Secretary, Finance Department, scale 500—40—700. He is Passport Officer too, for which he gets a special Central Government allowance of Rs. 125, recently raised from Rs. 75.

(4) Deputy Secretary, Public Works Department, I.S.E. Officer, I.S.E. scale.

(5) Assistant Secretary, Public Works Department (Administration), Special grade 800.

(6) Assistant Secretary, Public Works Department (Technical), S. S. E. Officer, S. S. E. scale.

(7) General Assistant Commissioner, Deputy Collector's scale, special pay Rs. 100.

(8) Revenue Assistant Commissioner, Deputy Collector's scale, special pay Rs. 100 plus Tribunal allowance Rs. 50.

In the Chapter on Public Works Department in our Interim Report we have recommended abolition of Assistant Secretary (Technical) S. S. E. On the creation of a separate Revenue Secretaryship one of the Assistant Commissioners should be attached to the Revenue Secretary as his Assistant.

104. The sub-joined tables show classified grades, strength and scales of pay of the non-gazetted staff of the Secretariat:—

*Strength.*

	Chief Secretary's Department.	Finance Department.	Public Works Department.	Revenue Commissioner and Revenue Secretary's Department as recently revised.
Number of Branches ...	9 including Legal and Pass-port.	4	5	8
Superintendents—				
Senior ...	4	2	2	2
Junior ...	5	3	3	4
Assistants—				
Senior ...	8	4	5	6
Junior ...	13	7	11	8
Clerks—				
Senior ...	7	3	6	7
Junior ...	16	7	14	13
Typists ...	4	2	4	5
Stenographers ...	2	1	1	1
Total ..	59	29	46	46

*Scales.*

Grade.	Scale of pay.	Remarks.
	Rs.	
10 Senior Superintendents ...	300—20—400	Superintendent, Home Department (Special), gets a special pay of Rs. 25 for coding and decoding cypher telegrams.
15 Junior Superintendents ...	200—10—250— E. B.—10—300.	
23 Senior Assistants ...	120—8—200	
39 Junior Assistants ...	70—5—100— E. B.—8—140	
23 Senior Clerks ...	90—5—110	
50 Junior Clerks ...	50—5/2—85	
5 Stenographers ...	120—8—200	
15 Typists ...	50—5/2—100	



The Assembly Department staff and their scales are as under:—

- 1 Assembly Secretary, who is an officer of the rank of Sub-Judge, 2nd Class, 2nd Grade.
- 1 Senior Assistant ... 120—8—200.
- 1 Junior Assistant ... 70—5—100—8—140.
- 4 Reporters ... 150—10—250.

The Chief Reporter gets a special pay of Rs. 50.

There are besides 4 Personal Clerks to the Honourable Speaker and the Honourable Ministers, each in the scale of Rs 120—8—200 (Tenure posts).

105. The pay scales in the Secretariat are more favourable than those of the ministerial Government servants in any other Government office in Sind, including that of the Honourable Judicial Commissioner. They have thus become envy of many.

106. We are told that it is a well recognised practice all over India that Secretariat employees get comparatively better scales of pay. The Sind Separation Officer has referred to their usefulness in para. 34 of his Report in the following words:—

“The permanent Secretariat staff derives its efficiency from its very permanence, the so called ‘noting’ branches, dealing with the same subjects for years, acquire inevitably a remarkably thorough knowledge of precedents, rules and procedure, and are consequently able to put up ‘notes’ which genuinely assist the superior officers of the department in appreciating the points at issue and thereby in deciding expeditiously even the most complicated of cases.”

107. A Secretariat employee is expected to be a capable, industrious and well disciplined person and to spend all his service in the same office, for then only he can increase his usefulness. The Committee do not, therefore, grudge them more attractive scales. But it should be made certain that the best material is recruited and at all times ability and merit are rewarded. Else the practice will be different from the principle under-lying higher scales. To ensure that really the best available men are taken up in the Secretariat, there should be rigorous test by competitive examination. Such men who have had brilliant academic career and are ‘Honors’ graduates should be selected for the Sind Secretariat.

As these principles of recruitment had not to our knowledge been adopted, the recruitment might not have been as happy as desirable. Certain conventions should also be created for according promotion in order to prevent unduly rapid rise in cost. The Bombay Secretariat procedure of recruitment and promotion is well worth copying—

(1) Junior Assistants are, as a rule, directly recruited from amongst 'Honors' graduates and as a matter of practice every fourth vacancy only is filled by promotion from amongst the Senior Clerks if a person fit to fill it is available.

(2) Junior Clerks are not made Senior Clerks until they reach the maximum pay of their grade.

108. We have above given the strength of the Secretariat staff. The Committee regard it as very excessive especially in regard to the number of Superintendents and Assistants. We have suggested reduction of one "noting" section in the Public Works Department in the Chapter on Public Works Department in our Interim Report. Similar reduction is called for in the Chief Secretary's Department (as previously constituted) and Revenue Secretary's Department. The Government have, it is understood, recently increased strength of the Revenue Commissioner and Revenue Secretary's Office staff by 10 hands. The registry details furnished by the Revenue Commissioner indicated necessity for 6 and not 10 additional hands. The Secretariat scales in his office were really called for and that grievance has rightly been removed by Government.

109. The Committee make the following recommendations in regard to the procedure of recruitment and promotion of the Secretariat staff:—

(1) No Matriculate should be recruited in any section of the Secretariat staff except as a typist. The latter should have a speed of not less than 50 words per minute.

(2) 'Pass' graduates or under-graduates with a distinction in certain subjects should be considered eligible for clerical grades and should be recruited as Junior Clerks.

(3) Only 'Honors' or double graduates should be recruited for Junior Assistant's posts.

(4) Every fourth vacancy in the Junior Assistant's cadre may be given to a fit person, if any, in the Senior clerical grade.



(5) No direct recruitment should be made to the rank of Senior Assistant or Junior or Senior Superintendent. A competent Senior Assistant should be promoted as Junior Superintendent and a Junior Superintendent as Senior Superintendent.

(6) A Senior Superintendent should normally be considered for the post of Assistant Secretary.

(7) Typists, who have qualified for stenography and have attained the requisite speed of not less than 120 words a minute may normally be considered for Stenographer's post. A graduate, however, with requisite speed should be preferred.

(8) As the number of Superintendents' posts are excessive, no more such posts should be created and towards this end the number of branches should not be further multiplied so as to cause an increase in the number of Superintendents' posts. If there is increase of work anywhere, a small branch in charge of a Senior Assistant may be created. A branch which has not enough work for one Senior Assistant, 2 Junior Assistants and two or more Clerks should not be in charge of a Superintendent. A small branch should be managed by a Senior Assistant unless the work is of a highly technical nature requiring handling by a more experienced officer.

(9) The following proportions between appointments under the respective grades should not be exceeded :—

Senior Superintendent	...	...	1
Junior Superintendents not less than		...	2
Senior Assistant	...	...	1
Junior Assistants not less than...		...	2
Senior Clerk	...	...	1
Junior Clerks not less than	...	...	2

(10) No acting allowance should be given to a Junior Superintendent officiating as a Senior Superintendent.

(11) No acting allowance should be given to a Junior Assistant officiating as Senior Assistant.

(12) A Junior Assistant should not be accorded a Senior Assistant's scale until he has reached the stage of Rs. 116 in his own scale. In the case of an earlier vacancy of Senior Assistant, the post should be set off by an appointment of an extra Junior Assistant till some one reaches Rs. 116.



(13) Similarly a Junior Clerk should not be promoted to the post and scale of Senior Clerk until he has reached the maximum of his post. In case of an earlier vacancy in the Senior Clerk's cadre, it should be left unfilled, if no Junior Clerk who has reached the maximum of the post be available. To make up the office compliment, an extra appointment may be made in the Junior Clerk's cadre.

#### LEGISLATIVE ASSEMBLY DEPARTMENT.

109-A. We have referred above to the Assembly Section under the Honourable Speaker. He addressed us almost when we had concluded our deliberative task, and represented necessity for additional staff to cope with the increasing work of the Assembly Department. A list of the voluminous work done in the Honourable Speaker's Office during the period of ten months (July 1937 to May 1938) has also been furnished.

109-B. The principal features of the list may be recounted below:—

Sessions held	....	....	.... Four Sessions of the aggregate period of 11 weeks.
Questions received	....	....	4,000
Questions allowed	...	....	2,800
Questions answered	....	....	45 lists each comprising 20 to 30 pages of printed matter.
Bills received from Members of Assembly..			118
Bills admitted therefrom	....	....	60
Government Bills received	...	...	50
Amendments to Bills	...	...	1,000
Resolutions received	...	...	2,500
Resolutions admitted	...	...	1,157
Travelling Allowance Bills	...	...	50 per Session.
Gallary passes issued	...	...	3,000 Do.

Then there are several circulars to be issued, publications to be supplied and stationery to be sold to the Members of the Assembly.

109-C. The Honourable Speaker has compared the strength and grades of the Sind Assembly staff with those of the staff employed in the Assembly Departments of other Provinces and pointed out that the Sind Assembly office was most understaffed. He has particularly stressed comparison with the staff in the Assembly offices of North-West Frontier and Orissa Provinces where the Assembly membership being respectively 50 and 60 is near that of Sind Assembly which is 60, and yet Sind Assembly office has been shown to be deficient in several respects.

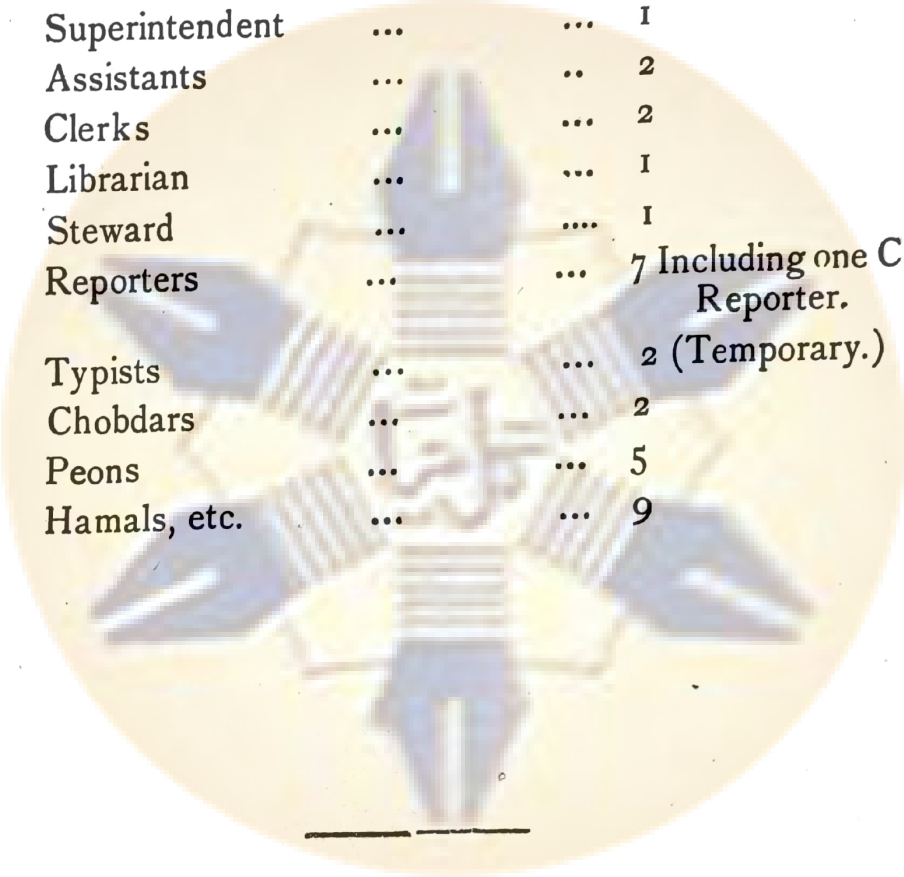
109-D. The Committee after carefully considering all factors have come to the conclusion that the Sind Assembly staff requires to be strengthened though not to the extent the Honourable Speaker has desired. The sub-joined table shows the present, proposed and recommended strength and grades of the Sind Assembly Office staff :—

	Present.	Proposed.	Committee's recommendations.
<i>Superior staff</i>			
Secretary ...	1	1	1 (no change)
Superintendent, Junior ...	...	1	1 Necessary for co-ordinating the Assembly office work.
Senior Assistant ...	2 Including the Personal Clerk of the Honourable Speaker.	1	1 Personal Clerk should be a permanent member of the office while the second existing Senior Assistant's post be raised to Junior Superintendent's post referred to above.
Junior Assistant ...	1	2	1
Senior Clerk ...	...	...	1 (He should be an Accountant.)
Junior Clerk ...	...	3 Besides one to be engaged during Session.	1 No additional temporary Clerk during Session is called for.
Accountant	...	1	...

	Present.	Proposed.	Committee's recommendations.
Typist ...	I Temporary for 6 months.	I (Permanent) besides one to be engaged during Session.	I (Permanent) No additional temporary typist during Session is called for.
Librarian ...	I (Temporary)	I (Permanent)	I (Permanent)
Assembly Reporters—English ...	4 Including one who is designated Chief Reporter.	6 Including one who is designated Chief Reporter.	4 Including one who is designated Chief Reporter.
Sindhi ...	...	2 To be engaged during Session.	2 Permanent if available.
Inferior staff—Chobdar ...	...	I	I Attached to Honourable Speaker.
Naik ...	...	I	...
Peons ...	5	7 Three to be attached to the Honourable Speaker.	5 Distribution— Honourable Speaker I Secretary ... I Reporters ... I Office ... 2 The Honourable Speaker will thus have two inferior servants attached to him. He should not need more men.
Hamal ...	...	I Temporary during Session.	...
Messengers ..	...	2 Temporary during Session	2 Temporary during Session for delivery of messages and dusting of the Assembly Hall and Retiring room.



109-E. We have recommended that the present Personal Clerk of the Honourable Speaker should be regarded as a permanent member of the Assembly office. He might do work of personal nature in addition at Karachi. If the Honourable Speaker wants a Clerk for any duties outside Karachi, he may requisition any Clerk preferably Junior Clerk of the office. The strength and grades of the Assembly office staff recommended by us compare very favourably with the Bombay Assembly Office staff as noted below taking into consideration that the Bombay Assembly has a membership almost thrice as much as the Sind Assembly:—



Superintendent	...	...	1
Assistants	...	..	2
Clerks	...	...	2
Librarian	...	...	1
Steward	...	....	1
Reporters	...	...	7 Including one Chief Reporter.
Typists	...	...	2 (Temporary.)
Chobdars	...	...	2
Peons	...	...	5
Hamals, etc.	...	...	9

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## CHAPTER VI.

### REVENUE DEPARTMENT.

#### REVENUE OFFICES.

110. For administrative purposes the Revenue Department is the key Department of the machinery of Government. At the head of the Department we have the Revenue Commissioner who, under the present arrangement, is also the Secretary to Government for Revenue Department. Whether it is appropriate to combine the offices of the Revenue Commissioner and the Revenue Secretary to the Government in a single officer or not, has been discussed in the Chapter on Secretariat. The post of Revenue Commissioner was created after the separation of Sind in place of the Commissioner in Sind as apparently provided under the Government of India Act as a transitional arrangement.

111. There has been much controversy over the necessity or appropriateness of the office of Revenue Commissioner for Sind.

Miles-Irving and Dow Committees had emphasised that there should be a Revenue Commissioner for Sind who will be at the top, as an expert in Revenue and other allied matters and at the same time a co-ordinating link between Government, the district Collectors and administrative heads of the other departments such as Excise, Stamps, Registration, Agriculture, Co-operative Credit, Land Records and Encumbered Estates. Both these Committees strongly advocated continuance of this high post in the interest of Government, District officers and the public.

The Miles-Irving Committee had suggested that the Revenue Commissioner should also function as Revenue Secretary to Government. The Dow Committee recorded that the Revenue Commissioner should also function as Secretary to Government for all the departments under him and be styled as Chief Secretary to Government as he would be of a higher rank than any of the other Secretaries. They further pointed out that the Revenue Commissioner should also be Secretary of the Finance Department in which case he should be assisted by a Deputy Secretary not necessarily belonging to the I.C.S., but a specially selected officer; if that be not feasible, he should be recognised as the Financial Advisor to Government in matters connected with the Barrage. The last noted view was, however not supported by the Government of Bombay, and the Revenue Commissioner was made the Revenue Secretary also.

112. Principally, as the name implies, the Revenue Commissioner is largely concerned with the Land Revenue of the Province. In order to be able to gauge the extent of the work of the department, the budget figures furnish certain materials. The Land Revenue income barring the share of the Irrigation Department is shown under Budget Head "7—Land Revenue". We have taken figures of the Budget estimates for 1937-38. The total estimated revenue is Rs. 35,58,000; deducting refunds, the net income is Rs. 33,05,000. Land Revenue, due on lands cultivated except by irrigation canals, *e.g.*, rain, wells and river spill water, is credited to the Revenue Department proper. This amount is estimated at Rs. 10,36,000. Other sources of income are:—

(1) 1/10th of total land revenue due on lands irrigated by canals. This amounts to Rs. 13,74,000.

(2) Credit of 3 per cent. of the share of irrigation revenue is allowed to this Department as collection charges. This is estimated to be Rs. 4,85,000.

(3) Other fluctuating miscellaneous land revenue Rs. 5,28,000.

(4) Other small items which total Rs. 1,35,000.

These are the principal sources of revenue yielding about thirty-five and half lakhs of rupees.

113. The expenditure of this department is shown under two budget heads:—

(1) "7—Land Revenue", and

(2) "25—General Administration."

Under the budget head "7—Land Revenue", the expenditure of the Land Revenue Department is detailed Under budget head "25—General Administration" is classed all expenditure incurred on account of Governor, Ministers, Assembly, Civil Secretariat and District Staff. We have for the purpose of this Chapter split up the expenditure which is incurred purely on the Revenue Department. It will be interesting to study the figures of expenditure which we give below:—

#### 7.—LAND REVENUE.

<i>General Establishments.</i>			Rs.
Pay of 7 clerks	...	...	4,180
9 peons	...	...	1,620



	Rs.	Rs.
Consulting Surveyor's Land Acquisition Branch ... ..	6,000	11,800
Allowances ... ..	...	200
Contingencies for the entire Revenue Department ... ..	...	1,11,900
Collectors' establishment charges (Part)... ..	...	3,43,000
Total ... ..		<u>4,66,900</u>

*Survey Settlement.—*

Subsidy for Photo Zinco Press, Poona... ..	...	27,000
Superintendent of Land Records and his staff including the Head Record-keeper ... ..	...	78,900
City Land Records (City Survey)... ..	...	29,800
Total ... ..		<u>1,35,700</u>

## DISTRICT CHARGES.

*Tapedars' Training School, etc.—*

Superintendent and staff's—	Rs.	
Pay ... ..	6,388	
Servants... ..	792	
Allowances ... ..	700	
Contingencies ... ..	3,000	
Stipends ... ..	1,800	
		<u>12,680</u>

*Kanuga staff, i.e., Supervising Tapedars and Tapedars.*

	Rs.	
Superior staff (Nos. 1,080) ... ..	6,00,737	
Kotars (Nos. 1,007) ... ..	1,80,383	
Allowances ... ..	3,20,900	
Contingencies ... ..	21,100	
		<u>11,23,120</u>
Settlement work ... ..	...	3,200
Total ... ..		<u>11,39,000</u>

Cost of boundary marks recovered from land holders ...	Rs. 3,000
Assignments and Compensations of Inamdars, etc. ...	11,000
Incumbered Estates, cost borne by Government; leave salary ...	1,500
<b>Total, 7—Land Revenue ...</b>	<b>17,57,100</b>

Under "25—General Administration" the following items pertaining to Revenue Department proper are budgetted for 1937-38:—

<i>Revenue Commissioner's Office—</i>	Rs.
Pay and allowances of the Revenue Commissioner ...	44,300
Pay of the Assistant Commissioners and staff {	16,200
Allowances ...	6,200
Contingencies ...	16,000
<b>Total ...</b>	<b>1,40,400</b>

*District Establishment—*

Pay and allowances of Collectors and Assistant Collectors ...	2,76,940
Pay of Deputy Collectors and other Gazetted staff ...	1,68,100
Pay of Clerical staff (Nos 257) ...	2,41,298
Pay of Peons (Nos. 194) ...	39,902
<b>Total ...</b>	<b>7,26,240</b>

Allowances ...	72,760
Contingencies (including Postage) ...	76,000
Contribution for passage of I. C. S. Officers .	4,200
<b>Total ...</b>	<b>8,79,200</b>

*Treasury Establishment—*

			Rs.
Treasury Office at Karachi	...	...	4,500
Head Accountant and Clerks (Nos. 189)	...	...	1,67,160
Peons (Nos. 39)	...	...	7,740
Allowances	...	...	6,400
Contingencies	...	...	24,200
			<hr/>
	Total	...	2,10,000
			<hr/>

*Taluka Offices—*

Pay of Mukhtiarkars (60)	...	...	1,84,800
Pay of staff (320)	...	...	2,80,984
Peons' pay (361)	...	...	69,116
Allowances	...	...	72,900
			<hr/>
	Total	...	6,07,800
			<hr/>
	Total, under "25—General Administration"	...	18,37,400
			<hr/>

*Add—*

Leave and deputation salaries paid in England	...	...	3,000
Sterling Over seas Pay	...	...	28,500
Contribution to Bombay Government on account of Leave and Pensions' share of I.C.S. Officers.	...	...	1,08,400
			<hr/>
			19,77,300
			<hr/>

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*Deduct—*

Fixed amounts debitable to "7—Land Revenue", "9—Stamps", "27—Administration of Justice" (Budget p. 88)	...	...	4,30,900
			<hr/>
Net under "General Administration" for Revenue Department	...	...	15,46,400
			<hr/>



Adding the expenditure under both Heads 7, and 25, the total working expenses of the Revenue Department, according to our calculations, amount to Rs. 33,03,500 and these almost equal the income shown under Head "VII—Land Revenue", viz., Rs. 33,05,000.

114. We do admit that the Revenue Department is called upon to perform many miscellaneous duties of general administrative character which do not and cannot necessarily bring in revenue. It may not yet be expected that the Revenue Department should spend all its revenue on its up-keep, though it may be argued on the other side that it need not necessarily show a surplus of income over expenditure. The Committee have endeavoured to look into details and to trace any possible sources of economy in this department. We have obtained opinions from all district Collectors and the Revenue Commissioner. It will be interesting to summarise the views received.

115. *Revenue Commissioner's office.*—The Revenue Commissioner had emphasised that the clerical staff of 31 allotted for his office in accordance with the recommendation of the Sind Separation Officer and 5 additional clerks for the Revenue Secretary's branch making a total of 36, was quite inadequate. In his opinion the Sind Separation Officer had miscalculated that there would be no confidential work and had not also allowed any staff for certain financial work which had devolved on his office. He has then proceeded to give details of the work done in his office and has stressed the need for allotment of additional staff. The comparative statement of references dealt with in his office before and after the separation furnished by him supports the case for an increase of about 1/5th of the total work and therefore the need for 6 additional hands and not more.

A comparison of the strength, grades and scales of the staff of the Revenue Commissioner's Office with similar details pertaining to different sections of the Secretariat will not be out of place. The comparative information is compiled in Appendix IV attached to this Report.

It will be seen therefrom that the number of higher clerical appointments is greater in the Secretariat. We feel that in the matter of scales of salaries, the Revenue Commissioner's staff, except the head clerks and stenographers have no reason to complain, but the number of appointments in the higher grades is

comparatively small and the flow of promotion will necessarily be tardy. The sub-joined table will illustrate this point—

	Superintendents.			Assistants.			Clerks.		
	Senior.	Junior.	Total.	Senior.	Junior.	Total.	Senior.	Junior.	Total.
Chief Secretary's Department.	4	5	9	8	13	21	7	16	23
Finance Secretary's Department.	2	3	5	4	7	11	3	7	10
Public Works Department	2	3	5	5	11	16	6	14	20
	Head Clerks.			Selection Grade.	Upper Grade.	Total.		Lower Grade.	Total.
Revenue Commissioner's Office.	...	2	2	3	11	14	...	15	15

We understand that Government have, since on the representation of the Revenue Commissioner, sanctioned Secretariat scales for the Revenue Commissioner's staff and 10 additional appointments. In view of this most liberal treatment nothing more remains to be done.

116. *Collector of Hyderabad* seems to have made some investigations into the actual office working as is apparent from his detailed report. He has offered certain suggestions for changes in the personnel conducive to economy:—

(1) Abolition of the post of Naib Chitnis (Scale Rs. 105—5—140) and of the post of Head Munshi to the Collector (Scale Rs. 105—5—150) and creation in their place of a single post of a clerk in the scale of Rs. 85—5/2—100.

(2) Abolition of Collector's Head Clerk of Mukhtiarkars grade (Rs. 200—10—400) and creation instead of a clerk in Rs. 150—5—200 scale.

(3) Abolition of the distinction between scheduled and non-scheduled posts. In place of the existing 15 scheduled and 4 non-scheduled posts, he advocates 5 Upper Grade Rs. 105—5—140 and 11 lower grade Rs. 85—5/2—100 posts while 3 posts in the Treasury Office are recommended for being abolished.

(4) Re-arranging pay and course of training of probationary Head Munshis.

(5) Abolition of 5 leave reserve clerks as there is never any dearth of candidates for employment.



(6) Abolition of the designation of Head Clerk and Serishtedar in Assistant Deputy Collector's Office and reducing the strength of staff in each such office by one clerk.

(7) Dispensing with the practice of leaving 3 out of 5 members of the office of Assistant/Deputy Collector at head-quarters. Those left at head-quarters for 7 months do little work as there is no supervision. The whole staff may be taken on tour and some permanent travelling allowance may be fixed for all.

(8) Reduction of 5 out of 27 Supervising Tapedars and their 5 Kotars; with closer supervision there will be no loss of efficiency.

(9) Abolition of 11 leave reserve Tapedars.

(10) It is unnecessary and waste of time to get the field inspection work done by the Public Works Department Abdars; it can be conveniently discontinued.

(11) No reduction in any other office or section of district administration is possible.

117. *Collector of Karachi* finds no scope for retrenchment any where in the district. In his opinion retrenchment was overdone in 1932 and it is difficult to cope with the work since the separation of Sind and inauguration of Reforms.

118. *Collector of Sukkur* similarly feels that his office is under-staffed. He has emphasised that the staff has to work 4-5 hours every day beyond fixed hours. Provincial Autonomy and Assembly working being responsible for much additional burden. The advent of Barrage has also meant more office and outdoor work. No retrenchment is in his opinion possible. Assistant/Deputy Collectors and Supervising Tapedars are necessary and they are needed for supervision and cannot be dispensed with. He suggests higher scale for Supervising Tapedars and urges provision of one Tapedar for record room in each Taluka Office. The Assistant/Deputy Collectors should be permitted to take their whole office on tour, the present arrangement leading to inefficiency and waste of time.

119. *Collector of Thar Parkar* also complains of the enormously increased work owing to Barrage. He feels that efficiency is already at a low level, and further reduction will not only increase inefficiency but that there will be more corruption and less justice. The scales of pay were sufficiently low and could not bear further



reduction. He finds no scope for economy, but suggests that efficiency would be improved if recruitment were made on systematic basis and promotion given on merit and not on seniority or for other considerations. He wants to discourage waste of time over writing of reports and collection of information. He also desires decentralization of powers from the Commissioner to the Collectors and from the Collectors to Assistant/Deputy Collectors and from the Assistant/Deputy Collectors to Mukhtiarkars.

One of his Deputy Collectors has suggested substitution of Mahalkaris for Mukhtiarkars in the Desert Talukas. The Collector has not agreed. According to the Collector, public interests require that the Desert Talukas should be continued to be manned by Mukhtiarkars as the areas are vast, communications are primitive, country is isolated, people are backward and judicial work necessitates a first class Magistrate. The same Deputy Collector has suggested substitution of the entire Supervising Tapedars' staff by two Naib Tahsildars. The Collector has differed saying that Supervising Tapedars are necessary and the experiment of replacing Supervising Tapedars had not succeeded in the past.

Another of his Deputy Collector has suggested substitution of Tapedars for Abdars and Canal Assistants. In his opinion four Tapedars in the Taluka will be quite enough to do all the work the Abdars and the Canal Assistants are required to do. He also suggested the Supervising Tapedar's strength to be reduced by half. The Collector does not support these suggestions.

120. *Collector of Dadu* complains of the increase of work since the functioning of the Barrage. Every one in the office appears over-burdened with work. The village staff particularly find it difficult to cope with the work. In his opinion no retrenchment is either possible or desirable. As it is, he feels that the paucity of good hands has lowered the quality of work and retrenchment of any kind will affect it adversely.

121. *Deputy Commissioner, Upper Sind Frontier*, regards the Tapedars as an important unit in Revenue Administration. The present number of Tapas is not excessive and no reduction in their numbers or pay is possible. In his opinion Supervising Tapedar is obviously less essential; his work can be dispensed with provided the Mukhtiarkar and the Deputy Collector become more vigilant. The Mukhtiarkars in his district, however, consider Supervising Tapedars indispensable especially for account work. In the opinion of the Deputy Commissioner, 7 Inspectors could do the work of 17 Supervising Tapedars in his district and the Tapedars should be allowed to rise to be Inspectors or Clerks if qualified. The Deputy Commissioner suggests that the Taluka Office staff is insufficient

and there is no scope for reduction. There is heavy work in the Deputy Collector's and District Offices. Mukhtiarkars are also overworked. Their magisterial files are heavy and the day to day inspection of crops under remission rules is very exhausting and troublesome. He suggests that efficiency could be increased and trials of all criminal cases are conducted by Resident Magistrates and the Mukhtiarkars are allowed to take up cases under section 107 and 145 of the Criminal Procedure Code. Appointment of Resident Magistrates at Kandhkot and Jacobabad has been emphasised. As a measure of economy, two talukas, *viz.*, Kashmore and Garhi Khairo, may be reduced to the status of Mahals. Referring to remission inspection work, he observes that drastic remodelling of remission rules is called for, as inspection of thousand of survey numbers absorbs too much time and the results are extremely unsatisfactory. It is impossible in his opinion for a lay man to make anything like an approximate 'Danbandi'. His personal experience was that the liability to error was enormous. It is literally impossible for experts or for the cultivator himself to show a correct figure within 25 per cent. Remission system combined with Hari tenure encouraged bad cultivation while block system was superior to the present 'number-war' remission inspection being done by large homogenous blocks and a scale of remission being fixed on standard condition of crops. In his opinion any reduction in the touring period of officers for the purpose of economy is a very short-sighted measure. Relaxation of field work by high officers will lead to heavy loss to Government by falsification of accounts.

122. *Revenue Commissioner.*—The Revenue Commissioner in reviewing the district officers' suggestions does not agree with most of them, where economies and reductions are suggested. Anent the views of the Collector of Hyderabad, he observes that the duties devolving on various members of the district and subdivisional and taluka staff are such that it is not desirable to reduce the strength or the scales. He has, however, no objection to the Collector's Head Clerks being taken out of Mukhtiarkar's cadre and given a scale of Rs. 170—5—200; the recruitment being made from the district establishment. He sees also no objection to abolish the leave reserve clerks, but he objects to the abolition of leave reserve Tapedars. He is strongly of opinion that the strength of Supervising Tapedars be not reduced as they are very useful and necessary for inspection and supervision over Tapedar's account work. The suggestion of the Collector of Hyderabad for re-arranging pay and course of training for the probationary Head Munshis has his approval. The Revenue Commissioner does not agree with the Deputy Commissioner of the Upper Sind Frontier that Resident Magistrates' posts be created for taking over the criminal work of the Mukhtiarkars. In his opinion it will be an expensive undertaking. He does not desire to convert any taluka to mahal, as it



will in his opinion lead to inefficiency. He suggests that the question of drastic remodelling of remission rules as opined by the Deputy Commissioner is an intricate matter and should be considered separately by the Administrative Department. The Revenue Commissioner does not favour the substitution of Supervising Tapedars by Revenue Inspectors, while he agrees that there should be no curtailment in the period of touring.

123. The Thomas Committee made certain observations about the Revenue Department of Sind and we quote some of their remarks :—

(1) One of the principles of any scheme of reorganization should be the shortening of the chain which links the smallest units of administration with Government. So far as possible, authority should be concentrated in the Provincial, district and taluka Headquarters and intermediate links dispensed with.

(2) In the Revenue Department the chain of responsibility is a long one.

(3) We are not satisfied that the system is the best. With inferior communications in the past, this system was possibly necessary.

(4) The administration of the district should be unified in the Collector to whom one Assistant/Deputy Collector should be attached as Personal Assistant in those districts which now have two sub-divisions and two in those districts which now have three sub-divisions. The Personal Assistant or Assistants should perform such functions and exercise such powers as may be delegated to him or them by Collector and they should share between them the touring over the whole district.

(5) Similarly it would be advantageous to abolish Circles—Supervising Tapedars in Sind and in their place constitute a new officer to be known as Revenue Inspector, who would be attached to the Muktiarkar's Office and would assist the latter in revenue matters.

(6) The status of Supervising Tapedars is not enough to make him a really satisfactory inspecting agency and it is likely that greater general efficiency would be obtained by decreasing the volume of inspection and entrusting it to more competent agency.

(7) The creation of Revenue Inspectors had before been tried in Sind and proved a failure, but that was because the recruitment was not done on proper lines.



124. After due deliberation of the materials placed before the Committee and weighing all factors in the light of personal experience of some of the Committee members, we proceed to advice Government as under on some of the most essential features of the Revenue Administration of the Province.

125. *Tapedars*.—So far no District officer has stated that the Tapedars' staff is excessive. The Committee have decided that the numbershumari work should continue to be done by the Tapedars. We, therefore, do not propose any reduction or increase in the strength of Tapedar's staff anywhere in the Province. But we are emphatically of the opinion that the scale of the pay of Tapedars should be improved from Rs. 35—3/3—55 to Rs. 35—3/2—65. In view of the campaign against lapo, and the fact that the Public Works Department Abdars have much better scale, Rs. 30—2—60—5—75, we feel that it is necessary to improve the scale of Tapedars the more so because our Committee propose to reduce the number of Supervising Tapedars and thus there will be fewer opportunities for Tapedars to earn promotion.

126. *Supervising Tapedars*.—We have come to the conclusion that the Supervising Tapedar is not an indispensable link between the Tapedar and the Mukhtiarkar. There has been diversity of opinion on this subject. Some District Officers are for reduction in their number and some for their replacement by a Revenue Inspector. The system of Revenue Inspectors had been tried but is said to have failed, possibly because as the Thomas Committee said, the recruitment was indifferent. The Supervising Tapedar's usefulness lies in our opinion, in helping the village staff and the Taluka Office in preparation of 'Jamabandi' and 'Akharisal' papers. The Revenue clerical staff do not take kindly to this arduous work and the average Tapedar is now losing the requisite grip over the accounting system. The standard of their intelligence is low and of application and devotion to duty lower. The picked Supervising Tapedar is the main-stay of the important accounting system, i.e., Jamabandi, but we feel that the designation of the Supervising Tapedar be done away with and he be styled Jamabandi or Revenue Inspector and he should be of general assistance in accounts and inspection to the Mukhtiarkar. One or two such Jamabandi or Revenue Inspectors should be attached to each taluka according to its importance as a revenue unit. These officers should be recruited absolutely by selection from amongst the Tapedar staff. Their scale of pay should be fixed at Rs. 75—5/2—95. We feel this scale is deserving of the work and will induce the best of them to get necessary qualifications. According to our plan reduction of 80 Supervising Tapedars should be possible in the Province.

127. *Talukas.*—The existing number of talukas in our opinion is sufficient and we do not propose any reduction or increase.

128. *Assistant Deputy Collectors.*—Assistant/Deputy Collector in charge of a Sub-division is as such an unessential and therefore avoidable link between the Taluka Officer and the District Collector. They should be dispensed with as such, without delay. But we feel that an Officer of a status higher than a Mukhtiarkar and lower than a Collector is required to assist the latter in his inspection and administrative work. We, therefore, suggest that with the abolition of Assistant/Deputy Collectors as Incharge Sub-Divisional Officers, the same officers should be attached as Personal Assistants in the Collector's Office. The Collectors would thus be able to order devolution of work in their offices. They may for the touring period assign field inspection work to their Personal Assistants in the Districts. This system will have the advantage of securing uniformity of practice and procedure in the Districts, and the Collector's own policy and rule will prevail.

129. With the posting of Assistant/Deputy Collectors as Personal Assistants attached to the Collector, the appointment of the Chitnis in the Collector's Office would be wholly superfluous and could be easily dispensed with. The Personal Assistant will deal with the correspondence received in the Collector's Office, dispose of such matters in regard to which the authority may have been delegated to him by the Collector and put up the rest for Collector's orders. It will also be possible to substantially reduce the clerical and peon staff employed in the Assistant/Deputy Collectors' Offices. One Typist-general-duty-clerk may be attached to each Personal Assistant and one senior hand from each Sub-division may be added to the Collector's Office for disposal of additional work.

130. The sub-joined table shows the allotment of Personal Assistants in each District and the economies arising from the adoption of our proposals:—

			Economies suggested.
Karachi District	... 2 Personal Assistants for District.	City Deputy Collector to be dispensed with.	
	1 Personal Assistant for the City of Karachi and office work of general nature.		
Hyderabad District	... 2 Personal Assistants	Chitnis to be dispensed with.	
Nawabshah District	... 2 Personal Assistants	Do.	
Thar Parkar District	... 3 Personal Assistants	Do.	



Dadu District	...	1 Personal Assistant	...	Chitnis to be dispensed with.
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This district is so small that one Personal Assistant is sufficient. The Collector should be able to undertake part of field inspection like the Deputy Commissioner, Upper Sind Frontier.

Larkana District	...	2 Personal Assistants	...	Do.
Sukkur District	...	2 Personal Assistants	...	Do.
Upper Sind Frontier	...	1 Personal Assistant	...	...

131. The Committee would like to make it very clear that they are not in favour of an experiment being conducted on these lines in one or more districts, as such experiments, owing to general prejudice, are turned into failures. We propose that the above arrangements should be adopted as *fait accompli* and we are sure that the system will be successful. The scheme we have suggested in these paragraphs will not only conduce to economy, but will help in avoidance of delay, duplication of work, diminution of unwarranted prestige and power, and it will mark a step towards material reduction of the 'rasai' load.

132. *Huzur Mukhtiarkars as Treasury Officers.*—Here too we feel that there is scope for reduction. We have examined a very able retired Treasury Officer, Mr. Lalchand Santdas, and elicited valuable information about Treasury working. As he had served as Head-Accountant and Treasury Officer for many years in District Treasuries and finally at Karachi, his opinion formulated after first hand experience is entitled to much weight. The institution of Huzur Mukhtiarkars as Treasury Officers should be abolished immediately. We feel that it is wholly wrong in principle and practice to make an officer who cannot claim substantial knowledge of the account procedure and is not equipped for the technical work of interpreting complicated rules and regulations pertaining to audit, accounts and treasury, responsible for the Treasury transactions. We understand that according to the various financial Rules and Regulations, the Treasury Officer is required to apply multifarious checks and cross-checks himself personally. The Treasury Officer drafted from Mukhtiarkar's cadre cannot do this, as he, not being an Accounts qualified man, knows practically very little of the accounting system. He has, therefore, necessarily to depend on the Head Accountant for all account matters. It is therefore essential that the Treasury Officers should be technical experts in Treasury and account procedure. We are, therefore, of the opinion that the District Treasury Offices will be much more properly managed by the Head Accountants as Treasury Officers assisted by one Accountant. In addition to an Accounts test, a Head Accountant-Treasury Officer should be



required to pass the revenue qualifying examination as well. The Head Accountant should be promoted as Gazetted Officer and designated Treasury Officer. The revised salary of a Head Accountant has been fixed at Rs. 165—15/2—270; we propose its improvement to Rs. 200—10—300. We also propose to improve the scale of the present Deputy Accountant from Rs. 115—5/2—140 to Rs. 125—10/2—175. He should be designated Accountant. This will practically save the pay of an officer of Mukhtiarkar's grade in each district having a Treasury.

133. We have been told that the Treasury Officer is required to deal with several miscellaneous matters which have no connection with the Treasury, such as preparation of pay bills of the entire district revenue establishment, travelling allowance bills and contingent bills of the Collector's Office, budget preparation of the Collector's Office, maintenance of service books, sale of opium, distribution of pay and travelling allowances, issue of Abkari passes, and custody and distribution of forms. We propose that all these matters of non-Treasury nature should be transferred to the Collector's Office and the number of clerks engaged in the Treasury Office for these items should be shifted to Collector's Office. It is fundamentally defective, and there should be a serious objection, in making the authority ordering payment of a bill responsible for preparing the same bill. Under the present arrangement, the Treasury Officer is not in a position to apply independent checks, and there may be risks of fraud and over-payment. We suggest therefore, that one senior clerk in the grade of Rs. 105—5/2—140 of the Treasury Office with five other clerks be transferred from each Treasury Office to the Collector's Office to carry out all non-Treasury work described above under the control of the Collector. The Collector of Hyderabad had suggested abolition of 3 high grade clerical posts from the Treasury Office. After hearing Mr. Lalchand, we cannot agree to this proposal. The Revenue Commissioner does not support it.

134. In order to ensure correct working of the District Treasury Offices, the Committee would very much wish that all the District Treasury Offices reconstituted on the above lines be subjected to the administrative control and authority of the Comptroller. We are emphatically of the opinion that the District Treasury staff appointed, controlled and guided by the Comptroller will be a far more efficient arrangement. We realise that we are proposing a drastic change but it will be a very wise step to take. The Auditor-General can be addressed by the Government on this subject. It is of course to be made clear that the whole cost will be reimbursed by the Provincial Government on the analogy of the Local Fund Audit Staff.

135. *Revenue Audit.*—Mr. Gordon has further suggested the desirability of complete audit not merely of Revenue Departmental expenditure but of all revenue demands and collections being carried out through scrutiny of revenue accounts in District Offices by the Comptroller as done by him in respect of Public Works Department Offices. The Committee accept the suggestion and recommend it for consideration by Government.

136. *Collectors' Head Clerks.*—The Collector of Hyderabad has made a suggestion which has been supported by the Revenue Commissioner and we concur in their view that the posts of Head Clerks in the Collectors' Offices should be removed from the Mukhtiarkar's cadre, and the Collectors be authorized to promote a selected officer from their clerical establishment to be their Head Clerks.

The Revenue Commissioner has proposed a pay scale of Rs. 170—5—200 for the locally selected Head Clerks and we recommend it for adoption. The Committee do not see any advantage in bringing down a Mukhtiarkar from any place to be Collector's Head Clerk in any district. This officer would not possess acquaintance with local records and may be even absolutely ignorant about local procedure. He must learn things afresh and for the most part depend upon the subordinate staff. On the other hand the most deserving hand from the District clerical staff will be better able to manage the office routine and his previous acquaintance with the district records and procedure will be an asset in itself. Besides the appointment being a prize post will constitute an encouragement for the most talented clerks.

#### SEPARATION OF THE EXECUTIVE AND JUDICIAL.

137. We next deal with a very important issue which has been agitating the public for a very long time, *viz.*, separation of the Executive from the Judicial.

The Committee feel that this is the most opportune moment when a beginning should be made with this great reform. The Deputy Commissioner, Upper Sind Frontier, has struck the correct note by observing that the Mukhtiarkars finding themselves occupied with Magisterial work are unable to devote requisite time and attention to revenue side, which is their principal duty. The magistracy in him clouds his revenue aspect completely. There can be no doubt that the proposed separation will conduce to purification of administration, elimination of the present delays, inattention to details and inefficiency prevalent in the Revenue Department specially the taluka offices. We agree that the Mukhtiarkars are much



pre-occupied with magisterial work and are not able to attend properly to the revenue work though their main and primary duty is revenue administration. So much has been written on the subject matter in the past and of late the Sind Press has occupied itself to such an extent with the schemes of separation that the Committee do not feel called upon to justify the principle of the proposed separation of the Executive from the Judicial. The public mind is set upon this reform and even if it involves some additional cost, it should not be grudged. Our scheme will, however, not only be a measure of reorganization but of economical nature too. In order to achieve this end we make the following suggestions :—

(a) The Mukhtiarkars should cease working as ordinary Taluka Magistrates for usual criminal work. They cannot, however, be divested of the authority to be responsible for law and order or peace in their charges. For this purpose they should continue to—

(1) exercise powers under sections 106 and 107 of Chapter VIII and sections 127 to 147, relating to unlawful assemblies, nuisances and disputes over immovable property, Chapters IX, X, XI, XII and section 164 (recording confessions) of the Criminal Procedure Code ;

(2) take cognizance of offences relating to disturbance of peace and tranquillity, public servants and contempt of or opposition to lawful authority of public servants contained in Chapters VIII, IX and X of the Indian Penal Code.

The Mukhtiarkars being thus practically free of the load of magisterial work, will be able to give greater attention to revenue work and improve its tone in all directions. They will not need the help of the Head Munshi in the office. The 2nd Munshi would be able to carry on the Sub-Treasury work as he does even now occasionally in the absence of the Mukhtiarkar and Head Munshi.

(b) The Taluka Head Munshis being thus wholly dissociated from Revenue work, should be notified as Local Magistrates and given jurisdiction over 2nd and 3rd class cases in Taluka area. Future recruitment for this class of Officers should be confined to graduates in law (LL.Bs.) or graduates (B.As.) who have qualified at the Local Pleaders' Examination. Being entrusted with purely magisterial work it will be necessary to improve their scale of pay and thus raise their status. We propose a scale of Rs. 100—10/2—150. The Head Munshi has usually a room allotted to him in the Taluka Office. There will be thus no difficulty about accommodation. In every



Taluka Office two Clerks are engaged part-time for Magisterial work with Mukhtiarkar and Head Munshi. Each Taluka Office should therefore be able to spare one hand for exclusively Magisterial work under the 'Local Magistrate'. The Head-Munshi has a peon too and he will retain him. All the Talukas will thus be equipped with separate Magistrates for all 2nd and 3rd class cases without any additional cost to Government.

(c) Every Sub-Division should be allotted a Resident Magistrate for 1st Class Magistrate work and some 2nd class work at his headquarters if feasible. If any Sub-Division has heavy criminal work, two Resident Magistrates may be stationed at convenient centres. The Resident Magistrates should have the same pay-scales (Rs. 200—400) as the Mukhtiarkars. The Local Magistrate's referred to above will be entitled to be promoted as Resident Magistrates in the ordinary course. Immediate future recruitment for Resident Magistrates should be made from practising lawyers on criminal side of not less than 3 years' service. They can be provided with two Clerks and two Peons each from the staff retrenched from the offices of the Assistant/Deputy Collectors attached as Personal Assistants to the Collectors.

(d) All Additional City Magistrates in Karachi, and all such as may be stationed at Sukkur, Hyderabad and Shikarpur should be of the Deputy Collector's rank or in the alternative be ranked as Sub-Judges, 2nd Class, 2nd Grade, and be made interchangeable with the latter. The Law Graduate-Resident Magistrates will be entitled to be promoted as City or Additional City Magistrates.

(e) All 2nd Class Sub-Judges wherever posted should be called upon to exercise Magisterial powers of the 1st class in addition to civil powers.

(f) We have proposed above that the Assistant Deputy Collectors should in future be attached as Personal Assistants to the Collectors. As to their Magisterial powers, their jurisdiction should be confined to cases under Chapter VIII, IX, X, XI and XII of Criminal Procedure Code, *viz.*, requiring security to keep peace and maintain good behaviour, suppression of unlawful Assemblies, removal of public nuisance and disputes as to immovable property, and also offences under Chapters VIII, IX, X, XIV and XV, Indian Penal Code, relating respectively to public tranquillity, public Servants, opposition of

Lawful Authority of Public Servants, Public Health, Morals and Religion. The District Magistrates may assign to them areas for the exercise of these powers from time to time as they may deem fit.

(g) The Collectors should continue to function as District Magistrates for all "Law and Order" purposes. Their powers of transfer of cases and appellate powers should remain in abeyance, if not, withdrawn.

(h) We want to make it definitely clear that all Magisterial staff of Local Magistrates, Resident Magistrates and City Magistrates should be entirely under the control of and appointed also by the Honourable the Judicial Commissioner and all the Magisterial work of the above Officers and even of the Mukhtiarkars and Assistant/Deputy Collectors should be supervised by the Sessions Judges as the Agents of the Honourable Judicial Commissioner.

(i) In conformity with the above proposals, the Sessions Judge and Assistant and Additional Sessions Judges will function as Appellate and Superior Courts for all the Subordinate Criminal Courts in the district.

(j) To cope with all the Magisterial work taken away from the Mukhtiarkars and the Assistant/Deputy Collectors, it will be necessary to create additional appointments of 11 Resident Magistrates and 1 City Magistrate. We have arrived at this number after scrutinising the stations of the existing 9 Resident Magistrates and 8 Sub-Judges exercising Magisterial powers. The sub-joined table contains the above information and our recommendations for the distribution of the proposed additional Resident Magistrates in the districts:—

Name of District.	Name of Sub-Division.	Whether there is a Magistrate, Sub-Judge in the Sub-Division, if so, where.	Whether there is a Resident or City Magistrate in the Sub-Division, if so, where.	Will an additional Resident or City Magistrate be required, and if so where recommended for being posted.
1	2	3	4	5
Upper Sind Frontier.	Kandhkot ...	No ...	No ...	Yes, Resident Magistrate at Kandhkot.
	Jacobabad ...	Yes, at Jacobabad ...	No ...	...
Sukkur ...	Rohri ...	Yes, at Rohri ...	No ...	...
	Ubauro (attached Sub-Division Ubauro in winter.)	No ...	No ...	Yes, Resident Magistrate at Ubauro or Mirpur Mathelo or Ghotki.



Name of District.	Name of Sub-Division.	Whether there is a Magistrate Sub-Judge in the Sub-Division, if so, where.	Whether there is a Resident or City Magistrate in the Sub Division, if so, where.	Will an additional Resident or City Magistrate be required, and if so where recommended for being posted.
1	2	3	4	5
Sukkur.—contd.	Shikarpur ...	No ...	(Deputy Collector) City Magistrate at Sukkur. (Mukhtyarkar) City Magistrate at Shikarpur.	Yes, City Magistrate (Deputy Collector), Shikarpur; the present City Magistrate (Mukhtyarkar) to be Resident Magistrate, Garhi Yasin.
Larkana ...	Larkana ...	No ...	Resident Magistrate at Larkana.	...
	Kambar ...	No ...	Resident Magistrate at Kambar.	Yes, Resident Magistrate at Mirokhan and Shahdadkot.
Dadu ...	Dadu ...	Yes, at Mehar ...	Resident Magistrate at Dadu.	...
	Sehwan ...	Yes, at Sehwan ...	No ...	Yes, Resident Magistrate at Kotri.
Hyderabad ..	Hyderabad...	No ...	City Magistrate (Deputy Collector) at Hyderabad. Additional City Magistrate (Mukhtyarkar) at Hyderabad. Resident Magistrate at Hala.	... ... ...
	Tando ...	No ...	Resident Magistrate at Tando Md. Khan.	Yes, Resident Magistrate at Badin.
Nawabshah ...	Nawabshah...	Yes, at Shahdadpur.	Resident Magistrate at Nawabshah, Resident Magistrate at Tando Adam.	... ...
	Naushahro ...	Yes, at Naushahro ...	No ...	Yes, Resident Magistrate at Naushahro or Moro.
Thar Parkar.	Mirpurkhas ..	Yes, at Mirpurkhas...	No ...	Yes, Resident Magistrate at Khipro.
	Desert ...	No ...	No ..	Yes, Resident Magistrate at Umarkot.
	Nara Valley .	No ...	No ...	Yes, Resident Magistrate at Jamesabad.
	Tatta ...	Yes, at Tatta ...	City Magistrate at Karachi. Additional City Magistrate, Karachi.	Yes, Resident Magistrate at Mirpur Sakro.
	Shahbunder ..	No ...	No ...	Yes, Resident Magistrate at Sujawal.



138. The magisterial staff consisting of 61 Local Magistrates one in each taluka, 20 Resident Magistrates in 18 Sub-Divisions, 6 City and Additional City Magistrates and 11 2nd Class Sub-Judges will, in the Committee's opinion, be able to handle all the Magisterial work and the Judiciary will thus be practically separated from the Executive.

139. It will naturally be asked how the cost of these proposals will be met and whether the additional cost will be excessive or not. We maintain that the additional cost will be more than met by the several retrenchments proposed in this Chapter, *viz* :—

- (1) Abolition of 7 Huzur Mukhtiarkars.
- (2) Abolition of 6 Chitnises.
- (3) Abolition of 8 Mukhtiarkars, Head Clerks to Collectors.
- (4) Abolition of over 40 per cent. of the number of Supervising Tapedars.
- (5) Abolition or retrenchment of the staff of Assistant/Deputy Collectors.

140. We would in conclusion refer to certain matters of details as regards staff and procedure suggested by the Collectors of Hyderabad and Thar Parkar and Deputy Commissioner, Upper Sind Frontier. The Committee not being in a position to investigate into these matters would suggest that Government may, after necessary departmental inquiry, effect such reform as may appear called for in respect of the following items :—

- (a) Abolition of distinction between scheduled and non-scheduled posts.
- (b) Modification in pay and course of training of probationary Head Munshis if the scheme is still to be pursued
- (c) Recasting of remission rules.
- (d) Decentralisation and delegation of powers.

141. In view of our proposal to abolish the offices of Assistant/Deputy Collectors as Sub-Divisional Officers, the questions relating to the re-designating of certain clerical staff in their offices and the strength of their touring staff need not be considered. As to the necessity or otherwise of the leavere serve staff, we would draw attention to our separate Sub-Chapter on this subject. For the reasons given by the Collector of Thar Parkar, the Committee cannot advise substitution of Mahalkaris for Mukhtiarkars in the desert Talukas or any where in the province. Many past experienced officers had deprecated the " Mahal " System.

## CHAPTER VII.

## DADU AS A SEPARATE DISTRICT.

142. Since the separation of Dadu as a district and the reconstitution of other districts in consequence, it has often been suggested that the scheme had not justified itself on financial grounds and that the *status quo* be restored or the districts should be so reconstituted as to lessen the number and enable the administration expenses to be reduced. We have, therefore, felt it necessary to consider this issue carefully. There is no doubt in our mind that when the question of separation of Dadu district was mooted, we were living in the days of boom. We expected unbounded prosperity and had visualised rosy pictures of the prospects of the Barrage revenues. As it happened all over the world in those days, our minds were imbued with schemes for rapid growth, large income and larger expenditure.

143. Mr. Hey, I.C.S., Special Officer, Barrage Scheme, in his report of November 1922, remarked that Larkana district had already overgrown and was unwieldy. He pointed out that the district then consisted of 11 talukas with a Jamabandi of over 28 lakhs and the aggregate inward and outward post was nearly thirty-five thousand references in the Collector's Revenue Office alone, without counting the correspondence of the Sub-Divisional and Taluka Offices. His other weighty reasons were that the district had more than 100 miles of border with Kalat, possessed 30 Magisterial Courts, 5 Municipalities and extended over a huge area. He urged that the work including Jirgas under the Sind Frontier Regulations was heavy enough and that the additional work of the Barrage Scheme would make the district administration unmanageable. He suggested constitution of two districts, one comprising talukas Larkana, Dokri, Ratodero, Kambar, Warah, Mirokhan (of Larkana) and Shahdadkot (of Upper Sind Frontier) and the other formed of talukas Mehar, Kakar, Dadu, Johi and Sehwan (of Larkana) and Kotri, Manjhand and Kohistan (of Karachi). He estimated the cost of running the two new districts at Rs. 1,23,560 against Rs. 74,013 which was the cost of Larkana district then. Mr. Hey's estimates of Sind's revenues under the Barrage conditions gives us a mental picture of his high hopes:—

Revenue then	...	...	Rs.	68,57,000
10 years after	...	...	,,	2,07,06,000
Next 10 years	...	...	,,	2,65,70 000
Expected excess income in first 10 years	...	...	,,	1,38,49 000
Expected excess income in second 10 years	...	...	,,	1,97,13,000



After six years of Barrage operations we are far, far away from these expectations—the total irrigation revenue last year was 128 lakhs only.

144. Mr. Baker expected Larkana district with 10 talukas to produce a revenue of Rs. 80 lakhs or a crore, under the Barrage conditions. He, therefore, wanted a new district on the Right Bank which might include Sehwan and most of Mehar Sub-Division with Headquarters at Dadu including a Treasury. Mr. Baker's estimate has also proved much too high-pitched.

At the end of 6 years of the working of Barrage, the combined 'Jamabandi' of both Larkana and Dadu districts comprising 13 talukas and one mahal amounts to Rs 40,91 554 against 80 lakhs or a crore for ten talukas of old Larkana district anticipated by Mr. Baker.

145. Mr. Covernton, however, was not as optimistic and could not say what shape the country would take. He favoured Kotri and Manjhand talukas to go to Hyderabad district.

146. Sir Frank Hudson as Collector of Karachi expressed himself in favour of reduction of size of Karachi and Larkana districts. He, however, preferred that the Karachi district parted with Shahbunder Sub-Division in favour of Hyderabad; failing this Kotri Sub-Division to be transferred to Dadu. He visualised perfect irrigation conditions under Barrage and forecasted that there will be no remissions after the Barrage advent. This too has not been realised. Later, as Commissioner in Sind, he reviewed the whole position in 1928. He was of the opinion that the administrative work after Barrage functioning could not be carried out without carving out additional districts. He referred to the claims of economy and even of retrenchment, but could not resist the conviction which was shared practically by all in those days, that an increase in the number of districts was inevitable and that without such increase strain will be too great and the administrative machinery will break down. He reported that the Larkana district under the combined effect of its large area, heavy work and exhausting climate had become an administrative impossibility and that the Collector was so heavily worked that one could not be left there for more than two years without the danger of permanent injury to his health. He wanted to give relief to Karachi district also. While believing that districts of Sind, except Jacobabad, were heavily worked in comparison to Presidency standards, he expected a further increase of work owing to the Barrage. He feared that progressive Indianization, promotion of officers from the Provincial into Imperial Services and the rapid promotion of Muslims in all



grades of Public Services in Sind, a policy to which Government was committed must inevitably bring for some years, loss of efficiency and that the Collectors would therefore be more heavily worked as they would be reluctant to delegate their powers to their subordinates who would not be quite efficient to manage. In his own words, "the true interest of the people would not be served by unweildy districts with an over-developed sub-divisional system". He wanted therefore smaller districts and suggested two new districts, one on the Right Bank, *viz.*, Dadu, with headquarters at Dadu and the other on the Left Bank, *viz.*, Guni, with headquarters at Tando Muhammad Khan.

He went further still and hinted that Thar Parkar will also have to be divided into two districts later on. The Commissioner therefore proposed creation of two new districts, three new sub-divisions, 10 new talukas and one Huzur Treasury at Jacobabad.

147. The Government merely sanctioned one new district of Dadu, one less sub-division (Ubauro) and one new taluka (Garhi Khairo).

The cost of the whole scheme as estimated by Sir Frank Hudson was—

Non-recurring ...	...	Rs. 10,75,000
Recurring expenditure	...	„ 6,10,000
Total ...		Rs. 16,85,000

The Scheme as sanctioned by Government was—

Estimated to cost	...	Rs. 4,33,000
Non-recurring ...	...	„ 3,50,000
Recurring ...	...	„ 83,000

148. Mr. MacLachlan, the Collector of Larkana, in 1930 had played the greatest part in the formation of the new district at Dadu. He started with a damning indictment on the district revenue organization of his time and emphasised that the only solution lay in the reduction of the size of the district. He detailed at length the duties of the Collector and the work in his office, mentioning Record of Rights, Numbershumari, Registry System, Magisterial work, Jirgas, Crime vigilance, Excise, Cattle and Human Mortality, Forests, and last but not the least "Routine rubbish". We will quote some of his own words here: "Until the size of this (Larkana) district is reduced and its work curtailed, obviously duty can not be performed here. On the top of this when the Barrage canals will begin to flow, we shall be faced with

an immediate and considerable increase in cultivation and all that it means. It is necessary that there should be a separate Collector for the South Larkana to attend to the numerous matters which will crop up with the advent of Barrage".

149. Now comes the suggestion for abolishing the new district. There is no doubt that all the estimates, hopes and expectations of growth of cultivation, larger revenues, steady progress and general development based on the Barrage remain yet unrealised. As we pointed out above that Mr. Hey's expectation of increase of Provincial revenues from Rs. 68.57 lakhs to 207.06 lakhs in the first ten years, Mr. Baker's estimate of 80 lakhs or a crore from 10 talukas of old Larkana district, have not materialised. The average income of both the districts of Larkana and Dadu consisting of 13 talukas and 1 mahal is not more than 40.20 lakhs, 25.86 lakhs for Larkana and 14.34 lakhs for Dadu. Comparing these with the other three districts of the Left Bank, namely, Nawabshah having a revenue of 31.17 lakhs, Hyderabad 29.17 lakhs, and the Thar Parkar 39.25 lakhs, the two districts of Larkana and Dadu are obviously under-sized or less developed. There appears little prospect of Dadu district yielding larger revenue for several years to come. The soil conditions on the Right Bank not being as favourable, sale of Government waste land proceeds slowly and the prices realised are below expectations.

150. The Committee have, therefore, no alternative but to take these factors into consideration from the Province's financial aspect. It was suggested to us, therefore, that there was not much justification for maintaining Dadu as a separate district and that the former arrangement be reverted to. The Committee have given these suggestions their careful consideration. They thought it necessary to consult the present Collectors before taking a decision.

151. Both, *viz.*, Mr. Davies, Collector of Larkana, and Khan Bahadur Nur Nabi, Collector of Dadu, have protested vehemently against the abolition of the Dadu Collectorate which must inevitably lead to the enlargement of the Larkana district. Their reports cover almost the same grounds, and may be summarised as under:—

(i) The advent of Barrage has led to considerable work of survey, measurement and recovery of Barrage Malkano; with greater responsibilities the revenue staff high and low are overworked.

(ii) There are innumerable complaints from Khatedars about deficiency of water supply for lack of proper understanding of the scientific principles of the use of the Barrage water supply. The Collector as the head of the district has to look into these complaints, visit sites and settle disputes.



(iii) Canals having multiplied, the volume of correspondence with the Executive Engineers on irrigation matters has increased out of all proportion.

(iv) There will be still more work for Collectors on the abolition of Revenue Officer's department, in connection with land grants, colonization and Malkano recovery.

(v) Jamabandi of Larkana district has increased from 24 to 27 lakhs and of Dadu from 8 to 15 lakhs.

(vi) Both are criminal districts and both border on Baluchistan. Magisterial work is heavy and Jirga cases require personal attention of the Collector.

(vii) The Collector has to give personal attention to Revenue and Judicial work in subordinate offices, to check inefficiency and minimise delays.

(viii) The Reforms constitution and procedure has created additional work of responding to demands for statistical information and numerous enquiries.

(ix) The overloaded administration will break down at the same time impairing health of the Collectors.

(x) Rs. 8 lakhs spent on Dadu district buildings will be wasted.

(xi) The Collector of Karachi will have again to take on the load of Kotri Sub-Division, which will add to his heavy city work.

(xii) The party factions in the Local Boards and Municipalities require very tactful guidance and skilful supervision of the Collectors.

(xiii) The total acreage of the two districts will be 57,16,185 (Larkana, 15,92,180 and Dadu 41,24,005) and they will comprise of 13 talukas and 1 mahal. This will be an unmanageable area and a great handicap on administrative machinery.

(xiv) Dadu town has developed into a decent place and people have purchased land of the value of 50,000 rupees from Government and sunk large funds in buildings. The abolition of collectorate will mean breach of faith with them, such a step being regarded as highly injudicious.

152. The Committee had the advantage of the experience of another Collector who had served in the Dadu district in that capacity for two years immediately after the creation of the district.



We refer to Rao Bahadur Jagatsing and quote the replies he made in his own words :—

“ I had a bit of an easy time when I was in charge of Dadu district. If there had been more work I could have managed it. Visitors occupied me for a couple of hours per day and I used to put another 4 hours' solid work. Dadu was not more criminal than any other part of country. I do not know what are the present conditions of Larkana. In those days I considered it a light charge. I do not think it will impair or affect the efficiency of the administration of other districts if Dadu district was abolished and its talukas distributed among other districts. Speaking personally when I was in charge of Dadu district, I felt I could have managed both Larkana and Dadu districts. Both Larkana and Dadu districts can be managed by any hardworking, industrious and intelligent Collector. Land price will not go down much if the Collectorate were abolished nor will the people's loss be as great as they seem to make out. The material importance of Dadu is not so much due to the existence of Collectorate as the Barrage. It is the Barrage that has benefitted Dadu, and that benefit will remain even if Dadu district is abolished. An easy way out of the difficulty may be to make Dadu a Deputy Commissioner's charge. There should be no difficulty in taking back Mehar to Larkana and Kotri Sub-Division is a very light charge.”

The above statement of Rao Bahadur Jagatsing who was regarded an experienced and hardworking officer of the Province of Sind should be a fitting answer to the fears which have been expressed by others as to what would happen if Dadu district were abolished.

153. We would also like to reply to certain statements made by Mr. Davies and Khan Bahadur Nur Nabi. They referred to heavy survey work and recovery of Barrage Malkano. The Revenue Officer of the Barrage, however, claims that he has to bear the brunt of both these items as there was a heavy default in the recovery of Barrage Malkano under the Collectors. Then there is a reference to innumerable complaints from Khatedars about deficiency of water supply and visits to sites and settlement of many disputes. The zamindars' greatest grievance against the Collectors is that the latter express their helplessness in moving the Public Works Department to remedy the state of things.

As to the allegation about voluminous correspondence with the Executive Engineer, the Public Works Department would once for all desire that they should be left entirely alone in such technical matters, and the Collectors should not interfere with irrigation matters.

Next they anticipate heavy work on the abolition of the Revenue Officer's department. It may be observed that this may happen though not to the extent anticipated, as there will still be the Barrage Mukhtiarkar to help with recovery of Malkano and land grant work which is now well systematized.

154. We might next refer to the statistical details compiled by our Secretary. The following interesting figures and facts arising therefrom are set forth below:—

*Note.*—All figures are in lakhs.

Talukas.	Cultivation.		Land Revenue Demand.
	Kharif and Rabi.	Dubari.	
	Acres.	Acres.	Rs.
(1) <i>Last four years' Pre-Barrage average.</i>			
(1) Old Larkana District ...	5'61	2'07	24'60
(2) <i>First four years' Post-Barrage average.</i>			
(1) New Larkana District ...	4'45	1'42	24'89
(2) Dadu District ...	2'29	0'49	11'25
Total ...	6'74	1'91	36'14
(3) Present Larkana <i>plus</i> Mehar Taluka.	6'89		29'01
(4) Present Dadu <i>without</i> Mehar Taluka.	1'14		7'14
(5) Present Larkana <i>with</i> Mehar but without Shahdadt.	5'71		24'95

*Note.*—Kotri Taluka and Kohistan mahal figures not being available are not included.

Dadu district without Mehar dwindles to small dimensions as regards cultivation and Land Revenue for the Barrage Zone. There are a few *Talukas* (Barrage Zone) on the Left Bank that have a Jamabandi slightly less than the *whole Dadu district* when shorn of Mehar, *e.g.*,:—

Shahdadpur Land Revenue	...	Rs. 6'22 lakhs.
Nawabshah       "       "	...	" 5'25   "
Khipro           "       "	...	" 6'02   "
Samaro           "       "	...	" 5'75   "
Umarkot          "       "	...	" 5'12   "



Almost all sub-divisions on the left bank will have Land Revenue far exceeding that of Dadu District (Barrage Zone) shorn of Mehar.

155. The subjoined table shows Barrage and non-Barrage cultivation in the different districts of the Province during the year 1935-36, the latest year for which a published report has been issued so far:—

CULTIVATION.					
			Barrage. Acres in lakhs.	Non-Barrage Acres in lakhs.	Total. Acres in lakhs.
Karachi	...	...	...	3'10	3'10
Hyderabad	...	...	3'99	2'40	6'39
Thar Parkar	...	...	13'87	...	13'87
Nawabshah	...	...	6'19	0'24	6'43
Dadu	...	...	2'72	2'00	4'72
Larkana	...	...	4'46	0'20	4'66
Upper Sind Frontier	...	...	0'23	4'11	4'34
Sukkur	...	...	0'71	3'84	4'55
Total ...			32'17	15'89	48'06

Thus taking, however, Barrage and non-Barrage Zones together in the several districts of the Province, Dadu district cultivation compares very favourably with and exceeds that of Sukkur, Upper Sind Frontier and even Larkana. The Karachi district left far behind in this respect. Dadu district has very substantial cultivation outside Barrage as large tracts of Kakar, Johi and Sehwan talukas and the whole of Kotri taluka and Kohistan mahal constitute non-Barrage area.

In the matter of Land Revenue, however, Dadu district is very behind the other districts except the Karachi district. Even the Upper Sind Frontier district beats it. The reason is that non-Barrage Zone cultivation which is largely Barani is assessed comparatively lightly. As a land revenue unit, the Dadu district is about—

3/8th of Thar Parkar,  
1/2 of Hyderabad,  
7/18th of Nawabshah.

We had some other statistics too but we do not desire to lengthen this Report as we feel that sufficient material has been elucidated above.



The Committee in the beginning scrutinised the following alternative proposals which suggested themselves as possibly feasible:—

(a) Re-transfer of Shahdadkot to the Upper Sind Frontier district, transfer of Kotri taluka and Kohistan mahal to Hyderabad district as urged by Mr. Covernton; amalgamation of the rest of Dadu district with Larkana.

(b) Transfer of Shahdadkot and Mirokhan talukas to the Upper Sind Frontier district, transfer of Ratodero to Sukkur district, transfer of Kotri and Kohistan to Hyderabad district. Amalgamation of the rest of Larkana and Dadu districts into one district.

(c) Larkana to be left undisturbed, transfer of Kotri and Kohistan mahal to Hyderabad. Constitution of the rest of the Dadu district into a Deputy Commissioner's charge.

156. We had to reject proposal (a). It would convert Larkana district into a very heavy charge with Jamabandi of nearly 36 lakhs, a long border line and all the handicaps which had caused loud protestations in the past.

We also rejected (b) as we felt that dismemberment of Shahdadkot, Mirokhan and Ratodero from Larkana district would be seriously objected by the people concerned, because of their social, economic, political and cultural contact with Larkana, deeply ingrained in them. We felt that such a step would be strongly resented.

Of all the proposals (c) was regarded as most feasible and free from objection. The Committee accordingly recommend its adoption. Kotri including Manjhand and Kohistan will be more efficiently administered from Hyderabad. The people of this tract have more in common with Hyderabad than with Dadu. The Laki Hills separate the two tracts topographically and these hills should be the dividing line between the new Dadu and Hyderabad districts. The district of Dadu with the remaining area so partitioned will comparatively be a small sized district which would not justify its being maintained as a Collector's charge. The Upper Sind Frontier which has Jamabandi of 16.28 lakhs and is politically more important is, notwithstanding, a charge of a Deputy Commissioner. The Dadu district minus Kotri and Kohistan and south-east part of Manjhand can as well be a suitable charge of an I. C. S. Officer on Junior Time Scale or a Provincial Service Collector. The Committee further suggest that office staff should be proportionately reduced to that of Upper Sind Frontier district. The Deputy Commissioner

of this new reduced Dadu district should have one Personal Assistant of Deputy Collector's grade in place of the present 2 Deputy Collectors and one Chitnis. The Inspection work should be divided between the Deputy Commissioner and this Personal Assistant. We further propose that the existing district treasury of Dadu be abolished as the district treasury work can, without much difficulty, be managed from Larkana.

157. The Committee do not wish to disturb the police organization of the district except in so far that a Deputy Superintendent of Police should not in their opinion be necessary. We feel that the Superintendent of Police with two Inspectors ought to be able to manage this reduced district.

158. With the adoption of these recommendations we do not apprehend that the growth of Dadu town will be retarded, nor any hardship caused anywhere or administrative efficiency affected. Such Government buildings in Dadu town as may be spared, can be utilised for an Assistant Sessions Judge's Office and Court, which we propose under the Chapter on the Judicial Department to be permanently posted at Dadu, as we feel there is need for one there. Even if the Assistant Judge is not posted to Dadu, the Government buildings could be utilised to the great advantage of the people of Dadu for the Civil Hospital. The present Civil Hospital building is most unsuitable for the purpose and a new Hospital will have to be built in any case.

Gul Hayat Institute

## CHAPTER VIII.

### LAND RECORDS AND SURVEY DEPARTMENT.

159. This department is concerned with—

- ( i ) Record of Rights of Agricultural holdings,
- ( ii ) City Survey operations and maintenance of City Survey records,
- ( iii ) Correction, maintenance and printing of deh maps,
- ( iv ) Tapedars' Training School and Survey classes of Mukhtiarkars and Deputy Collectors.

160. The first is maintained by Tapedars and the Superintendent checks the entries in addition to the tests taken by the other officers of the Revenue Department, *viz.*, the Supervising Tapedar, Mukhtiarkar and Deputy Collector and occasionally the Collector. The Superintendent takes additional test of measurement work done by Tapedars although the same has been done by all the above named Revenue Officers, and he actually tours in the Province for these purposes.

It is plain, therefore, that there is unnecessary duplication of test of Tapedars' measurement and Record of Rights work. The Tapedar has thus to bow to many gods. The public interest will not suffer in the least, if the Superintendent's check is withdrawn.

161. The City Survey operations are carried out by City Survey Officers appointed by the Collectors, and the Superintendent alone takes test of the work done by them. The cost of the City Land Records in the budget of 1937-38, is estimated at Rs. 29,800 as under:—

15 Surveyors	...	...	Rs. 17,850
13 Servants	...	...	" 2,850
Travelling and other allowances.	...	...	" 4,000
Temporary establishment	...	...	" 3,100
Contingencies	...	...	" 1,800
Leave Salary	...	...	" 200

The income is about Rs. 4,000.



162. The Superintendent's office expenditure including the Head Record Office is estimated at Rs. 70,900 for the year 1937-38, viz:—

Superintendent	...	...	Rs. 9,000
45 Clerks	....	...	,, 41,500
Contingencies	...	...	,, 7,700
Allowances	...	...	,, 3,400
12 Peons	...	...	,, 2,460
Temporary establishment	...	...	,, 6,840

There is also an officer who is known as Head Record Keeper—an officer of Mukhtiarkar's cadre—and who is in charge of the Mapping Department. Some money is recovered from land owners for map corrections, but it is not separately shown in the budget.

163. Tapedars' Training School is in charge of a Head-Master for whom a sum of Rs. 2,500, is provided in the budget. There are besides three teachers in the grade of 100—125 and a Medical allowance of Rs. 20 per mensem, is given to a L.C.P.S. Officer. This school is estimated to cost Rs. 11,500.

164. The Superintendent of Survey and Land Records in Sind, Mr. Allah Rakhsh A. K. Ansari, M.A., LL.B., has submitted his report about the department. He was strongly of opinion that no reduction, whether in the establishment or the scales of pay or allowances was possible as retrenchment had been already carried out in the year 1932 and that there was no scope for further economy. According to him the activities of the Lloyd Barrage have considerably increased the work in the Head Record Keeper's office. The only economies suggested by him related to the branch of Tapedars' Training School by dropping the Drill teacher and the clerk. The Tapedars' Training School teaches at a time 50 students qualifying for Tapedar's post. No tuition fee is charged to the students; nor rent for occupying rooms in the hostel. Out of fifty, fourteen students are granted scholarships. The Superintendent is not now in favour of continuance of the scholarship system, which seemed to have been adopted in the past by way of encouragement. He suggests that each student should be charged a tuition fee of Rs. 50 per annum and Rs. 10 per term for hire of

room and furniture. At present four cooks are employed at Government expense. The Superintendent suggests that the students should in future employ cooks at their cost. All these economies will give a saving of Rs. 3,276. The Revenue Commissioner supports these suggestions. In advance, however, of the Committee's recommendations, the Superintendent had moved Government to effect these economies and the same have been effected under Government Resolution, Revenue Department, No. Rev.-3427, dated 19th May 1938.

165. Before taking decisions about this department, we had referred several points raised during our discussion for further report to the Superintendent, Consulting Surveyor and Revenue Commissioner. These are recited hereunder :—

(a) Whether the Tapedars' Training School was at all necessary and if so whether it should continue to be run by Government or left to private venture ; Government only arranging the examination. The Superintendent reported that it will not be in the interest of efficiency of the Revenue Department village work to discontinue the school. The school had existed for the last 57 years and after all the annual reduction will be about Rs. 7,500. He could however, reduce certain expenditure on the school, as stated above.

(b) What was to be done with the buildings now occupied by the school in case it is abolished. There are teachers' quarters, students' quarters, boarding rooms, kitchens, lecture hall and class rooms, office and store rooms, and peons' and chowkidar's quarters. The Superintendent suggests that these may be very useful for the proposed Agricultural College at Hyderabad, or they can be made available for some local offices, at present held in rented accommodation. We may mention however that the Superintendent is totally averse to the closing of the school.

(c) Whether the staff of the Head Record Office was not excessive for the volume of work turned out. The Superintendent's views are that there are 38 hands in that office, that the activities of the Lloyd Barrage have considerably increased the work and even extra temporary hands are required sometimes.

(d) Whether the strength of the permanent Mapping Staff was not excessive. We were told that there were 9 hands and this establishment will also be quite insufficient to cope with the enormous increase of the Barrage Survey operations, such



as rectangular survey, construction of new channels, changes in alignments of water courses, sub-divisions under rule 22-A of the Land Revenue Rules, etc. He wanted four more permanent hands.

(e) Whether all the City Survey staff was required. The Superintendent saw no possibility of effecting any reduction in the strength of the City Survey staff. There are four City Surveyors excluding the Head City Surveyor at Karachi. But owing to rapid growth of Karachi, two additional Surveyors and one additional Draftsman had been found necessary. The Superintendent reported that the number of properties in charge of each Surveyor, is more than one Surveyor can manage.

(f) Whether the Agricultural Land work could be entrusted to the Head Record Keeper working directly under the Revenue Commissioner. The Superintendent held it impossible for the Revenue Commissioner to supervise the Head Record Office located at Hyderabad. He argued that the Head Record Office had staff of 39 permanent clerks and sometimes 15 more temporary hands were added. It is the repository of the Land Records of the Province and the correction and printing of maps, etc., required expert knowledge.

(g) Whether the City Survey work inspection and the Survey classes can be taken over by the Consulting Surveyor to Government. The Superintendent felt that the Consulting Surveyor to Government was perhaps not conversant with the Revenue law and practice in Sind and he was also doubtful whether he would have time to take up this work.

(h) Whether the Supervision of the Tapedars' Training School can be transferred to the Collector of Hyderabad. The Superintendent felt that, that will not be a feasible arrangement, as the survey and other subjects taught in the school were of technical nature and constant supervision of the Superintendent was called for.

166. We would quote here a few remarks of the Superintendent about the importance, etc., of his duties :—

“I may add in this connection that the Superintendent is in fact an assistant to the Revenue Commissioner in matters relating to Land Records and Survey work and the maintenance



of Record of Rights. His general duty is to secure uniformity and to remove difficulties in regard to technical points. In these matters he is a link between the Commissioner and Collectors. Besides, many a time knotty questions about demarcation of boundaries (such as settlement of boundaries between British territory and Indian States) arise and it is only the Superintendent who has technical knowledge of the subject and who can satisfactorily dispose of these questions. After Sind separation we have ceased to have any connection with the Director of Land Records and it is therefore, all the more necessary that the post of the Superintendent should continue to exist. In the Bombay Presidency there are 3 Superintendents of Land Records, besides the Director of Land Records and they are given the additional assistance of the Inspectors of Land Records one for each district. In Sind, there is only one Superintendent of Land Records and no District Inspectors; and it will therefore be most undesirable to do away with this one post. In fact there is need of one Inspector of Land Records. I had moved the Revenue Commissioner in that connection sometime back, but the proposal was turned down on financial and other grounds".

To enable his views to be properly appreciated the Superintendent has quoted Rao Bahadur Jagatsing and Rao Bahadur Hotchand to testify to the important and responsible nature of his duties.

167. The Revenue Commissioner agrees with the views of the Superintendent observing that —

(1) The responsibility of the Agricultural Land Survey Record cannot be solely entrusted to the Head Record Keeper who is in the grade of a Mukhtiarkar and that the Revenue Commissioner will not be able to exercise adequate supervision, as he is fully occupied with his own duties in addition to those of the Revenue Secretary.

(2) He was very doubtful if the Consulting Surveyor to the Government could take over the control of City Survey Work in the Province.

(3) That the Collector of Hyderabad can not supervise the Tapedars' Training School.

168. We have also obtained the report of the Consulting Surveyor on the suggestion about the transfer of control of the City Survey Work to his Department. He has reported that it is not

possible for him to take over the control of City Survey Work of the Province, which is done by the City Deputy Collector, Karachi, and the Superintendent of Survey and Land Records in Sind. We may as well quote his words:—

“I am a specialist in Town Planning and Valuation of properties and my work as Consulting Surveyor to Government is of a technical nature, quite different to that done by the Superintendent of Land Records.

Now that Sind has become an independent Province and the Government of Sind have appointed me as their own Consulting Surveyor, it is only proper that I should be enabled to direct all my energies to the solution of this most acute problem of Sind, *viz.*, the improvement of towns and villages in Sind and the amelioration of the housing condition.”

The Consulting Surveyor thought that his own work was so important and so enormous that no further duty could be added to it.

169. While reading such vehement protestations about the indispensability of the Office of the Superintendent of Survey and Land Records, the Committee felt it necessary to request Rao Bahadur Jagatsing, who had held that office for full 12 years, to appear before the Committee. The Committee felt very interested to hear from such an experienced officer that the post of Superintendent of Survey and Land Records was a sinecure. In fairness to the proposition before the Committee we would quote the words of Rao Bahadur Jagatsing:—

“Superintendent of Survey and Land Records’ Office is a light charge. City Surveys have, I think, now stopped entirely. That meant some additional work for me. But for City Survey Work I think, I should have done only two hours’ work per day. During the touring season the Superintendent goes and inspects the Record of Right that is to say his office does that work under his care and supervision. He inspects survey of land too, which means testing of certain percentage of survey work. Then he has control of Tapedars’ Training School. Of course the Head Master is the immediate officer of that school and the Superintendent only carries out the examinations of pupils after 18 months. Then he has survey classes for 4 weeks a year; of course the survey class is conducted by surveyors and the Superintendent visits it some time. The survey classes could be looked after by any officer stationed at Hyderabad. The Head Record Keeper being, however, only a Mukhtiarkar cannot be entrusted with this work. The



Manager, Encumbered Estates, can easily control this work. The supervision of the Superintendent over the survey work of Tapedars, which is checked by Supervising Tapedar, Mukhtiarkar and Deputy Collector does some good. But I personally think that all that the Superintendent does in this behalf can be dispensed with. I think the City Survey can be entrusted locally to the Assistant Deputy Collectors. After all that work is not very much. The Superintendent examines the Office of the Head Record Keeper. The Revenue Commissioner's Office can take up this work. I think they can take it up easily. The Tapedars' Training School examinations can be conducted by an officer especially appointed for the occasion. Any Committee for examination purposes can be appointed, just as the one that takes the Revenue examination. It is just the same thing. In my opinion the Superintendent's post with some slight adjustments of work could really be dispensed with."

170. The Committee have carefully weighed all factors and cannot but regard that the importance of the office of Superintendent of Land Records has been much exaggerated. It is a safe and easy office for a Deputy Collector, but not very essential. It could go without substantial dislocation of work in other offices. Our Province can not afford non-essential offices. The Committee have, therefore, after due deliberation come to the conclusion that the entire office of the Superintendent of Land Records and Survey is superfluous and should be abolished. We hold that the appointment itself is a sinecure post. We have already recorded that the Superintendent's inspection of the Tapedars' Record of Rights and Measurement work is wholly uncalled for. We would recommend withdrawal of Superintendent's check inspite of the non-abolition of his office. Leaving it, therefore, out of account we recommend the following changes to enable the other duties of this office being carried out :—

(1) The continuance of Tapedars' Training School as a Government Institution is necessary. The control be handed over to the Collector of Hyderabad. Its exercise will not present any difficulty as it is practically nominal and will not entail much work on the Collector.

(2) A Committee should be appointed by the Revenue Commissioner, from time to time, under the Presidentship of the Collector for the holding of examinations of the school and of the Survey Classes of Mukhtiarkars and Assistant Collectors.