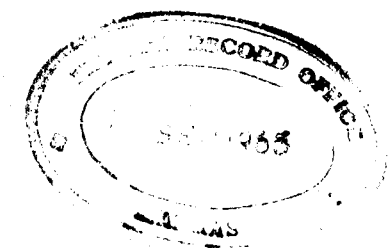


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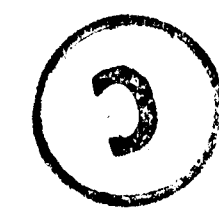
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GOVERNMENT OF MADRAS

**REPORT OF THE
MADRAS RETRENCHMENT AND
REORGANIZATION
COMMITTEE
1946-48**



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Assistant Secretary.

Sri C. S. KRISHNASWAMI AYYANGAR.

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TABLE OF CONTENTS

	PAGE
I. INTRODUCTORY	1
II. LAND REVENUE AND GENERAL ADMINISTRATION—	6
(1) Levy of Sales Tax on agricultural produce	7
(2) Reorganization of Village Administration	9
(3) The Board of Revenue	10
(4) Supply of uniform dress and badges to talayaris to distinguish them as village police	10
(5) District Administration	17
(6) Inspector of Local Boards and Municipal Councils	17
(7) Special Officer for Departmental Enquiries	17
(8) Reorganization of office procedure and establishment in the Secretariat and other Government offices	22
(9) Translators and the Department of Information and Publicity	22
III. OTHER GOVERNMENT DEPARTMENTS—	24
(1) Excise	24
(2) Forests	25
(3) Registration	26
(4) Commercial Taxes	27
(5) Administration of Justice	29
(6) Jails	30
(7) The Port Department	31
(8) Police	34
(9) Government Museum and Connemara Public Library	34
(10) Education	37
(11) Medical and Public Health	40
(12) Agriculture	42
(13) Veterinary	42
(14) Co-operation	45
(15) Industries and Fisheries	50
(16) Cinchona	52
(17) Labour including Factories	53
(18) Fire Services	54
(19) Public Works including Highways and Electricity	56
(20) Stationery and Printing	57
(21) Rural Development	57
IV. WAR-TIME DEPARTMENTS—	61
(1) Director of Resettlement and Employment	61
(2) Motor Spirit Rationing and control of Motor Transport	61
(3) Special Officer for Training Clerks and Village Officers	62
(4) Women's Welfare Department	62
(5) The Civil Supplies and Food Departments	62
V. SERVICE CONDITIONS—	65
(1) Special pay	66
(2) Conveyance allowance	67
(3) Reorganization of the pension system	70
(4) Permanent retention of temporary posts after a certain period	71
(5) Unification of conditions of service of local boards' servants	71
(6) Simplification of rules and procedure regarding disciplinary action	71

VI. GENERAL—

(1) Grants-in-aid	73
(2) Delegation of powers	76
(3) Menial Establishments	77
(4) Residential telephones	78
(5) Contingencies	79
(6) Government holidays	80
(7) Organization and Methods Branch	80
(8) Scholarships and Stipends	81
(9) Government commercial undertakings	83
(10) Housing	83

VII. MISCELLANEOUS—

(1) Periodical Conferences, District Councils and Panchayats	85
(2) Investigation and preparation of estimates for rural water-supply schemes	87
(3) Preparation of a Budget for each district	89
(4) Transfer of Minor Irrigation Works from the Revenue to the Public Works Department	89
(5) Expedition of procedure regarding land acquisition	91
(6) Levy of audit fees by the Local Fund Audit Department	94
(7) Suggestions called for from Heads of Departments for economies in expenditure	95

APPENDICES.

I. Government orders constituting the Committee	121
II. Statement showing the financial effect of the recommendations of the Committee	123
III. Record of the proceedings of the Committee	130

REPORT OF THE MADRAS RETRENCHMENT AND REORGANIZATION COMMITTEE

I. INTRODUCTORY.

1. *Constitution.*—While introducing the Budget for 1946-47 on 31st July 1946 the Hon'ble the then Premier, Mr. Prakasam, stated on the floor of the Assembly that, as the Government intended to extend Prohibition to other districts in future years, it would be impossible to maintain the existing level of expenditure, unless alternative sources of revenue were found and that the methods by which additional revenue might be raised would be carefully considered by the Government, who would, at the same time, examine what retrenchment in expenditure might be effected. In pursuance of this undertaking, the Government appointed a Cabinet Sub-Committee consisting of five Honourable Ministers, with Mr. Karanth (the then Revenue Minister) as the Chairman, to consider proposals for effecting retrenchment and reorganization in different Government departments—G.O. No. 789, Finance, dated 28th October 1946. This Committee ceased to function with the resignation of office by the late Ministry. Steps were then taken by the Government to reconstitute the Committee and in G.O. No. 794, Finance, dated 11th October 1947, the Government reconstituted the Committee with the following gentlemen as members:—

- (1) Sri T. A. Ramalingam Chettiar, M.C.A. (*Chairman*),
- (2) Sri K. P. Krishnan Nair,
- (3) Sri V. Ponnuswami Pillai,
- (4) Sri L. Venkatakrishna Ayyar,
- (5) Sri T. K. Duraiswami Ayyar,
- (6) Sri R. Suryanarayana Rao, M.L.C., and
- (7) Sri M. Bapineedu, M.L.A.

The terms of reference to the Committee were—

- (a) the effecting of economies in expenditure on new departments and appointments brought into existence during the war and after;
- (b) the reorganization of departments with a view to reducing cost and increasing efficiency, e.g., (i) the necessity for retaining superior officers (such as Conservators of Forests, Divisional Inspectors of Schools, Deputy Inspectors-General of Police, etc.) intermediate in status between the head of the department and District Officers in various departments and (ii) whether it is necessary to have both the Deputy Superintendents of Police and Circle Inspectors, etc.;
- (c) amendment of the relevant rules, so as to expedite the procedure in regard to land acquisition, the investigation and the preparation of estimates for irrigation works, rural water-supply schemes and departmental enquiries in disciplinary matters;
- (d) grants-in-aid for various purposes to local bodies and private managements;
- (e) reorganization of the pension system;
- (f) matters connected with (a) to (e) above and any other matter that may be specifically referred to the Committee.

The following subjects were subsequently referred to the Committee:—

- (1) Special Pay.
- (2) Conveyance Allowance.
- (3) Institution of a compulsory insurance scheme for Government servants and State Insurance.
- (4) Reorganization of the Office of the Inspector of Municipal Councils and Local Boards.
- (5) Scholarships and stipends.
- (6) Standard out-turn of work for clerks in the Secretariat.
- (7) State Trading Schemes—Reduction in net outlay.
- (8) Abolition of the Board of Revenue.

(9) Transfer of Minor Irrigation works from the Revenue to the Public Works Department.

(10) Retention of the posts of temporary Personal Assistants to Collectors.

(11) Abolition of the post of Assistant Inspector-General of Prisons.

Mr. T. N. S. Raghavan, I.C.S., Additional Secretary, Finance Department, acted as Secretary to the Committee up to 16th December 1947, and Mr. C. O. Coorey, M.B.E., I.C.S., Joint Secretary, Education and Public Health Department, acted as Secretary to the Committee thereafter. The procedure to be followed was left entirely to the discretion of the Committee.

The Hon'ble the Finance Minister was present at the first meeting of the Committee and explained the work that was to be done. He stated that the Committee was expected to examine the working of all the Departments of the Government and make any suggestions it thought fit, including changes of policy involved in the working of the Departments and the reorganization of the Departments so as to secure economy and efficiency. He said that the question of pay and status of officers had already been dealt with by a Cabinet Committee and that this Committee was not expected to consider these subjects and make any proposals regarding them.

2. *Scope of enquiry.*—On the introduction of the Montague-Chelmsford Reforms, a Retrenchment Committee was appointed in 1922-23 with the Finance Member as Chairman; a senior I.C.S. Officer was appointed as Secretary. That Committee went elaborately into the working of all the Departments of the Government and made proposals for retrenchment. The last review of expenditure with a view to retrenchment made by the Government was in 1931-32, when a large deficit of about Rs 148 lakhs in the Revenue Account was anticipated. An officer of the Indian Civil Service was appointed as the Retrenchment Secretary in 1931 and he was asked to review the growth of expenditure from 1922-23 (the year in which the previous Retrenchment Committee had submitted its report) in each department. He prepared a series of memoranda and placed them before the Retrenchment Committee appointed in 1931-32.

That Retrenchment Committee suggested various measures of retrenchment for effecting economies in expenditure amounting to Rs 192 lakhs. The recommendations were duly considered by the Government and considerable retrenchment was effected.

The revenue and expenditure of the Province have both increased very largely since then. The revenue receipts of the Province which stood at Rs 16.30 crores in 1931-32 improved to Rs 19.55 crores in 1941-42, to Rs 21.92 crores in 1942-43, to Rs 48.49 crores in 1946-47 (Budget Estimate) and to Rs 48.24 crores in 1947-48 (Budget Estimate). The revenue began to improve with the progress of the last war and the resultant boom in trade and prices. The rise in revenue has been due mainly to the large increase in the Provincial share of the Income-tax and in the grants from the Central Government received for various purposes. In the earlier years, there was also a rise in the Excise revenue. The General Sales Tax is now becoming the most important source of revenue; it has shown a progressive increase and it will soon replace the Excise revenue, which, with the introduction of total Prohibition, will cease to be an important source of revenue in the Province. The expenditure also has swelled enormously in these years, owing mainly to the all-round expansion of the activities of the several departments, particularly the nation-building departments, the upward revision of scales of pay of services, the grant of dearness and war allowances to compensate for the prevailing high costs, the large expenditure incurred in subsidizing foodgrains and the working of numerous controls introduced to guarantee an equitable distribution of essential commodities and to the intensified Grow More Food Campaign launched in the Province.

The expenditure charged to Revenue, which stood at Rs 16.24 crores in 1931-32 thus increased to Rs 18.67 crores in 1941-42, to Rs 20.67 crores in 1942-43, to Rs 57.43 crores in 1946-47 (Budget Estimate) and to Rs 49.73 crores in 1947-48 (Budget Estimate).

With the establishment of normal conditions, the decrease in revenue on account of the cessation of the war boom, the introduction of a gradually socialized economy leading to a reduction in the sources of taxable revenue and the introduction of Prohibition throughout the Province, there will be a large decrease in the revenue of the Province. The expenditure will have to be progressively increased for the expansion of the social services, which are being taken up or extended by the Government and the rise in the cost of establishment due to increase in salary, allowances, etc. There should therefore be a better re-adjustment of the apportionment of the taxes between the Centre and the Provinces. The Province should also strive to reduce expenditure, wherever it is found to be wasteful or uneconomical and make the best use of the available resources.

After normal conditions are restored, the various controls introduced during the war and the immediate post-war period will disappear and the expenditure under these controls will also be eliminated. The introduction of Prohibition will cause almost a complete loss of the revenue derived under 'Excise.' On the other hand, the Sales Tax Act has been revised so as to yield much larger revenue and there is also a proposal to levy Agricultural Income-tax. It is also expected that State Trading Schemes will be run in such a way as not to throw any burden on the Provincial Exchequer and that all Post-war Schemes will be financed entirely from the existing balance in the Revenue Reserve Fund, supplemented by grants from the Central Government and the raising of loans to meet the cost of productive schemes. Allowance being made for these changes and the additional recurring expenditure for implementing Post-war and Grow More Food Schemes and for the increase in salaries of the establishment, the normal budget may work out as shown in the annexure. The deficit for the future years on that basis may amount to about Rs 5 crores. A portion of it may be expected to be made good by re-adjustment of taxes between the Centre and the Province. The post-war level of prices and trade will be far below the boom levels reached during the war years and this decline will cause a reduction in certain sources of revenue like Income-tax, Sales tax, etc. It is highly essential to regulate the expenditure in accordance with the income and thereby maintain the financial equilibrium unimpaired. This is all the more important now and in the years to come, as each Provincial Government will have to depend upon its own resources to a much larger extent than has been the case in the past. It has also to be borne in mind that the division of the Province into linguistic Provinces will increase the expenditure considerably. The anticipated gap between the total normal expenditure and the normal revenue will increase considerably when the changes take place and it is therefore all the more necessary that this should be bridged by effecting retrenchment wherever possible.

3. *Method of working.*—Elaborate memoranda were prepared in the Finance Secretariat in relation to many of the matters mentioned in the terms of reference to the Committee. The information given in these memoranda was full and the several aspects of every question were discussed in them. The Committee was very much helped in their deliberations by these notes and takes this opportunity to express its gratitude to the officers who prepared them.

The Committee first took up some of the general questions like special pay, regrouping of the working of the departments, conditions of service, etc. The Committee then took up the examination of the working of the individual departments. For this latter work, the Committee appointed sub-committees, which visited the offices of heads of departments and submitted their reports. These reports were sent to the heads of the departments for their remarks. The reports, with the remarks of the heads of departments, were considered by the Committee and, in most cases, the examination of these reports and remarks was made at meetings of the Committee to which the heads of departments were invited. The Committee had a free and frank discussion with them about the work that is done and the possibility of reorganization and of retrenchment in expenditure. In most cases, the recommendations of the Committee are the result of such discussions held with the heads of departments and in many cases, the recommendations have been made with their concurrence.

It has been the practice from the outset to record the Committee's proceedings in the form of minutes, which have regularly been read out and confirmed at the beginning of the next day's proceedings. A record of these proceedings forms part of this report in Appendix III. The recommendations made by the Committee in respect of the different departments and offices or items of expenditure have been forwarded to the departments of the Secretariat concerned, as they were made, for necessary action and also circulated to the Hon'ble the Premier and the Hon'ble the Minister for Finance. This method of placing the Committee's recommendations before the Government as and when they were ready, was decided upon, to enable the Government to take action expeditiously on the recommendations and to give effect to them at the earliest possible moment.

During the course of its enquiry, the Committee caused a circular to be issued to all heads of departments, requesting them to scrutinize their own budgets and to suggest the lines on which economy to the extent of 12½ per cent of the total expenditure could be effected both under recurring and non-recurring items, divided into two categories, viz, (a) those which could be effected without any alterations in the present working of the department and its organization and (b) those for which a reorganization in the working of the department would be necessary. Replies were received only from a few of them and they have been recommended to the Government for adoption. After a scrutiny of the large increase in expenditure after 1939-40, which amounted in many cases to 300 to 400 per cent, the Committee has recommended that this cut of 12½ per cent which was originally suggested, may be imposed on all Government Departments.

The Committee has throughout kept in view the needs of the expanding services and the large social services, which the Government ought to undertake and are undertaking. In all cases, its attempt has been to cut down only wasteful expenditure and not to reduce the services or impair their efficiency. This accounts for proposals for the radical reorganization of certain services like Housing, Cottage Industries, Fisheries and Public Health Engineering, even though these proposals may, to a small extent, involve additional expenditure. The Committee has tried to avoid duplication of services in different departments and also to ensure the proper utilization of personnel, as in the case of the Agricultural Department, where officers trained for agricultural work are being utilized for trading purposes. In some cases, regrouping of services has been suggested so as to increase efficiency.

4. *Financial results.*—A statement showing the financial effect of the recommendations of the Committee, as far as has been possible to assess, is given in Appendix II. There are a large number of items which have not been assessed. The total savings, if all the recommendations of the Committee are approved, may amount to about Rs 5 crores.

The Committee hopes that, if the recommendations for retrenchment and reorganization now proposed are accepted, the working of the Government machinery will be more efficient, from the administrative and the financial point of view, than it has hitherto been. If the Committee's deliberations have contributed to the attainment of such a result, the Committee will feel that its task has been amply rewarded.

5. *Retrenched personnel.*—The Committee realizes that in the course of effecting retrenchment, a large number of officers, superior and inferior, will be thrown out of employment. The Committee considers that these retrenched personnel should, as far as possible, be found employment. They should be given preference, wherever fresh recruitment has to be made, age rules, etc., being relaxed where necessary.

6. *Acknowledgments.*—The Committee has been considerably assisted by all the Officers of the Government it had to deal with; the attitude of the heads of departments and the Secretaries to Government has been very helpful. They have ungrudgingly placed at its disposal the materials they have and their varied experience as administrators. Whenever the Committee required their presence, they were ready to assist it by a frank and free discussion on the subjects relating to their departments.

The Committee was greatly assisted in its work by the staff deputed to serve under it. Its first Secretary, Mr. T. N. S. Raghavan, I.C.S. (Additional Secretary, Finance Department), was responsible for the preparation of the elaborate notes on various points referred to it. His successor, Mr. C. O. Coorey, M.B.E., I.C.S., has discharged his duties with conspicuous ability. He helped the Committee in his quiet and unostentatious manner and shared a large part of the responsibility in arranging meetings, obtaining the presence of officers to assist the Committee and in other ways. It may be mentioned that he discharged his duties as the Secretary in addition to his normal work as the Joint Secretary of the Education and Public Health Department. The work of the Assistant Secretary, Sri C. S. Krishnaswami Ayyangar, is beyond praise. Our investigation involved the examination of a large number of notes and the preparation of many pages of memoranda and minutes, which have been of great assistance to the Committee and which have really formed the basis for many of its conclusions. He was mainly responsible for their preparation. His wide knowledge, his indefatigable energy and his ungrudging service have all been of great value in enabling the Committee to complete its work within the short time that has been taken.

To the Superintendents, the stenographer, Sri T. N. Venkoba Rao, and the office staff, the Committee renders its thanks. They have all worked at considerable pressure and their willing and prompt service has made the work of the Committee easy.

The Government Press has been prompt in printing the material sent to it, often at short notice; but for its valued co-operation, it would not have been possible to prepare this report in time.

ANNEXURE.

REVENUE.

	Budget Estimate, 1947-8. RS IN LAKHS.
Total Revenue	4,973.38
<i>Deduct—</i>	
(i) Grants from the Government of India for Post-War Reconstruction ..	— 386.58
(ii) Transfer from the Revenue Reserve Fund	— 149.00
Net Revenue from existing sources	4,437.80
<i>Deduct—</i> Excise Revenue of the whole Province as given in the Budget Estimate, 1947-8.	— 958.87
Agricultural Income-tax which has been deferred for the present ..	— 100.00
Normal revenue with the existing sources	3,378.93
<i>Add—</i>	
Increase in Sales Tax at $\frac{1}{2}$ per cent	+ 400.00
Total Revenue (a)	3,778.93

EXPENDITURE.

Total Expenditure	4,972.81
<i>Deduct—</i>	
(a) Net outlay on State Trading Schemes	— 607.07
(b) Post-War Reconstruction Schemes	— 720.75
(c) Famine relief	— 3.65
(d) Milk supply	— 2.30
(e) Civil Supplies Department	— 102.26
(f) Reduction in expenditure under "8. Excise"	— 30.00
(g) Non-recurring expenditure provided in the Budget Estimate, 1947-8, other than those included in (a) to (f).	— 152.38
Total of (a) to (g)	1,618.41
Net Expenditure	3,354.40
<i>Add—</i>	
(i) Cost of revised scales of pay	+ 155.43
(ii) Recurring expenditure at the end of the first five years for Post-War Reconstruction Schemes.	+ 625.00
(iii) Provision for Grow More Food Schemes	+ 200.00
Total net expenditure (b)	4,334.83
Deficit (b) — (a)	— 555.90

or 556 lakhs or 5.56 crores.

II. LAND REVENUE AND GENERAL ADMINISTRATION.

(1) LEVY OF SALES TAX ON AGRICULTURAL PRODUCE.

The present land revenue system makes no distinction in the rate of taxation between the small ryot owning a few cents of land, the produce from which is hardly sufficient for the sustenance of himself and his family and the big mirasdar owning perhaps hundreds of acres, who derives a very large income from his lands. It has been suggested that the present land revenue system could be replaced by the levy of a sales tax on the sale of all agricultural produce in addition to an irrigation cess, where water is taken from an irrigation source maintained by Government. As regards the method to be adopted for the collection of the sales tax, it has been suggested that the dealer who purchases the agricultural produce from the ryots should be required, by legislation, to deduct the sales tax from the purchase price, and that the tax should be collected from him, in addition to any sales tax payable by himself when he sells the produce. Under a scheme on the above lines, the ryot who has no surplus produce to dispose of will pay no tax at all, and the system, combined with the agricultural income-tax on larger incomes, will be more equitable in its incidence than the existing system. It has been represented that the substitution of a sales tax for land revenue assessment will make it largely unnecessary for the Government to maintain any elaborate revenue registry. It will, however, be in the interests of the ryots to have a public record of ownership or possession. Such a record can be maintained at Sub-Registry offices at less cost than at present and a suitable fee may be levied for registration. Many of the complicated village accounts maintained for revenue purposes can be dispensed with, and a considerable reduction made in the strength of the village establishments. Inspection can largely be confined to the ayacuts of irrigation sources, lands likely to be irrigated from such sources and 'poramboles'. This, together with a simplification of the procedure for dealing with encroachments, should make it possible for substantial retrenchment to be effected among the inspecting and clerical staff now employed for land revenue administration in all Revenue offices.

It was represented to the Committee that, with the present level of prices, a rate of sales tax in the region of six pies in the rupee would be sufficient to yield the revenue now derived from land revenue assessment (i.e., exclusive of the irrigation cess and the land cess payable to local bodies).

A Special Officer of the grade of a Commercial Tax Officer was appointed by the Government for a period of six months to investigate the practicability of the above scheme in the districts of South Kanara, South Arcot, Coimbatore, Guntur and Bellary. In the report submitted by him, the Special Officer took the year 1945-46 for the purpose of the investigation. The net land tax likely to be foregone in the five districts, the total turnover of the produce in the five districts and the turnover required to get the present land revenue if a rate of six pies were levied, according to him, are as follows:—

District.	Net land tax likely to be foregone.	Estimate of total turnover over of agricultural sales.	Turnover required to get the present land revenue if a rate of six pies is levied.
	RS LAKHS.	RS LAKHS.	RS CRORES.
South Arcot	23	665	9 1/3
Coimbatore	25	1,432	8 1/3
South Kanara	11	605	3 2/3
Guntur	34	1,767	11 1/3
Bellary	16	528	5 1/3
	114	4,797	38
	or	or	
	1.14 crores.	48 crores.	38 crores.

The Special Officer considered that if, on an average, sales tax at six pies in the rupee was levied, the land tax to be foregone could be realized. The turnover in South Arcot district is much lower than what is needed to make up the land revenue at six pies rate of tax but the Special Officer considered that, if the figures of a poor district could be set off against a rich district, then the six pies rate would be sufficient. He was also of opinion that the scheme was workable and that there was no ground to apprehend that what was now being obtained in the shape of land tax would not be realized, if sales tax was to be levied on the first sales of agricultural produce as suggested. The Board of Revenue did not agree with the conclusions of the Special Officer. It considered that the scheme was likely to throw a fresh burden on the consumers of food, who outnumber the cultivators, that it would create more controls which meant a

further burden on the people, that it would result in greater expenditure on extra staff, and that land owners would be worse off than they are now. At a time when provincial expenditure is mounting up and frantic efforts are being made to increase provincial resources, it will be most undesirable and unwise to contemplate a scheme which is almost certain to result in loss of revenue and of the control which the Provincial Government possess over general administration. The scheme will also upset rural economy.

The Committee discussed the matter with the three Members of the Board of Revenue and the Secretary to the Board. They also had a discussion with the Special Officer, who was deputed to investigate the scheme.

In his report, the Special Officer has taken the price of agricultural produce as it obtained in the year 1945-46. The level of prices in 1945-46 was very high. It was about 3 to 4 times the prices which ruled before the War. There is already a tendency towards a fall in prices, and, when the normal level is reached, it will be much below the level of prices in 1945-46. Even working at the level of 1945-46 prices, the Special Officer has reported that the sales tax should be levied at six pies per rupee of transaction to get even the present land revenue, which is to be replaced. If lower prices are taken as the basis, the rate of tax will have to be increased considerably. The Committee is not in favour of such high taxation on agricultural produce.

Secondly, under the proposal made, the agriculturist who has got a surplus, will have to sell it only to a licensed dealer. The system of licensing and control will have, to a certain extent, be kept up. This will change the whole economy of the village, as it obtains at present. The villager is now selling whatever he wants to sell, at the nearest shandy in driblets, according to his needs and purchases his requirements at the same shandy. To impose restrictions on these transactions is not desirable.

Thirdly, the very idea of taxing agricultural produce, which will raise the prices of foodstuffs to the consumer, will not be welcome. The advantage expected of simplification of accounts is also illusory, since the accounts relating to irrigation, encroachment and other matters will have to be maintained in any case and if the maintenance of a record of rights or private rights is also to be considered, the village accounts will have to be very accurately and elaborately maintained.

At present, the local boards derive a considerable part of the revenue collected as cesses. If land revenue is not to be collected, there will be great difficulty and expense in devising suitable machinery for the collection of the cesses, unless the Government agree to pay a portion of the sales tax collected as grants to the local bodies. There will be several complications in doing this. The Government will have to raise the sales tax to the extent of the grant and it will be difficult to apportion the sales tax out of which this grant is to be made.

In view of the above considerations, the Committee does not consider that the proposal to replace land revenue by a sales tax can be accepted.

The Committee has examined the proposal at length, because it desired that the poorer landholders should be given relief and, if possible, the tax ought to be made progressive. The Taxation Enquiry Committee of 1926 examined a somewhat similar problem. Then the proposal was to collect the sales tax only at the railway stations and at the sea ports. But even so, the arguments put forward by them against that proposal apply to the present case as well. The Government may however consider whether a flat rate of taxation for the whole Province based on the present classification of soils and the sources of water-supply at a fairly low level may not be introduced, along with agricultural income-tax, beginning at a fairly low level, to make the incidence really progressive and to help the people with low incomes.

(2) REORGANIZATION OF VILLAGE ADMINISTRATION.

The village administration in the Province is carried on mostly by hereditary village officers (i.e., headmen and karnams), talayaris, vettis and other menials. In certain districts such as Tanjore, Tiruchirappalli, Salem, the Nilgiris, etc., the non-hereditary system is in existence. Owing to the inadequate educational qualifications of the existing village officers, it is found necessary to employ special additional staff for new beneficial activities undertaken by the Government, e.g., the Village Reconstruction Scheme, Pirka Development Scheme, etc. As the scale of such activities will increase in future, it is felt that it will be an advantage to have a more efficient and educated agency, through which such activities can be undertaken at the village level and that such an agency will result in causing a substantial reduction in the strength and cost of any additional staff that may be necessary for new schemes. At the same time, it is also essential, in view of the general financial position of the Province, that the overall cost of any such scheme of village administration should be kept well below the existing cost. To have a more efficient village establishment, it may be necessary to do away with the present system of making appointments on a hereditary basis. But a more efficient staff will naturally have to be paid on

a higher scale, and if the total bill is not to exceed the present scale of expenditure on village administration, the number of posts will have to be drastically cut down. As the headman's duty in respect of land revenue involves work only in the period following the agricultural season, it has been suggested that the duties of the karnam and headman may be entrusted to one officer, provided that the officer is one who is efficient and properly selected, and that he may be a whole-time officer on a scale of pay of Rs 25—1—40 or Rs 30—1—50, with no pensionary rights; with a view to economy, he may be given only one village servant, the surplus vettis and talayaris being retrenched. To attract a better type of man to the combined post, a certain proportion of the posts of clerks in Revenue (mainly Taluk) offices may be filled by promotion of the new village officers, if they are suitable.

The Board of Revenue does not support the above scheme. It will not suggest trying the scheme even as an experimental measure. The Board describes the non-hereditary village officer as a careerist, who has no roots in the village and really no stake in its welfare. It has also been said that, as radical changes in the existing system of land revenue administration are at present under contemplation, changes in the age-old system of village officers should await the decision on the major question and not precede it.

It may be pointed out that the non-hereditary system is not altogether a novel one, as it is in existence in some districts and that a non-hereditary village officer can be more easily removed if he is found inefficient and incompetent than a hereditary village officer and this very factor will make the non-hereditary village officer more cautious and efficient.

The Committee has also considered the following alternative proposal:—

One clerk corresponding to a senior Revenue Inspector on a pay of Rs 75 per mensem and one junior clerk on Rs 45 or Rs 50 per mensem should be placed in charge of a number of villages corresponding to two or three existing headman's or karnam's groups. At least one of them, should, at any time be available in the headquarters village. As regards menials, one menial may be retained for each village and another menial may be sanctioned for accompanying one of the officers during inspection.

The Committee has had the financial implications worked out very approximately for both these schemes for South Arcot district and also consulted selected senior officers with wide district experience, regarding the administrative aspects of the schemes.

The financial effect is as follows:—

South Arcot District.				
Existing cost of village establishment.	Cost according to I scheme.	Savings.	Cost according to II scheme.	Savings.
RS	RS	RS	RS	RS
17,10,800	13,76,800	3,34,000	12,49,200	4,61,400

The officers consulted were generally not in favour of either of the schemes from the administrative point of view.

The Committee had a discussion with the Members of the Board of Revenue and the Secretary to the Board on this question. While the present system has been in force for a long time, it has been attacked from time to time, partly on the ground that the accounts were not reliable and partly on the ground that village officers used to take part in politics, either together or in different parties, leading to inefficiency in the system of village administration. In view of their status, village officers could also take a leading part in factions, so much so, that in the Local Boards Acts passed in recent times, both the village officers, or one of them, were prohibited from standing for election and being elected as members. In view of the all-round increase in salaries and the repeated agitation of the village officers and servants for increased emoluments, the present system will involve very large expenditure of a growing nature. It is necessary to find a change of the system under which the cost can be reduced and kept at a lower level, consistent with efficiency. Moreover, it is essential that the units for rural administration and development should, as far as possible, be the same and in view of the proposal to have village panchayats with larger powers, the groups which would be formed for village panchayats and for village revenue administration should be the same. The Committee is of opinion that this is a matter in which it is not possible to come to a final and definite conclusion at once, since questions, both of economy and efficiency, have to be given due consideration. The Committee, therefore, recommends that the two schemes described below may be tried as an experiment, where the hereditary principle does not at present obtain, each in a selected firka:—

(i) Three or four villages may be grouped together and two lower division clerks may be appointed to do the work of both the karnam and the village headman. They will be serving in the village for three years and be eligible for promotion. Their headquarters will be located in the central village of the group and the group will be so

constituted that no point in it will be more than five miles from the office. The posts of Revenue Inspectors will then be unnecessary.

(ii) The karnam will continue as at present, but in the place of the headman working in a panchayat area, an officer of the grade of a lower division clerk will be appointed to collect all the dues to the Government as well as the taxes due to the panchayat, the panchayat contributing on a percentage basis for his services. He will perform the other duties of a village headman also. In this case also, the ordinary Revenue Inspector will be relieved of his duties with reference to collection of revenue, so that the number of Revenue Inspectors may be reduced.

As the extension of these schemes will take away hereditary rights of village officers where they exist at present, the Committee would request the Government to investigate the feasibility of removing these rights.

The Committee discussed the question of the reorganization of village establishments also with selected Collectors and the representatives of the Tamil Nad Village Officers' Association. Several of the Collectors were of the view that a grouping of the villages retaining some of the existing officials, under Revenue Inspectors might lead to efficiency and possibly economy also. They were, more or less, in accord with the recommendations made by the Committee.

The Committee, after taking into consideration the present position of the country, with the recent acquisition of freedom and the complexities of the present situation, thinks that a radical change in the system of village administration is not advisable at present but that in a firka or so, the proposals made by the Committee may be tried. The Committee considers that in the present setting, it is possible to effect retrenchment by the adoption of the following methods:—

(i) It is learnt that there are about 500 villages in 15 districts (for which figures were available) which have a beriz of less than Rs 1,500 per annum, while the cost of the village officials and menials alone comes to about Rs 1,200 per annum for each village. This is not a satisfactory arrangement. The Committee would suggest that all villages having an income of less than Rs 1,500 per annum may be grouped with the adjacent village, which is not very big, or two or three adjacent villages may be grouped together into a lesser number with due reference to distance, area and other considerations. The Committee considers that there might be about 1,000 such villages altogether in the Province, whose position will have to be examined with reference to this suggestion and suitable groupings made.

(ii) It is found that, in many of the villages, it may be possible to effect some retrenchment in the number of menials. This will depend on various considerations. The Committee thinks that on a proper consideration it may be possible to reduce at least one of the menials in most of the villages. This may be examined by the Government and possible retrenchment effected.

(3) THE BOARD OF REVENUE.

The Board of Revenue was constituted in 1786 for the general superintendence of the revenues accruing to the Government from whatever sources they might arise. It was constituted as a Court of Wards in 1804. The Board formerly dealt with almost all aspects of general administration including Forests, Agriculture, Co-operation, Veterinary, etc. Separate departments were organized to deal with many of these subjects in 1916. The constitution of the Board of Revenue has undergone various changes. At present it consists of three Members. They attend to (1) Land Revenue and Irrigation, (2) Excise, Prohibition and Commercial Taxes and (3) Civil Supplies. The Government consult the Board of Revenue on all important matters of administration, and frequently heads of other departments, like the Chief Engineer for Irrigation, the Chief Conservator of Forests, the Director of Agriculture, etc., are requested to send their views on general questions and their proposals in regard to more important schemes, through the Board of Revenue.

The question of the abolition of the Board of Revenue has been raised and discussed several times since 1831, e.g., by the Royal Commission on Decentralization in India in 1909 and in 1920, in connection with the proposals for the enlargement of the Executive Council. The general view taken was, that the abolition of the Board would involve the appointment of Divisional or Territorial Commissioners, and that it would result in the reduction of the Collector's position and responsibility. In 1921, a committee appointed for the purpose recommended the retention of the Board with three Members. The Retrenchment Committee of 1931-32 also went into the question. It reported that on general grounds, there were distinct advantages in the whole administration of the districts being supervised by a Board, the Members of which possessed jurisdiction throughout the Presidency, as the maintenance of a high standard of district administration was the basis of efficient government, and as a more uniform standard would, thereby, be

preserved. The Board urges that, with the present administrative machinery, there is nothing to be gained, but a good deal to be lost, if it is abolished at present, when major changes of Land Revenue policy are under the consideration of the Government.

The Committee discussed the matter in detail with the three Members and the Secretary of the Board, as regards the work done by each Member and the collective Board. The Committee is aware of the general feeling in the country that the Board of Revenue has not always been progressive in its views and that it has stood in the way of development in various fields and since, for most of the subjects dealt with by the Board in the old days, there are now separate departments with competent heads, there is no need for continuing the Board of Revenue as such. The Committee shares this view but it also realizes that there should be a head of a department for Land Revenue and another for all other revenues. The Committee is of the opinion that in view of the history and what has been stated above, the Board, as such, should be abolished. The Committee considers that, ordinarily, one Commissioner, one of the most senior officers, may be placed in charge of Land Revenue and Irrigation and another officer, who may be recruited from the services or from outside for his special qualifications to deal with matters relating to the Commercial Taxes, may be placed in charge of Sales Tax and other revenues. It is urged that since the Province is large, it will not be possible for one Commissioner in charge of Land Revenue and Irrigation to do the touring and inspections involved and attend to all the work in the entire area; the officer in charge of Sales Tax and other revenues may not have sufficient work. By pooling the services of the two officers, the whole area can be covered and all the functions satisfactorily performed. The Sales Tax Act has recently been amended, and it is too early to state how it will work, what sort of supervisory functions will devolve on the Board Member in charge, and how much of his time will be taken up thereby. There is also the impending division of the Province. After considering the above arguments, the Committee feels that, while there is no need for the Board to continue as such, it may function as hitherto for the present, until the division of the Province is effected. There will, however, be no need to continue the Third Member, who is now the Commissioner of Civil Supplies. Decontrol is being effected to a large extent. The Committee has recommended that no separate agency apart from the Secretariat is necessary to deal with the remaining matters regarding food control. There need, therefore, be only two Members functioning as the Board, till the division of the Province takes place.

(4) SUPPLY OF UNIFORM DRESS AND BADGES TO TALAYARIS TO DISTINGUISH THEM AS 'VILLAGE POLICE.'

The village headman, or as he is commonly known, the village munsif, is responsible for the performance of village police duties. For this purpose, he has under his orders, the village watchman or talayari. The Police Standing Orders provide for the supply of a badge, bearing the inscription "village police" and a lathi to each talayari. However, in actual practice, brass badges have not been supplied to talayaris in the districts of West Godavari, Kurnool, Bellary and Tanjore. Lathis or bamboo poles or sticks with brass rings are supplied to talayaris in ten districts.

The Wandiwash taluk branch of the Tamilnad Village Officers' Association, at its meeting held on 13th February 1945, resolved as follows:—

"Resolution V.—To distinguish village menials as village police, this Conference requests the Government to supply them with uniform dress and badge."

On a reference to all Collectors, only the Collectors of two districts recommended the supply of uniform dress to village menials. The Board of Revenue did not recommend the request of the Association to supply dress to the talayaris as the financial commitment would be prohibitive. However, with a view to uniformity, the Board recommended that talayaris who have not been supplied with lathis and badges may be supplied with them at a cost of about Rs 14,150 non-recurring.

The Committee is inclined to think that there is no necessity for the supply of lathis or badges to village talayaris. It does not, however, recommend the withdrawal of the supply already made in some districts, as it is stated that Police Orders provide for their supply.

(5) DISTRICT ADMINISTRATION.

For the purpose of revenue administration, the Province is divided into several districts, each such district is divided into three or more divisions, each division into two or more taluks and each taluk into a number of firkas and these in their turn, into a number of villages.

The Committee discussed with six selected Collectors and the Secretary, Board of Revenue, the reorganization of the district administration in the Province and other allied questions pertaining to the Revenue Department.

Collector and District Magistrate.—Each district of the Province is in charge of a Collector, who is also the District Magistrate. He is the direct representative of the Government for all general purposes. As District Magistrate, he is the chief executive authority in the district and he is responsible to the Government for the maintenance of law and order and criminal administration of the district. He is also responsible for the administrative control of the subordinate magistracy.

As Collector, he is responsible for the proper collection of the revenue due to the Government in the district and for the administration of all matters connected with land, except irrigation, agriculture and forestry in their technical aspects and registration. He is also responsible for the administrative control of the entire revenue staff, who attend to most of the details of general administration in the district.

Reduction in the number of district charges—The Nilgiris district.—This is a small district with an area of 989 square miles and a population of a little over 2 lakhs. The population is divided into Tamilians, mainly in the Coonoor and Ootacamund taluks, Malayalees in Gudalur and Kanarese-speaking people in the centre of the district. The Badgas speak a corrupt form of Kanarese and attend Tamil schools. They have no separate written language of their own. The Committee considers that a district for this small area and population with all the paraphernalia of a district, is not justified. The Collectors of Malabar and Coimbatore agree that, if sufficient help is given, they can manage the additional areas to be tagged on to their districts. The Collector of Malabar thinks that it is desirable that the Gudalur area should be added to the Malabar district. The Committee is of the opinion that by having a separate division at Coonoor or Ootacamund and by not retrenching the number of Divisional Officers asked for by the Collectors, the abolition of the district charge can be effected without any detriment to efficiency. This will furnish a large saving as all the district offices in the Nilgiris will be merged in those of the neighbouring districts.

The Committee met a deputation from the citizens of Nilgiris, and considered their representations. The Committee considers that, while the Nilgiris district will not be a separate district and have the usual set of District Officers, its amenities will not in any way be affected; it is well served by two municipalities, one major panchayat and the Wellington Cantonment which have provided all the amenities. The main roads have been taken over by the Highways Department. Leaving the population in Gudalur, the two municipalities, and the Cantonment, the rest of the population will number only a little over one lakh. To keep a district administration for this population and for the area, which, if Gudalur is also taken away, will be 500 to 600 square miles, seems to be extravagant. What the people really require is attention to medical help and agricultural improvements with reference to potatoes, and tea and coffee which are peculiar to this district. That is a matter which will have to be separately considered and the Collector has nothing to do with it. The civil courts' jurisdiction and medical institutions will not be affected in any way by the proposal to abolish the revenue district. The Sub-Collector can have his headquarters at Ootacamund and attend to all the work. The district, even as it is, is less than an average taluk, both in extent and population and the Committee does not feel that there is a case for continuing the district as a separate administration. For instance, Ootacamund and Coonoor have their own Municipal Health Officers and it may be possible to ask the Health Officer at Coonoor to look after Kotagiri also. To have a separate District Health Officer for this district will not be justified. It is argued that with the addition of the Coonoor taluk and the Ootacamund sub-taluk, Coimbatore district will become too unwieldy. The Committee does not share this view. But even if relief is necessary, the whole of Bhavani taluk, a part of which (Mettur area) has already been transferred to Salem district, may be included in that district.

The Secretary, Board of Revenue, stated that the Board was already proposing the abolition of the post of Revenue Divisional Officer in Coonoor under the scheme of the separation of the Judiciary from the Executive and if the Collector is to go, the Revenue Divisional Officer will have to be retained. He also stated that the Collector of Coimbatore and the Collector of Malabar would each have to be given additional establishment by way of a Personal Assistant to look after the additional charge and that if the cost of these three Deputy Collectors was taken into account, it would exceed the cost of the Collector and the Treasury Deputy Collector, who would be abolished if the district were converted into a Revenue Division. The Committee considers that the additional help necessary for the Collectors of Coimbatore and Malabar is only speculative but even otherwise, the savings in the lower staff in the Collector's office have not been taken into account by the Board of Revenue. In making the proposal for the abolition of the Nilgiris district as a Revenue district, the Committee was not considering the revenue work only. Since the small area is called a district, a number of other departments have also found it necessary to have one district head for the area, for instance the Police, Public Health, Co-operation, etc. When the area becomes a division instead of a

district, all these District Officers will disappear. For an area which is not above taluk elsewhere, there is a district board existing with all its paraphernalia, even though the district board is not self-supporting and a large grant has to be given by the Provincial Government. These expenses can be retrenched in addition to whatever savings that might be obtained by the abolition of the Collector and his office. The Committee also may mention that there are two municipalities at Coonoor and Ootacamund well provided and well equipped. There is also a Cantonment at Wellington which covers a wide area and a major panchayat at Kotagiri provided with water-supply, a good hospital, etc.

Ramnad district.—The State of Pudukottah has recently been merged with the Province and has to be administered as a part of it. The district of Ramnad has been a jumble and difficulty has been found in fixing its headquarters. If Pudukottah State is added to Ramnad district and Pudukottah made the headquarters of Ramnad district, a large portion of the population of the district will be satisfied. The only area which will be considered to be far away from headquarters will be the Sattur and Srivilliputtur taluks. Srivilliputtur taluk may be added to the Tirunelveli district and the Sattur taluk to the Madurai district. This arrangement, the Committee is informed, will give satisfaction to the people of the State as well as to the people of a large section of the Ramnad district, without in any way affecting prejudicially the inhabitants of the other areas in the district. The buildings in Pudukottah form a great asset and they may serve all the needs of the new district headquarters.

District Administrative Officers.—At present, the Collector is supposed to be the head of the district, but in practice it is not possible for him to devote any real attention to the activities of the various departments in his district. It was suggested that, in view of the large expansion of the developmental activities of the Government that might be expected in future years, it would be necessary to have a real administrative head for each district called a District Administrative Officer, who should be responsible for and co-ordinate all Government activities in the district as a whole, with adequate powers to control all officers in the district employed on specialized branches of departmental activity. It was represented to the last Reorganization Committee that a large part of the work done at present in the Regional Departmental offices was of a routine administrative nature, which had nothing to do with the efficiency in the working of the department concerned, as a technical department. It was suggested to the Committee that larger powers could be delegated to district departmental officers, that most of the administrative duties should be handed over to District Administrative Officers, that the more important technical work, which could not be delegated to District Officers, might be taken over by the heads of departments, who would themselves be relieved of a considerable volume of administrative work and that the heads of departments might be given the assistance of one or two officers of a higher category (i.e., higher than District Officers) at headquarters to enable them to deal adequately with the larger volume of technical work that might fall to their share and that all the regional officers' posts could then be abolished.

After a careful consideration of the above suggestions, the Committee directed that the remarks of the heads of departments concerned, and the personal views of all the Secretaries to Government should be obtained on the following proposals:—

(i) Delegation of larger powers to District Officers both in technical and administrative matters so as to reduce the volume of work in higher offices.

(ii) The Administrative unit to be the district in all departments as now in the Revenue Department.

(iii) The appointment of an Administrative Officer for each district, who will be in general control of all departments in the district and co-ordinate their activities; he will take over such of the administrative duties of the regional officers (where they exist) as are not delegated to District Departmental Officers and also, as large a portion as possible of the administrative duties now performed by the heads of departments.

(iv) Heads of departments will have more time to devote to the important problems in which a high degree of technical or specialized skill and knowledge is necessary and to advise Government on matters of policy; they will only have so much of the general administrative duties as cannot be entrusted to the District Administrative Officer.

The Secretaries to Government, with three exceptions, and the heads of departments were not in favour of the above proposals.

The main objections advanced by them against the proposals were as follows:—

(i) The District Administrative Officer can only exercise routine supervision over Departmental District Officers and the latter will still need the supervision and guidance of the Regional Officers.

(ii) If inspection of district offices should be useful, instructive and effective, it should be done only by a departmental officer, who would have, by his departmental

experience, formed standards of his own while the District Administrative Officer, who is not acquainted with technical details, cannot do such an inspection satisfactorily.

(iii) Even to deal with disciplinary cases in the department, a knowledge of the details of the working of the department is necessary.

(iv) Only Regional Officers can deal intelligently with complaints of dishonesty and corruption and present a firm front against those which are obviously engineered by disgruntled persons.

(v) There will be friction between the heads of the departments and the proposed District Administrative Officers and district officers are likely to obey only their heads of departments.

(vi) Departments like Irrigation, Electricity, Industries and Commerce, are organized not on a territorial basis but on a functional basis and District Administrative Officers will not be suitable to exercise supervision over the work of officers of these departments.

(vii) Unless subjected to a strong departmental check by an administrative board, the views and decisions of District Administrative Officers are likely to be in accordance with political expediency and will not, therefore, give officials a sense of security.

(viii) If Regional Officers are abolished, the District Administrative Officer will be overwhelmed with work and he will have to be given one or two assistants; if he is not overwhelmed with work, heads of departments will be, and they will have to be given considerable assistance. This will reduce the savings expected to a large extent.

(ix) It is undesirable to make fundamental administrative changes when there is an uncertainty in the system of existing administration, and major changes, such as bifurcation of the Province, bifurcation of the districts, revision of the land revenue system, etc., are contemplated.

The Board of Revenue and certain Secretaries to Government have expressed the view that the position of the Collector as the head of a district should not be whittled down by the appointment of a separate District Administrative Officer. They have stated that only half the Collector's time is spent on revenue work and that the other half is even now spent on the work of other departments and local bodies, but that the latter work has not come into prominence, because the departmental officers are prone to resent his interference and to look only to the departmental head for guidance. It is also pointed out that, as the Collector is also the Police head of the district and the Revenue Department has its ramifications in every village, he should be the administrative head of the district, and in order to give him sufficient time to supervise and co-ordinate the activities of the other departments, he should be given relief in respect of part of his revenue work by the appointment of a Personal Assistant and by the bifurcation of big districts, if necessary. The opinion has also been expressed, that, if a Collector is made the administrative head and suitable instructions are issued to heads of departments, and larger powers are delegated to the District Officers, it might be possible to reduce the number of Regional Officers now working.

It was suggested to the Committee that stress should be laid on the following essential elements:—

(i) Delegation of as large powers as possible to the District Departmental Officers, both in administrative and technical matters.

(ii) Making the Collector the real head of the district by requiring him to be consulted in all important matters relating to the district and by giving him a real measure of control over all officers in the district.

(iii) Retaining the present Personal Assistant to the Collector to give him adequate relief in routine matters of revenue administration.

(iv) Making the Collector the proper local authority in "service matters" by giving him powers to dispose of appeals from punishments imposed by District Officers in all departments, etc. (A Collector is more likely to see that the proper procedure is observed in disciplinary matters than many of the technical officers who are at sea when "service matters" come up. A Collector should be better able to dispose of disciplinary cases in all departments after giving due weight to the opinion of technical officers in technical matters just as the Madras Public Service Commission is now giving advice to Government in service and disciplinary matters relating to all departments.)

(v) A drastic reduction in the number of Regional Officers in all departments and making their duties less administrative than at present, so that they will be able to give proper guidance to District Officers in technical matters, to inspect the technical aspects of the work of district officers and generally to assist the head of the department in maintaining the technical efficiency of the department.

(vi) Stress should be on unified control of all activities at the district level, so that the best value may be obtained for the money spent, instead of each department functioning as a water-tight unit with its own hierarchy of officers, from top to bottom.

It has also been suggested to the Committee, that in view of the major constitutional and other changes which are likely to take place in the next few years, it will be desirable to go rather slow in introducing radical changes in the administrative machinery and that in view of the considerable opposition which the proposals have evoked, the modified scheme suggested by the Board of Revenue and certain Secretaries to Government, viz., to make the Collector the head of the district as the District Administrative Officer with powers to supervise and issue instructions to officers of all departments working in the district may be introduced.

The Board of Revenue, which was against the appointment of separate District Administrative Officers, is of the view that the position of the Collector as the head of a district should be recognized and clarified. The selected Collectors who were consulted, with the exception of Mr. McLaughlin, considered that it should be made plain that the Collector is the head of the district and that he should be empowered to co-ordinate the activities of all departments and also to issue instructions, wherever he thinks it desirable and to that extent, district heads of the other departments should be considered as his Personal Assistants, without in any way interfering with the technical control of the departments concerned. They considered that the position of the Collector with reference to district administration and his responsibility as the head of the district should be specifically laid down.

The Collectors were agreed that the following considerations were of great importance and that for the efficient administration of the district, necessary powers and relief should be given to Collectors:—

(i) The delegation of as large powers as possible to the District Departmental Officers, both in administrative and technical matters;

(ii) making the Collector the real head of the district by requiring him to be consulted in all important matters relating to the district and by giving him a real measure of control over all officers in the district;

(iii) retaining the present Personal Assistant to the Collector to give him adequate relief in routine matters of revenue administration; and

(iv) stress should be on unified control of all activities at the district level, so that the best value is obtained for the money spent, instead of each department functioning as a water-tight unit with its own hierarchy of officers, from top to bottom.

The Committee finds that, originally, it was proposed to have a separate officer as District Administrative Officer in addition to the Collector. In its final form, the proposal resolved itself into making the Collector the head of the district as the District Administrative Officer, with powers to supervise and issue instructions to officers of all departments working in the district. While he will have no original disciplinary jurisdiction over the District Officers, he may call for reports and forward them to the heads of departments concerned. He should be in a position to issue instructions and supervise or co-ordinate their work. For this purpose, the Collector is to be given relief by the appointment of a Personal Assistant. The Collector will also have the power to hear all appeals in disciplinary matters in all departments. The Committee has given very careful consideration to all these views and suggestions.

The Committee accepts the arguments expressed against the appointment of District Administrative Officers and agrees that there is no need for such officers apart from the Collectors. The Collector's position may be the same as it is at present, with the powers he has under the several statutes and the Board's Standing Orders. As regards the question of the delegation of larger powers to the District Departmental Officers and the reduction in the number of Regional Departmental Officers, the Committee has made its recommendations under each department. The Committee has also discussed below the necessity for the appointment of Personal Assistants to Collectors. It does not consider it necessary to give the Collector any power regarding service matters and disciplinary action relating to the district officers of all departments.

Personal Assistants to Collectors.—The Secretary, Board of Revenue, met the Committee and discussed the question of the retention of Personal Assistants to Collectors. While the Committee agrees that the Collectors should not spend all their time in attending to routine matters but should be allowed enough time to consider general questions of development and policy with reference to the district, it is of opinion that it may not be necessary to have a Personal Assistant in every district. The Committee considers that

the appointment of a Personal Assistant should be made on a consideration of the work relating to a district in addition to the number of papers, etc., to be disposed of and the latter alone should not be the sole criterion for the appointment of a Personal Assistant to the Collector. The Committee is of opinion that the post of Personal Assistant may be continued in the case of the districts of Madura, Tanjore, Salem, Tiruchirappalli, Tirunelveli, Coimbatore, South Arcot, East Godavari, Chingleput, Kistna, North Arcot, Guntur and Madras. The Committee is also of opinion that the Collectors of West Godavari and Bellary should have a Personal Assistant as long as the border troubles continue. The Personal Assistant to the Collector of Ramnad may be continued in case there is a proposal for the reconstitution of the district with the inclusion of Pudukotah. The Personal Assistant to the Collector of Vizagapatam will have to be continued until the bifurcation of the district. The Collectors of other districts in the Province do not require Personal Assistants.

Revenue Divisional Officers and Subdivisional Magistrates.—Each district is divided into a number of divisions for facility of administration and each subdivision is under a Revenue Divisional Officer, who is also the Subdivisional Magistrate. In order that Revenue Divisional Officers may be in a position to devote more attention to revenue work and to the uplift and welfare of villagers generally, officers of the standing of Tahsildars are appointed as Additional First-class Magistrates to relieve the Revenue Divisional Officers of a part of their ordinary court work.

The Committee held discussions with the Collectors, who met them, on the necessity for the retention of the Revenue Divisional Officers with their present powers, and also on the question, whether Revenue Divisional Officers should be located on a territorial basis as at present or attached to the Collectors' offices as Personal Assistants to the Collectors and directed to act for and in the name of the Collector.

The Collectors were generally in favour of retaining Revenue Divisional Officers with their present powers and delegating to them some more powers now exercised by the Collectors. As regards the location of Revenue Divisional Officers, there was difference of opinion; one view was that they may be attached to the Collectors' offices and operate from district headquarters, while the contrary view was that they should be distributed on a territorial basis, since local knowledge as well as their immediate presence on the spot to attend to the maintenance of Law and Order were important factors.

The Committee understands that the Board of Revenue and the Legal Secretary have gone into the question of the reduction in the number of divisional charges and sub-taluks, in connexion with the separation of the Judiciary from the Executive and have come to an understanding. The Committee does not think that any change is desirable at present in regard to Revenue Divisional Officers as separation of the Judiciary from the Executive is to be effected. As regards the number of divisional charges, the Committee accepts the understanding arrived at between the Legal Secretary and the Board of Revenue to retrench 30 posts of Revenue Divisional Officers and to redistribute revenue divisions among the remaining Revenue Divisional Officers in the Province.

Peons for Officers of the All-India Administrative Services.—The Committee considers that Officers of the All-India Administrative Services under training may not require two peons each, even if they have some touring work to do and that one peon should be sufficient for each of them.

Reorganization of the method of working in Revenue Offices.—The Committee considers that important references should be personally attended to by the Tahsildars or Deputy Tahsildars instead of being sent to the Revenue Inspector, that there should be direct correspondence between the Revenue Divisional Officer and village officers and that the Collectors may be given powers to delegate to subordinate officers and to section heads in their offices the power to send intermediary communications asking for further information. While the Collectors were of opinion that unnecessary noting should be discouraged, they considered that junior clerks should not be prevented from noting. The Committee accepts this view.

Where only information is wanted by the Government, the Committee considers that they should have direct communication with the persons from whom the information is required and that they may send the information (except in cases where matters of policy are concerned), direct to the Government. Further, where references are received, it should not be made a rule that they should be sent down to the Revenue Inspector or the Tahsildar as a matter of routine, but, as far as possible, replies should be sent direct by the officer concerned without a reference to subordinate officers.

The Committee also recommends that appeals from acting village officers in respect of termination of acting appointments should not be entertained; no petition should be

taken up by any authority on a subject on which a subordinate authority is competent to pass an order but has not been petitioned to by the party.

The Committee accepts the suggestion that the Government should by an order strictly enforce the instructions in the Board's Standing Orders that the village officers should be summoned by a Tahsildar or Deputy Tahsildar only very sparingly.

Collectors' office establishment.—The Committee recommends that, with the introduction of Prohibition in all districts, the separation of the Judiciary from the Executive and decontrol, the staff which were doing work with reference to these items of work in the Collectorates and in subordinate offices should be retrenched, to the extent possible, and put on other work.

Magisterial clerks in Revenue Divisional offices.—In view of the separation of the Judiciary from the Executive, the Committee is of opinion that there will be no necessity for a magisterial clerk in the Subdivisional offices in future.

Transfer of Tahsildars and Deputy Tahsildars on a Presidency basis.—At present, the unit for purposes of appointments and transfers of Tahsildars and Deputy Tahsildars is the district. Appointments are made by the Collector from lists approved by the Board of Revenue, but the Board can make adjustments and transfer names from one district to another in order to reduce communal inequalities, etc. The Board was asked to report on the desirability of dividing the whole Province into four or five divisions and making the members of the Revenue Subordinate Service liable for transfer within each division. It was pointed out to the Board that the suggestion would tend to lessen stagnation and to increase the chances of promotion for competent and deserving officers. After obtaining the opinion of some Collectors, the Board of Revenue has stated that it is not in favour of the above suggestion.

It is understood that a system under which appointments and transfers of Tahsildars and Deputy Tahsildars were made on the basis of a unit larger than a district was tried for some years from 1936 with a view to redress communal inequalities. The districts were divided into ten groups and the lists of candidates eligible for appointment as Deputy Tahsildars were drawn up for each district from among the ministerial staff serving in all districts comprised in the group. This system was, however, found administratively inconvenient and was given up in 1940, the Board being permitted to make adjustments between the district lists at the time of their annual revision with a view to equalizing communal inequalities, etc. It is learnt that a proposal to maintain a Presidency List arranged on a linguistic basis was also examined in 1933-34 and was given up on the ground of administrative inconvenience. It has been represented that local knowledge is a great asset in subordinate officers of all departments, particularly as gazetted officers are frequently changed.

The Committee considers that, in the above circumstances, no change is necessary.

Taluk and Sub-Treasury charges.—Some of the Collectors who met the Committee mentioned that the Tahsildars find some difficulty in being in charge of the Sub-Treasury, as they are touring officers; a suggestion was made by them that all the Sub-Treasury Officers, who ought to be separate from Tahsildars, along with the Treasury Deputy Collectors should be formed into a separate department. The Committee is of opinion that this is a matter which will have to be examined by the Government.

Jamabandi.—There is a lot of complaint about the conduct of jamabandi and there is popular prejudice against it. Jamabandi is intended only as a check by the Revenue Divisional Officers or the Collector of the work that has been done by the Tahsildar, in order to see that the accounts are brought up to date and orders passed in all cases, wherever necessary. The Collectors say that this check is necessary to avoid loss of revenue to the Government and fraud; but they admit that it may be possible to reduce the time taken for it. The Committee recommends that the Board of Revenue may be asked to look into the matter and to see that jamabandi is not prolonged in any case, by fixing a time-limit for it in each district with reference to the work to be done. Jamabandi should in no case be conducted in a place out of the taluk or sub-taluk headquarters.

Method of selection of higher officers.—The appointment of higher officers like Collectors and Executive Engineers is not made from the Provincial Services on the recommendations of the Public Service Commission, Local or Federal. It will be desirable to have a list of persons to be appointed to higher posts examined by the Federal Public Service Commission which is dealing with All-India Services.

Miscellaneous.—The Committee considers that the Treasury Deputy Collector should be relieved of the administrative control of the work in connexion with District Labour Organizations and also, that the commodious compounds attached to the residences of District Officers should be utilized for building quarters for officials.

(6) INSPECTOR OF MUNICIPAL COUNCILS AND LOCAL BOARDS.

Local Administration is in the hands of municipalities in urban areas, of the Corporation of Madras in the City of Madras and district boards and panchayats in other areas of the Province. The functions of these local bodies are defined by special Acts and Rules framed under them. Generally speaking, local bodies have complete freedom in framing their annual budgets, subject to adequate provision being made for payment of debts, and obligatory services and the maintenance of a working balance. The Local Administration Department of the Government exercises general control over local bodies and is assisted by the Inspector of Municipal Councils and Local Boards who, in turn, is assisted by a Personal Assistant and four Deputy Inspectors of Municipal Councils and Local Boards. The Inspector of Municipal Councils and Local Boards is also the ex-officio Director of Town-Planning. On the Town-Planning side, he is assisted by a Joint Director and other assistants trained in the line. It is expected that much of the work of the district boards will soon be taken away from them and new district councils or district boards of a representative character will be established. The Panchayat Act under formulation will bring into existence a Registrar of Village Panchayats for supervising and controlling the panchayats. A representative district council or municipality can be expected to function, without outside supervision, and any special matters requiring sanction or guidance can be sent to the Government direct for instructions.

The Committee discussed with the Secretary to Government, Local Administration Department, the question of the new set-up for the supervision and control of local bodies. If a separate Registrar-General of Panchayats is to be appointed, as is proposed, he will be supervising and controlling the village panchayats through District Panchayat Officers and there will be no need for a separate Inspectorate of Local Bodies. Any enquiry the Government wishes to institute with reference to the local bodies may be conducted, in cases where finance and accounts are concerned, through the Examiner of Local Fund Accounts, and in other cases, through a Deputy Secretary attached to the Secretariat.

On the Town-Planning side, the Committee has suggested the formation of a Housing Board with a Directorate, to which the Director of Town-Planning will be attached. If these suggestions are accepted, the need for an Inspector of Municipal Councils and Local Boards with Deputies will disappear and their posts and the subordinate staff attached to them may be discontinued. The question of raising the status of the Inspector's office to 'A' class, which has been referred to the Committee, will not then arise.

(7) SPECIAL OFFICER FOR DEPARTMENTAL ENQUIRIES.

For conducting departmental enquiries in cases which arise in all departments, except the Judicial Department and which *prima facie* call for the penalties of dismissal, removal, compulsory retirement, etc., an officer of the rank of Collector or listed post-holder, designated Special Officer for Departmental Enquiries, has been appointed. He conducts the enquiry in accordance with the procedure laid down in the Statutory Service Rules and after giving his reasons and recording his findings, sends the case to the authority empowered to impose the punishment, together with his recommendations as to the nature of the punishment to be imposed. The latter should ordinarily accept the Special Officer's findings and recommendations. In cases where they are not accepted, reasons should be recorded in the orders passed which shall be communicated to the Special Officer to enable him, if he so desires, to bring the case to the notice of the next higher authority for review. There was also an Assistant to the Special Officer for some time.

The Committee understands that the Anti-Corruption Committee has recommended the permanent constitution of a Tribunal for enquiries. The Committee considers that the post of Special Officer may be retained, pending final orders of the Government on the Anti-Corruption Committee's Report. In regard to simplification of procedure for dealing with disciplinary cases, the Committee has separately recommended that the cases of officers drawing above Rs 125 alone need be forwarded to the Special Officer, the rest being dealt with by the departmental officers concerned. The Special Officer himself has suggested, as a measure of retrenchment, that the post of Assistant Special Officer with one clerk and two peons may be retrenched, if disciplinary cases against the servants whose pay is less than Rs 125 or Rs 150 are left to be dealt with by departments themselves. The Committee accepts this suggestion.

(8) REORGANIZATION OF OFFICE PROCEDURE AND ESTABLISHMENT IN THE SECRETARIAT AND OTHER GOVERNMENT OFFICES.

The Committee went into the question of the reorganization chiefly of the Secretariat and of other Government offices with a view to effect retrenchment, without impairing efficiency, and at the same time, avoiding delays and red-tapism, wherever possible. The Committee considered in this connexion, the recommendations made in the Tottenham's Report on the reorganization of the Central Government, 1945-46, and in the Bajpai Report of the Secretariat Reorganization in so far as these can be applied to the working

of the Madras Government Secretariat. The Committee found that most of the measures suggested in these reports were already incorporated in the Business Rules and the Chief Secretariat Office Manual of this Province.

There is a general feeling that undue pressure is brought to bear on officials engaged in the discharge of their legitimate duties from quarters which ought to realize their responsibility. Apart from affecting the morale of the services adversely, this development has a tendency to undermine discipline, increase correspondence, multiply work, and add to the cost of administration.

The Committee met the Secretaries to Government including the Chief Secretary and discussed the above matter with them. It was generally agreed that the flow of work into the Secretariat could be stemmed by (a) wider delegation of powers than at present, and (b) ensuring that work which is legitimately not Secretariat work, does not come into the Secretariat for disposal. With this aim in view, the Committee would make the following recommendations :—

(i) Delegation of powers in regard both to service and financial matters, to as large an extent as is desirable, may be made from Ministers to Secretariat Officers and from the Government to subordinate officers, e.g.,

(a) In cases of emergency like epidemics, sudden eruption of lawlessness, food procurement, flood control, etc., likely to last for not more than three months, Heads of Departments may be empowered to appoint non-gazetted staff to the required extent for a period not exceeding three months and make a report to the Government.

(b) Powers of making appointment from the lists approved by the Madras Public Service Commission or the High Court, ordering transfers, granting leave and approving the probation of Provincial Service Officers below the rank of District Officers may be delegated to the Heads of Departments themselves and the necessary alterations in the relevant rules made.

(c) Power to sanction additional charge allowance under the Fundamental Rules may be given to Heads of Departments.

(d) In regard to write-off of losses, the monetary limits now prescribed for the Heads of Departments may be raised to Rs 2,000. (In the case of the Board of Revenue and the Chief Conservator of Forests, the present maximum of Rs 5,000 may remain. Similar delegations may be made in respect of other classes of officers.

(ii) Where only statistical information is required and no question of opinion is involved, the person in possession of that information may be directly asked to furnish the information direct to the Government or to the officers requiring it, with a copy of it, to his immediate superior officers.

(iii) There is a general feeling that the Hon'ble Ministers are receiving a large number of petitions and representations both in headquarters and in the course of their tours, about matters which have been disposed of, as well as those which are within the competence of local officers. A lot of work is thrown on all the officers concerned in getting information and preparing it for the Hon'ble Ministers in respect of the above. Ordinarily, papers which can be disposed of at a lower level should be sent for disposal to the officers concerned and only such matters about which the Hon'ble Ministers specially call for reports, with intent to take action, may be dealt with in the Secretariat.

With a view to minimizing delays and improving the standard of work in the Secretariat, the Committee would make also the following recommendations :—

(i) The rule relating to the inter-changeability of officers from the Secretariat to the Executive Services and the offices of Heads of Departments and *vice versa* may be more widely used to the extent conditions permit.

(ii) Secretariat staff may be pooled together and treated as one unit for purposes of promotion to the extent possible.

(iii) Reference to Public (Services), Finance and Legal Departments should be confined only to cases where such references are absolutely necessary.

(iv) The procedure laid down in rule 57 of the Secretariat Instructions regarding personal consultation with other Departments should be more liberally used.

(v) If the Secretariat and the offices of Heads of Departments are located in the same building or near each other, much of the intermediate and other correspondence can be largely obviated. To this, the objection pointed out is the want of buildings in the Fort area to accommodate all the offices. In the Government of India, all the offices are not located in the Secretariat itself. Large Departments like Industries and Food are located at some distance away from the Secretariat but there is the location of both the Secretariat and the offices of Heads of Departments in close *juxta*-position, so that the required information may be got without delay and unnecessary correspondence avoided. If the offices in the Fort and other areas and in Chepauk are pooled and

convenient arrangements made, the offices of Heads of Departments and the Secretariat can be conveniently located together.

The Committee has also examined the question of avoiding delays and promoting the expeditious dispatch of papers in Government offices, other than the Secretariat, and called for the views of certain select heads of departments.

The Committee also discussed the above question with Mr. T. M. S. Mani, O.B.E., I.C.S. (Director of Industries and Commerce), and Mr. P. M. Jayarajan, I.C.S. (Secretary, Board of Revenue). The following points, among others, were stressed by them :—

- (i) Delegation of larger powers to subordinate officers;
- (ii) unnecessary correspondence on matters which can be disposed of as matters of policy, and unnecessary calls for reports and opinion should be avoided;
- (iii) avoiding piecemeal references which are the result of inadequate study and inattention in the first instance; and
- (iv) avoiding unnecessary interference by the Government in the day-to-day administration of Departments.

In regard to these, the Committee has already made the necessary recommendations in the paragraph above while dealing with the reorganization of the Secretariat.

The Committee has also suggested separately some changes in the working of the Secretariat and the Ministries to which they are attached. The Committee has, for instance, suggested that Co-operation, Livestock and Agriculture should be under one Ministry. The Committee considers that it will be an advantage if Public Health and Local Self-Government are under one Ministry, especially because, when most of the metalled roads are taken over by the Public Works Department, what will be left for the Local Bodies will only be Education and Public Health. 'Education' is treated as a separate subject as it covers Government, aided and other institutions and provision has to be made for a number of matters and thus the subject has to be separately dealt with; there is no reason why Public Health may not be combined with Local Self-Government.

The Committee next considered the work done in the various Departments of the Secretariat in 1939-40 and that done now, the establishment existing then and that now existing and the necessity for the large increase of staff in almost all the Departments. The Committee can appreciate an increase due to the normal development of work and the conditions brought about by the war. It considers that there has been far too large an expansion of staff since 1939-40. Now that the conditions created by the War have ceased, except with reference to some of the controls, the Committee considers that the permanent set-up of the several Departments in the Secretariat should be refixed and any extra sections and officers retrenched.

The Committee has also scrutinized the statements furnished by the concerned Secretaries showing the work done and the staff employed in the Departments of Development, Public, Public Works, and Education and Public Health.

The Committee has consulted the Chief Secretary also in this connexion. The Development Department, for instance, had in 1939-40 one Secretary, one Under Secretary, one Assistant Secretary and six sections while, at present, it has one Secretary one Deputy Secretary, six Assistant Secretaries and 32 sections. The section dealing with 'Prices' has been transferred to the Food Department and 'Labour, Resettlement, Planning and Development' have been newly added to this Department. These newly added items of work account for 12 sections. The subject 'Prices' which has been taken away accounted for only one section. There is the question whether any of the added sections cannot undertake the whole or a part of the work done in the old sections or *vice versa*; but even allowing for these additions, there has been an increase from 5 to 20 in the number of sections from 1939-40 to 1947-48. An examination of the Public Works Department and the Education and Public Health Department showed the same result. It is not possible for the Committee to go into the working of each section and to suggest how the several sections can be reorganized so as to eliminate unnecessary expenditure. The Committee is aware that some of the sections in the Development Department, which have newly come into existence in the interval, are dealing with controls like Paper, Iron and Steel, Textiles, etc. These should be abolished as soon as the controls are removed.

Leaving aside the staff that existed in 1939-40 and the temporary establishment due to controls, etc., which will be abolished when the necessity for it ceases to exist, the other staff in several of the Departments shows an increase in the number of sections by about 400 per cent.

This increase is partly due to the system of sanctioning additional staff on the basis of 5.7 current per clerk per day. While the Committee does not consider that the number of current should be the guiding factor in assessing the strength of the staff

(even with reference to this, the Committee finds a wide disparity among the Departments), the Committee would suggest that even on this basis, the average of 10 currents, which is the figure obtaining in the Finance Department should be worked up to in other Departments.

The Committee cannot say which of the increased staff should be cut out. The Committee feels that some considerable retrenchment ought to be effected and quotes in this connexion the words of Sir Richard Tottenham in his Report on the Reorganization of the Central Secretariat: "All Departments will no doubt say that they cannot spare any one; such objections should be over-ruled." In view of the large development that has taken place in most of the Departments, the Committee would not fix too high a figure for retrenchment but would recommend that the several Departments of the Secretariat may be asked to effect retrenchment in the staff, not covered by the exemptions above mentioned, to the extent of 12½ per cent. It may be, that in some Departments even this percentage of retrenchment may not be possible, but in others, something more may be possible without affecting efficiency. (This cut will apply to the whole staff, permanent and temporary, existing at present.)

The Committee also recommends that in view of the same considerations, the same percentage cut in the establishment may be imposed in respect of the staff employed in other offices. This may also be applied to the field staff in all the Departments. Of course, this would not apply to any new services which have been undertaken by the Government. Even there, some retrenchment may be possible.

The Committee in making these recommendations hopes that the Government will bring under retrenchment not only non-gazetted staff but also superior officers.

Secretariat—Telephone exchange.—It is stated that there is a proposal to instal an automatic switch board for the telephone exchange in the Secretariat. When the switch board comes into operation, the Chief Secretariat has reported that three telephone operators will be sufficient and that the remaining four posts of telephone operators will be abolished. The Committee accepts the proposal.

Reorganization of the Legislature Secretariat.—The question of the reorganization of the Legislature Secretariat was brought to the Committee's notice with the information that some matters relating to it were to be settled after the receipt of the Committee's Report.

The Committee considers that the Madras Legislature Secretariat should not be subordinated or made part of any other Department of the Secretariat, as it will have to deal with matters, not entirely governmental and there may be matters in which governmental proposals may have to be decided at the discretion of the Hon'ble the Speaker or the Hon'ble the President. There are also matters which require dispatch like the meetings of the Assembly, Committees, and issue of notices, communiques, etc., which ought to be dealt with in an expeditious manner and such matters should not and need not pass through persons who are not concerned with the particular department. A separation of the Legislature Secretariat from the Public Department to which it is now attached seems to be desirable.

As regards the status and pay of officers, this is a matter for the Government to decide.

Appointment of Heads of Departments as Secretaries to Government.—The question of appointing certain heads of departments as Secretaries to Government was considered by the Committee.

The Committee discussed the question with all the Secretaries to Government and certain heads of departments. The Secretaries were of opinion that the system of appointment of heads of departments as Secretaries to Government might not work satisfactorily and that it would not conduce to efficiency.

The Hon'ble the Minister for Public Works and the Secretaries to Government, Public Works Department and Education and Public Health Department met the Committee and discussed the question further. Originally, the proposal that was considered was that Heads of Departments would replace the present Secretaries to Government and that they would send papers direct to the Hon'ble Ministers. The proposal has been modified on account of various difficulties pointed out and what was considered was whether retaining the Secretaries to Government as they are at present, the Heads of Departments may not function as Joint Secretaries to Government, work out their proposals to be sent to Government in the Secretariat itself and send them for orders to the Hon'ble Ministers through the Secretaries. They will become part of the Secretariat and the staff used for this purpose will be the Secretariat staff under the Secretary to Government. The Secretaries to Government have various departments working under them, some of which will continue to be solely under them as at present, but it is only with reference to the Chief Engineers, the Director of Public Instruction, the Surgeon-General and the Director of Public Health that the question is considered.

The Hon'ble the Minister for Public Works is of the view that Chief Engineers are technical men whose knowledge and time should not be used for non-technical work. He

is not therefore in favour of the proposal. The Secretary to Government, Public Works Department, admits that there are a number of papers which could go direct for orders to the Hon'ble Ministers, without being noted upon in the Secretariat. Now, even these papers are noted upon, and some time is spent over them. He considers that this unnecessary noting work can be eliminated and retrenchment effected to the extent possible. He is also of the view that the Chief Engineer working as Joint Secretary may create friction in the Secretariat Office and may raise fresh issues and he is not in favour of the heads of departments functioning as Secretaries or Joint Secretaries to Government.

While agreeing that there may be friction if heads of departments are appointed as Secretaries or Joint Secretaries to Government, the Secretary to Government, Education and Public Health Department thinks that it may be feasible to appoint the Director of Public Instruction, the Surgeon-General and the Director of Public Health as Joint Secretaries to Government. With reference to the matter coming to the Secretariat, this may be worked out in the Secretariat itself, their own offices over whom they will be presiding as at present being still retained. In this set-up, papers relating to matters like transfers, promotion, leave, etc., of officers need not be dealt with in two offices; the sections dealing with these can be located in the Secretariat itself. Original schemes may be worked out in the office of the head of the department but when they come to a stage of formulation of proposals for sanction by the Government, they will be transferred to the Secretariat. This will enable some retrenchment to be effected in the office of the head of the department.

The Secretary, Education and Public Health Department, considers that the maximum advantage of the proposal can be reaped only if the offices of the heads of departments and the Secretariat are located in the same place.

The Committee finds that in the Provinces of Assam, Bihar, Bombay, North-West Frontier, Orissa, Punjab and Sind, Chief Engineers serve as Secretaries to Government. In this Province also, Chief Engineers were Secretaries to Government till 1926 but, in that year, they ceased to be Secretaries to Government and a separate Secretariat was constituted. The Chief Engineers who met the Committee did not ask for a change. Only one of them, viz., the Chief Engineer for Irrigation, said that if a change was made, he would give it a trial.

In the Punjab, the Director of Public Instruction is the Secretary to Government. The only other head of the department who is Joint Secretary to Government in most of the Provinces is the Director of Civil Supplies. The Committee has recommended elsewhere that the office of the Secretary to Government, Food Department and the Commissioner of Civil Supplies may be amalgamated. The Committee does not think that there is any case for recommending that the other heads of departments may also be appointed as Secretaries to Government. As regards appointing them as Joint Secretaries to Government, various difficulties have been pointed out. It is a matter for the Government and the concerned Hon'ble Ministers to decide. But it is admitted that some retrenchment will be possible in all departments, if proposals which do not require noting in the Secretariat are sent up for orders without being noted on in the Secretariat also. The Committee recommends that this method of retrenchment be explored and retrenchment in the Secretariat staff effected to the extent possible.

Sri L. Venkatakrishna Ayyar and Sri K. P. Krishnan Nayar are of the view that offices of the heads of departments and the Secretariat relating to the respective departments may be amalgamated.

Grant of mileage concessions to officers owning cars.—Under the Madras Travelling Allowance Rules, when a journey is performed by a government servant of Grade V or below, between two places unconnected by a railway, but connected by a regular public motor service in whole or in part, he is eligible to draw mileage for the portion connected by the service, at half the ordinary mileage rates or the actual bus fare of the lowest class whichever is higher; provided that, in exceptional cases, where a journey is performed in a conveyance other than a public motor vehicle between two such places, the controlling officer may grant full mileage for the whole journey, if he is satisfied that public interest, which should be specifically stated, has been served by each such journey.

Some officers like Revenue Divisional Officers, Inspectors of Boilers, District Board Engineers, Executive Engineers and Inspectors of Factories on a pay not exceeding Rs 500 per mensem have been exempted from the operation of the above rule in respect of journeys by road performed in their own motor cars, i.e., they are allowed to draw full mileage instead of half mileage.

The Director of Public Instruction has suggested that District Educational Officers who maintain their own cars may also be exempted and be allowed to draw full mileage for their inspection tours. It was held that the reasons given by the Director of Public Instruction were not sufficiently strong and the matter was dropped. The matter was again reopened on a further representation and the Government referred the matter to the Committee for consideration.

The Committee has examined the question of the rates of travelling allowance with reference to the grant of mileage concessions to Grade V Officers governed by rule 25-B of the Madras Travelling Allowance Rules and recommends that, where an officer is not required to keep a car, there is no reason for exempting him and placing him in Class IV for purposes of travelling allowance and that in the light of this recommendation, the exemptions already given may also be re-examined.

Long-distance transfers—Instructions for minimizing.—In G.O. No. 850, Finance, dated 31st October 1947, the Government have instructed all officers to eliminate all avoidable transfers, especially transfers over long distances. The Committee in addition recommends that the frequent transfers of officers ought to be stopped and unnecessary touring should be watched and controlled as a measure of economy.

Supplies in camps.—The Committee recommends that the system of officers depending for their supplies on their subordinates in camp should be stopped, except in cases where they cannot make their own arrangements.

(9) TRANSLATORS AND THE DEPARTMENT OF INFORMATION AND PUBLICITY.

There are at present five translators to Government, one for each of the five languages, Tamil, Telugu, Malayalam, Kannada and Hindustani. There are Assistant Translators, and Assistants, junior and senior, to help them.

Most of the work that is done is the translation of Bills and other Legislative matters and the publication of these in the Gazette. It is said that these Translators also scrutinize the newspapers and draw the attention of the Government to important matters. The Translators are also ex-officio examiners for various departmental tests and half-yearly language tests, both written and oral, conducted by the Madras Public Service Commission for the members of the All-India, Provincial and Subordinate Services, Bank and Railway Officers and private candidates. Further, they have to attend courts when summoned to give evidence or to assist the Crown Prosecutor in connexion with the prosecutions launched by the Government against the authors of objectionable publications or speeches.

The Senior Translator to Government, who is also the Translator in one of the five languages, is the administrative head of the Translators' Department as a whole and is primarily responsible to the Government for the control of the whole establishment of this department.

The Department of Information and Publicity came into existence on 1st August 1946, when the Government abolished the Public Relations Branch of the Board of Revenue (Civil Supplies), which was constituted for carrying on propaganda and publicity relating to food problems. This Department was originally attached to the Public Department but with effect from 13th May 1948, it has been transferred to the Public Works Department.

The main object of the Department is the maintenance of good relations with the Press, the dissemination of correct information promptly and in time, and the monitoring of press criticisms and press comments about Government schemes and measures. The Department also replies to the false propaganda carried on by interested parties and issues Press notes explaining the activities of the Government. The Director of Information and Publicity meets press representatives informally every day and communicates to them the news regarding the decisions arrived at by the Government, besides those incorporated in the more formal press notes and communiques. The items of work turned out by the Department are :—

- (i) Issue of the press notes and press communiques prepared by the various departments and preparing summaries of all administration reports and issuing them to the press;
- (ii) scrutiny of the Provincial newspapers, and submitting a daily news summary of criticisms of the Government's policy along with relevant cuttings to the Hon'ble Ministers;
- (iii) publication of pamphlets, leaflets and booklets on the more important nation-building schemes and activities of the Government and their distribution;
- (iv) the publication of a fortnightly journal in English and all the four regional languages of South India through which an attempt is being made to provide regularly authoritative information to the public on the various schemes, programmes and policies of the Government;
- (v) work relating to the following conferences and committees :—
 - (a) quarterly conference of the Heads of Nation-Building Departments;
 - (b) Press Advisory Committee;
 - (c) Publicity Advisory Committee;
 - (d) Film Censor Board;
 - (e) Provincial National Savings Committee;
 - (f) Grow More Food Committee.

convened by the Director of Information and Publicity.

(vi) inclusion of newspapers in the Government's approved lists for the supply of press notes, communiques and advertisements;

(vii) weekly and monthly reports to the Government of India on the tone and contents of the newspapers;

(viii) preparation of annual and supplementary statements of newspapers;

(ix) arranging press conferences from time to time when required by the Hon'ble Ministers;

(x) distribution of publicity materials received from the Government of India;

(xi) scrutiny of the official reports of the proceedings of the Provincial Legislatures and the Government of India Gazettes and marking and submitting portions of interest to the Hon'ble Ministers;

(xii) Film and Radio publicity; and

(xiii) in addition to the above, this Department have undertaken publicity campaigns with a view to popularize unfamiliar foodstuffs like wheat and maize by means of a newsprint advertisement campaign, pamphlets distribution and slides exhibition in the cinema theatres.

The Senior Translator to Government and the Assistant Director of Information and Publicity met the Committee and explained the working of the two departments.

The Committee sees that the Translators' Department is doing translation work with a fairly big establishment which might have been necessary when there was no other department capable of taking it up. This work is said to be done also by the Department of Information and Publicity. The only work which the Translators' office does, in addition to what the Department of Information and Publicity does, is the translation of Bills, Acts, etc., passing through the Legislature and the Translators serving as examiners for the Madras Public Service Commission in conducting Language Tests for the Officers. The Committee does not consider that a separate department of Translators to Government should be maintained; after bringing into existence a Department of Information and Publicity. All that is necessary will be to give an assistant for each of the languages to the Department of Information for the purpose of translating the Bills, etc. There are six languages in which publicity is given with reference to Bills, Communiques of Government, etc., viz., the four vernaculars, English and Hindi. So six Senior Clerks on a grade of Rs 95—5—125 may have to be added to the staff of the Department of Information and Publicity to enable them to take over the work of the Translators' office. In this connexion, it is said that the Translator's establishment is permanent while the Department of Information and Publicity is temporary at present. So the permanent staff of the Translators' office, wherever they are suitable, may be absorbed in the Department of Information and Publicity. With this addition to the new department the whole of the staff, superior and inferior in the Translators' office will become unnecessary and may be retrenched.

The Department of Information and Publicity are running a bi-monthly journal called *Madras Information* in four languages and English. They are also running a monthly in Hindi. While there are journalists on a grade of Rs 150—5—200, one each for the vernacular journals and the English journal, there is an editor on a grade of Rs 200—10—250 and an assistant editor on Rs 125—5—150 for the Hindi journal. The Committee considers that in the place of these two officers, one journalist on Rs 150—5—200 as in the other cases will suffice. Among the Translators on Rs 95—5—125, there is one for Urdu and none for Hindi. One translator on the same grade may be added for Hindi. The Artist's post is now vacant. The Artist may not be necessary when there are two photographers. In the clerical staff, there are three upper division clerks and five lower division clerks in addition to eight stenographers and typists. The work that is done in the office requires only one upper division clerk and the other two posts of upper division clerks may be converted into lower division clerks' posts.

The emoluments of the Director of Information and Publicity, viz., Rs 1,000—400—1,200 plus House Rent Allowance of Rs 100 and Conveyance Allowance of Rs 150 seem to be too high and may be suitably reduced.

Regarding the Provincial Broadcasting portion of the office, when there is a Director and an Assistant Director, there seems to be no need for a Special Officer for Broadcasting. even if an Officer is necessary, an additional Assistant Director of the grade of Rs 240—400 ought to be sufficient.

III. OTHER GOVERNMENT DEPARTMENTS.

(1) EXCISE.

This department deals with all matters connected with excise. The Board of Revenue is responsible for the administration of the department. One Member of the Board of Revenue is designated as the Commissioner of Excise. He is assisted in the administration of the department by Deputy and Assistant Commissioners, Inspectors, Assistant Inspectors and Sub-Inspectors of Excise. The Board of Revenue has also to arrange for the proper performance of the preventive work connected with the administration of the Excise Acts.

The Collectors of districts are responsible for the collection of the excise revenue, the sale in auction of the right to vend in retail excisable liquor and drugs, the selection of licensees in those cases in which the right to vend is not sold in auction, the issue of licences to vend, and in consultation with the local Committees, for the approval of the places of wholesale or retail sale.

In pursuance of the general policy of the Government, Prohibition is being introduced in the Province by stages and before the close of the current year, Prohibition will be in force in the whole Province. The enforcement of Prohibition has been entrusted to the Police Department in certain districts. In the remaining districts, the officers and subordinates of the Excise Department are responsible for the enforcement and reconstruction work. On the introduction of Prohibition, the revenue from the Excise Department will disappear. With it, the department will also lose its importance.

Deputy and Assistant Commissioners.—The Committee discussed with the Commissioner of Excise the necessity for the posts of Deputy and Assistant Commissioners, when Prohibition has been introduced in major parts of the Province. The Commissioner has explained that there are two areas in which Prohibition has not yet been introduced and that two Assistant Commissioners and one Deputy Commissioner are required to attend to the work connected with these areas. The Committee is not convinced about the necessity for the continuance of these posts any longer. The Committee accordingly recommends that the post of Deputy Commissioner may be abolished forthwith and that the posts of Assistant Commissioners may also be retrenched when Prohibition is introduced in the remaining districts.

As regards the agency employed for the work connected with the enforcement of Prohibition, the Committee considers that it is not necessary to entrust the same work to two departments, viz., Police and Prohibition Departments, and that it will conduce to efficiency if the work is entrusted to the Police Department alone throughout the Presidency. The matter was discussed with the Inspector-General of Police and in principle, he agrees to the vesting of all work with reference to the enforcement of Prohibition in the Police Department, but he pleads that the change-over should be gradual, as he finds difficulty in getting the requisite number of trained Sub-Inspectors to be in charge of stations and as it will take time to train them. He states that he cannot employ Excise Officers to be in charge of stations and sections for ordinary police work. The Committee accepts the need for more trained officers and considers that the opening of a temporary school for a year or two is necessary. The Committee is also of the view that there should be no separate Prohibition stations. The work of detecting prohibition cases should vest in the ordinary police for more efficient work. The employment of officers of the Excise Department for prohibition work is not satisfactory.

(2) FORESTS.

The Forest Department is concerned mainly with afforestation, protection, exploitation and regeneration of valuable forests. The Chief Conservator of Forests is in charge of the department. He is assisted by Conservators of Forests and District Forest Officers, stationed at different important places in the mufassal. Besides the above, there are the Working Plans Officer, Forest Utilization Officer, Provincial Sylviculturist and the Forest Engineer to attend to engineering and research activities of the department. Minor forests, which supply villages with fuel or serve as grazing grounds for cattle, are under the control of the Forest Panchayats.

The Committee held discussions with the Chief Conservator of Forests regarding the general organization and working of the department and in particular about the following three proposals for effecting economies in the Forest Department, viz. :—

- (i) the abolition of the intermediary posts of Conservators of Forests,
- (ii) the abolition of the Forest College, and
- (iii) the reduction of expenditure in the Forest Engineering Section.

Conservators of Forests.—Conservators of Forests are each in charge of four or five districts and their duties mainly consist of inspection work. The Chief Conservator of Forests has stated that these officers inspect each forest only once in two years and that they have, at present, powers of sanction up to Rs 10,000 for capital expenditure and up to Rs 5,000 for ordinary works expenditure and that it is not possible to delegate more powers to District Forest Officers or to retrench the posts of Conservators. The Committee is not convinced about the necessity for these intermediary posts and considers that it should be possible to delegate larger powers to the District Forest Officers and to run the department efficiently with one or two Conservators, assisting the Chief Conservator at headquarters, one for the northern districts and one for the southern districts, the other posts of Regional Conservators being abolished. The post of Working Plans Officer, also of the grade of Conservator of Forests, may, however, be continued for the Planning work of the Department. If the Conservators at headquarters can look after the working plans work also, there will be no need for a Special Conservator exclusively for working plans.

Forest College.—The Forest College is a departmental college intended to train the Rangers required for the department. It was started in 1912 and was closed down by the first Congress Ministry with effect from 1st July 1939. During the Advisers' regime, the College was re-opened from 1st October 1945, as one of the Post-War Development Schemes. The College works for only about five months in the year at Coimbatore and for about six months in other places like Ootacamund, where also semi-permanent arrangements are made. The College is training only 2 to 4 candidates each year for the Province. The Chief Conservator stated that the College would now be able to train 8 candidates of this Province every year. The Committee is of opinion that it is wasteful to incur a large expenditure of about Rs 2 lakhs per annum for training a few candidates and that the candidates may well be got trained at less cost in the Forest College, Dehra Dun, as is being done in other Provinces. It is understood that there is a proposal to improve the training courses and to convert the College into a general College of Forestry to be affiliated to the University and to hand it over to the Government of India. If Forestry is to be developed into a University Course, it may be amalgamated with the Agricultural Course as in England and other countries, with separate provision for bifurcation in forest subjects in the later portion of the course. The Committee recommends that the Forest College as it is run at present may be closed down and the facilities available in the College utilized for other purposes with advantage.

Forest Engineering Section.—There is a separate Forest Engineering Section under the control of a Forest Engineer, in charge of the construction of forest roads all over the Province. The Committee feels that it will not be possible for one officer to deal efficiently with all the forest road works in the Province. Since all Forest Officers have had training in Engineering, the Committee considers that they may attend to all forest road works in their jurisdiction in the course of their work and that it is not necessary to have a separate post of Forest Engineer. The Committee accordingly recommends that the post of Forest Engineer and his staff may be retrenched.

Hagari Scheme.—There is a District Forest Officer in charge of the Hagari Forest Plantations. These plantations are not very large and are confined to a compact area. Since the planting work is over, the Committee considers that there cannot now be sufficient work for an officer of the rank of a District Forest Officer in maintaining the plantations and suggests that the work may be entrusted to a Ranger and the post of District Forest Officer abolished.

General.—A very large staff has been added to the department since 1938. It comes to something like 200. The Committee feels that as the pressure of work created by war-time conditions is over, a large portion of the additional staff will have to be retrenched. The Committee is of opinion that considerable reduction is possible and suggests that the matter should be taken up by the Government.

(3) REGISTRATION.

This department deals with the registration of documents and of Joint Stock Companies. The department is a sort of preventive one, intended to obviate litigation as far as possible and also to help in the proper maintenance of records of rights. The Inspector-General of Registration is the administrative head of the department and ex-officio Registrar of Joint Stock Companies. He is also the Registrar-General of Births, Deaths and Marriages. The Inspector of Registration Offices assists the Inspector-General in the inspection of Sub-Registrars' Offices, inquires into complaints against officers of the department and checks corrupt practices in the department by paying surprise visits to offices. He also reviews the annual reports of District Registrars on the inspection of the Sub-Registrars' Offices and notes on disciplinary cases relating to Sub-Registrars, including appeals preferred by them. This post is now on a temporary basis. The District Registrar is in charge of a registration district. He supervises the

work of the Sub-Registrars and also does original work in a limited area. He hears appeals and applications preferred against the orders of refusal to register documents by Sub-Registrars. He is also an Assistant Registrar of Joint Stock Companies. The Sub-Registrar is in charge of a portion of a district. His function is to register documents presented for registration. He maintains registration records and registers, births and deaths registers received from the Revenue Department, issues encumbrance certificates and gives copies of documents. Sub-Registrars of certain select stations are Notaries Public within their sub-districts.

The Committee met the Inspector-General of Registration and discussed with him the general working of the department and the possibilities of reorganizing the department with a view to obtain better results.

Inspector of Registration Offices.—The Committee is of opinion that the further continuance of the post is essential in view of the scrutiny that is necessary in regard to the working of the department. There have been many complaints of corruption in this department and the existence of an officer like this will help in checking corruption.

District Registrars and Sub-Registrars Offices.—There is a growing demand for registration offices at present as people are only just now realizing the advantages of registration. While there is a demand for Sub-Registry offices in some districts, there is not much work for a District Registrar, especially in the Ceded Districts of Cuddapah, Chittoor, Anantapur and Bellary. The Committee recommends that Anantapur and Bellary districts may be grouped together under one District Registrar and Cuddapah and Chittoor likewise, under one District Registrar thereby saving two District Registrars and their staff.

Other items.—Some concessions are now given to co-operative societies by the Registration Department, viz. :—

(i) Levy of half-fee rates for registration of mortgage documents executed in favour of land mortgage banks and other co-operative societies. This concession will be justified only in the case of the poorer people. But there is no justification for exempting the richer people from the payment of this fee. The Committee suggests that all documents above Rs 5,000 may be removed from the exemption and those of and below Rs 5,000 may be allowed to enjoy the concession.

(ii) For land mortgage banks, no fee is charged for the grant of encumbrance certificates, where the application for loan does not exceed Rs 2,000. This may continue.

(iii) The Committee considers that the concession in favour of the Scheduled Caste societies may be made permanent.

(4) COMMERCIAL TAXES.

The Commercial Taxes Department is under the charge of the Board of Revenue and it administers the Madras Entertainments Tax Act, the Madras Sales of Motor Spirits Taxation Act, the Madras General Sales Tax Act and the Madras Betting Tax Act. The Madras General Sales Tax Act came into force with effect from 1st October 1939, and it provides for the levy of a general tax on the sale of goods in the Province of Madras. Besides the Commissioner of Commercial Taxes, who is a Member of the Board of Revenue, there are three Deputy Commissioners of Commercial Taxes, each in charge of about eight districts, a Commercial Tax Officer in charge of a Revenue district, assisted by non-gazetted officers called Deputy Commercial Tax Officers and Assistant Commercial Tax Officers. On account of the recent amendment to the General Sales Tax Act and the Entertainments Tax Act, a considerable addition in the number of Deputy Commercial Tax Officers and Assistant Commercial Tax Officers is proposed. The Assistant Commercial Tax Officer is the assessing authority in respect of dealers, whose annual turnover does not exceed Rs 20,000. He is the preliminary enquiry officer in all matters connected with the administration of the Commercial Tax Acts. He also assists Deputy Commercial Tax Officers and Commercial Tax Officers in their work of checking accounts. Collection of sales tax revenue is also an important item of work entrusted to him. Besides, he has to be in close touch with small dealers, make frequent inspections of their business premises, watch their transactions and scrutinize their accounts closely. For these reasons, the number of cases each Assistant Commercial Tax Officer has to tackle has been limited to about 300 to 350 only. The Deputy Commercial Tax Officer is the assessing authority in the case of dealers whose annual turnover exceeds Rs 20,000. He has to assess dealers in towns whose turnover may work out to several lakhs. He functions solely as an assessing authority and is an officer with powers to compound offences. Normally, he has to deal with about 500 assesseees on his books.

The Committee does not recommend retrenchment or reorganization in this department, in view of the recent amendments to the Acts introducing important changes and the onerous nature of the work to be done and also of the fact that the department has been constituted only recently.

(5) ADMINISTRATION OF JUSTICE.

The Judicial Department is in charge of the administration of justice throughout the Province. The administrative machinery of the department consists of the High Court, District Courts, Subordinate Courts, Munsifs' Courts and Village Courts. The High Court is the highest Court of Civil and Criminal jurisdiction in the Province. It has both original and appellate jurisdiction, the former being confined to the City of Madras. The District and Sessions Courts are presided over by District Judges appointed by the Provincial Government. They are the Principal Judges of the district. The District Judge has general control over all the Civil Courts in a district. Below the District Judge, there are Subordinate Judges and District Munsifs exercising jurisdiction over cases of lower monetary limits. The Village Court is presided over by the Village Munsif of the village, who is also the Magistrate of the village. In addition to the civil cases, the District Judges are also Sessions Judges. As Sessions Judges, they try all criminal cases committed to the Sessions by First and Second-class Magistrates. Appeals from the judgments of Sessions Judges lie to the High Court. Sub-Judges are also appointed to act as Assistant Sessions Judges to try such of those criminal cases as may be transferred to them. The regular magisterial work is being done by a hierarchy of Magistrates, who are also Revenue officers like the District Magistrate, the Revenue Divisional Officer and the Subdivisional Magistrate and the Stationary Sub-Magistrate.

Separation of the Judiciary from the Executive.—The Government took up the question of the Separation of the Judiciary from the Executive in 1946 and appointed a Committee presided over by the Advocate-General to consider possible schemes for the separation and to report to Government on the best scheme possible. The Committee submitted its report in November 1946.

The report of the Committee and the remarks thereon by the High Court, the Madras Public Service Commission and the Board of Revenue were examined in detail by a Cabinet Committee. It approved of the recommendations made by the Committee with some modifications and decided that the scheme of Separation of the Judiciary from the Executive should be proceeded with and extended to the Province as a whole and that detailed proposals should be worked out for examination by the Committee.

Under the scheme of separation, there will be a hierarchy of salaried Magistrates for doing judicial work consisting of about—

(i) District Magistrate	...	...	...	...	...	...	17
(ii) Sub-divisional Magistrates	...	...	...	...	...	...	44
(iii) First-class Magistrates	...	...	...	...	...	...	9
(iv) Second-class Magistrates	...	...	...	...	...	...	215

The views of the High Court as to the strength above fixed and on the principles adopted were invited and Their Lordships have taken the view that the strength has been fixed as best as can be. The Cabinet Committee decided that the strength was proper.

On the basis of the analysis of the statistics of cases for the last nine years, it has been decided to retrench—

(i) Revenue Divisional Officers	...	...	...	...	...	...	30
(ii) Estates Land Act Deputy Collectors	...	...	...	...	...	...	4
(iii) Stationary Sub-Magistrates	...	...	...	...	...	...	192
(iv) Additional First-class Magistrates	...	...	...	...	...	...	52
(v) Deputy Tahsildars	...	...	...	...	...	...	38

and to redistribute the revenue divisions among the remaining Revenue Divisional Officers.

The cost of the scheme has been worked out and it is estimated that there will be a saving of about Rs 1.9 lakhs. The above scheme of Separation was examined by the Committee, which discussed the matter with the Legal Secretary, who is working out the details of the scheme. It is stated that in the Ceded districts, the Civil and the Magisterial (First class) work may be entrusted to the District Munsifs, as they have not got sufficient civil work to occupy their whole time and the magisterial work that will be given to them will not be too much. The Committee considers that the case of other Munsifs' Courts in the Province may also be examined with a view to see whether the same principle cannot be applied. There may be Munsifs' Courts in the other districts, where the addition of the magisterial work in the area under their jurisdiction will not constitute too heavy a charge. The Committee suggests that this question may be examined.

District Magistrates will be of the nature of superior Divisional Magistrates who, in addition to their work as superior Divisional Magistrates, are to be given the duty of supervising the work of the other Sub-divisional Magistrates in the districts; they will also be subject to supervision by the District Judges, who will inspect their offices and hear the appeals from their Courts. The Committee suggests, therefore, that the maximum of the salary that is to be fixed for the District Magistrate should not be above the minimum fixed for the District Judges.

High Court.—The High Court functions as a court of original jurisdiction for the City of Madras and as a Court of appellate jurisdiction for the whole Province; whereas in the mufassal, the District Courts and where they exist, Sub-Courts are the highest courts of original jurisdiction. From time to time, the question has been raised why, for Madras City, a District Court may not be established and given original jurisdiction for all amounts above the present jurisdiction of the City Civil Court. The popular opinion is in favour of the establishment of a District Court and reducing the number of Judges required in the High Court. The Committee considers that a Court of original jurisdiction may be established for the City, with one or two senior District Judges for disposing of all original cases of higher denomination and the number of Judges in the High Court reduced.

Official Receivers.—The Committee feels that the Official Receivers in many districts do not have sufficient work, and that they may be utilized for relieving the Munsifs and Sub-Judges of their routine work, and small cause work. The Committee recommends that they may also be appointed as guardians under the Guardians' and Wards Act and as Commissioners and in such other miscellaneous capacities.

Jurisdiction of Courts.—As a general measure, the Committee recommends that in view of the rise in prices of movable and immovable properties, the limit of jurisdiction of all the Munsifs and Subordinate Judges may be raised.

Reorganization of the Process Service Establishment.—At present, processes are served by the Police Department in criminal cases, by the Process Servers attached to Revenue Courts in revenue cases and by the Process Service Establishment attached to Civil Courts in civil judicial cases. This has resulted in processes in the same area being served by different process service establishments attached to different authorities. It has been suggested that retrenchment in this establishment will be possible if a common establishment is maintained with headquarters at two or three convenient centres in each taluk with specific villages attached to each centre. Each selected centre will be the headquarters of a Government servant, e.g., a Sub-Registrar. All processes may be sent by post to the Sub-Registrar and service on the individuals in the villages will be effected by the Process Service Establishment stationed there. It has also been suggested that the notices which are now served by the Taluk Office peons may also be served by this establishment.

The three concerned Heads of Departments, viz., the Board of Revenue, the High Court and the Inspector-General of Police do not support the proposal outlined above.

The High Court says that the service of processes of civil courts cannot be entrusted to an outside authority. The more important and difficult civil processes, viz., orders of attachment, delivery, proclamation, warrants of arrest and the like will still have to be executed by the staff attached to the court issuing the processes and working under its control. To entrust the work to an outside agency will be undesirable in view of the fact that the service of processes is the least satisfactory aspect of judicial administration and without proper supervision and control of the courts issuing the processes, inefficiency and indiscipline will set in to such an extent as to paralyse the administration and it will be difficult for the courts to check it.

The Board of Revenue is of the view that no scheme for the service of the various types of processes by a single centralized organization will be feasible nor will it be desirable to embark on this scheme for the following reasons:—

(a) It is most convenient for processes in criminal cases to be served by the Police Department, who do this work along with other police work.

(b) Special Process Establishment is employed generally only for Estates Land Act processes. The other two types of processes, e.g., those arising out of judicial work other than Estates Land Act work and those arising out of ordinary administrative work, e.g., revenue recovery work, summoning of witnesses, and any other revenue enquiries, are served by the regular revenue establishment. It is therefore desirable that the existing practice which covers the service of processes without extra cost should be continued.

(c) If all process service were to be under the control of one organization, the courts concerned, whether revenue or judicial, or one set of them will have little control over the service of their processes and this is likely to lead to irregularities and malpractices. It is most unsafe to entrust revenue processes to a set of persons not conversant with Revenue Rules and Regulations on the subject.

(d) There will be considerable delays and waste of time in communicating processes; further, the work that is now done by the Revenue and Police Departments without any additional cost, except in special cases, will have to be done by a specially paid establishment adding to the burden on the already strained resources of the Province.

(e) It is not wise to have a separate set of staff for the service of processes for the reason that the nature of processes vary from place to place and it will add to the commitments of the Government.

(f) This is hardly the time to consider the proposal, especially in view of the possibility of the separation of the Executive from the Judiciary.

The Inspector-General of Police is not in favour of entrusting the processes relating to criminal cases to a common establishment, as he considers that the existing practice is the only feasible one and should be allowed to continue to facilitate prompt issue of processes and speedy disposal of Police cases in courts. He is of the view that no other department which is not directly interested in the results of criminal cases, will take the same interest as the Police Department in this work. Police constables who serve the processes have the backing of the Police Department behind them which will be lacking in the case of any other process-server.

The Inspector-General of Registration to whom the proposal was also referred, does not support it for the reason that it will be fraught with difficulties leading to additional financial commitments, administrative inconvenience and dislocation of the normal work of his department.

The Committee is impressed with the arguments advanced by the High Court and the Board of Revenue against the constitution of a central organization for process service and it does not consider it advisable to have a central agency for serving processes of all kinds and for the execution of decrees. The Committee recommends that an examination of the receipts for the service of summons and other processes and for execution work in all the courts be made, so that, wherever the receipts are far below the cost incurred in the maintenance of the establishment of Process-servers and Amins and the office staff, necessary retrenchment may be effected. Service of processes through parties may be relied upon to a larger extent.

So far as criminal courts are concerned, there seems to be different systems followed in different districts and the figures furnished by the Inspector-General of Police show very large disparity between districts; for instance, Cuddapah is said to be employing 3 constables, while Malabar has 102 constables (based on figures furnished by the Inspector-General of Police), even though the figures of processes served do not justify this disparity. The Committee recommends that one common system may be adopted in all districts. If, as may be presumed, in some districts, the ordinary Police staff are able to serve processes also, there seems to be no reason why the same procedure may not be followed in other districts as well, instead of a separate staff of constables being maintained for this purpose.

So far as the revenue processes are concerned, the present system of having them served through village officials, except where special agency is required temporarily, seems to be economical and the Committee recommends that this may be continued.

Combination of the Posts of Crown Prosecutor and Public Prosecutor in Madras City.—In the Madras City there are at present two law officers, viz., the Crown Prosecutor and the Public Prosecutor, attending to criminal work on behalf of the Government in criminal courts. The question of amalgamating the two posts had been considered in 1919 and also in 1936 but was dropped on each occasion as one hardly worth pursuing.

The Committee has considered the proposal again in all its aspects and is of opinion that it is neither possible nor desirable to combine the two posts and that the existing arrangement may be continued.

(6) JAILS.

The organization, control and management of prisoners sentenced to imprisonment are vested in the Jail Department. Jails are classified into Presidency Jails, District Jails, Central Jails and Sub-Jails. In addition, there is a Rescue Home for girls. There are also Rescue Homes maintained by the Madras Seva Sadhan and Salvation Army for certain types of female convicts.

Children who are under the age of 16 and who commit offences are confined to Certified Schools. There are 4 Government Certified Schools and 3 Private Schools. The system of training in these schools is designed to provide a large measure of freedom, with the object of inculcating self-reliance, trust and confidence.

The Jails are under the control of the Inspector-General of Prisons who is an I.M.S. Officer and the Certified Schools are under the Chief Inspector of Certified Schools. There is also an Adviser in Child Psychology. The Inspector-General is assisted in his work by an Assistant Inspector-General of Prisons. Besides the above, there are Superintendents, Deputy Superintendents, Jailors, Deputy Jailors, etc., in charge of the several jails in the Presidency. The local Sub-Magistrates are usually Superintendents of Sub-Jails. The Committee examined the question of the reorganization of the Jail Department. The strength in the Jails has been increasing and the cost of maintenance of the prisoners and the cost of the staff has also been increasing very much. The question of utilizing convict labour to the best advantage possible ought to be seriously considered. Even now, Western countries are trying to make their Jails more or less self-supporting. It has been said that in the Penitentiary at Madras as much as about Rs 50,000 are being spent

on the purchase of vegetables, which ordinarily should be grown in the Jail itself with convict labour. The difficulty in the Penitentiary seems to be want of land for cultivation. It is located in a very busy part of the town and on very valuable land. There is no room for expansion on any side. It is also said that the drainage from the Penitentiary contaminates the Coom and affects the health of the people in the vicinity. It will be a very economical proposition if the Penitentiary is removed to some place outside the Municipal limits, where suitable buildings can be found or constructed with plenty of water and the present site utilised for more important purposes.

In all jails, the work that is given to the convicts is of a rudimentary character and not much machinery or improved implements are provided. By providing improved tools, power and simple machinery, it will be possible to utilise convict labour to better advantage and earn most of the expenditure incurred on the Jails. The industries that may be introduced in the several jails may be investigated and steps taken without delay to bring production in the Jails to up-to-date lines.

It is also suggested that the prisoners in the Rajahmundry Jail may well be asked to work in the Andhra Paper Mill and even in other Jails, paper-making may be introduced as an industry.

There are now a number of Certified Schools to which children are sent. The actual number of children convicted does not seem to be large. It is necessary, therefore, to treat these more as orphanages than as Certified Schools; at present, the atmosphere and the conduct of the institutions spell more of a prison. The Committee considers that it will be more economical to have only two institutions, one for the Tamil districts and the other for the Andhra districts, located in suitable places, and to concentrate all the children in these two institutions. It is said that there is a Psychologist appointed as an Adviser to the Government. He has to visit a number of such institutions and he seems not to be in touch with the institutions. But at the same time, he is interfering in the internal management of them. He is also said to be a very highly-paid officer. The necessity for such a highly-paid officer may be considered. Probably less costly men, who show keen interest in child psychology and who are properly equipped, may be appointed to these institutions as Heads or as Assistants.

The Deputy Jailors and Warders are not given any training in Psychology and Criminology. The Committee feels that it will be an advantage if they are given some training in these subjects. In this connection, it is also suggested that Sub-Inspectors of Police may also be given some instruction in Psychology. It may be arranged, if possible, to have the Jailors and Sub-Inspectors of Police trained together for their respective work.

Assistant Inspector-General of Prisons.—In view of the increased work and the necessity for developing industries and other activities in the Jails and for introducing the reforms that may be found necessary, a responsible Officer of the grade of the Assistant Inspector-General is necessary; but it is said that he is not doing much work and he is not vested with any responsibility. The Committee considers that he should be given some responsible work and utilized for Development Schemes.

(7) THE PORT DEPARTMENT.

The Port Department is mainly concerned with the administration of the several minor ports in the Presidency, except Tuticorin. The functions of the department are to provide facilities for the safe entry and berthing of vessels, for loading and discharge of cargo and for the embarkation and disembarkation of passengers by the maintenance and construction of harbours and other accessories, including the maintenance of lights and lighthouses.

The expenses of the department are met by the levy of dues sanctioned from time to time by Government, which are credited to district heads of account such as 'The Minor Ports Fund', 'The Landing and Shipping Fund' and 'The Pilotage Fund'. The funds are all administered by the Provincial Government.

The Presidency Port Officer is the principal Port Official of the Presidency and the administrative head of the Madras Port Department. He is also the Marine Adviser to the Local Government and exercises administrative control over the conservancy of all the minor ports in the Presidency, except Tuticorin. He is responsible to the Government for the receipts and expenditure of the several Port and Marine Funds and Pilotage Funds.

The Executive Officers of the Department are called either 'Port Officers' or 'Port and Assistant Port Conservators'. The former are in charge of the more important outposts and the latter are in charge of the less important ones.

The administration of the Port of Tuticorin is carried on by a Port Trust Board.

The Committee notes that, in spite of the need that is felt and the funds available, sufficient attention is not paid to the speedy execution of works in connection with minor ports.

(8) POLICE.

The Police Department is responsible for the maintenance of law and order and the detection of crimes. Besides the ordinary Police Force performing the primary police duties, the Armed Reserves stationed in the districts deal with emergencies such as riots, disturbances, labour troubles, etc. The Railway Police is responsible for the preservation of law and order within railway limits. There is, in addition, the Criminal Investigation Department to deal with crimes of a special character and criminal organizations of more than local importance, the Finger-Print Bureau to deal with finger-print work and the Village Police, under the control of the District Magistrates, to assist the regular police force in the investigation and detection of crimes. The department is controlled by the Inspector-General of Police. He is assisted by four Regional Deputy Inspectors-General of Police, one Deputy Inspector-General of Police in charge of C.I.D. and Railways and one, the Commissioner of Police, in charge of Madras City. The District Police Force, consisting of constables, head constables, Sub-Inspectors, etc., is under the control of District Superintendents of Police in each district and they are assisted by Personal Assistants and three or four regional Deputy Superintendents of Police, and Inspectors. The Inspector-General of Police met the Committee and explained the present position about the organization of the Police Department. He stated that, on account of various causes such as border troubles, mill strikes, etc., it has been found necessary to organize a special police force for internal defence known as the *Home Guards* and that the Police force in the Presidency is also being strengthened by the recruitment of Armed Police and in other ways. He urged that no radical interference with the existing set-up of the Police Department should be attempted at present. He also discussed the various proposals considered by the Committee for retrenchment and reorganization in the Police Department.

Deputy Inspectors-General of Police.—The Committee was inclined to the view that there was no real need for the maintenance of four Regional Deputy Inspectors-General of Police for inspection, etc., in the districts and that their duties could be efficiently discharged by allowing two Deputies to the Inspector-General of Police at Headquarters, one to be in charge of the Telugu districts and the other in charge of the remaining districts.

The Inspector-General of Police explained that, in the present circumstances of border troubles and the necessity for passing orders in emergencies and to enable constant touch with the border areas and other troublesome localities and in view of the fact that several of the new Superintendents of Police are comparatively junior men, it is necessary to continue the Deputy Inspectors-General of Police. He has stated that, with a view to economy, one post of Deputy Inspector-General was abolished in April 1924 and that, as this led to most unsatisfactory results, the post was revived in 1930. He considers that more Regional Officers are necessary now than at any time before, in view of the fact that most of the districts are in charge of officiating District Superintendents of Police and that the work relating to inspection, etc., cannot be done efficiently by two Deputy Inspectors-General stationed at Headquarters. The constitution of the *Home Guards* has also to be supervised by the Deputy Inspectors-General of Police, at any rate, until they are well established. The special units recruited to preserve law and order during the difficult times ahead have to be controlled by the Deputy Inspectors-General, who also have separate Armed Reserves under them.

The Committee agrees with the Inspector-General of Police that, in the present disturbed state of the country, it is not desirable to interfere with the set-up of the Police organization. For this reason, the Committee has refrained from making any recommendations for retrenchment or reorganization in the Police Department just at present. The Committee, however, considers that, when normal circumstances are established in course of time, it should be possible to reduce the strength of the police staff. The Inspector-General of Police has agreed to examine this question in proper time. For the present, the Committee only recommends that the Headquarters of the Northern Range Deputy Inspector-General may be shifted to Vijayawada and that of the Western Range to Coimbatore for more effective control.

Deputy Superintendents of Police.—The number of Deputy Superintendents of Police is now double that which existed in 1938-39. As a measure of economy, the Committee has considered the question whether there is a need for both Deputy Superintendents of Police and Circle Inspectors of Police and in the alternative, whether it will not be possible at least to abolish the posts of whole-time Personal Assistants to District Superintendents of Police created during the war and to redistribute the divisional charge, so as to secure a specified reduction in the number of Deputy Superintendents.

The Inspector-General of Police has explained at length that the Deputy Superintendent of Police is an indispensable and important link in the chain of police administration and that such an officer of gazetted rank is essential for more than one purpose. They will assume greater importance in the new set-up of Home Guards and armed units who will come under their direct control.

The Committee, therefore, will not pursue these proposals for the present.

Personal Assistants to the District Superintendents of Police.—There are 11 Personal Assistants in the following districts :—

- (1) East Godavari,
- (2) Guntur,
- (3) Madura North,
- (4) Ramnad,
- (5) Tirunelveli.
- (6) Tiruchirappalli,
- (7) Salem,
- (8) Coimbatore,
- (9) Malabar,
- (10) Personal Assistant to the District Superintendent of Police, Railway Police, Madras and
- (11) Personal Assistant to the District Superintendent of Police, Railway Police, Tiruchirappalli.

Of these, the Inspector-General of Police has already surrendered the post of Personal Assistant to the Superintendent of Police, Tirunelveli. On account of the heavy work and the special problems involved, it is necessary that assistance should be given to the Superintendents of Police in the districts of Malabar, Coimbatore, Tiruchirappalli and Madura North. The Assistant Inspector-General of Police who met the Committee says that the charge of the two Personal Assistants to the Railway Police Superintendents will be converted into subdivision charges and located at Madura and Vijayawada on account of the heaviness of crime and the need for proper supervision. He also says that the Personal Assistants in Guntur and East Godavari should be continued until the Hyderabad problem is solved. The Committee thinks that the District Superintendent of Police, Guntur, should have a Personal Assistant on account of the border troubles, but the Committee is not so sure about the necessity for continuing the Personal Assistant in East Godavari. The other three Personal Assistants, viz., those in Ramnad, Tirunelveli and Salem may be retrenched.

Merging of Prohibition (Enforcement) Department with the Police Department.—The Inspector-General of Police is of opinion that the proposal to merge the Prohibition (Enforcement) staff with the regular Police force is feasible and may be tried but that the change-over may be gradual. The Committee considers that separate prohibition ranges and stations may be abolished and the posts of Prohibition Deputy Superintendents of Police and the staff under them may be retrenched as the regular police staff take over the enforcement of Prohibition work. For this to be done, more trained officers of the Sub-Inspector grade will be required; the Committee considers that the opening of a temporary school for a year or two is necessary to train the required additional staff. So far as the Prohibition police is concerned, the Committee thinks that the implementation of the policy of Prohibition is not likely to be effective, so long as Excise Officers are in charge of Prohibition work. The Committee considers that the transfer of preventive work to the police is necessary and it ought to be made as early as possible. The Committee suggests that, wherever they may be needed, new police stations may be opened and the staff in other stations may be strengthened. The objection raised by the Police Department is paucity of Sub-Inspectors. It is not the intention of the Committee that the existing staff of the Police Department should be overburdened with the work, but the Committee is anxious that the work should be transferred to the Police Department from the Excise Department. The Communist and border troubles were also mentioned as reasons against the policy recommended by the Committee. Wherever these troubles exist, there will be no objection to employing additional staff.

Anti-Blackmarketing Staff.—In view of the policy of gradual decontrol and the likelihood of normal conditions being established in the near future, the Committee recommends that the anti-blackmarketing staff may be disbanded. The Inspector-General of Police has agreed to this proposal.

Preparation of pay and travelling allowance bills in the District Police offices.—(a) *Pay bills.*—At present, each police station sends to the office of the District Superintendent of Police, a skeleton pay bill and the District office consolidates all such bills, and cashes them at the Treasury. Bank-drafts are obtained and sent for the net amount required for payment at each Inspector's circle. This system is stated to involve much time and labour and it leads to delay. It also entails the maintenance of a large number of subsidiary registers.

(b) *Travelling allowance bills.*—According to the existing practice, the claim of each head constable or constable is prepared separately with reference to the actual journeys performed by him. Head constables and constables are allowed to use railway warrants and bus warrants; but the travelling allowance bills are prepared for the full

amount admissible (as though no bus or railway warrants were used) and the cost of the bus or railway warrants used is then deducted and payments made. These amounts are later paid to the respective bus and railway companies. A clerk is engaged in each District Police office to verify the deductions on this account.

With a view to simplify the work relating to the above two items and to reduce the ministerial staff employed for the work, it has been proposed that the pay bill relating to each police station may be passed separately with a pay order on the sub-treasury concerned and that, in regard to travelling allowance, a system of fixed travelling allowance may be introduced for constables and head constables for all journeys within their jurisdiction. The Assistant Inspector-General of Police discussed the above question with the Committee on behalf of the Inspector-General of Police. After some discussion, he has agreed to the procedure suggested in regard to the preparation of pay bills, provided it is acceptable to the Accountant-General. He agrees that there may be a saving of about one-third of the work in the offices of the District Superintendents of Police.

As regards travelling allowance, the Assistant Inspector-General of Police thinks that the system of fixed travelling allowance cannot be introduced as the extent of jurisdiction of the stations varies widely as also the touring of the constables. He also feels that there may not be any savings.

7. After considering the views expressed by him, the Committee recommends that the change in procedure regarding preparation of pay bills may be introduced.

As regards travelling allowance, the Committee is of opinion that a considerable volume of work will be saved if a system of fixed travelling allowance is introduced. As there is no objection in principle to this, the Committee recommends that suitable rates of fixed travelling allowance may be worked out for different classes of Police subordinates and given effect to, if it will not involve additional expenditure. If the changes proposed above are adopted, it should be possible to retrench two or three clerks in each District Police office.

District Superintendent of Police, the Nilgiris.—There is a District Superintendent of Police for the Nilgiris district. It consists of only two taluks and has a population of about two lakhs. The jurisdiction of the district does not compare favourably with the jurisdiction of other districts and it does not seem necessary that there should be a District Superintendent of Police in charge of such a small district. There is also a full complement of office staff and other arrangements like Reserve Police, etc. This may have been justified at a time when Ootacamund was the summer capital and the Executive Council, the Secretariat and the heads of departments were all working there for a considerable portion of the year. Now that this has been changed, there is no justification for continuing a full-fledged District Police staff for this district. It will be quite sufficient if the present district is constituted into a Deputy Superintendent's division and an Assistant Superintendent or a Deputy Superintendent placed in charge. The Inspector-General sees no objection to this.

Amalgamation of the Fire Services Department with the Police Department.—The Committee has separately recommended the merging of the Fire Services Department with the Police Department.

The Fire Service is one which affects the people intimately both in the rural and the urban areas. There are only two services to which this work can be entrusted, viz., the Revenue and the Police. The Police have more to do with the maintenance of law and order when a fire occurs as it may some times be due to factious or political action. The police also may be considered as helpers of people if the Fire Service is in their charge. What is said is that the police cannot undertake the work in addition to their present duties both normal and those due to the present disturbed state of conditions. What is suggested is the abolition of the supervisory staff, leaving the supervision which will not be of an onerous character when the service is decentralized, in the hands of the superior Police Officers, viz., the Deputy Superintendents of Police and the District Superintendents of Police. Below these, there will be additional staff trained for the purpose to be in charge of fire service work. They will be attached to the office of the Deputy Superintendents of Police or Inspectors of Police and they will be under the direction of superior Police Officers. The technical staff will continue, while the ordinary staff of unskilled men may, to a certain extent, be reduced by making use of the Reserve Police where they are available or even by strengthening the Reserve Police to the extent necessary and by giving training to a select few of them.

One question which has to be considered is the employment of those who will be thrown out of employment, if the recommendations of the Committee were approved. While this question should not be the dominant factor in the consideration of the proposals either for retrenchment or for reorganization, the Committee would suggest that those who are thrown out of employment may be utilized in new services like Motor Transport, Pirka Development, etc.

(9) GOVERNMENT MUSEUM AND CONNEMARA PUBLIC LIBRARY.

The Madras Government Museum was established in 1851. It is the oldest as well as the largest among the Provincial Museums in India. The aim of the Government Museum is to collect, preserve and exhibit objects illustrating the natural history, ethnology, archaeology, arts and economic resources of Southern India. The buildings of the Museum include the Connemara Public Library. The Museum is controlled by the Superintendent assisted by a staff of six Curators.

The Connemara Public Library contains over 41,500 standard works in addition to a large series of Government and League of Nations Publications, Periodicals, Journals of Societies, Calendars of State Papers, etc. All scientific journals, etc., received in exchange for the publications of the Museum are added to this library. Since 1930, it has become a lending library and lends books to the residents of Madras on a deposit of Rs 20 and to affiliated libraries in the mufassal.

The Superintendent of the Government Museum and the Librarian of the Connemara Public Library met the Committee.

The Government have now three institutions, which the Committee considers should be related to each other and, if possible, housed in the same compound, viz., the Madras Record Office, the Connemara Public Library and the Office of the Registrar of Books. Even if it is not possible to have the Record Office and the other institutions together, the Committee considers that the Connemara Public Library and the Office of the Registrar of Books should be under one management and located in one place, so as to avoid expenditure and to increase their utility. The Registrar of Books is now getting copies of all books and other publications printed and published in the Province. This will include most of the books in the regional languages and some in English and Sanskrit. By combining the two under one institution, the necessity for purchasing books for the Connemara Public Library will, to a large extent, be obviated. The Librarian can look after the work of the Registrar of Books with a qualified assistant. All the expenses in the Registrar's Office will thus be saved. To this, the main difficulty pointed out is want of accommodation. The Connemara Public Library as it exists at present, requires more accommodation for its growing needs and if the Office of the Registrar of Books is also to be shifted to the same building, there will be greater need for accommodation. The Committee is told that the Victoria Technical Institute does not require its building, which is put up in the compound adjoining the Museum and that under the trust deed governing that institution, it can accommodate the Arts Section of the Government Museum. If the Arts Section of the Government Museum is transferred to the Victoria Technical Institute building, the portion now occupied by the Arts Section can be handed over to the Connemara Public Library for the housing of the Library as well as the books, etc., in the Office of the Registrar of Books. The Committee considers this as an urgent and necessary improvement.

In the Government Museum also, the chief requirement seems to be additional accommodation. If, as recommended above, the building occupied by the Victoria Technical Institute, is made available to the Government Museum, the present requirements may be met.

The Committee considers that the development of an Arts Gallery and an Arts Section of the Museum will have to be taken up soon; in a place like Madras with its own civilization and development of fine arts, a properly equipped Museum and Arts Gallery are indispensable for progress.

The Museum Theatre.—The rate charged for the use of the Museum Theatre is now very low. The Committee recommends that the daily charges for the use of the theatre for recognized educational institutions may be increased to Rs 15, for other institutions to Rs 40 and that the charge for rehearsals may be increased to Rs 5.

(10) EDUCATION.

The Education Department controls the general system of Public Instruction in the Province. Under its control are public educational institutions such as Elementary Schools, Secondary Schools, Special Schools, Arts and Science Colleges (II and I Grade) and Professional Colleges. Government give grants to private schools and colleges for various purposes. From the year 1945-46, the Government have also introduced a scheme of compulsory elementary education for bringing more children into schools. The Director of Public Instruction is the administrative head of the department and the executive agent of the Government. He is the chief spokesman of the Government on University Education and Adviser to the Government on all educational policies of the Province. Under him at headquarters, there are three Deputy Directors, one in charge of University Education and other administrative matters, one in charge of Secondary Education and

Finance and the third in charge of Elementary Education and supervision of the work of Divisional Inspectors and Inspectresses. There are also, at headquarters, a Personal Assistant to the Director of Public Instruction, who assists the Director in minor administrative matters and an Inspectress, who attends to all work connected with Secondary Schools for Girls and Nursery Schools. The District Educational Officers and the Inspectresses of Girls' Schools are in immediate charge of the work in the districts. They inspect educational institutions and interpret and enforce the regulations of the department in addition to being exponents of the educational policy of the Government. Deputy Inspectors, Sub-Assistant Inspectresses, and Junior Deputy Inspectors are in charge of ranges in a district. They inspect and report on schools to the District Educational Officers concerned. The District Educational Officers are relieved of a certain amount of their routine work by Personal Assistants attached to their offices. The expenditure on this department has been rapidly growing from Rs 265.72 lakhs in 1931-32 to Rs 279.03 lakhs in 1940-41, Rs 459.72 lakhs in 1945-46, Rs 658.97 lakhs in 1946-47, Rs 728.32 lakhs in 1947-48 (Revised Estimate) and Rs 821.92 lakhs in 1948-49 (Budget Estimate).

The Committee met the Director of Public Instruction and two of his Deputies and discussed with them, in general, the questions relating to the department.

Direction.—The Committee was impressed by the difficulty felt by Directors, who having served only in Colleges or in administrative posts are required to look after all education, including University, Elementary, Secondary and Technical. A person in District charge is not generally in touch with University Education and one serving in Colleges is not generally quite conversant with problems relating to Elementary and Secondary Education. The Committee would therefore recommend that there should be a Director and a Joint Director, one of whom will be in charge of University Education and Colleges and the other in charge of all other Education. The establishment in the Director's Office may be suitably re-arranged. The Committee suggests that there may be a Director, a Joint Director, two Deputy Directors and a Personal Assistant in the Central Office. The Committee feels that there is no need to have a separate woman officer to look after girls' education; it, however, considers it desirable to have a woman as one of the Deputy Directors at headquarters.

Inspection.—There are now four Divisional Inspectors of Schools for the whole Province who act as intermediary officers between the District Educational Officers and the Director of Public Instruction and whose main work is to check the work of District Educational Officers in regard to secondary education and to keep a strict control over the manner in which grants are utilized. In most of the matters connected with elementary education, they are also the final authorities. The Director of Public Instruction with whom the Committee has discussed the question of abolition of these posts, is of opinion that, if these posts are abolished, a large number of appeals, etc., will have to be dealt with by the headquarters staff and that additional Deputy Directors may have to be appointed. The Committee considers that, so far as elementary education is concerned, an advisory committee composed of influential non-officials may be constituted, either for the taluk or for the district as a whole, to assist the District Educational Officer in dealing with matters like the recognition of schools, the opening of new schools and new sections and the distribution of grants. Some of the other items of work now done by the Divisional Inspectors of Schools may be done by the District Educational Officers themselves by delegating to them more powers and the remaining items may be looked after by the Deputy Directors at headquarters. Thus, the four posts of Divisional Inspectors and their staff may be retrenched.

The Committee accepts the suggestion of the Director of Public Instruction that the boys' and the girls' school ranges may be amalgamated. The four Regional Inspectors of Physical Education have each been given a clerk to attend to their clerical work, when they were not attached to any office. They have since been attached to the local inspectorate offices. The little clerical work these Inspectors have to do may easily be attended to by the clerks in the local offices. The Committee suggests that the four clerks attached to the four Inspectors of Physical Education may be retrenched without any inconvenience.

Technical education.—The Committee feels that facilities for such of those students as take up Industrial Engineering, for working as apprentices to obtain practical training in factories, have not been provided. In this view, it is considered that the Government should review the whole situation. As regards Engineering Colleges, there are at present two Colleges, one working at Madras and another at Chidambaram. Three more have been started at Cocanada, Coimbatore and Guindy (to be shifted to Anantapur). Medical Colleges and Agricultural Colleges are now placed under the direct control and administration of the Medical Department and the Agricultural Department respectively, but the Engineering Colleges are now under the control and supervision of the Education Department. If the same procedure is to be adopted with reference to all Colleges, the Public

Works Department, which employs most of the students passing through the Engineering Colleges and from which most of the teaching staff is deputed will be a better department to exercise control and supervision over the Engineering Colleges. The Director of Public Instruction has suggested that all the technical institutions including Colleges be placed under one head of a department and he should be subordinate to the Director. In the light of the above remarks, it is for the Government to consider the position of all the technical and technological institutions and the manner in which they should be managed.

Elementary Education.—There is a strong feeling in the country that elementary education has not received due attention and so far as progress is concerned, higher education, both secondary and university, has made much more progress than elementary education within recent times. The strength of pupils has increased by about 23 per cent in elementary schools, 104 per cent in secondary schools and 126 per cent in the colleges within a period of 10 years. The Committee feels that there should be a planned expansion of elementary education, so that there may be a target for the next five years and universal compulsory elementary education may be attained within a reasonable time.

Any additional resources available should be earmarked for the expansion of elementary education.

The chief difficulty in expanding elementary education is the paucity of qualified teachers. Every effort should be made to get the large body of teachers that will be necessary for this expansion. The training schools with the model schools attached are very costly and they have not been able to attract many students. The need for passing through a training course involves two years additional training after the Secondary School-Leaving Certificate and it costs a considerable amount of money to the State and to the students. Even after they go through the training schools, the students who take the training cannot look forward to any more attractive career than those who have stopped with the Secondary School-Leaving Certificate. This explains, to a certain extent, along with the poor prospects available for teachers, the very small number of people who come forward for undergoing training in the training schools. The Committee considers that the present system is not likely to provide the large number of teachers that are needed for the expansion of elementary education. The Committee would therefore suggest that teaching may be made one of the optionals for the Secondary School-Leaving Certificate course and the theoretical part of the training in the training schools may be imparted in the Secondary School-Leaving Certificate course itself. Those who take this optional course may be appointed as teachers; after they practise teaching for a year satisfactorily, they may be granted a diploma and be considered to be fully trained teachers. There can be no objection to this arrangement, as the Government themselves have decided to have the bifurcation in high schools and many schools are providing for Secretarial and Managerial Courses. The difficulty in regard to the paucity of teachers may be resolved to a large extent by the employment of a greater number of women teachers in elementary schools than at present.

There are various causes for inefficiency in elementary schools. The model schools have not been satisfactory and they only serve as fields for training at the expense of the students. These ought to be abolished. There are a large number of one-teacher and two-teacher schools, the work in which cannot be expected to be satisfactory and there is a lot of wastage in these schools. These may be amalgamated. The minimum for a school ought to be fixed at least at three teachers with five classes.

If these views are accepted, the training schools and the model schools will become unnecessary.

The Committee feels that, so far as elementary schools are concerned, there is no need for the maintenance of separate institutions for boys and girls, nor for Muslim children or boys and girls of depressed classes, fishermen, etc. There is also no need for keeping the inspection of these schools in separate sections. All the inspecting and supervising staff may be amalgamated.

Uneconomical schools.—There are a number of uneconomical schools in the districts; ordinarily, 20 pupils per class on the average should be the normal standard to justify the opening of a new school or class. The condition of all the existing schools in the Province may be reviewed with reference to the above standard and all uneconomical schools, either for boys or girls, be they Government or aided schools, which do not satisfy the criteria, may be amalgamated with major institutions. If, however, a local body or a private agency is willing to start and run a school or manage an existing Government or aided school without any help from the Government, it may be enabled to do so. The Government, as a matter of policy, should not open a school in an area, which is already served by another school or where a non-Government agency is likely to open a school. All uneconomical model schools attached to training schools may also be similarly abolished.

Denominational institutions.—In the past, it might have been necessary to maintain denominational institutions for various reasons; but, in the present state of advancement of the country, there does not seem to be a case for maintaining any special institutions for particular communities or for Anglo-Indians at great cost. Denominational institutions need not exist as such and they may be abolished. If accommodation cannot be found otherwise for the pupils studying at present in any such institutions, they may be continued for some time but they may be thrown open to students of all communities.

Text-Book Committee.—The Committee considers that the working of the Text-Book Committee, as at present, is not, on the whole, satisfactory. The books approved by the Committee are not prepared on national lines or with special reference to the local needs, except that they approximate to the prescribed syllabus. The Committee therefore considers that it will be advisable for the Government themselves to prepare and publish text-books at least in the languages, so as to enable them to include all matters they desire to be taught in a national setting and also to serve as a source of additional revenue. For the preparation of such text-books, the Government may utilize the services of competent educationists on a suitable remuneration.

(11) MEDICAL AND PUBLIC HEALTH.

Medical Department.

The Medical Department is concerned with the curative aspects of diseases that affect mankind and deals with medical relief, medical education and medical research. The Government maintain important hospitals in Madras City, at district headquarters, divisional centres and at certain taluk headquarters and also special institutions such as tuberculosis hospitals, mental hospitals, etc. The Government help medical institutions run by local bodies and missions by lending medical officers and by giving grants-in-aid for the maintenance and construction of medical buildings, subsidies to rural medical practitioners, etc. The Government maintain three medical colleges, two at Madras, and one at Vizagapatam; two colleges were opened in 1946, one for Guntur and the other for Madura. Medical research is carried on in the King Institute, Guindy. The Surgeon-General is the head of the department and he superintends and controls all medical institutions, colleges and research activities. The District Medical Officers are in charge of the district headquarters hospitals and inspect all medical institutions in the district. For medico-legal purposes, there is a Chemical Examiner.

Amalgamation of the Medical and Public Health Departments.—The Committee held discussions with the Surgeon-General and the Director of Public Health generally, about the various suggestions intended to effect economy in the organization of the Medical Department and also about the possibilities of amalgamating the Medical and Public Health Departments with a view to securing co-ordination and efficiency as well as economy. The Committee considers that, in the present setting, where medical relief is the predominant element and public health is regarded only as secondary to it, it is not practicable to think of such an amalgamation, particularly above the level of rural centres. The Committee, however, commends the present system of consulting the Surgeon-General in all important schemes relating to the Public Health Department. This may be made the general rule and not a matter of discretion.

Medical officers.—The system of appointing Honorary Medical Officers should be encouraged and availed of to a greater extent. Paid Medical Officers may be appointed only to duty posts declared as such by the Surgeon-General. The remaining posts of doctors in Headquarters Hospitals may easily be filled up by Honorary Medical Practitioners and the system gradually extended to all Taluk Hospitals as far as possible.

Medical colleges.—Regarding the Medical Colleges for Madura and Guntur, while the Committee agrees that more medical colleges are necessary for the Province to produce a greater number of doctors, it feels that, in view of the prevailing high cost of building materials and equipment and difficulty in obtaining them, the provision of facilities for the establishment of these two medical colleges may be deferred till conditions are somewhat better.

Necessity for more hospitals.—Madras has grown by leaps and bounds. The medical relief provided for has always been insufficient. Now people all over the Province are resorting more and more to allopathic treatment and many of them prefer to go to Madras for treatment, where better facilities both by way of specialists and equipment are available. The city has also extended, whereas first-class hospitals still remain the same in number and strength. The Committee considers that the facilities for treatment in Madras ought to be considerably increased. At present, the General Hospital and the Stanley Hospital, with such help as is available in the Royapettah Hospital, are providing for medical relief in the City. The Committee considers that at least two more hospitals of the same status as the General Hospital and the Stanley Hospital should be established.

one in the new extension of Thyagaroyanagar and the other in Purasawalkam to serve the different parts of the City. This seems to be a matter of urgent importance in view of the very large number of patients who want to get admission in the General Hospital and the Stanley Hospital and fail to get it.

Paying wards in hospitals.—There is no provision for paying wards in many of the Government hospitals in the mufassal and even if there is such provision, there are not enough beds to meet the growing demands for them. The Committee considers that those who can afford should be given better facilities and made to pay for their accommodation, diet, medicines, etc., while undergoing treatment in the hospitals. For this purpose, there should be provision for paying wards in all Central and District Headquarters Hospitals at least of three grades, A, B and C. The demand for 'C' class is likely to be comparatively great and there should, therefore, be a larger provision of these wards in all institutions. The charges to be levied for these wards may be so graded as to serve the different classes of people, who are likely to use them.

In the General Hospital at Madras also, the accommodation for paying patients is insufficient. It ought to be considerably increased and it should be of the categories mentioned above.

Supply of diet articles, drugs, equipment, etc.—The Committee has consulted the Surgeon-General regarding the existing system of obtaining supplies of diet articles, drugs, equipment, etc., and how they are utilized and accounted for. The Committee feels that there is, at present, some amount of wastage both in procurement and utilization, which can be avoided. With a view to effecting economy and to prevent leakages, the Committee recommends that a small Committee or a Special Officer may be appointed to go into the matter thoroughly and to make suggestions for the improvement of the existing system. The self-dieting system may also be encouraged to the extent possible.

Lay Secretaries in Government Hospitals.—Lay Secretaries in Government hospitals are responsible for and supervise the entire purchase, stocking and accounting of all articles required in hospitals. The Committee considers that it would be desirable if officers with permanent appointments in other departments of Government are recruited to these posts for service on a tenure basis, e.g., a junior Deputy Collector may be selected for appointment to the Government General Hospital at Madras and Tahsildars to the District Headquarters Hospitals for a period.

Taluk and Primary Health Centres.—The Surgeon-General and Director of Public Health have explained that the Government have under consideration a scheme for the establishment of Taluk and Primary Health Centres for affording medical and public health relief to a greater extent in rural parts, at an estimated cost of Rs 1,33,000 recurring and Rs 38,000 non-recurring for each taluk. The Committee is of opinion that the scheme is a costly one and that the Government cannot, in the present state of its finances, afford to launch such a scheme throughout as wide an area as is urgently necessary. The Committee has discussed with the Surgeon-General and the Director of Public Health an alternative scheme at less cost, on the following lines. In each taluk, there may be half a dozen centres chosen. At each such centre, there will be a Midwife, a Health Inspector and a Compounder with provision for four beds, two for labour cases and two for other emergent cases. There will be two doctors attached to taluk hospitals, each of whom will be allotted three centres. They will make a circuit of the area, working for one day at each centre and each centre will be visited by a doctor two days in a week. There will be provision for a fair number of beds at the Taluk Headquarters Hospitals and for the transport of cases to these hospitals from the centre areas. The area covered by the above scheme need not include any locality in which it is found necessary to have a separate hospital or dispensary on account of the remoteness of the locality or for any other special reasons. Under this scheme, the cost will only be roughly about Rs 60,000 recurring and Rs 18,000 non-recurring for each taluk or about 50 per cent of the cost of the Government scheme. Farther, it will not be necessary to appoint separate Vaccinators for the locality, as the Health Inspectors at the primary centres can do the vaccination work. The Committee recommends the above scheme to the Government for consideration.

If this scheme is accepted, and the Rural Medical Scheme discontinued it will be possible without additional expenditure to open three centres for every one centre proposed under the scheme recently sanctioned by the Government and it will be possible to cover the whole Province within a reasonable time.

Rural Medical Relief.—The Committee recommends that the present system of rural medical relief, which has not been a success, may be abolished and the amount spent annually in granting subsidies and stipends to Rural Medical Practitioners and local bodies may be utilized with advantage in implementing the taluk and primary health centre scheme outlined above.

Public Health Department.

The Public Health Department attends to the preventive side of diseases, including environmental hygiene in all its aspects. The more important of the activities of the Public Health Department include the control of epidemic and endemic diseases, preventive inoculation, sanitation, registration and compilation of vital statistics, urban and rural water-supply and drainage, maternity and child-welfare, nutrition and food-supply, special control measures for malaria, hookworm and filariasis, tuberculosis, leprosy, etc.

The department of Public Health is under the administrative control of the Director of Public Health, who is also the Adviser to Government in all matters relating to Public Health. He is assisted by four Assistant Directors of Public Health, who are in charge of particular functions like epidemics, statistics, vaccination and malaria. There is also an Assistant Directress in charge of maternity and child-welfare schemes. A separate staff attends to nutritional research and survey. The Committee has discussed the working of the department with the Director of Public Health.

Assistant Directors of Public Health.—The Committee feels that, while there may be a case for having a separate Assistant Director of Public Health for Malaria as it is a specialized subject, requiring special training not ordinarily given to Health Officers up to the required standard, there is no real necessity for having separate Assistant Directors of Public Health for epidemics, statistics and vaccination, especially as the officers holding these posts are neither specialists in the particular branches nor do they possess special qualifications. The Committee, therefore, considers that the entire work may be combined and attended to, in addition to inspection work, by two Assistant Directors of Public Health, one for the north and one for the south, attached to the office of the Director of Public Health and that the third post of Assistant Director of Public Health with the staff under him may be retrenched.

Other Public Health staff.—The work of nutritional research and investigation and survey of food-stuffs is now being done both by the Public Health Department and the Food Department with separate staff. The Committee considers that there is no need to conduct the same research and survey in two departments; the staff may be combined and the work done in the Public Health Department with the minimum staff necessary for the purpose, any superfluous posts being retrenched.

There is a post of Research Officer in the Public Health Department. The Committee considers that this post may be retrenched and the possibility of having research work done in the King Institute, Guindy, investigated.

The Director of Public Health has agreed that the posts of Engineering Supervisors attached to Regional Malaria Offices may be abolished and their work attended to without undue inconvenience, by making other arrangements.

As regards the staff employed in the Health Unit at Poonamallee, the Director of Public Health has agreed that the First-class Health Officer (Assistant Professor of Hygiene, Medical College, Madras), who has been posted to the unit to be in charge of field training may be appointed to be in charge of the unit itself and that the post of Second-class Health Officer sanctioned for this purpose may be retrenched.

Maternity and Child-welfare Centres.—The Committee feels that maternity and child-welfare centres ought to be more widely distributed; it is also necessary to have close supervision from Madras to see that these are working properly. For this purpose, it is desirable to have at least one more Assistant Directress of Public Health in addition to the existing one. The number of centres already in existence would require this addition and the large extension that is contemplated will require the services of these officers even more.

Tuberculosis Sanatoria.—The accommodation available in the Tuberculosis Sanatoria in the Province is very inadequate. With a view to increasing the accommodation available in these Sanatoria, the Committee recommends that, in all cases, the Government grant should be given on the basis of aid given to poor patients, the number of non-paying beds being the proper basis on which grants should be paid, and that, in giving this grant, the cost of maintenance per bed may be calculated and a uniform rate per bed may be granted to the several institutions.

Special Officer for Indian Medicine.—The Committee has examined the working of the Department of Indian Medicine and considers that the appointment of the Special Officer for the Reorganization and Development of Indian Medicine apart from the Principal of the College is unnecessary, as the Principal is more competent to advise on such matters than the Special Officer, who does not seem to possess any special qualifications in this regard.

(12) AGRICULTURE.

The chief aim of this department is to help the agriculturist in all possible ways, mainly by providing agricultural education, conducting research and propaganda, supplying manures, pure seeds and implements, granting loans for agricultural purposes and by introducing improved methods of cultivation adopted in other countries. The Director of Agriculture is in charge of the department. He is assisted at headquarters by four Headquarters Deputy Directors of Agriculture, a temporary Joint Director of Agriculture, an Accounts Officer and two Assistant Marketing Officers in charge of State Trading Schemes, two Assistant Agricultural Engineers, a departmental gazetted assistant and a Personal Assistant, who is a Deputy Collector. In addition, there is a marketing section in charge of the Provincial Marketing Officer and four Assistant Marketing Officers. In the mufassal, there are 10 Regional Deputy Directors, 27 District Agricultural Officers, 7 Special District Agricultural Officers in charge of crop-cutting experiments, 15 gazetted officers in charge of agricultural research stations, 14 heads of research sections, 2 principals of agricultural colleges and 22 lecturers. Each taluk is in charge of a unit staff of one Agricultural Demonstrator assisted by fieldmen and demonstration maistries, who are in direct contact with the cultivators and help them in securing improved seeds, manures, agricultural implements and create in the ryot population a new outlook for adopting improved methods of agriculture with a view to increased production of food crops.

The Committee had a discussion with the Director of Agriculture regarding the composition and working of the department in all its aspects. The Director considers that the Agricultural Department should confine itself only to the improvement of agricultural practices in accordance with modern knowledge, agricultural research and education, demonstration of improved methods of agriculture, the evolution and supply of suitable strains of seeds and plant materials, tackling of pests and diseases of plants and devising economic methods of manuring. The Committee entirely agrees with the opinion of the Director of Agriculture and recommends that the services of Agricultural Officers should be utilized fully for the work for which they have been educated and specially trained and the other work may be taken away from the department.

State Trading Schemes.—The main item of business, at the present moment, seems to be the purchase and distribution of oil cakes, iron and steel materials, chemical manures, etc. Most of the time of the Demonstrators as well as of District Officers, Regional Deputy Directors and Auditors is spent on this work to the great detriment of their legitimate work. There have been complaints that the Demonstrators have not been using their discretion with regard to distribution always on correct principles—this can very well be understood. The Committee considers that this work should immediately be taken away from the Agricultural Department. People everywhere have been complaining about the present distribution of these goods and suggesting that these items of work may well be vested in co-operative societies. In all co-operative conferences, resolutions are being passed that the co-operative societies are ready and willing to take up this work and that it can be done much more satisfactorily through co-operative societies, rather than through the Agricultural Department. The co-operative societies have the requisite personnel and finance for undertaking this work.

In view of this, the Committee recommends that the purchase and distribution of these goods may be vested in the Co-operative Department to be carried out through the co-operative societies. Manures distributed with the idea of being utilized for food crops are mostly used for commercial crops. There will be a better distribution from these standpoints, if a local body like a co-operative society is entrusted with the work.

With reference to the purchase and distribution of manures and other goods, the Government run a risk, as the prices may fall in the market. This was a mere contingency in the past; but in the future, there may be variations in prices and the attendant risk of loss. The Central and the Provincial Governments are subsidizing the distribution of these articles, each bearing up to a maximum of 10 per cent of the cost. The cost comes to about Rs 14.5 lakhs. If the purchase and distribution are transferred to the co-operative societies and they are allowed to charge a small commission of 3 to 5 per cent for their services, the whole of the subsidy will be saved to the Government. The Provincial share alone comes to over Rs 7 lakhs. In addition to the subsidy, the Province bears the whole cost of the staff employed for this purpose. The cost on this activity of the department comes to about Rs 4.70 lakhs. The whole of this will be a saving if the proposal now made is accepted, and the distribution of seeds is also done through recognized co-operative societies, with a consequent reduction in the number of depots maintained by the department. This arrangement will also lead to a large saving in the establishment as many of the superior officers devote much of their time in looking after these trading activities and for checking accounts, stores and the transactions and enquiring into the conduct of the officers employed therein. The posts of the Joint Director in charge of State Trading Schemes, the Accounts Officer in charge of them and two Assistant Marketing Officers employed for the purpose may all be abolished with the staff working under them.

There is a comprehensive scheme drawn up for production and distribution of seeds. Seeds are produced in Government seed farms under Government supervision and distributed to the ryots. The seeds are sold in the offices of the Agricultural demonstrator as well as in two or three other centres in each taluk. In these centres, costly staff is being maintained. If the distribution of manures is taken away from these centres, the distribution of seeds may well be handed over to selected co-operative societies. There will be no need for continuing these centres, except the one at the Taluk Headquarters. When co-operative societies undertake the distribution of manures and seeds, the Agricultural Officers visiting the locality may also inspect the work done.

If the trading schemes are taken away from the Agricultural Department, considerable staff in the District Agricultural Offices and in other offices can be retrenched. The Personal Assistant who is now attached to the District Agricultural Officer is doing a lot of routine work and relieves the District Agricultural Officer for inspection of the work done in the district. The Personal Assistant may therefore be continued, but the possible retrenchment in the other staff may be examined. The Committee considers that the existing arrangement for lending money to agriculturists for the purchase of seeds and manure through the Agricultural Department may continue.

Engineering.—The work relating to the supervision, erection, operation and hiring of pumps, boring sets, tractors, bull-dozers, and other implements now vest with different departments, such as the Agricultural, Industries, Electricity and other Departments. The Committee is informed that there is not enough work at present for the staff engaged for this work in the Agricultural Department. If all the work is concentrated either in the Agricultural or the Industries Department, it will be possible for that department to look after the work without much additional staff. The establishment working in the other departments can then be retrenched. Since the work of the staff will be in connexion with agriculture, the Agricultural Department will be the proper department to be entrusted with the work.

Research.—The Committee understands that a survey of the research work and field staff has not been made in recent times. In view of the large staff employed and the importance of the work to be done and the development in various directions necessary, the Committee considers that a survey should be made by some competent person or persons and advice taken as to the organization, teaching and field work.

The Committee considers that the popularizing of the results of research and practices requires to be intensively done and that demonstrations should be made on ryots' lands by asking the ryot himself to carry out the improvements, guaranteeing him against loss, if any. The work will be carried out by the ryot himself under the supervision of the Agricultural Officer. There should also be a large recruitment of agricultural graduates in the Revenue Department, so that when the Revenue Officers go to rural parts, they may be able to advise the ryots in matters relating to agriculture. Agricultural graduates may also be recruited to the Co-operative Department. Both Agriculture and Co-operative Departments will be benefited by such recruitment.

Marketing Section.—The Committee understands that certain items of work connected with marketing surveys of agricultural products are also done in the office of the Board of Revenue and the Industries Department. The work of the marketing section in the Agricultural Department should be reorganized so as to cover the activities of the various departments in this direction and to serve as an Intelligence Bureau for agricultural marketing. If this is done, the cost of the staff employed in connexion with these surveys in the office of the Board of Revenue and the Industries Department can be saved in addition to making the surveys more efficient and more useful.

Government Malt Factory at Coimbatore.—The Malt Factory is reported to be working at a loss at present. The Committee suggests that the factory may be handed over to the Industries Department to be run as a business concern like the Kerala Soap Institute. In the alternative, the Government may consider whether the factory may not be sold to some private agency.

Audit.—The audit of transactions in agricultural depots, farms and offices in the districts and headquarters may be entrusted to a trained audit staff under the control of the Examiner of Local Fund Accounts or some other outside competent authority to guarantee proper maintenance of accounts and efficient audit. An officer with some experience and training may be posted to the office of the Director of Agriculture to assist him in framing budgets and for dealing with financial matters.

Reorganization.—There are now one Joint Director and two Headquarters Deputy Directors and two more have been sanctioned. There are 10 Regional Deputy Directors working in the Province. If the proposals outlined above, viz., taking away all the trading activities from the Agricultural Department and concentrating all engineering work connected with agriculture in a single department are accepted, the Committee considers that the Agricultural Officers who have been trained at considerable expense for agricultural work

will be utilized for agricultural work only and that the Agricultural Department may be reorganized in the following way :—

There may be three functional Deputy Directors and two Deputy Directors for inspection, etc., with a Personal Assistant at headquarters. The Deputy Director for the Tungabhadra area will continue separately. This staff will be distributed as follows :—

All research work may be looked after by one Deputy Director, and all engineering work by another. There may be a Deputy Director for Propaganda and for general assistance to the Director and two Deputy Directors, one in charge of Telugu districts and the other for the other districts, with one Personal Assistant to assist the Director in technical work. The two Deputy Directors will do the inspections and hear appeals. One officer from the Revenue Department, who is now doing administrative work with reference to the office and the department will have to continue, as the technical men are said to be not conversant with the general administrative routine, finance and other matters. Eight posts of Deputy Directors may then be given up.

(13) VETERINARY.

The main functions of the Veterinary Department are :—

- (1) the treatment of sick animals;
- (2) the prevention of outbreaks of epidemics of cattle diseases; and
- (3) the improvement of livestock in the Province.

The policy of the department is to prevent animal wastage by controlling contagious diseases, to treat the ordinary ailments of animals and to improve the quality of the animals by the various livestock improvement schemes in vogue and to educate the ryots on the better management of livestock, etc. The Director of Veterinary Services is the administrative head of the department. He has to supervise and control the work of all the District Veterinary Officers (there is one for each district), about 398 Veterinary Subordinates, of whom 166 are touring Veterinary Surgeons and about 138 are subordinates in charge of hospitals and dispensaries and a large number of other gazetted and non-gazetted staff. The main work of the touring assistants is to tour constantly within their jurisdiction and to render veterinary aid to the ryots' animals. They should also control the spread of contagious diseases such as Rinderpest, Anthrax, etc., by preventive inoculations and operations and do propaganda work among the ryots.

There is a Veterinary College for the training of veterinary graduates and veterinary and livestock inspectors. The Serum Institute, which is now situated at Ranipet (North Arcot district), manufactures most of the biological products required for preventive inoculations. There is a section for Livestock Improvement in the Province directly under the control of the Joint Director of Veterinary Services. The Livestock Development Officer is in charge of this section and under him there are two Special Officers for the development of (i) poultry and (ii) sheep and goats. In addition there is a Disease Investigation Officer with two Assistants, one for Poultry Diseases and the other for diseases of Sheep and Goats. There is also a Dairy Development Officer.

The Veterinary work in the Province is carried on by the establishment of Veterinary Hospitals and Dispensaries and by the itinerating staff. All preventive inoculations against contagious diseases are done free of charge. The Veterinary Assistant Surgeons in charge of hospitals and dispensaries and touring Veterinary Assistant Surgeons are under the direct control of District Veterinary Officers. There are various schemes in the department for improvement of livestock and the touring Veterinary Assistant Surgeons are mainly responsible for the supervision of such work. Propaganda work is also carried on by the staff during cattle shows, fairs, exhibitions, etc., with the aid of pictorial posters, magic lanterns, etc.

The Director of Veterinary Services met the Committee and discussed the several questions affecting the Veterinary Department. The Committee considers that there is no case for having two officers on high salaries, viz., the Livestock Joint Director as well as the Livestock Development Officer and recommends that one of the posts may be abolished.

Normally, the District Veterinary Officer is expected to work in the District Hospital while he is in the headquarters, and also attend to cases while on tour. As this is not now being strictly followed by the District Veterinary Officers, the Committee recommends that this practice should be enforced. The Committee is also of the view that the officers working in the Livestock section should be men qualified by education and experience for the work.

(14) CO-OPERATION.

The chief aim of the Co-operative Department is to facilitate the formation and working of co-operative societies for the promotion of thrift, self help and mutual aid among agriculturists and other persons with common economic needs, so as to bring about better

methods of production. The department is responsible for the ultimate control of the movement and for the discharge of the statutory duties of registration, audit, arbitration, execution and liquidation imposed by the Madras Co-operative Societies Act VI of 1932. The Registrar is responsible for the proper working of the Act. The department also assists non-officials in the organization and supervision of co-operative societies.

The Registrar of Co-operative Societies is the administrative head of the department and adviser to Government on all matters relating to co-operative societies. He deals with all matters relating to the financing of the co-operative movement, of all questions of general policy and the control of the staff.

The Registrar is assisted in his work by a number of Joint Registrars and Deputy Registrars. In addition, there are also a large number of Co-operative Sub-Registrars, Senior Inspectors and Junior Inspectors for work connected with audit, administration, liquidation, execution of decrees, etc. The statutory functions of the department are all designed either to facilitate the work of societies or to ensure that they remain genuinely co-operative. Besides the staff employed by the department for audit, a large number of co-operative societies have taken departmental staff under Fundamental Rule 127 for the audit and administration work.

There are five Co-operative Training Institutes in the Province situated at Madras, Coimbatore, Tanjore, Anantapur and Rajahmundry. The Central Co-operative Institute at Madras principally trains candidates selected for appointment as Junior Inspectors in the department. The four mufassal institutions train candidates who seek employment in Co-operative Institutions such as Central Banks, wholesale stores, etc.

The Committee met the Registrar of Co-operative Societies and discussed the organization and working of the department.

Co-operation is a method which may be made applicable to any human activity. To talk of co-operation, apart from the activity to which it may be applied, often leads to difficulties. While the formation, supervision, audit and management of societies have developed a technique all its own, it is not this technique that is important in every case. While for instance, in the case of village societies, the technique has had its way and may be used in the furtherance of these village societies for credit, the same cannot be said of wider schemes. The Committee has already dealt with Cottage Industries and Housing. It has, on a consideration of the requirements of these activities, recommended the formation of a Cottage Industries Board and a Housing Board with Directorates working under them. If these activities are entrusted to the Co-operative Department, there is a danger of the wider field of development of these activities being subordinated to the requirements of those which come under the Co-operative Scheme. In these, the over-all development is more important than the organization and working of co-operative societies. Production should be the deciding factor in such cases and for that, a separate agency will be necessary. The Committee understands that a Co-operative Building Society has been formed in Adyar and it is proposed to build about 300 houses. In addition to what is contributed by the members, the Government is expected to lend over a crore of rupees repayable in 20 years. The houses to be built are of various types, some of them costing as much as Rs 40,000 each. All the material resources in the shape of cement, iron materials, bricks, timber, etc., which the Government can secure, are made available to them in some cases at concessional rates. In addition to it the Government undertake to give additional facilities in the shape of free technical advice, etc. The need for houses is at present most felt by the lower middle classes and the poorer sections of the people. If the same financial and material resources are used by the Government in constructing houses for their employees, they can build about 10 times the number of houses proposed under the Adyar Scheme. There are some Insurance Companies which are prepared to construct and let out houses as a matter of investment. If they are induced to take up such constructions and the materials are made available to them, probably without any financial commitment to Government, the building of a larger number of houses can be promoted. There are also other agencies like employers of labour, who can similarly be induced to put up houses, if only the materials were made available to them. After all, the financial and material resources at the disposal of the Government are limited and it is the duty of the Government to see that the greatest benefit is obtained by utilizing them equitably. To make all these available only to a few persons, rich and poor, who may or may not need the houses for themselves, merely because they have come together and formed a co-operative society, does not seem to be fair in the interests of the general public. There are also other considerations, like the location of the extension with reference to industrial and other needs, sanitation and the possibilities of further extension, which a body solely concerned with a co-operative society cannot be expected to deal with. When a co-operative colony is formed, the prices of adjacent sites increase enormously and people who want to build houses nearby have to pay heavily. If a whole block is purchased for extension by a local authority and then allotted to various agencies or individuals, the same result will not follow. For instance in Adyar, lands near the new colony

which were available at Rs 3,000 an acre are now quoted at about Rs 10,000 an acre. It is in view of these considerations that the Committee recommended the formation of a separate Housing Board, whose duty will be to provide the housing necessary and to investigate all possibilities of providing it, helping all agencies in the field, whether they are co-operative societies or not.

Agricultural activities.—Leaving aside Cottage Industries and Housing, the major portion of the work of the Co-operative Department as it functions now, is mainly confined to agricultural activities and the welfare of those engaged in agriculture. We have developed only the credit side of the help given to the agriculturists, except for the development of Loan and Sale Societies and Store Societies, which have come into prominence in recent times. The agriculturist has to be helped in his work of production by the supply of not only finance, but also better seeds, better manure, better cattle, etc., and above all better knowledge. The ryot has to be helped for processing and marketing his agricultural produce. He has also to be encouraged to grow kitchen and fruit gardens and to take up to breeding poultry, bee keeping, etc., and also to raise cattle as side occupations. If the co-operative movement will take particular care of the activities pertaining to agriculture and agriculturists, it would have attained a great achievement. Unfortunately, in the recent past, the Co-operative Department has been overburdened with a lot of other activities to the detriment of the above activities. The Committee would stress on the Government the need for intensifying these activities relating to agriculture through the co-operative societies, and making this the main work of the Co-operative Department as it exists at present.

If the recommendations of the Committee relating to Cottage Industries and Housing are accepted, it will be enough if the Registrar and two Joint Registrars share the work among them. There will be a Personal Assistant and no further addition of higher staff will be necessary. The Registrar and the Joint Registrar relieved of the work of Housing and Cottage Industries, will be in a position to look after Resettlement and Colonization work and no additional Joint Registrar will be necessary for this purpose.

If these proposals are accepted, the Departments of Agriculture, Livestock and Co-operation may with advantage be placed under one Minister. It will then be possible for comprehensive plans to be made for Grow More Food and other agricultural improvements.

Audit.—The question of audit is one of great importance and opinion is unanimous that audit and administration should be separated. The Co-operative Department has also accepted this view but the Registrar has made a proposal that, with reference to promotion, the audit staff and the administrative staff should be treated as one and should be interchangeable. This goes against the root of the principle of separation. The objection stated by the Registrar against the complete separation of audit is that there are not enough posts in the higher grades in the audit staff to provide for promotion of the Inspectors, both junior and senior, and so the audit service will not be popular, unless the Audit Inspectors are also qualified for promotion on the administrative side. The Committee considers that, while this argument is to a certain extent valid, it should not be allowed to govern the whole matter and to nullify the whole scheme of separation. The Committee would suggest that such of the Junior and Senior Inspectors as do good work may be listed and may be made available for recruitment in the Commercial Taxes Department or in other services, in which account keeping or audit may be required. With this addition the Committee would recommend a complete separation of the audit from the administrative side.

Transfer of co-operative audit work to the Examiner of Local Fund Accounts.—The question of transferring the audit work in the Co-operative Department to the Examiner of Local Fund Accounts was considered by the Committee. The Committee felt that there are now various agencies employed for the purpose of audit in different departments and that it would conduce to efficiency and also economy, if all audit work is entrusted to a single agency. The Committee discussed the question with the Accountant-General, the Registrar of Co-operative Societies and the Examiner of Local Fund Accounts. The Registrar of Co-operative Societies is not in favour of the proposal. The Accountant-General is, however, of the view that there ought to be a complete separation of audit work from the administrative work of the Co-operative Department and that the proposal of the Registrar to keep the audit branch distinct from the administrative branch but within his own department does not carry out the intention of separation of audit from administration. The Accountant-General considers that the two ought to be completely separated from each other and the idea of employees in one branch looking forward for promotion in the other branch does not carry out the intention of separation. He thinks that, since the Examiner of Local Fund Accounts is already there to do the audit work that may be undertaken by the Local Government, there is no need to look for another agency to take up the audit of Co-operative societies. The proper thing to do is to hand over the audit of co-operative societies to the Examiner of Local Fund Accounts, with the staff that is now working under the Registrar of Co-operative Societies for audit work. He does not consider

the objections raised by the Registrar of Co-operative Societies to be serious except the one relating to the paucity of chances for promotion to the staff to be employed for the audit of co-operative societies. The staff to be taken over will be the trained staff, who have experience of the present method of audit of co-operative societies. To replace the staff as time goes on, fresh staff can be trained by the Examiner of Local Fund Accounts. There cannot therefore be any objection on the score of want of training or experience.

The staff employed under the Examiner of Local Fund Accounts is more or less self contained and there are not enough posts in the higher grades to satisfy the need for providing promotions to the large staff to be taken over from the Co-operative Department. The only method by which this difficulty can be got over is by providing avenues of employment for the Auditors, in other departments. As already pointed out by the Committee, the Commercial Taxes Department is dealing with accounts and the Auditors will be conversant with account-keeping and will have passed an examination. They can well be taken to the Commercial Taxes Department as Assistant Commercial Tax Officers, when they have reached the stage for promotion from the grade of Senior Inspectors or Sub-Registrars and earn promotion in the Commercial Taxes Department. There are also Accounts Officers attached to various offices and institutions. These posts can very well be filled up by the Auditors doing Co-operative Audit. Where special audit has to be done, these Auditors can be utilized particularly in more responsible cases. There are a large number of employees in the higher grades in the Commercial Taxes Department, compared to the number of employees in the lower grades. A rule that 25 per cent of the posts of Assistant Commercial Tax Officers should be filled from among the Auditors of Co-operative Societies will not work any hardship to the staff in the Commercial Taxes Department. If this percentage is reserved for the Auditors and also some of them are employed on the other items of work mentioned above, there will be no ground for any grievance about paucity of scope for promotion for the auditors. The Accountant-General thinks that this is the proper way to provide for promotion for these auditors, and the Committee has already expressed the same view. The Committee therefore considers that the audit of co-operative societies now vested in the Registrar of Co-operative Societies and his subordinate staff may be completely separated from the administrative side of the department and that the audit section may be placed under the Examiner of Local Fund Accounts. The necessary amendments to the Co-operative Societies Act, vesting the audit of co-operative societies in the Examiner of Local Fund Accounts, instead of in the Registrar of Co-operative Societies, may be passed.

(15) INDUSTRIES AND FISHERIES.

Industries.

The activities of the Industries Department consist of conducting model industries and experiments with a view to developing new industries and improving existing ones, rendering technical assistance to large, medium and small-scale industries and cottage industries, advising the Government on the grant of financial assistance to new or existing industries, both large and small, managing industries under Government control, such as the Kerala Soap Institute, Calicut, the Government Silk Filatures, Kollegal, Coir Factories, Calicut, Hand-made Paper Factories, administering Government institutions, providing technical education in the Province, granting financial aid to and supervising private institutions providing such education, rendering assistance to agriculturists and others through the Pumping and Boring section and administering various war time controls relating to paper, coal, steel, etc. In short, the department provides industries with all possible technical aid. The Director of Industries and Commerce is in charge of the Industries Department. He supervises the work of the various sections of the department relating to Commercial Intelligence, Engineering, District Organization, Technical Education and Government Industrial Establishments. He is also the Provincial Paper Controller and Steel Controller. He is assisted by a Joint Director, an Industrial Engineer, Deputy Directors and Specialists in Textiles, Leather, Ceramics, Glass, etc., District Industries Officers, Assistant Industrial Engineers and others. With the assistance of a Board of Industries, he also advises Government on the grant of financial aid to industries.

The Committee met the Director of Industries and Commerce, the Joint Director and the Deputy Director of Industries and discussed with them the several questions concerning the reorganization of the Industries Department.

Post of Director of Industries.—The Committee considers that the Director of Industries and Commerce should be a person of business outlook, possessing strong commonsense and administrative experience in some field. He should have capacity for co-ordinating knowledge and technical advice in industrial matters. While the Committee will not exclude Government officers altogether from the appointment, it would recommend that the Government should not confine their choice to Government officers only.

Clerical staff in the Director's Office.—There are 27 sections in the Director's Office. For the steel section, alone, there are 4 Superintendents and 32 clerks for distributing 15 or 16 hundred tons of steel in a year. The Coal Control section has 4 clerks and a Superintendent. There are also separate sections for Post-War Reconstruction, Cottage Industries, etc. There are, in addition, 14 typists and 1 steno-typist in this office. There is also an establishment for accounting purposes.

There has been an increase in the staff from the year 1939, which is accounted for mostly by the working of controls. The Committee considers that, if the work connected with the administration of the controls in the Province ceases and the development of Cottage Industries is organized as a separate department, staff in this office should be reduced to only a few sections and the number of typists reduced to 3 or 4. Of the other sections, those relating to Cottage Industries will have to be transferred to the new Department and the rest retrenched.

District staff.—There are 9 District Industries Officers and 3 Assistant Industrial Engineers stationed in different parts of the Province. They help to bring the department into closer contact with private industries. They carry out an intensive survey of the raw materials and resources available in the Province and of other factors relating to the development of new industries in the districts under their jurisdiction. They also take part in organizing District Industrial Museums, when required. Besides, they do inspections on behalf of the Director with reference to the State Aid to Industries Act, etc., supervise cottage industries work and help in the administration of controls in the districts.

The Committee has separately recommended that the pumping and boring operations may be transferred from the Industries Department to the Agricultural Department. The Committee is informed that, at the present moment, work relating to controls occupies most of the attention of the District Officers. It is learnt that the District Industries Officers are not persons technically qualified either for engineering or for any industrial work. Under these circumstances, the Committee is of the opinion that, as recommended elsewhere, if the work relating to cottage industries and controls is taken away from the Industries Department, then, there will be no need for District Industries Officers. What is wanted, is the help of officers of the grade of Assistant Industrial Engineers for making inspections, replying to references received, starting new factories and disposing of the applications received under the State Aid to Industries Act, and for special surveys that may have to be made. The Committee considers that it will be more advantageous and helpful if the Assistant Industrial Engineers are attached to the Director's office at Headquarters and are utilized by him according to the requirements of the work to be done. The Committee recommends that three officers of the grade of Assistant Industrial Engineers with engineering qualifications may be appointed for the purpose, one of them being placed in charge of the Telugu districts, one in charge of the other districts and the third being of the nature of a general assistant to the Director.

The Director has represented that as long as the controls, especially of steel and iron continue, he will require greater assistance and that the officers dealing with the applications will have to be stationed in the mufassal, so as to avoid delay and expenditure on travelling allowance. The Committee is of opinion that the administration of the controls may be vested in the Civil Supplies Department which now deals with permits relating to controlled articles and that a duplicate agency is not necessary. So long as the controls are administered by the Industries Department, two or three temporary Assistant Engineers may be retained and their headquarters fixed at convenient centres in the districts.

According to the above, the posts of District Industries Officers and their staff will not be necessary and the Committee recommends that they may be abolished.

Industrial laboratory.—There is an industrial and chemical laboratory located in the Government Textile Institute. An analytical research and testing laboratory for all industries and for testing the products produced and sent to the market is a prime necessity for the proper industrial development of the Province. The Committee recommends that this laboratory should be developed and properly equipped for the purpose. The Committee understands that the Director of Industries and Commerce has already made certain proposals to the Government in this regard. The Committee recommends that the above proposals may be accepted and given effect to as early as possible.

Industrial Engineering Workshop.—The workshop has two sections, one an experimental section dealing with testing, research and designing and the other dealing with manufacturing. For the former purpose, a well-equipped laboratory with precision tools in charge of an Assistant Engineer under the Industries Department is necessary. But with reference to the other section, the Committee does not consider that there is a need for retaining it, as all manufacturing work required can be got done through the Public Works Department Workshop, which has a fully equipped establishment, capable

of undertaking ten times the work which it has now got. The Committee therefore recommends that the manufacturing section of the Industrial Engineering Workshop may be retrenched, together with the establishment maintained for it.

Information Bureau.—There is an information bureau attached to the Director's Office. It is understood that, in this section proposals are examined and full schemes worked out on application by interested parties. This seems to be a key section of the department of the greatest public value. The Committee considers that it should be a fully equipped institution, which should contain all the information necessary to help industrialists. It is also necessary that the bureau should be organized efficiently with a library attached to it. The institution should be in the charge of a capable officer with technical knowledge.

Pumping and Boring Department.—This is at present the most important section of the Industries Department. Boring is done for irrigation and rural water-supply. This former is a function of the Agricultural or Irrigation Department and the latter, of the Public Health Department or the Sanitary Engineering Department. The Agricultural Department has a staff and limited equipment for the purpose. As already recommended by the Committee in connexion with the reorganization of the Agricultural Department, all boring should be done by the Agricultural Department; the pumping and boring section under the Industries Department may be transferred to the Agricultural Department in its entirety, so that full use of the equipment and staff may be secured without any wastage; this is not an industry in the true sense of the word.

Cottage Industries.—The Director of Industries and Commerce, the Registrar of Co-operative Societies and the Deputy Secretary to Government, Firka Development Department, met the Committee. There was a discussion about the present activities in the Province in this regard and about the new arrangement that will be necessary, in view of the enunciation of the industrial policy of the Government of India. The development of all cottage industries for the purpose of finding employment for the unemployed and under employed in the villages and the need for increased production fall legitimately within the province of cottage industries and an integration of the work of cottage industries and large-scale industries should be aimed at to prevent waste of effort and to bring about proper co-ordination. The Committee finds, that, in this Province, a large number of weavers' societies and a few other societies have been organized by the Co-operative Department and helped with reference to finance and marketing, while training is given in some industries by the Industries Department. The Firka Development Department has recently come into existence and is trying to develop cottage industries of all possible sorts in selected firkas. There is still a wide field of cottage industries not coming under the ambit of any of these departments, which should be stabilised and raised to the standard of modern agencies for production. The help that may be required by the cottage industries is of varying character, viz. :—

(a) A survey has to be made of the possibilities of cottage industries in the various localities.

(b) Training has to be given to workers, so as to bring their knowledge up-to-date and teach them the use of improved implements and small machinery and wherever possible, power.

(c) Supply of raw materials.

(d) Linking production with markets and adaptation of the patterns required by the markets.

(e) Financing, marketing and integration of the work of the cottage industries with large-scale industries.

(f) The question of protection to be given to cottage industries and the safeguarding of their interests in tariff protection and international arrangements.

These are expected to be looked after at the Centre by the proposed Cottage Industries Board and the Directorate of Cottage Industries to be brought into existence. In this Province, a similar organization will be necessary. It will have to cover a very wide field, which is not at present covered by the three agencies mentioned above. For this purpose, the Committee proposes that there might be a Board in this Province for Cottage Industries, which will deal with all cottage industries in the Province, with reference to policy and which will be in a position to render help in all the ways mentioned above. The Board may consist of the Hon'ble Ministers for Industries, Co-operation and Firka Development with the Heads of these Departments. A Director may be appointed as a new Head of the Department. Six non-officials who are interested in cottage industries may be nominated by the Government to the Board. The Director of Cottage Industries will be the executive of the Board as well as the Head of the Department of Cottage Industries. The section in the office of the Director of Industries and Commerce with the Deputy Director of Cottage Industries may be transferred to the new department. There is a proposal to

have a Joint Registrar of Co-operative Societies for Cottage Industries working under the Registrar of Co-operative Societies. If the above proposal is accepted, there will be no need for a Joint Registrar, apart from the Director of Cottage Industries proposed above. There is also a large establishment under the Board of Revenue, which is proposed to be transferred to the Registrar of Co-operative Societies for amelioration work. This may also be transferred to the new department and the work which is mostly with reference to cottage industries, may be undertaken by this new department. All the staff working in the office of the Registrar and in the field, including the large staff working for or sanctioned for the weavers' societies, will have to be transferred to the new department. By pooling all these officers working in the Departments of Industries, Co-operation, Ameliorative work and Fiska Development, a large reduction in expenditure can be effected and the cottage industries developed according to the policy the Government may adopt. The constitution of the new Directorate of Cottage Industries will be a measure intended primarily for the development of cottage industries and this will thus result in a saving of expenditure to the tune of about Rs 10 to 20 lakhs. The new department will work under the Ministry of Industries or the Ministry of Rural Development in close association with the Director of Industries.

Fisheries Department.

This department at present forms a part of the Industries Department. Rational exploitation and proper conservation and development of aquatic resources comprise the main objects of this branch. Its activities are directed chiefly towards increasing catches by improved fishing methods and the extension of fishing grounds, augmenting the present output of fish crop, particularly in inland waters, by stocking them with fish seed, transplanting, and the introduction of new varieties, conserving long-range resources by protective legislation with due safeguards for the immediate harvest, processing and preserving the surplus by sun-drying, salt-curing, pickling, canning, smoking, semi-drying, etc., manufacturing by-products like liver oil, body oil, fish-meal, manure, isinglass, beche demmer, shellgrit, etc., exploiting the valuable pearl and chank fisheries, other shell fisheries, the turtle fishery, sponges and corals and the sea-weed resources, etc., proper marketing of fresh and preserved fish and fishery products, conducting specialized research in fishery science and fisheries education through instruction, demonstration and propaganda, and the socio-economic rehabilitation of fisherfolk and others engaged in the fishery industry and fish trade.

The Director of Industries and Commerce is the head of this department also. He has two Deputy Directors to assist him in formulating and executing various plans of development, with the help of the Inland Fisheries Development Board at Madras and the West Coast Fisheries Development Board at Calicut.

Attachment of the Fisheries Department to the Department of Industries.—The Committee is of opinion that the vast scope for fisheries in this Province is not exploited properly and systematically. The problems connected with the subject are not also appreciated. If the department is to work satisfactorily, it will be necessary to place an officer solely in charge of the work with adequate technical assistance. The present Director of Industries admits that he is unable to devote as much attention as he would wish to the Fisheries Department and that the present state of affairs is due to want of efficient direction and administration. The Committee considers that there should be a separate Director and that a technical officer of experience in deep sea fishing should be attached to him. In the present circumstances, the latter officer will have to be recruited from abroad for a short period, if one is not available locally. Recently, the department has been enlarged without sufficient consideration. If the proposals made above are accepted, the Technical Assistant to the separate Director of Fisheries may be of the status of a Deputy Director of Fisheries and in addition, it will be sufficient to have one more Deputy Director, making in all one post of Director of Fisheries and two posts of Deputy Directors of Fisheries.

District staff.—The Committee recommends that the following posts are unnecessary and may be retrenched :—

Gazetted—

- (i) Fisheries Training Superintendent.
- (ii) One of the two Special Officers for Crafts and Tackle (one for inland and one for marine).
- (iii) Special Officer, Fish Manure Industry, Calicut.
- (iv) The gazetted post of Algologist (the Assistant Director dealing with fresh water biology can easily have the algological work done under his supervision by a non-gazetted officer).
- (v) Fisheries Engineer.

(vi) Fisheries Marketing Officer. (Fisheries marketing and information should go together. The two posts may be combined into one with a designation as Fisheries Marketing and Information Officer.)

Non-gazetted—

- (i) The Sub-Inspector of Fisheries, Salt Transport and his peon.
- (ii) Inspector of Fisheries, Oil Extraction, Calicut, and his peon.
- (iii) Marine Foreman and Store-keeper.
- (iv) Inspector of Fisheries School and his staff.
- (v) Superintendent, Semi-dried Prawn Scheme and one Assistant Inspector under him.
- (vi) Assistant Fishery Demonstrator, Tekkadi.
- (vii) Assistant Fishery Demonstrator and his staff, Vizagapatam.
- (viii) Fisheries Inspection Officer.
- (ix) Fisheries Inspector for Shark Liver Oil.
- (x) The two posts of peons in the Calicut Salt Guella may be converted into one post of watcher and a saving of roughly Rs 22,000 per annum on the repairs of fences at the salt guella may be effected. (The existing store sheds are strong enough and no fences are required.)

The Committee also recommends that the distribution of regional postings of Assistant Directors as suggested by the Director of Industries (given below) may also be accepted.

(i) UNDER DEPUTY DIRECTOR (NORTH), HEADQUARTERS AT MADRAS OR VIJAYAWADA.

- (1) Assistant Director—Vizagapatam and East Godavari—Headquarters, Vizagapatnam.
- (2) Assistant Director—West Godavari, Krishna, Guntur and Nellore—Headquarters, Vijayawada.
- (3) Assistant Director—Bellary, Anantapur, Cuddapah and Kurnool—Headquarters, Anantapur.
- (4) Assistant Director—Madras, Chingleput, North Arcot and Chittoor—Headquarters, Vellore.
- (5) Assistant Director (Fresh Water Biology)—Headquarters, Madras.

This is a research post. The Fisheries Department have proposed the creation of another post of Assistant Director (Fluvatile). Fluvatile work relates to the study of rivers and streams and the location of fish fry. There is no reason to have a separate post and the Committee feels that the Assistant Director, Fresh Water Biology, should be able to deal with this work also, assisted, if necessary, by a non-gazetted assistant.

(6) Hydrologist—Headquarters Madras (Research). The Algologist will be a non-gazetted post especially as the work can be done under the guidance of the Assistant Director, Fresh Water Biology and also the Central Government Algologist who will be stationed at Madras.

(7) Special Officer (Craft and Tackle)—Headquarters, Madras (Special post—non-administrative).

(ii) UNDER DEPUTY DIRECTOR (SOUTH)—HEADQUARTERS, COIMBATORE.

- (1) Assistant Director, South Arcot, Tanjavor and Tiruchirappalli districts—Headquarters, Tanjore.
- (2) Assistant Director, Coimbatore, Salem and Nilgiris—Headquarters, Coimbatore.
- (3) Assistant Director, Malabar—Headquarters, Calicut.
- (4) Assistant Director, South Kanara—Headquarters, Mangalore.
- (5) Assistant Director, Madura, Ramnad and Tirunelveli districts—Headquarters, Tuticorin.
- (6) Fisheries Information and Marketing Officer—Headquarters, Madras (Special Technical Post).
- (7) Assistant Director (Marine Biology)—Headquarters, Calicut (Special Research post).
- (8) Fish Preservation and Manure Officer—Headquarters, Calicut.

High school for fishermen's children.—The Committee has already recommended that all these special schools for fishermen as well as Kallar children should be transferred to the Education Department. The Committee reiterates this recommendation.

State Trading Schemes under the control of the Industries Department.—The following State Trading activities are attended to by the Industries Department :—

- (i) Stock-yard for reserve stock of iron, steel, etc.
- (ii) Silk Filatures, Kollegal.
- (iii) Kollegal Silk Filatures.
- (iv) Small scale and Cottage Industries.
- (v) Hand-made paper.

- (vi) Purchase and sale of silk, etc.
- (vii) Supply of mill machinery spare parts.
- (viii) Supply of coir stores.

The Committee considers that the accounts of each State Trading Scheme should be kept separately on a commercial basis, allowing for all charges as in business concerns, for depreciation, bad debts, sinking funds, etc., and audited and published for general information.

Government Silk Filatures, Kollegal.—All activities connected with the silk industry commencing from mulberry cultivation to reeling of raw silk in filatures and disposal of final products are carried out here. Before August 1946, there were two filatures at Kollegal, worked and managed by the department during the period of the war. They are now being run as a single concern called 'The Government Silk Filatures, Kollegal.' The Filatures at Kollegal supplied parachute silk to His Majesty's Government during the war. The area of mulberry cultivation has been increased to 20,000 acres, which is nearly double the area before the War. Several schemes of far-reaching importance intended to develop the industry on modern lines have been launched. A scheme for the extension and development of the industry in the Northern Circars and Ceded Districts of the Province has been launched recently.

The Committee is glad that this concern has done good work and also has earned a good profit. It is necessary to add a twisting and throwing plant to the equipment to avoid inconvenience and make the yarn marketable without any further processing. The Committee understands that the Director has already made an application to the Government regarding this and recommends that it may be accepted.

Hand-made Paper Industry.—The Paper Specialist at Madras, assisted by the three Superintendents of the Government Hand-made Paper Mills at Vijayawada, Gazulapalli and Bugga, three Demonstration Parties and a Special Officer for the Hand-Made Paper Industry is responsible for the manufacture of special quality hand-made papers and writing and printing papers from indigenous raw materials and rags. He supervises the hand-made paper centres in jails and also the co-operative societies. He is responsible for the technical guidance of those interested in paper manufacture and also other allied industries. It is reported that this has incurred a loss last year. It will have to be treated as a cottage industry and run along with other cottage industries. The Committee understands that the other activities are soon to be discontinued.

(16) CINCHONA.

Cinchona is grown in India mainly in the provinces of Madras and West Bengal. Cinchona products like quinine, etc., are manufactured and supplies made not only to these provinces but also to other provinces and states. In pre-war years, the annual consumption of quinine in this country (Indian Dominion and Pakistan) was estimated at 2,10,000 lbs. Out of this, only a third (70,000 lbs.) was produced in this country and the remaining two-thirds (1,40,000 lbs.) was imported from abroad. The second world war has demonstrated the serious danger of depending on foreign imports for a drug so essential as quinine. In view of this, the present policy of the Government in regard to the cultivation of cinchona and the production of quinine is to attain at least a limited degree of self-sufficiency in regard to the quinine requirements of the country within a reasonable period, so that the country may not depend on foreign imports. In pursuance of this policy, the Government Cinchona Plantations have been extended in this Province from 2,278 acres on 1st April 1940 to about 7,380 acres at present. A further area of 950 acres will be planted in 1948. The Government have also sanctioned the planting of Cinchona in about 1,000 acres in the year 1948-49. Once these areas are planted and the trees grow to maturity, it may be possible to produce about 1,00,000 lbs. of quinine annually. Thus in a period of 7 or 8 years, the Province will attain a limited degree of self-sufficiency in regard to her quinine requirements. At present, there is only one Government quinine factory at Naduvattam on the Nilgiris in this Province for the manufacture of quinine. This factory is capable of producing about 40,000 lbs. of quinine sulphate per year (normal output). The Government have sanctioned the construction of a modern quinine factory on the Anamalais, capable of producing 80,000 to 90,000 lbs. of quinine sulphate per year. The construction of the buildings required for the factory and quarters for the staff is in progress. During the war years, the Government of India desired this Government to grow cinchona by the short-term Russian method for the rapid production of cinchona alkaloids. Under this method, the cinchona plants are close-planted at 2 or 3 feet apart compared with the normal 4-feet spacing. Seventy-five per cent of the plants so close-planted will be up-rooted in the third or fourth year of planting for extraction of alkaloids from the whole plant material for the Government of India and 25 per cent of the plants will be retained at normal spacings to grow to maturity for the Provincial Government.

The total area planted by the Russian method was 3,543.08 acres. This system of the short-term Russian method of cultivation was discontinued from the 1947 planting season.

The Cinchona Department is regarded as a commercial department and a separate balance sheet, profit and loss account, etc., are prepared every year. The capital expenditure incurred by the Government is treated as capital lent to the department and the interest on the capital is charged. The department has a depreciation fund of its own in the deposit section of the Government accounts. The annual allowance for depreciation of capital assets and the sale proceeds of unserviceable plant and machinery are credited to the fund as receipts. The depreciation fund is drawn upon only for renewals and replacements of old assets and not for addition or improvements, which are financed as new capital outlay. Research work for increasing the yield and quinine content of cinchona bark is being carried on by the vegetative propagation section. The future of cinchona plantations, depends to a large extent, on the success of the vegetative propagation section. A new method of root cuttings has been perfected.

The Committee visited the Naduvattam Plantations and the factory along with the Director and his officers and had a discussion with the Director. The price of quinine was very high during the war; production also reached a very high level, 1942-43 being the peak year of production. The price is likely to go down and there will be competition from outside. In view of this, the Government has to be very careful in committing themselves to additional expenditure on a large scale. As it is, the expenditure has increased very much. There has been, no doubt, a corresponding increase in the income also.

There are now four posts of Public Works Department Supervisors working under the Assistant Engineer. One of them is working in the Nilgiris and three in the Anamalais. One of the Supervisors working in the Anamalais can be retrenched, without affecting efficiency.

In addition to the Propagation Superintendent, Propagation Assistant and Technical Assistant, there is also a Breeding Assistant. Since breeding work can be done by the other three, the post of Breeding Assistant may be retrenched.

There are two men, in the Nilgiris factory, one Assistant Chemist and one Factory Overseer, who are being trained for the Anamalais factory, when it comes into existence. These posts will be retrenched from the Nilgiris factory, when they are taken away to the Anamalais factory.

There are now ten Head Overseers in charge of the Plantations. The Overseers are in charge of and are responsible for the breeding and maintenance work. The Head Overseers exist mainly to advise and to supervise their work. Over and above these Head Overseers, there are seven Assistant Superintendents of whom one (as already recommended by the Director) may be retrenched. The Committee is not impressed with the necessity of having both Head Overseers and Assistant Superintendents looking after the same work. In the Anamalais, it is said that there are new plantations of large sizes, where the Assistant Superintendent may not be able to supervise the work of the Overseers and the assistance of a Head Overseer may be necessary. The Committee is of opinion that ten Head Overseers to supervise the work of 22 Overseers seems, in any case, to be an extravagant arrangement, especially when there are Assistant Superintendents for supervision work. The Committee recommends that the number of Head Overseers may be reduced by 4 or 5, keeping only those that are necessary on account of the vast extent of the plantations or any other special considerations.

Office of the Director of Cinchona.—The staff in the Director's office, consisted of only two clerks in 1939; it has gone up to 15 at present. There is, no doubt, a large increase in the work of the department but the Committee considers that the increase in staff is really too large. The Committee is informed that the Director has proposed a further increase. In any case, there is no need for a further increase. The Committee also notes that there are eight upper division clerks and seven lower division clerks. There is no justification for having more upper division clerks than lower division clerks. Ordinarily, there need be two lower division clerks for every upper division clerk that is employed. The Committee understands that there are seven sections in the Director's office, of which three are under the Chief Accountant and four under the Personal Assistant. The Committee considers that five or at the most six upper division clerks are sufficient and the remaining clerks may be of the lower grade. It is contended that Ootacamund is an out-of-the-way place and it has not been found possible to recruit clerks on the lower scale. If the temporary establishment is made permanent, the above difficulty may not be felt.

The Director says that the work of check-measurement suffers on account of the fact that the check-measurement Overseer is utilized as a draughtsman. In view of the large increase in the work, it is desirable to relieve the Check-measurement Overseer of office work and to appoint a separate draughtsman in the office.

(17) LABOUR INCLUDING FACTORIES.

The Labour Department deals with—

(i) Labour, factories, workmen's compensation, maternity benefit, trade unions, wages, census, the payment of wages, industrial statistics, industrial disputes and welfare of labour;

(ii) Amelioration of the condition of the communities eligible for help by the Labour Department.

The Commissioner of Labour is the head of the Labour Department. He has a Personal Assistant to assist him in the work relating to eligible communities and an Assistant Commissioner of Labour to assist him in the work relating to Industrial Labour and the administration of the Workmen's Compensation Act, Weekly Holidays Act, etc. A post of Deputy Commissioner has recently been sanctioned. A staff of Factory Inspectors assist the Commissioner in the administration of the Factories Act, the Madras Maternity Benefit Act and the Payment of Wages Act. A staff of Labour Officers assist him in the settlement of labour disputes. If the disputes cannot be settled departmentally, they are referred for adjudication. There is also a Deputy Chief Inspector of Factories to assist him in the factories work. District Labour Officers are entrusted with the work relating to the amelioration of the conditions of eligible communities. They are appointed by the Collectors of districts.

The Commissioner of Labour attended the meeting of the Committee and discussed the working of his department. He has to do a lot of work of various categories with reference to labour problems. The importance of the work is being recognized and the administration of the various Acts passed by the Central and the Provincial Legislatures, including the Workmen's Compensation Act, will be of an onerous nature. In addition to this, he has to supervise the work of the Inspectors of Factories, collect statistics and look to the general improvement of the conditions of labour and bring about conciliation between labour and managements. The Committee considers that the coupling of Harijan Welfare work with labour work generally has not been to the advantage of either. The Draft Constitution for India provides for a Special Officer for looking after the interests of the Scheduled Castes and other minorities in the Centre as well as in the Provinces. The Committee recommends that a Special Officer should be appointed and all the work done by the Commissioner of Labour at present in relation to Harijan Welfare work may be transferred to him. The Committee is of opinion that the Officer for Harijan Welfare work need not be from the services, but should be a person who has sympathies with the aspirations of the Scheduled Castes and is well equipped to carry out all work relating to other eligible communities also.

Labour work is increasing enormously and the Committee does not think that it can, in consideration of the onerous work which will be thrown on the department by the several Acts, which have been and are to be passed by the Legislature and of the efficient working of the department, recommend any reduction in the establishment but the Committee would ask the Commissioner to adjust his staff, especially with reference to the collection of statistics and other matters. The post of Assistant Commissioner, which is now in existence, may profitably be raised to that of a Deputy Commissioner, so that the work in the Province may suitably be divided between two Deputy Commissioners.

Employment Exchanges.—The Committee has recommended elsewhere that there is no necessity for a separate Department of Resettlement and Employment and that the Co-operative Societies working under that department may be handed over to the Co-operative Department and the Land Colonization Schemes to the Revenue Department. The Employment Exchanges may be handed over to the Labour Department.

Amalgamation of Boilers' and Factories' Inspection Establishments.—The Chief Inspector of Boilers is the head of the Boiler Inspection Department. He is assisted by Inspectors of Steam Boilers stationed at Madras, Rajahmundry, Guntur, Bellary, Tiruchirappalli and Coimbatore. Their main duty is to inspect steam boilers, steam pipes and economisers. The Boiler Inspection Department is under the control of the Chief Engineer (Public Works Department).

The Commissioner of Labour is entrusted also with the administration of the Factories Act. There is a Deputy Chief Inspector of Factories to assist him in the factories work. Under him there are Inspectors of Factories and Assistant Inspectresses of Factories. At present the Boiler and Factories Departments are quite separate.

The Committee has discussed with the Chief Engineer and the Commissioner of Labour the possibility of placing the boiler inspection staff and the factories inspection staff under the same head. They have no objection to the proposal.

The Committee has also met the Deputy Chief Inspector of Factories and discussed with him the question of the amalgamation of the two departments for boiler inspection and factories inspection. He has also agreed with the Chief Engineer that the two

sections can be combined and placed under one chief. The Committee however considers that it may not be possible for all the Inspectors of Factories to do boiler inspection also in addition to their work but where the Inspectors of Factories have light work, they may be entrusted with the work of boiler inspection also. In that way, it will be possible to reduce the number of Inspectors of Boilers. The Committee finds that a large majority of the Inspectors of Factories are Mechanical Engineers and so there will be no difficulty in making suitable arrangements for posting Inspectors, to attend to both items of work. It will be of advantage, if the two sections are amalgamated, since the Inspectors of Factories can, in the course of their inspection, find out whether the recommendations made by the Boiler Inspector were carried out and also see to the conditions of the boilers, etc., along with other machinery. The Circle charges may be redistributed to the extent necessary to facilitate efficient working. This will result in the abolition of one Chief Inspector and probably two or three Boiler Inspectors. As regards scales of pay, the Committee is surprised to find that the pay attached to the post of Inspector of Factories is different from that attached to the post of Inspector of Boilers. The Committee considers that when the qualifications for the two sets of officers are about the same, there is no justification for any difference in pay. The Committee therefore recommends that the Boiler Inspector may be placed on the same scale of pay as the Inspector of Factories and form one cadre.

(18) FIRE SERVICE.

Before the Second World War, there was no organized Fire Service in the Presidency. Some municipalities were maintaining one combined water-supply and fire engine and the Corporation of Madras was maintaining a Fire Brigade. When the war situation deteriorated, a Fire Service was organized by the Government and in 1942, it was decided to reorganize the Madras Fire Service with reference to the peace-time requirements of the several municipal towns and to run the service as a Government department. Subsequently, taking advantage of the availability of a large quantity of modern fire-fighting equipment bought for civil defence purposes, it was decided to equip all the larger towns in the Province with a proper Fire Service. The duties of the Fire Service are not confined to the municipal limits but extend to the rural areas also.

The Committee has examined the question of the necessity for the maintenance of the Fire Service as a separate department and considered whether it might not be merged with the Police Department and fire-fighting made part of the duties of the Police Force, Reserve Police being also used for the purpose, if necessary, after giving them some training. The main objection put forward against the above proposal is that fire-fighting requires special training and that it cannot be added to the already arduous work of the Police Force. It is however pointed out that such a system is not without precedent and that till recently, the Police were responsible for fire-fighting in the United Kingdom and that in the United Provinces in this country, it is so even at present.

The Committee is of opinion that there is no justification for maintaining the Fire Services as a separate department and accordingly recommends that the Madras Fire Service may be merged with the Police Department, retaining only station officers and officers and subordinates of lower rank with a suitable reduction in their number. No central, regional or divisional officers are necessary. The District Superintendent of Police and his deputies may supervise the work of the Fire Service staff and the posts of District Fire Officers also may be abolished.

This will mean a saving not only in the abolition of supervisory staff but also in a major portion of the expenditure on the subordinate staff, as the required number of the Reserve Police can be trained to take the place of the subordinate staff which can be replaced. The Committee discussed the question with the Inspector-General of Police and he agreed to the amalgamation of the Madras Fire Services Department with the Police Department subject to details being worked out. (Vide also under "Police".)

Incidence of cost.—The Committee has also considered the question regarding the incidence of cost of the Fire Service Organization. As some municipalities and the Corporation of Madras were formerly maintaining, out of their funds, fire-fighting equipment, etc., it has been proposed that the local bodies should be asked to bear a portion of the expenditure on the Fire-fighting Service. The majority of municipalities with their poor finances may not be able to meet the expenditure. The Fire Services are intended not only for municipalities but also for rural areas. The Committee therefore recommends that, with a view to ensure the maximum fluidity of the available equipment and personnel, no contribution need be levied or recovered from the local bodies in respect of the expenditure incurred by the Government on the Fire Service Organization in the Province.

(19) PUBLIC WORKS INCLUDING HIGHWAYS AND ELECTRICITY.

The Public Works Department deals with—

- (a) Government buildings and major water-supply and drainage schemes and defence works;
- (b) irrigation, water-power and famine relief;
- (c) important roads and bridges;
- (d) provincial broadcasting;
- (e) control over the Boiler Department; and
- (f) control over the Sanitary Engineering Department.

There are two Chief Engineers in charge of the department, besides a Special Chief Engineer in charge of projects.

(i) *Buildings and Irrigation*.—The senior of the two Chief Engineers deals with the establishment in consultation with the other and controls the higher officers of the Public Works Department. The Chief Engineer (Buildings and Irrigation) controls the Boiler Inspection Department, the Sanitary Engineering Department, the Provincial Broadcasting Department, the Consulting Architect and the municipal engineering establishment, including Municipal Engineers.

The Superintending Engineer is in charge of a circle which consists of two or more districts. He is responsible to the Chief Engineer for administration and general professional control over departmental works. The Executive Engineer is generally in charge of a district. He is responsible for the execution and management of all departmental works in his area and for the correct maintenance of accounts. The Subdivisional Officer is in charge of a portion of a district and is responsible to the Executive Engineer for works in his area. Supervisors and overseers are in charge of one or two taluks or of an important work, such as an irrigation canal.

(ii) *Highways*.—The Highways Department was formed on 1st April 1946. The Chief Engineer of the Highways Department is in charge of all important roads and bridges in the Province and is under the administrative control of the Government in the Public Works Department. The less important roads which are left in charge of the district boards and other works of the district boards and the panchayat boards under them are attended to by the Highways Department under the administrative control of the district boards concerned. The Superintending Engineer is in charge of each circle consisting of four or more districts. He is responsible for administrative and general professional control over departmental works. The Divisional Engineer is generally in charge of a division. The Subdivisional Officer or the Assistant Engineer is in charge of a portion of a district and is responsible to the Divisional Engineer for works in his area. Supervisors and overseers are in charge of taluks or portions of taluks or of an important work.

(iii) *Projects*.—A Special Chief Engineer has been appointed temporarily to deal with the Tungabhadra and Ramapadasagar Projects.

The two permanent Chief Engineers met the Committee and explained the working of their departments and also discussed the following:—

(a) *Amalgamation of the Public Works and the Highways Departments*.—In view of the increasing importance and volume of irrigation works and the technical work involved in their maintenance and construction and also in view of the fact that the irrigation works are widely distributed, the Chief Engineers were of the view that such an amalgamation was not desirable. The Committee agrees with the Chief Engineers that the two departments of Public Works and Roads may be kept separate.

(b) *The need for the Superintending Engineers in the two Departments*.—The Superintending Engineer in charge of Irrigation and Building Works has to do the technical examination of the proposals and also has to see, from time to time, to the technical aspects of the work that is being done. It has been explained to the Committee that the Superintending Engineer is now the final authority in the matter of the schedule of rates and that in the Public Works Department, a major spending department, unless adequate control is exercised in this regard by an officer of the rank of Superintending Engineer with local knowledge, waste is likely to occur. The Committee agrees with the Chief Engineer (Buildings and Irrigation) that the Superintending Engineers, seven in number, who are now doing irrigation work should not be reduced.

As regards Highways, all the estimates are prepared by the Divisional Engineers and they have power of technical sanction up to Rs 25,000 for capital works and unlimited power of sanction for maintenance works. The Superintending Engineers have powers of technical sanction up to a lakh of rupees for capital works. In addition to sanctioning these estimates, the Superintending Engineers are said to be inspecting officers who, in virtue of their local knowledge and experience, are in a position both to keep down the amounts of the estimates, thus avoiding extravagant expenditure and to guide

the local officers in the proper methods of execution of works. The Committee is of opinion that the work of the Superintending Engineers for Highways is not so technical as in the Irrigation Department except in the case of bridges. The Committee considers that in the case of Highways, the posts of regional Superintending Engineers are unnecessary but that the post of Superintending Engineer for Bridges may be retained. For inspection of roads, scrutiny of estimates, etc., the Committee recommends that the Chief Engineer may be given the help of two Superintending Engineers at headquarters, one of whom may be in charge of the Andhra districts and the other in charge of the other districts. The Divisional Engineers are senior officers of the grade of District Board Engineers and the supervision and control necessary in their case, can be easily provided through the Superintending Engineers at headquarters.

Irrigation works.—One of the terms of reference to the Committee is the amendment of the relevant rules, so as to expedite the procedure for the investigation and the preparation of estimates for major irrigation works.

The existing rules and instructions provide for the close collaboration of the officers of the Public Works Department with those of the Revenue and Agricultural Departments, both at the stage of preliminary and detailed investigation of Irrigation Projects. According to the Public Works Department Code, the report on the preliminary investigation should include a preliminary financial forecast and an estimate of the rate of water-cess, which will have to be charged in order to make the project remunerative, provision being made for the acquisition of land and excavation of channels at the cost of the Government. In the matter of Irrigation schemes, delays mostly occur during the period of investigation, preparation of plans and estimates and sanction. The schemes have to be sent to the Board of Revenue, Public Works Department, Finance and Development Departments, etc., Standing Finance Committee, Cabinet and the Legislature before sanction could be given.

With a view to minimize the delays during the period of investigation, it has been proposed that a good deal of the investigation on the revenue side should go side by side with the investigation on the engineering side and that if this is not practicable, pressure should be applied for speedy disposal on the district staff, the Chief Engineer, at the time of technical investigation, and the Board of Revenue, at the time of the revenue investigation.

These proposals have been referred to the Board of Revenue and the Chief Engineer (Irrigation) and their remarks have not been received.

The Hon'ble Minister for Public Works, who met the Committee, has stated that he convenes conferences of all the Chief Engineers monthly and discusses with them the progress of various Irrigation, Grow More Food Schemes, etc., and that he is taking the necessary steps to expedite the execution of Irrigation schemes. He has stated that the delays in the matter of execution of Irrigation and other Schemes will thereby be minimized.

The Committee discussed this question with the Secretary to Government Revenue Department, Secretary to Government, Public Works Department, Joint Secretary, Board of Revenue and the Superintending Engineer, Madras Circle. At the present moment all schemes are investigated in the districts by the Executive Engineer and information as regards survey numbers and other revenue matters is obtained from the Collector's office. In some cases, the Collector's opinion with reference to the schemes is also obtained by the Executive Engineer. Then the proposals are sent up to the Chief Engineer who finalizes them. This finalized scheme is sent to the Board of Revenue and the Board of Revenue wherever it thinks fit, obtains further information from the Collector and sends its views to the Government. The delay is caused mainly by each investigation being unrelated to others, with the result that one has to follow the other. If for instance, when the Executive Engineer makes his enquiries after coming to the conclusion that a scheme is worth investigating, he intimates the fact to the Collector and the Collector simultaneously makes also the revenue investigation and consults public opinion, etc., a large amount of delay can be saved. Ordinarily the Executive Engineer has the power of according technical sanction to estimates up to Rs 10,000. The Committee has recommended that this power should be raised to Rs 20,000. The Committee considers that, so far as schemes costing less than Rs 20,000 are concerned, the Executive Engineer and the Collector should be in a position to finalize them. When more than Rs 20,000 is involved, the Executive Engineer may start the investigation and ask the Collector to hold an investigation simultaneously with reference to the other matters and a combined report may be sent to the Chief Engineer in the case of schemes costing up to Rs 1,00,000; this may be finalized by the Chief Engineer and sent to the Government without a reference to the Board of Revenue. When the amount involved is more than Rs 1,00,000, the scheme may pass through the Board and the Board's function will only be to go into the financial aspect and any other matter brought to its notice by the Collector. It need not have any say on the technical aspect of the matter. The Government may be able to pass final orders when the Board

sends up the case to them. This is a matter in which some delay is bound to occur for various reasons. The Committee considers that the adoption of the method recommended above may cut out most of the delay which is now occurring. Expedition will always be a matter of personal equation and supervision and the question of how soon a matter can be completed will depend on the officers concerned.

The Committee has separately recommended that the Boiler and Factory Inspection sections may be combined and placed under one Chief, that the Minor Irrigation works may be transferred from the Revenue to the Public Works Department and that a separate Public Health Engineering Service may be constituted for the execution of water-supply and drainage schemes.

Electricity Department.—There is a Chief Engineer in charge of this Department with two General Superintendents, one for Operating Systems and another for Power Development. In addition to this there is a Consulting Engineer. At a time when the Department started, there was need for an experienced Engineer but now that the Department has gained experience and they have been responsible for constructing large schemes of electricity, there is no need to continue the services of a Consulting Engineer. The Committee is informed that the contract with the Consulting Engineer has expired or will expire shortly. The contract need not be renewed.

(20) STATIONERY AND PRINTING.

The Collector of Madras, who is the Superintendent of Stationery, is the Adviser to Government on all matters connected with stationery and the Controller for the expenditure relating to the purchases of stationery. He is assisted by an Assistant Superintendent of Stamps and Stationery, in direct charge of the office.

This department arranges for the purchase, stocking and distribution of stationery articles required by all Government offices.

The Government Press is intended to do all the printing work of the Government offices. The Press is also responsible for printing and supplying all the various kinds of forms required for use in Government offices. This work is done at the press at Mint Buildings and at the branch press at the Penitentiary. A small press is also maintained at the High Court for printing the daily cause lists. The Superintendent of the Government Press is in entire charge of the Press and is responsible for its efficient and economical working and for all monetary transactions. He is assisted in his work by a Senior Deputy Superintendent, a Junior Deputy Superintendent, four Assistant Superintendents, one Personal Assistant and an Engineer. The work in the press has increased considerably since 1939. The total cost of printing and binding work done at the press, including the cost of paper, has increased from Rs 17 lakhs in 1939-40 to Rs 30 lakhs in 1946-47.

Such of the work as cannot be done at the Government Press is got done at private presses. The expenditure on this account rose from Rs 4 lakhs in 1939-40 to Rs 11 lakhs in 1946-47.

The Superintendent, Government Press, met the Committee and discussed matters relating to the reorganization of the Government Press.

Printing in private presses.—The Committee is surprised that, when there is a large Press working under the Government, as much as Rs 11 lakhs are paid to private presses for printing work and that only Rs 30 lakhs worth of printing (including the cost of paper) is done in the Government Press. The Superintendent, Government Press, says that, if there is a printing press, either in the old press buildings in Mount Road or somewhere closeby, he will be in a position to take up most of the work that is now being done by private presses. Various suggestions have been made to reduce the work in the Government Press. The Committee does not consider that they should be followed. Since the Government is maintaining a big press, they should not fight shy of enlarging it and taking up all the Government work. Works like the printing of electoral rolls, which are not of a recurring character, may continue to be printed in private presses but all ordinary work ought to be done in the Government Press. The Superintendent, Government Press, says that some small machinery may be necessary, as much of the work of this sort will have to be done by small machines and hand-composing will have to be resorted to. This additional outlay will not be much, considering the amount of expenditure incurred in getting the work done in private presses. Even otherwise, the Superintendent, Government Press, insists on having a branch of the press somewhere near the Secretariat and other offices. The press in the Penitentiary cannot be used for this purpose, as the prisoners available are short-term prisoners, who cannot be employed for efficient work. All that they can do are small items of printing work; by the time they learn to do better work, they have to leave the Penitentiary.

Staff.—The Committee considers that some retrenchment is possible in the gazetted staff of the Press. If the proposal to have a branch press is accepted, one of the officers will have to take charge of the branch press, and there will be no room for retrenchment. Otherwise, the Committee recommends that one of the officers, viz., a Deputy Superintendent, may be retrenched.

Printing of forms.—There is a wide complaint that there are too many returns prescribed and forms printed. Much of the time of officers is taken in preparing these returns, and sending them by the prescribed time. The Committee's attention has also been drawn to the delay in sending these returns and the correspondence entailed thereby. Delay is also caused by officers waiting for these returns. The Sub-Committee which visited the Government Press has observed that a very large number of forms is being printed with reference to almost every department. There is a lot of waste of paper and printing when these forms are printed in large numbers and, as will be the case, many of them will be wasted. The Committee therefore recommends that the departments may be asked to examine the necessity for the several returns prescribed and to minimise them as much as possible. The Government may also consider whether so many forms are really necessary, whether some of them cannot be eliminated and others revised, so as to effect economy.

Amalgamation of the Stationery Office with the Government Press.—At present, the Assistant Superintendent of Stationery attached to the Madras Collector's Office is purchasing the paper and other stationery required by the Government Departments in Madras and in the mufassal and the quantity of paper required by the Government Press is sent from the Stationery Office. From the figures furnished, the Committee sees that about 60 per cent of the paper purchased is consumed in the Government Press. There is a double establishment, one under the Collector and Superintendent of Stationery and another in the Press for storing this stock, for issuing, etc. In addition to what is supplied by the Superintendent of Stationery, the Superintendent, Government Press, also purchases paper when required. An Assistant of the Superintendent is now working under the Collector and Superintendent of Stationery as Assistant Superintendent of Stationery. There are two different godowns, two different offices with establishment, etc. The Committee considers that it will be economical and more convenient, if the two offices are amalgamated and all the paper and stationery are stored and dealt with by the Superintendent, Government Press, himself. One objection raised with reference to this is that the Superintendent, Government Press, is the largest consumer and so he should not also be the purchaser. There is not much weight in this, since he is already making purchases of paper independently. But even so, it will not be difficult for the Government to call for tenders once a year for the total requirements and have the purchases settled in the Secretariat itself on the advice of the Superintendent, Government Press, or any other competent persons. When they once accept the tender, the receipt of the goods, according to the tender, may be left to the Superintendent, Government Press. This arrangement will save the transit of paper, etc., first to the Collector's office godown and from there to the Press and, at times, back to the Collector's office to be packed and sent to the mufassal. All the packing and despatching can be done in the Government Press itself and all the expenditure on this account in the Collector's Office avoided, as the Press has already got a staff for packing, despatching, etc., and the establishment dealing with stationery in the Collector's Office may be retrenched.

(21) RURAL DEVELOPMENT.

It is an accepted fact that village economy is the backbone of the country's life. This work has however been neglected in the past. In view of this and the present serious food situation, the Government sanctioned a scheme of rural reconstruction in the Province. One firka or centre in each revenue district has been selected for the present and the work of reconstruction is taken up on an intensive scale in these selected firkas or centres. The intention of the Government is to make each selected firka or centre self-sufficient in food, clothing and the other necessities of life. It is also proposed to revive or develop village industries and to foster the khadi scheme in these areas. In order that the activities of the various firkas or centres may be co-ordinated and be arranged according to a set plan, the Government constituted a separate department called the "Firka Development Department" to be in administrative charge of these developmental activities and to work under the direct control of the Hon'ble the Premier. The activities of the various firkas have been integrated into a Provincial Plan prepared by the Provincial Firka Development Board. The activities in the various firkas and centres fall under the following categories:—

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| (i) Agriculture and village industries, | (iv) Village organization, and |
| (ii) Sanitation, health and housing, | (v) Village culture. |
| (iii) Village education, | |

The Collector of the district has been placed in direct charge and is primarily responsible for the successful working of the Rural Reconstruction Scheme in his district. Each selected firka is in charge of a Firka Development Officer, and under him, there are Village Development Officers, with subordinate staff, one for each of the four or five groups into which each firka or centre has been divided.

A Provincial Firka Development Officer of the status of the head of a department has been appointed to be in direct provincial charge of the Government Scheme for Rural Reconstruction, Khadi and Cottage Industries. He is generally concerned with the technical aspect of the scheme and is responsible for its proper co-ordination and execution. The Provincial Firka Development Officer is at present assisted by Regional Firka Development officers on the executive side. In order to obtain tangible and immediate results, the Government have given first preference for improvements under communications and rural water-supply. They have undertaken to dig more drinking water wells in the selected firkas and centres.

The Government have also decided that high priority should be given to the supply of electricity to the firkas and centres selected for intensive rural reconstruction works. It is also proposed to build up a model agricultural village in every district under the scheme to accelerate the pace of adoption of improved agricultural methods.

In order to give effect to their proposals in regard to Rural Reconstruction Schemes, the Government have constituted a special fund and have transferred a sum of Rs 4 crores to this fund from the Revenue Account. Out of this sum of Rs 4 crores, one crore has been set apart for Harijan Uplift and the remaining 3 crores of rupees are being used for financing general schemes of Rural Reconstruction, including the scheme of khadi production and cottage industries. As and when specific schemes of rural uplift are ready, the sums of money necessary for implementing them are being drawn from this fund and the unspent balance will be available for expenditure in future years.

Cottage Industries.—No plan for the development of cottage industries on a province-wide basis has as yet been formulated. The artisans in the province are found to be working on old and crude lines and their efficiency is largely inherited and not cultivated. Any scheme for improving their skill so that they may use up-to-date methods has to reckon with the following, viz., want of capital, indebtedness, stiff competition from machine-made articles, and lack of patronage from the public. In December 1946, the Government took on hand a scheme to develop cottage industries in 25 places and to implement their programme of rural reconstruction, so that village economy may be rebuilt on a self-sufficient basis.

The intention of the Government, at present, is to concentrate on the following six basic industries, viz. :—

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| (i) Blacksmithy, | (iv) Tanning, |
| (ii) Woodwork, | (v) Leather goods manufacture, and |
| (iii) Pottery, | (vi) Sheet metal work and lightmetal casting. |

As the demand for these products will be universal, it is felt that these industries can ultimately be developed on intensive lines on a province-wide basis. Government are also opening a training centre on the East Coast in Vizagapatam district (Uddanam tract) to instruct members of the fishermen community in improved methods of coir manufacture. The Government are also running a training centre at Kalahasti in Chittoor district to give instruction in the art of manufacturing glass bangles and beads and a pottery training centre at Rajahmundry in East Godavari district.

The Committee has already made its recommendations in this regard while dealing with the Industries Department.

Intensive Khadi Scheme.—The Government have taken on hand the development of khadi as an integral part of the comprehensive plan to make villages in the Province, as far as possible, self-sufficient working units from the end of December 1946. According to this scheme, every family is to be equipped with one charka and the spinners are to be encouraged to get the yarn spun by them, woven into cloth for the consumption of the family. All surplus yarn, not utilized for the spinners' families, is to be purchased by the Government, got woven into cloth and made available to persons residing in the centre, at a price representing the cost of production plus overhead charges. There are now seven centres. The existing strength of officers works out at the rate of 7 per centre. The number of other officers, managers, etc., also seems to be very large. The need for so many officers, managers and assistants, may be examined and the number cut down to the absolute minimum necessary.

Government have decided that khadi should be used for all State purposes. They have directed that all officers of the Government and the Police, Jail, Medical and other

departments who have been enjoined to use uniforms should use khadi for the purpose. Steps are being taken to augment the production of khadi to meet the demands of the various consuming departments.

Ameliorative work—Prohibition Department.—Consequent on the introduction of Prohibition throughout the Province, the Government have sanctioned various ameliorative measures for ex-addicts, like the opening of games societies, organizing picture shows, folk songs, appointment of ballad singers, photographers, etc.

The Committee has, in consultation with the Commissioner of Excise, the Deputy Registrar of Co-operative Societies, the Joint Registrar of Co-operative Societies (Prohibition) and the Director of Industries and Commerce, examined in detail the question of the Rural Development Activities in the Province and also that of the ameliorative work done by the Prohibition Department.

The Committee is of opinion that Co-operative Societies should be formed for cottage industries to help toddy-drawers and others released from work on account of the introduction of Prohibition. The chief industry now being started for the help of these persons is the making of jaggery from cocoanut or palm sweet-toddy. It may be possible also to have other cottage industries like coir manufacture, etc. The work of organizing and supervising these cottage industries societies may be entrusted to the staff provided for cottage industries, including Handloom Weavers' Societies. The Committee has recommended that a separate Director for Cottage Industries should be appointed and he may very well take up the organization and supervision of these societies also. The Committee does not consider that any additional field staff is necessary for this purpose, apart from the staff that may be sanctioned for other co-operative cottage industries. If this is accepted, the Deputy Commissioner of Prohibition, the Special Development Officers and Assistant Development Officers will be unnecessary.

The Committee considers that full benefit is not reaped for the money spent for recreational purposes. These are not confined to the ex-addicts or those thrown out of employment on account of the introduction of Prohibition. From what the Committee has been able to see, the Rural Recreation Officers, village guides and ballad singers have not been of much material use. The expenditure on this establishment at a time of stringency in the provincial finances does not seem to be justified. If these posts are abolished, the posts of Chief Physical Instructors and Assistant Physical Instructors will also have to be abolished. The Committee recommends that the staff in the office of the Joint Registrar of Co-operative Societies for Cottage Industries may be retained under the proposed Director of Cottage Industries. It also recommends the continuance of the propaganda work through propaganda vans and cinema shows. The staff necessary for this purpose might be retained along with the composers of songs and the photographer. The Senior Inspectors and the Junior Inspectors working in the ameliorative departments might be retained for propaganda purposes, and for organizing better living and recreational activities through existing and new co-operative societies. They should be utilized only for propaganda purposes and not for office work.

Rural development.—The Committee has no remarks to offer on the Secretariat and the Headquarters Staff sanctioned for the above purpose, which seems to be devised on an economical scale, but the Committee feels that the mufassal staff has been planned on a very wide basis, especially, the strength of Firka Development Officers, which works out to six officers for each firka. This seems to be excessive. Work may be started with two officers per firka and additional officers may be appointed, if necessary, later on. The number of peons provided also seems to be very large. The Committee presumes that the Rural Recreational Officers and ballad singers are intended to move from area to area to train people and are not expected to be permanently working in any area. With reference to those working under the Board of Revenue and Excise Department for Prohibition work, the Committee has already expressed its views. In the light of these remarks, the staff of Rural Recreational Officers and ballad singers entertained for Firka and Village Development work may be retrenched.

The Committee has examined the various items of work done for Rural Development. They are dispersed over several departments, mainly Industries, Co-operation, Prohibition, Ameliorative work, Rural Development work, Firka Development, Village Industries and Weavers' Societies, etc. Very large sums are allotted for these works and separate establishments under each department are employed. There is a lot of overlapping and the rivalry between the departments has also stood at times against satisfactory progress being made. In view of the fact that rural development is to play a very large part in the activities of Government in the Province, it is necessary that the work should be organized with a view to attain both efficiency and economy. The Committee is of opinion

that all rural development work should be brought together within one department and unified efforts should be made for the rapid development of the rural areas in both social and economic spheres. The large body of staff that is now working in the several departments mentioned above can all be brought together and organized for the rural work as stated above.

The Committee is of opinion that if this proposal is accepted, there will be a saving of at least 50 per cent in the establishment in several departments now engaged on the work and other recurring expenditure and also that the work will be done more efficiently.

The Committee suggests that a Ministry of Rural Development may be constituted with a Secretary and Director (or Commissioner or Registrar) with two or three assistants to be in special charge of technical work and one set of District Officers to organize, supervise, and conduct the field work.

IV. WAR TIME DEPARTMENTS.

(1) DIRECTOR OF RESETTLEMENT AND EMPLOYMENT.

The Government of India, in pursuance of its policy to set up a co-ordinated organization to deal with the resettlement and employment of demobilized personnel of the Defence Services and discharged war workers, have opened a Regional Exchange in Madras and nine Sub-Regional Exchanges in various parts of the Presidency. The Provincial Government bear 40 per cent of the expenditure and the balance is borne by the Government of India.

Some schemes for starting colonies on land and co-operative societies for demobilized personnel have been planned or started. The entire expenditure in respect of these is borne by the Provincial Government. The Government themselves are replacing Deputy Collectors and Tahsildars in charge of this work by Deputy Tahsildars with a view to reduce expenditure.

The Committee is of opinion that the work remaining to be done does not justify the maintenance of a separate department with a large staff and that the co-operative societies may be handed over to the Co-operative Department, the land colonies to the Revenue Department and the work relating to the Employment Exchanges to the Labour Department. Any other work connected with the settlement of ex-soldiers may be done by the Collectors of the districts, with some temporary additional staff in their offices, if necessary.

(2) MOTOR SPIRIT RATIONING AND CONTROL OF MOTOR TRANSPORT.

Petrol rationing was introduced in August 1941 as a result of conditions created by the War. Though the War is now over, it has been found necessary to continue petrol rationing owing to the world shortage of petrol and the difficulty of movement to supply centres. The rationing will have to be continued till the supply position improves.

Area Rationing Officers and staff are employed in the city and the mufassal to issue basic and supplementary coupons and to regulate the supplies equitably.

Control of motor transport was introduced in this Province on the decision of the Government of India to control the prices of motor cars, motor cycles, etc. The Government of India have since removed the control but it is being continued by the Madras Government with some modifications, except in the case of motor cycles. A special staff is engaged in working the control both in the city and in the mufassal.

The duties of the Provincial Petrol Rationing Officer and the Provincial Motor Transport Controller at Madras are at present combined in one officer but the two offices are kept separate. The Committee recommends that the two offices may be combined and possible reduction in the staff effected. Similarly in the mufassal, the posts of Area Rationing Officer and the Regional Transport Officer may be combined in one officer and their offices also amalgamated. On account of the large jurisdiction of the offices after amalgamation, it may be necessary to increase the number of officers to some extent but even so, there will be a reduction in the combined strength of officers and staff, which will result in some saving.

In the Transport Department, it will be an advantage if the Regional Transport Officers to whom appeals are taken from the orders of the Motor Vehicles Inspectors, have some knowledge of the technical matters involved.

(3) SPECIAL OFFICER FOR TRAINING CLERKS AND VILLAGE OFFICERS.

With a view to train candidates selected by the Madras Public Service Commission for clerks' posts in various offices in the special knowledge required by clerks in Government offices such as noting, drafting, maintenance of accounts, etc., a scheme for training clerks was formulated in 1944-45 and four training schools were established in this Province. The period of training is three months and the candidates are paid Rs 30 per mensem as subsistence allowance.

The Committee considers that as this system has been working for some time and as a large number of clerks would have been trained by now and absorbed in the services, the further continuance of the training course is not necessary and that the scheme may be abolished.

(4) WOMEN'S WELFARE DEPARTMENT.

The Department of Women's Welfare was first started in 1941 as a voluntary organization with the object of educating the women of this Province in air raid precautionary measures; its name then was the Women's A.R.P. Corps. On the termination of the Civil Defence Schemes, the Corps was retained by the Government in order to undertake the work of social and civic uplift among women in the Province and the name of the Corps was changed into the Department of Women's Welfare.

The work of the department is carried on with the co-operation and guidance of experienced and distinguished social workers. The general control of the activities of the Department of Women's Welfare is vested in a Provincial Executive Committee of which Her Excellency Lady Nye is the President. Though the organization is mainly voluntary in character, a paid staff consisting of a Commandant and nine staff officers is employed on the work. Each branch started in the mufassal has two paid Instructresses trained in the subjects they are expected to teach. The department is also publishing a journal.

The Women Welfare Officer met the Committee and had a discussion about the work that is being done and the scheme of expansion that is under contemplation. She has stated that the central organization will organize welfare work throughout the Province with institutes for training.

The Committee considers that a central organization, which has to organize welfare work throughout the Province on a wide scale is too ambitious for a beginning; a training institute may be worked in the City as a beginning, with 50 destitute women as proposed and it may be extended to 100 in the next year. The present scheme with regard to training may be worked out in the training centre. In addition to it, cottage industries may be taught to women in the City with the help of two organizers and six instructresses. There are already seven cottage industries societies working in the City for women and there is a Women Organization Officer and 3 Instructresses, working in the Co-operative Department in these societies. They may be brought under this new scheme.

The journal may be continued on the present lines for propaganda and educational purposes. The necessary expenditure for these activities may be provided for. Any other work which the officer can get done on a voluntary basis by those who will co-operate may be undertaken, without any additional expenditure. It may be possible to get enthusiastic workers for specific services. Work in the mufassal need not be undertaken until the results of the work in the City are known, but assistance may be rendered to mufassal efforts, if local associations come into existence and undertake social service work. If this scheme is accepted only the following staff will be required :—

Women Welfare Officer	..	..	1	
Assistants	..	..	2	(one of them will be the Officer now working in the Co-operative Department. The present assistant will be merged in this).
Manager (upper division clerk)	..	..	1	
Clerks (lower division)	..	..	2	
Typist	..	..	1	
Attender	..	..	1	
Peons	..	..	4	
Instructresses	..	..	6	(including the 3 now employed by the Co-operative Societies).

In addition, a sum of Rs 2,500 a year may be provided for contingencies, etc. Fifty girls may be trained in the first year. The trainees may be given a stipend of Rs 18 per mensem during the period of training. Two instructresses on Rs 45-90 each (Secondary Grade trained teachers) may be appointed.

Journal.—A sub-editor on Rs 100 and two lower division clerks may be employed for this purpose.

Propaganda van staff.—This will not be necessary.

General.—If cottage industries societies for women are going to be started in the mufassal, the supervision of these societies may also be vested in the Women Welfare Officer. The Department of Women's Welfare will have to be continued independently, under the Committee now working. It is not desirable to place it under some other department until an organization on a wider scale is undertaken.

(5) THE CIVIL SUPPLIES AND FOOD DEPARTMENTS.

The Civil Supplies Department.

This is one of the biggest departments that have come into existence during the war. To meet the food scarcity during the initial years of the war, the Government of India

introduced its first measure of control in the form of the Foodgrains Control Order, 1942. In the same year, the Madras Government also assumed the responsibility for the equitable distribution of essential foodgrains in this Province. The entire organization of the Civil Supplies Department has been built up from the year 1942 by a process of trial and error and according to the local needs. The more important functions of the Civil Supplies Department are procurement, distribution and control of prices of foodgrains, pulses, sugar and firewood.

The expenditure on this department grew from Rs 1.25 lakhs in 1942-43 to Rs 117.90 lakhs in 1946-47 (revised estimate) and to Rs 102.26 lakhs in 1947-48 (budget estimate).

The question of effecting economies in the Civil Supplies Department has been discussed by the Committee with the Commissioner of Civil Supplies and his Secretary. The Committee is of the view that, under the present policy of gradual decontrol of foodgrains, the offices of the Commissioner of Civil Supplies and the Secretary to Government in the Food Department can be amalgamated and considerable savings effected by reducing a large part of the establishment in these two offices. The Committee finds that in most of the provinces the two offices are combined in one person. The Committee is also of the opinion that the number of Deputy Commissioners may be reduced to two. As regards the staff to be retained in the mufassal, the Committee recommends that one District Supply Officer for each district and one Rationing Officer for each rationed area should be sufficient and that any work which they are unable to do may be got done through the ordinary revenue agency of Deputy Collectors and Tahsildars.

The Committee draws the special attention of the Government to the large staff employed in the Department of Civil Supplies. An expenditure of about Rs 8½ lakhs was incurred in that Department per month until 31st December 1947. At present, the expenditure remains at Rs 5½ lakhs per month. The Committee is not satisfied that all that is possible has been retrenched. The Committee is told that, by the end of September 1948, most of the staff will be disbanded. Even so, the Secretary, Food Department, and the Commissioner of Civil Supplies may be asked to scrutinize the need for continuing the large establishment even for that limited time.

Milk factory.—During the war period, scarcity of milk in the City was very keenly felt. The average daily consumption of milk during the pre-war period was estimated at 50,000 measures, while during the war period, it rose up to nearly 100,000 measures on account of the increase in the population. The needs of the catering establishments became very great on account of the large floating population, both military personnel and civil, as a result of which they purchased all the milk, coming into the City from the neighbouring villages. It was decided in January 1945 that it would help the public to some extent if the reconstitution of milk from skimmed milk powder was undertaken by the Government as was being done by the Army in Ceylon. Messrs. Binny and Company, Limited, were then put in charge of the erection of the required plant at cost price plus 7½ per cent commission. The factory was started on 16th January 1947. It is capable of producing about 3,000 measures of milk per day. At present, however, only about 1,200 measures are produced.

The Government Milk Factory is situated in one of the rice godowns belonging to the Government at Teynampet. The cost of the existing machinery, van, etc., comes to about Rs 3,00,000 excluding the cost of the site and building. The milk is at present distributed to the public through the agency of the Triplicane Urban Co-operative Society and also sold at the factory counter.

The State Hospitals in the City have been asked to take 50 per cent of their total milk requirements as reconstituted milk. The total daily supply to the hospitals comes to about 875 measures.

The Committee had a discussion about the working of the Milk Factory with the Deputy Commissioner (General), Civil Supplies, the Assistant Secretary, Civil Supplies, and the Manager of the Factory. The Committee wanted to know the capital outlay on the factory up to date but the information was not available. Last year's balance sheet was shown to the Committee. It does not contain any statement of assets and liabilities. In the profit and loss account, no provision is made for depreciation. The Factory is said to have worked at a considerable loss last year. The loss shown is about Rs 9,000. The Committee is surprised at the way in which the accounts of this state trading concern are kept. The audit does not seem to be satisfactory from any standpoint. The Committee considers that the system of accounts maintained is very unsatisfactory. All business concerns of the Government ought to be treated in the same way as business concerns elsewhere and dealt with and audited in the same way as private commercial undertakings.

There does not seem to be any agreement with Messrs. Binny and Company who are said to be supplying the machinery. There is also no estimate or specifications of the machinery that was to be supplied by them. Details of machinery already supplied and its

cost are not also available. Now that the Government is undertaking various business activities and nationalized concerns, they should insist upon the maintenance of proper accounts, audit and business methods of correspondence, contracts, etc.

It has been stated that for the last six months, the factory has been earning a profit. In the accounts shown to the Committee, an item appears as 'unsold milk' under 'Receipts'. It was explained that the unsold milk was sold the next day and credited in the accounts; but it was not treated as a separate item nor is the value taken as stock on hand for the next day. If this milk was sold, credit would be taken for it twice. This is wrong accounting. This cost of unsold milk will have to be deducted in the receipts of milk sold in the next month as it forms part of the receipts for milk sold in the previous month. So, all these items of milk unsold will have to be deducted from the profit shown. Even so, it is stated that the factory has made a profit.

The Committee examined whether there was a need for a factory like this; and, if so, whether it might be continued without loss to the Government.

Out of the milk produced every day, 875 measures are supplied to the State Hospitals, 60 measures to the Penitentiary and 70 measures to other institutions. What is sold to the public through the Triplicane Urban Co-operative Society and at the factory counter is only 135 measures. The Surgeon-General has reported that the reconstituted milk is not popular in the hospitals and that most of the Superintendents of the hospitals are not willing to take the full 50 per cent quota. The Superintendent, Government General Hospital, has stated that the patients find the taste and flavour of the reconstituted milk very unpalatable and many patients have refused to drink it and much of it has been wasted. In the face of this, it cannot be taken that the hospitals to which the reconstituted milk is supplied, want it. They are taking what they do, only on account of compulsion created by the orders of the Government. Even of that milk, some portion is said to be wasted. The demand from the outside public on a voluntary basis amounts only to about 135 measures out of about 1,200 measures produced every day. The Triplicane Urban Co-operative Society does not want more milk. This clearly shows that there is no public demand for the reconstituted milk. It is for the Government to consider whether they should continue this factory and force patients in the General Hospital and the prisoners in the Penitentiary to subsist on this reconstituted milk.

As regards profits, on the present basis of supply to the State Hospitals and the Penitentiary and other Government institutions, the factory is making a profit. The Deputy Commissioner is not sure whether, if these Government institutions are not prepared to take the milk, he will be able to find a sale for it.

In the face of these facts, the Committee recommends that the milk powder purchased and held in stock should be utilized as early as possible and that the scheme of milk production and the milk factory should be wound up. It is understood that the machinery in the milk factory consists mainly of a refrigeration plant, boilers, mixing vats, etc., for which there will be a demand in the open market; the Government will not therefore lose very much by closing down the factory and selling the machinery. The machinery may also be used if necessary and suitable for cold storage purposes.

The Food Department.

In 1946, a part of the staff of the Civil Supplies Section of the Board of Revenue was constituted into a separate department of the Secretariat, called the Food Department to facilitate the expeditious disposal of matters relating to rationing of food supplies, control and other connected questions. The annual expenditure on this department is about Rs 1.04 lakhs.

The Committee considers that, under the present policy of gradual decontrol, the Food Department may be combined with the Civil Supplies Department, as it was before 1946 and the staff also considerably reduced.

V. SERVICE CONDITIONS.

(1) SPECIAL PAY.

Special pay is an addition to the emoluments of a post or of a Government servant given in consideration of (1) the specially arduous nature of the duties involved in the post, or (2) a specific addition to the work or responsibility in the post, or (3) the unhealthiness of the locality or other adverse conditions under which the normal duties of the post have to be performed. Generally a common scale of pay is fixed for a group of posts, which have similar duties to be performed. For holding very responsible posts included in such a group, or for serving in localities declared to be unhealthy, officers are given extra pay as special pay in addition to their basic pay. This system of granting of special pays is intended to obviate the fixation of different scales of pay for such posts within a group or category. On the recommendation of the Retrenchment Committee of 1931-32, the Government laid down certain criteria for the grant of these three classes of special pays. With reference to these criteria, the special pays in force in 1931-32 were examined by Government and some were abolished, while drastic reductions both in the number and the amounts were made in respect of others. But with the lapse of time and owing to conditions created by the war, many new special pays have been sanctioned. This seems to be largely due to the criteria prescribed not having been strictly applied. Now that the war is over, it is necessary that all such cases should be re-examined and the special pays restricted to really deserving cases.

Class I—Special pay.—In the matter of the grant of Class I—Special pay, the deciding factor is the number of posts the duties of which are considered to differ either in kind or in intensity from those for the performance of which a particular service is constituted so much as to justify a special remuneration. So long as such posts are specialized and are few in number, there might be some justification for the grant of a special pay to an officer of the regular cadre, when appointed to one of the special posts. But, when the number of such posts becomes large, there is no reason why the service should not be deemed to be recruited for the discharge of the duties attached to these posts also, in which case the criteria for the grant of special pay will not be satisfied. In this view, there will be no justification to continue the special pays attached to a large number of posts in a department. Under this category might be brought special pays now granted to police staff, such as "Crime Special Pay," "Traffic Special Pay," etc.

Again, a special pay at a certain rate might be deemed necessary when an altogether new kind of work has to be done or a new department organized and administered by a member of a regular cadre. But once the department has been created, lines of working settled, and the department set going, the work will not be as arduous or require as much initiative as before and there will be a good case either for abolishing the special pay or for reducing it. Under this head can be classified special pays given to officers in the Civil Supplies Department, Textile Department, etc. The special pays in these cases may, it seems, be withdrawn or reduced as soon as the work has been organized.

The Committee is informed that the opinion of the Legal Department and of the Central Government is that special pay is guaranteed to persons recruited by the Secretary of State and holding reserved posts. The Committee does not agree with this view. It considers that special pay need not be allowed in the case of posts filled by officers recruited for general service, where such posts come within the purview of the service, because these posts were intended to be filled only by the officers concerned and there is no question of extra work or more responsibility to justify the payment of special pay. All persons holding posts for which special pay is provided now need not be given any special pay but all such persons posted to offices in Madras now carrying a special pay may be given a house-rent allowance, if they do not already draw any such allowance. The quantum of this allowance and the conditions of its grant may be governed by rule 13 of the Manual of Special Pay and Allowances. There is no justification for giving any special pay or house-rent allowance to persons recruited for jobs in Madras carrying a fixed pay or a fixed scale.

The Committee thinks that it is not necessary to allow special pay to officers posted for training clerks and village officers and that sergeants in the Police Department should not be given preferential treatment, as compared with Sub-Inspectors of Police.

Subject to the above, the Committee recommends that rules 5, 6 and 7 of the Madras Manual of Special Pay and Allowances relating to Class I—Special pay should be strictly enforced.

The Committee also recommends the following addition to the rule :—

" New kinds of duties undertaken by members of a certain cadre of a service in an expanding department should be treated as the normal duties of the cadre when the posts to which such duties are attached become sufficiently numerous. When a Class I—Special pay is attached to a post for the special qualities of initiative required in organizing a new kind of work, the special pay should be withdrawn or reduced as soon as the work has been organized."

Class II—Special pay.—According to the principle contained in Fundamental Rule 11, unless in any case it be otherwise distinctly provided, the whole time of a Government servant is at the disposal of the Government which pays him, and he may be employed in any manner required by proper authority, without claim for additional remuneration, whether the services required of him are such as would ordinarily be remunerated from general revenues, from a local fund or from the revenues of an Indian State.

After all, the capacity of a man for work is limited and if it is possible for him to do extra work regularly, it means that, to that extent, his own regular duties are light, or are not discharged efficiently. In either case, there will be no justification for compensating an officer for the additional work given to him. The Committee therefore recommends that the criteria contained in Fundamental Rule 11 should in future be strictly enforced in the grant of this class of special pays.

In regard to special pays granted to stenotypists and typists, the Committee finds that, of late, the practice of sanctioning a Shorthand Special Pay and a Typewriting Special Pay, whenever a special officer and a typist for him are sanctioned has become very common. While the utilization of the services of a shorthand-writer wherever possible is to be encouraged with a view to speeding up work, it is necessary that the service of shorthand-writers should not be wasted without being utilized. For example, in certain departments, there is a separate shorthand-writer allotted to each officer but it is very doubtful whether all of them have full-time shorthand work to do.

It seems, therefore, that, for each office or department in which more than two officers are working, a pool of shorthand-writers might be set up, its strength being fixed at about 50 per cent of the number of officers. Any shorthand-writer in the pool could be utilized by any officer for shorthand work. The Committee considers that the question of sanctioning shorthand-writers to officers should be examined afresh and sanction accorded only in cases where it is necessary.

Class III—Special pay.—Special pays granted for the performance of work involving danger or risk to health or life will have to be continued, even if it is held that the performance of certain dangerous duties forms part of the conditions of service, so long as a separate higher scale of pay is not allowed.

As regards service in unhealthy localities also, special pays will have to be allowed so long as the localities continue to be unhealthy. The rates of these special pays underwent a reduction in the last retrenchment effected in 1931–32. It seems, however, that, with the steps taken to eradicate malaria and other diseases, localities so far deemed to be unhealthy will cease to be such in course of time, when the special pays can be withdrawn. The Committee considers that a periodical review of the rates of special pays in unhealthy localities may be undertaken on the advice of the Director of Public Health, with a view to seeing whether the localities have become less unhealthy, and, if so, whether the rates of special pay may be reduced or whether they can be abolished altogether.

(2) CONVEYANCE ALLOWANCE.

As a general rule, every Government servant of a specified rank is expected to maintain a conveyance suited to his rank; and he is bound to maintain, without claim for a special allowance, such means of conveyance as is requisite for his ordinary duties, including touring and normal inspection work attached to his office. In some cases, the pay of Government servants has been fixed with special reference to the expenditure involved in the performance of their duties, and in such cases, no further claim for a conveyance allowance will be admissible. In other cases, conveyance allowances are granted to Government servants, who have to tour regularly in a specified area, for the maintenance of a specified conveyance, and these allowances are in lieu of all travelling allowances ordinarily admissible. The type of the conveyances to be maintained is ordinarily specified in the orders sanctioning the allowance and they are—

- | | |
|----------------------|-----------------------|
| (i) Bicycles, | (iv) Ponies, |
| (ii) Rickshaws, | (v) Motor cycles, and |
| (iii) Bullock carts, | (vi) Motor cars. |

The Retrenchment Committee of 1931–32 recognized that conveyance allowance was intended to meet personal expenditure necessitated by the special circumstances under which duty was performed and that it was not intended to be a net addition to the emoluments of an officer, but merely to compensate him for the fact that his conditions of service might involve him in extra expenditure, which he could not reasonably be expected to meet out of his pay proper. They also considered that so long as the allowance did not constitute a source of profit for the recipient, it was justified. With reference to the above recommendations, the individual allowances then in force were scrutinized by the Government and necessary modifications made.

In view of the rise in prices now prevailing, the rates of conveyance allowances have been temporarily increased by 25 per cent. The Committee has examined the different rates of conveyance allowances generally in force and found that the rates for the same type of conveyance in certain cases varied from officer to officer. The Committee suggests that the allowances given should be better approximated, and that the motor car allowance given to officers in Madras may be reduced to Rs 75 in cases where it is at present greater than this; it may be noted that officers use their cars not only for their official purposes but also for their private use and that the Government need not pay to them, as allowance, the entire cost of maintaining their cars.

The amount of Rs 75 is suggested because ordinarily it may be presumed that the maintenance of a car ought not to cost more than Rs 150 per month and it is unreasonable to expect the Government to bear more than half the cost on account of public duties.

(3) REORGANIZATION OF THE PENSION SYSTEM.

Pension is the amount paid monthly by Government to a Government servant after retirement from Government service, in consideration of the service rendered by him under the Government.

Subject to the rules and conditions laid down in the Civil Service Regulations and other rules, a Government servant who retires from service after rendering approved service under Government is entitled to be paid thereafter, till his death, monthly as pension, an amount based on the pay drawn by him while in service and the number of years of service rendered by him. If the service rendered by an officer at the time of retirement is less than the prescribed minimum period, no pension is admissible but a gratuity—a lump-sum payment calculated with reference to the length of service put in by the officer—is given.

An officer, after retirement, can commute a moiety of his pension on production of a medical certificate as to the condition of his health and the prospect of his life. If an officer dies in service, a compassionate gratuity is granted to his family, if the pecuniary circumstances of the family are such as to need help from the Government. One of the points referred to by the Cabinet Salaries Committee of 1946 was the reorganization of the existing pension system and the Committee made the following recommendations :—

" For Government servants in superior service, the existing pension system should be replaced by a combined pension and contributory provident fund scheme with provision for compulsory insurance, either under the Post Office Insurance Scheme or with private companies, the premia for such insurance being met from the Government servants' subscriptions and the Government's contribution to the Provident Fund.

The existing rate of pension should be reduced, say by half, for all future entrants. The existing Government servants may be given the option of surrendering half of their prospective pension and being admitted to the Contributory Provident Fund or of availing themselves of a suitable gratuity scheme. After the introduction of the combined pension and contributory provident fund scheme, the existing scales of pension prescribed in the Civil Service Regulations should be suitably reduced and the provision for commutation of pension removed. Inferior servants should be permitted to avail themselves of the benefits of a provident fund, which need not be compulsory; the rates of their subscriptions should be in keeping with their low salary and the fund may be a contributory provident fund or a general provident fund, according as the finances of the Government will permit."

The question was examined in 1922 in the case of inferior servants and was dropped, mainly on the ground that lump-sums handed over to them on retirement would be likely to be squandered.

The question was re-examined by the Retrenchment Committee of 1922–23 which minuted as follows :—

(i) The Public Service Commission should be asked to consider the question so far as it relates to All-India and Provincial Services.

(ii) In the case of non-gazetted officers, the question should be taken up by the local Government; and

(iii) In the case of menials, the pension system should be retained.

The proposals were not however accepted by the Government as the replacement of the existing pension system by a contributory provident fund would, if it was to satisfy Government servants, entail considerable extra expenditure to Government.

The question was again considered by the late Retrenchment and Reorganization Committee of 1946, which recorded the following minutes:—

"The lines of examination suggested for the reorganization of the pension system are generally approved. The question of the possibility of calculating pension on the average emoluments for a longer period than three years before retirement should also be examined. The repercussions of allowing 3 per cent interest on provident fund contributions on any subordinate, who is now making less than 3 per cent should be considered. Actuarial information should, wherever possible, be obtained from life insurance companies."

A general reference containing definite proposals for the reorganization of the existing pension system, introducing a compulsory insurance, contributory provident fund and a reduced pension, was made to various service associations and heads of departments and their views called for. The proposals were welcomed by almost all Heads of Departments and service associations. Some service associations were, however, of the view that a purely contributory provident fund system without pension, as in the Railways, would be more advantageous than the combined pension and Provident Fund Scheme proposed. The Cabinet Salaries Committee considered the relative advantages and disadvantages and felt that it would be unwise to give up the existing pension scheme completely, for the reason that a pension scheme provided an incentive for trained and experienced men to remain in Government service and earn a pension. Apart from this overwhelming consideration, it is very desirable that a Government servant should have some recurring source of income, however small it may be, to fall back upon during the period of his retirement. The pension system also ensures the good conduct of retired Government servants. On the whole, therefore, it appears that the pension system should not be abandoned altogether.

The Committee has given due consideration to the proposals placed before it for the reorganization of the pension system and has come to the following decisions: these proposals are due to two difficulties experienced by Government servants and their families. Some Government servants may die in service leaving their families unprovided for. In case of their death, not long after pension is sanctioned, their families get no benefit. There is also the question of commutation of pension, which is now in existence, under which those Government servants who are in sound health, may commute a portion of their pension. So it is now proposed to make two sorts of provisions, with a view to provide for the families of Government servants; one is, that there should be a compulsory insurance and the other is that there should be a provident fund instituted, to which the Government will pay every month according to an actuarial calculation of the present value of a portion of the pension (half of the pension according to the proposal). This will take the place of the right to commutation.

The objections to the scheme from the point of view of the Government finances are that it provides for cases where—

(i) on account of early death, no pension may be earned, and

(ii) on account of physical unfitness, a person may not be entitled to commutation.

The Government will have to make the payment to the provident fund every month. They will have to find this amount in addition to the salary they pay, though this will be in lieu of the pension they will have to pay later.

In Mysore and Travancore, provision for the families of Government servants dying in harness is made by making it compulsory for every Government servant to pay 10 per cent of his salary and take out an insurance policy for the appropriate amount.

The first question that may be raised is, whether the same system may not meet the requirements of the situation and may not be adopted here. There is no question of a contribution to the provident fund by the Government in Mysore and Travancore. The Committee recommends that the system of compulsory insurance should be adopted in the case of all new entrants; in the case of those already in service, insurance may be optional. It is said that, in many cases, especially of low paid officers, the insurance amount may not be sufficient for the maintenance of their families and that a provident fund will be helpful. This proposal involves the acceptance of the principle that pension is part of the pay and the employee is entitled to it. Even though it is paid after the termination of his service, it is only what he earned during his service that is paid to him. In that view, it is suggested that those who die early will also be earning their pension, as they serve, and so, the advance payment by the Government is legitimate; but this

arrangement throws responsibility on the Government in three ways. As has been stated above, the Government will have to make an advance payment, which will increase the annual recurring expenditure at least for the first thirty years. Secondly, they are asked to make an advance payment, in lieu of a portion of pension, to those, who may die in service and who will not be earning the pension. Thirdly, the provident fund will benefit also those, who, under the existing rules, will not be entitled to commutation of pension. The Committee thinks that this additional responsibility thrown on the Government may be met by a reduction in the amount that may be arrived at by actuarial calculations, as an equivalent to half of the pension. To decide the exact amount of this reduction required to cover this additional responsibility, is a difficult matter. It will have to be worked out by actuarial calculations. If this arrangement is accepted, there will be no need for commutation of any portion of the pension, but it ought to be realized that the pension earned will be reduced by one half; this means that a person will be getting, after retirement, only one quarter or less of what he was getting as pay when in service. So the Committee considers that, in case the Government is prepared to accept the new scheme, in addition to applying it to future entrants, they should give the option to the employees now in service, who have put in less than 10 years' permanent service, to elect whether they will be prepared to forego the reduction referred to above, as well as the reduction in their pension by one half. In the case of these employees, i.e., those who have put in a permanent service of less than 10 years, the Government will have to make payments for the past years in a lump sum, so that the provident fund amount in their case may work equitably. It will not be possible to pay the lump sum for the past years in the case of those who have put in a longer period of service, as this will involve the Government in immediate heavy financial liability.

If the above proposal to constitute a provident fund in lieu of a portion of the pension is accepted and it is extended to new entrants and option is given to employees with a service of ten years to come under the scheme, employees who have put in a service of ten years and upwards will get no benefit. The considerations mentioned above will apply to their cases also and such of the employees as die in harness or die soon after retirement without having commuted any portion of their pension should, in equity and fairness, be shown some consideration. The Committee understands that there have been a few cases in which the Government have given an *ex-gratia* gratuity to highly paid officers dying in harness or soon after retirement. The Committee would recommend that this *ex-gratia* gratuity should be given on some uniform basis to all employees dying in harness or dying soon after retirement.

The above schemes of compulsory insurance and provident fund will begin to operate only from the date of confirmation of the Government servant and will apply only to the permanent Government servants.

In the case of inferior servants, the Committee does not think that the Government can undertake to pay for their insurance, or start a provident fund for them. It will mean an addition to their present salary. Considering the number of persons involved, it will be a very huge burden on the State and the Committee does not recommend it. This type of servant may contribute 10 per cent of his salary and get himself insured for the amount that is possible. He will continue to get the benefit of compassionate gratuity as hitherto, for which other classes of Government servants will not be eligible. The general provident fund will continue as hitherto.

Age of compulsory retirement.—The age of compulsory retirement of a Government servant, whose service is treated as superior for purposes of pension, is generally the date on which he attains the age of 55 years. He is not retained in service after that age, except on public grounds, which must be recorded in writing.

Consequent on the increased basic scales of pay and the stepping up of the maxima of the scales recently sanctioned, it was considered that, in order to keep down the Government's pension bill, it would be necessary to reduce suitably the existing scales of pension. For this purpose, it was suggested that the age of compulsory retirement of Government servants might be raised from 55 to 58 years. The Central Pay Commission has also made a similar suggestion. This suggestion has not as yet been adopted by the Government of India. One result of this change would be that it would block the chances of younger men in service. Selected heads of departments were called on to report whether, in the light of their experience, they could say that ministerial establishments generally continued to be efficient beyond the age of 55 and whether they would support the suggestion that heads of departments should be empowered to retain ministerial servants for one year at a time up to 58 years of age, on condition of continued efficiency. The Inspector-General of Police has stated that the ministerial staff continues to be efficient even after the age of 55 while the Surgeon-General definitely does not advise extending the term of ministerial servants beyond the age of 55, except in exceptional cases. The other heads of departments are unable to say categorically that ministerial servants continue to be efficient after 55 years of age and consequently, they are not

agreeable to the age of compulsory retirement being raised from 55 to 58 years for all ministerial servants. All of them, except the Surgeon-General are, however, agreeable to the suggestion that, while retaining the date of compulsory retirement at 55 years for ministerial servants, power may be given to heads of departments to retain efficient men up to 58 years of age.

The matter has been examined by the Committee and it considers that ordinarily, in the ministerial services, the retiring age may be raised to 58, in cases where the officer is found efficient and a medical certificate as to his physical fitness is produced. But the Committee considers that at the present juncture, when there is a large body of temporary men waiting to be absorbed or disbanded, it is not desirable or proper to extend the age of retirement to 58 years. If and when the age of retirement is extended later by the Government to 58 years, the Committee is of opinion that the power to retain officers up to 58 years should be exercised only by the Government and that discretion should not be given to any subordinate officers to retain some officers and to send away others.

Introduction of State Insurance.—The question of starting a State Insurance has also been referred to the Committee. The Committee considers that it is advantageous to have State Insurance. As has been stated above, the Government will have to find funds to contribute to the provident fund and pay interest on it. This provident fund will have to be a separate fund earning interest. The Government will also require funds for development schemes. By way of insurance, they will be able to get the funds necessary for these purposes. In these days, the insurance business is one of the surest means of attracting capital and canalizing savings. The Committee would therefore recommend that the Madras Government may also start a State Insurance but they should make the State Insurance available for the public as well, for the purpose of attracting capital and for reducing the costs. It is said that the rate quoted by Mysore and Travancore State Insurance Departments and by the Postal Life Insurance are not so favourable as those quoted by some of the private insurance companies. For competitive business, the rates will have to be more or less the same. In view of that also, the Committee would recommend that the State Insurance to be started should take in outside public also. In these days, when insurance is asked to be socialized, the starting of an insurance business by the State will not be considered out of place.

As regards the scheme of Postal Life Insurance, it is a Government of India business not helping this Province in any way and it is not also open to the outside public. In this connexion, the example of industrialists, who rely upon insurance companies for finance, may also be noted.

(4) PERMANENT RETENTION OF TEMPORARY POSTS AFTER A CERTAIN PERIOD.

The general principle adopted by the Government so far in sanctioning new appointments is that all additions to existing establishments are sanctioned on a temporary basis in the first instance, and proposals for making such temporary establishments permanent are not taken up until the posts have been in existence continuously for 5 years. Even then, they should not be made permanent, unless experience has shown that the staff is permanently required to deal with the normal routine work of the department or office concerned. The above principles do not, however, apply to particular departments like Survey, Labour, Agriculture, Veterinary, Public Works, etc., where no temporary posts are made permanent, unless it is certain that they are required as a permanent measure.

The Cabinet Salaries Committee of 1946, recommended that temporary posts should not be retained indefinitely on a temporary basis, but should be made permanent as soon as it is felt that they would be required for the normal working of the concerned department. This recommendation has been accepted by the Government and with reference to this, it has been suggested that the minimum period after which a temporary post may be made permanent, be fixed as three years and maximum period as five years and that the case of each post may be decided on its merits.

The Central Pay Commission has recommended that the administration must take early steps to have the question of the number of posts required in each office or service, examined with some approximation to realities and that a similar step must be taken even in industrial establishments, to the extent that the nature of work in such establishments permitted. The Committee commends this recommendation of the Central Pay Commission for consideration by the Government. The Committee also considers that the recommendation of the Cabinet Salaries Committee referred to above, should be strictly followed and that all special posts to which persons have been appointed for long periods without making them permanent should be made permanent and persons who have held these posts for long periods should be confirmed in these posts. When a person has held a temporary post for five years, he should ordinarily get a permanent place. This will not, however, apply to cases of posts created and persons entertained after the year 1940. But in the case of offices permanently sanctioned, persons appointed to those posts may be confirmed as stated above.

(5) UNIFICATION OF CONDITIONS OF SERVICE OF LOCAL BOARDS' SERVANTS.

The Cabinet Salaries Committee, which dealt with the question of the conditions of service of Government and Local Board servants and the revision of their scales of pay, etc., while recommending revised scales of pay *inter alia* has suggested that, where the nature of work attached to a post in a District Board or Municipal Service is more or less identical with that in Government Service, the Local Board or Municipal Service should be absorbed in the corresponding Government Service, which should make its officers available to the Local Board or Municipal Service. It has also been recommended that in other cases, selection to the posts should be made by a central impartial authority, which should apply the same standards for selection as are applied for Government Service.

The financial position of various Municipal Councils and District Boards has been examined by the Government and as a result of such examination, revised scales of pay have been sanctioned to the employees of the Municipal Councils and District Boards with effect from such dates as the financial position of the local body will permit.

The Committee has examined both the suggestions made by the Cabinet Salaries Committee. The Committee is of opinion that, except in the case of technical officers who are likely to get promotion and who are borne on higher scales of pay and are likely to be benefited by transfer from one place to another, the Provincial Cadre, cannot be justified. The Committee therefore suggests that in all cases of posts carrying a maximum of Rs 150 and below, no provincialization need be attempted and that it may be left to each local body to recruit its own officers. In the case of posts the minimum pay of which is more than Rs 150 and not borne on a Provincial Cadre, the recruitment may be made by a central authority and the transfer and promotion of these officers from one place to another may also be made by the central authority.

As regards the question of having uniform scales of pay for all officers in all Local Boards, the Committee is of the view that, as the financial capacity of local bodies varies, it will not be possible to attempt uniformity, but, there ought to be an approximation in the scales of pay, within the limits permissible.

(6) SIMPLIFICATION OF RULES AND PROCEDURE REGARDING DISCIPLINARY ACTION.

The existing procedure in regard to disciplinary action against Government servants is very cumbersome and it has been suggested that the question of simplifying it should be taken up for examination.

The rules relating to disciplinary action which are applicable to both the Provincial and Subordinate Services under this Government are contained in the Madras Civil Services (Classification, Control and Appeal) Rules, 1942. They follow generally the Rules relating to disciplinary action issued by the Government of India in respect of servants under their administrative control.

The following penalties may be imposed on the members of the Provincial and Subordinate (including Inferior) Services:—

- (i) Censure.
- (ii) Fine in the case of inferior servants.
- (iii) Withholding of increments or promotion, including stoppage at an efficiency bar.
- (iv) Reduction to a lower rank in the seniority list or to a lower post or time-scale, whether in the same service or in another service, provincial or subordinate, or to a lower stage in a time-scale.
- (v) Recovery from pay of the whole or part of any pecuniary loss caused to Government or to a local body by negligence or breach of orders.
- (vi) Compulsory retirement before completion of 25 years of qualifying service.
- (vii) Removal.
- (viii) Dismissal.

(A person on whom the penalty of compulsory retirement is imposed, may be granted a pension not exceeding that which would have been admissible to him if he had been invalidated on medical certificate. The authority competent to impose the penalty may grant, if the circumstances justify it, a pension lower than that which would have been admissible to the person if he was invalidated on medical certificate. Under article 353 of the Civil Service Regulations, a compassionate allowance [not exceeding two-thirds of the invalid pension] can be given to an officer removed or dismissed, only when he is deserving of 'special consideration'.)

The procedure to be followed in imposing the above penalties is as follows:—

- (a) Where it is proposed to impose on a member of a service any of the penalties mentioned in clauses (i), (ii), (iii) and (v) above, he shall be given a reasonable opportunity of showing cause against the action proposed to be taken in regard to him.

(b) (i) Where it is proposed to impose on a member of a service any of the penalties mentioned in clauses (iv), (vi), (vii) and (viii) above, the grounds on which it is proposed to take action shall, except where such action is proposed to be taken on facts which have led to conviction in a criminal court or by a military court-martial, be reduced to the form of a definite charge or charges, which shall be communicated to the person charged, together with a statement of the allegations on which each charge is based and of any other circumstances which it is proposed to take into consideration in passing orders on the case. He shall be required, within a reasonable time, to put in a written statement of his defence and to state whether he desires an oral enquiry or only to be heard in person. An oral enquiry shall be held if such an enquiry is desired by the person charged or is directed by the authority concerned. At that enquiry, oral evidence shall be heard as to such of the allegations as are not admitted, and the person charged shall be entitled to cross-examine the witnesses, to give evidence in person and to have such witnesses called as he may wish, provided that the officer conducting the enquiry may, for special and sufficient reason to be recorded in writing, refuse to call a witness. After the enquiry has been completed, the person charged shall be entitled to put in, if he so desires, any further written statement for his defence. If no oral enquiry is held and if he had desired to be heard in person, a personal hearing shall be given to him. The proceedings shall contain a sufficient record of the evidence and a statement of the findings and the grounds thereof.

(This enquiry need not necessarily be held by the officer competent to impose the punishment of compulsory retirement or removal, or dismissal, but may be held by any other subordinate officer.)

(ii) After the enquiry referred to in clause (i) above has been completed, and after the authority competent to impose the penalty mentioned in that clause has arrived at provisional conclusions in regard to the penalty to be imposed, the person charged shall be supplied with a copy of the report of the enquiring authority and be called upon to show cause, within a reasonable time, not ordinarily exceeding one month, against the particular penalty proposed to be inflicted. Any representation in this behalf submitted by the person charged shall be duly taken into consideration before final orders are passed.

(c) The requirements of the provisions in (a) and (b) shall not apply where the officer concerned has absconded or where it is for other reasons impracticable to communicate with him.

(d) All or any of the provisions in (a) and (b) may, in exceptional cases, for special and sufficient reasons to be recorded in writing, be waived where there is difficulty in observing exactly the requirements of the sub-rules and those requirements can be waived without injustice to the persons charged.

The Committee has considered the question in all its aspects and makes the following recommendations:—

So far as any delinquency involves reduction in service, compulsory retirement, removal or dismissal, the procedure laid down at present should be followed. In cases of censure, fine, withholding of increment or recovery from pay, there need not be any elaborate enquiry but charges should be framed and the explanation of the officers concerned should be taken and the case disposed of by the competent authority. In the case of non-gazetted officers drawing Rs 125 and below, the enquiry may, in both classes of cases, be made by the gazetted officer immediately superior in rank and he may send up the papers to the competent authority for disposal. The punishment inflicted shall stand subject to an appeal to the officer next above in rank and in cases of removal or dismissal subject further to a second appeal to the head of the department or the Government, as the case may be. In the case of non-gazetted officers drawing above Rs 125, the enquiry may be held, in cases liable to end in reduction, compulsory retirement, removal or dismissal, by the competent authority and final orders passed by him, subject to an appeal to the head of the department and a second appeal to the Government. In cases involving censure, fine, withholding of increment or recovery from pay, the enquiry may be held by the officer immediately superior in rank and final orders passed by the competent authority subject to an appeal to the officer next above in rank. As regards gazetted officers, the officer under whom he serves may hold the enquiry in cases of censure, withholding of increment or recovery from pay and final orders may be passed by the head of the department, subject to an appeal to Government. In respect of other forms of punishment, the enquiry may be held by the officer under whom he serves and final orders passed by the Government, subject to an appeal to the Council of Ministers. The provision relating to memorials regarding disciplinary matters either to the Government or to His Excellency the Governor should be abolished as the Governor under the present Constitution will be only a constitutional head without any individual judgment.

VI. GENERAL.

(1) GRANTS-IN-AID.

Grants-in-aid are given by the Government to local bodies, private institutions and individuals for various public purposes such as education, medical, public health, roads and bridges, water-supply schemes, etc.

With a view to reorganize the existing system of these grants-in-aid and to effect retrenchment in expenditure and uniformity of conditions, if possible, the Committee has examined the conditions governing the grant of the various items of grants-in-aid paid by the Government. In respect of the following items, the Committee is of opinion that the system and conditions of grant may be modified as indicated below and that the remaining items of grants-in-aid paid by the Government may be continued as at present.

Education Department.

(i) *Secondary Education—Grants to local bodies.*—The system of paying from Provincial funds the full net cost, or a portion thereof, of secondary schools under the management of local bodies, has been in force for a long time. In 1913, the Government sanctioned fixed subsidies towards the improvement and pay of teachers and pundits in certain schools under local bodies.

Subsequently, the Government undertook to meet the net cost of certain secondary schools opened by local bodies. This was followed by fixed lump sum subsidies not liable to revision. In 1945, the Government examined the question of revising the subsidies and they decided that no revision was necessary and that it would be sufficient if Government gave additional help in cases where there were an increased number of schools since the subsidies were formerly fixed. The Committee considers that there is no need for meeting the full cost of the schools opened recently and that the same system, as is followed in the case of schools established earlier, may be followed, as the increase in pay of the teachers will be common to both cases.

(ii) *Building and Equipment Grants.*—Grants equal to half the cost for approved building schemes for secondary schools opened prior to 1930 are granted, subject to the restriction that such grant to any secondary school for boys, should be sanctioned only as a special case. Similarly, grants not exceeding one-half of the cost of the equipment to be purchased for secondary schools under local bodies, which were opened before 1930, are given, but, in respect of schools newly opened in taluks not served by any new middle or high schools, grants are paid as a special case. In respect of bifurcated courses to be newly introduced in secondary schools, it is proposed to make grants towards the purchase of initial equipment.

The Committee considers that the differentiation that is made between schools started before 1930 and those started after 1930 requires reconsideration. The Committee thinks that all schools should be treated in the same way for the purpose of these grants and that there should be no discrimination with reference to the time of starting or the place of location of the institutions.

(iii) *Grants to Non-Government Colleges—Local bodies.*—No building grant is given to any college for boys except as a special case. Again no subsidy towards the construction of buildings is admissible to any of the existing municipal colleges for boys, unless a special case is made out. This restriction does not apply in the case of colleges for women. Similarly no subsidy is given towards the maintenance of colleges run by local bodies.

The Committee is not in favour of local bodies undertaking the establishment and maintenance of colleges and it considers that there is no justification for the Government to give grants to such of the local bodies as want to spend their revenues for maintaining a college, in preference to other necessary activities, which they are expected to undertake.

(iv) *Grants-in-aid to local bodies—Elementary education.*—As regards the grants that are given to local bodies for elementary education, there is variation in the methods adopted. Under the Madras Elementary Education Act, 1920, the Government were giving a grant to local bodies, equal in amount to what was raised by them by way of education cess. Under the Amending Act of 1941, this responsibility was taken away but all the same, the Government have been making certain fixed grants to local bodies. So far as the municipalities are concerned, the Government do not give grants for institutions started after 1941 and they have to be financed entirely by the municipalities. So far as the rural areas are

concerned, the Government have undertaken to bear the whole cost of expansion under their scheme for compulsory education. For this purpose the Government allot certain amounts every year and they have also introduced the system of selecting villages in each district where compulsion may be introduced. The existing system of financing elementary education has two defects. Firstly, there is the difference in the way in which institutions are treated, some getting full grant, some half and some no grant. Secondly, taking expansion as the principal object, the attainment of compulsory education throughout the Province, which should be the aim, cannot be accomplished within a reasonable time. There are two difficulties. One is with reference to the funds available, which is a matter of budget provision every year, thus limiting the scope of expansion, and the other, the system of selecting villages instead of aiming at general expansion throughout the Province. While the Committee thinks that the advantages of full grant which they are having at present for expansion of elementary education may help the District Boards, yet, there is not so much scope for expansion under the present system. If, on the other hand, the authorities in all areas are encouraged to start schools with the promise of a contribution to cover all deficit, there may be a better chance of elementary education expanding more speedily. In any case, compulsion should be introduced in all urban areas immediately. For this, a contribution is available in the shape of local taxes, which can be raised, e.g., house tax, remunerative enterprises like markets, etc.

The Committee understands that no difficulty is felt in administering the present system of various grants to local bodies for elementary education. The system will, however, require alteration as has been suggested above with reference to the object of speedy expansion. The expansion of elementary education should not be made to depend on the exigencies of the Provincial Budget, which is the case at present. There should be a standing commitment to provide an increase in allotments every year, so that the maximum cost of full introduction of compulsory elementary education may be reached, in not later than ten years. The maximum may be worked out and the allotment may be graduated so as to reach the maximum during a period of ten years by additional annual instalments of 1/10th.

(v) *Compensation for the grant of educational concessions given to the children and dependants of soldiers and ex-Army men.*—The Committee agrees to the proposal of the Director of Public Instruction, that the concessions which are available, may be removed, and the condition laid down for the award of concessions may be suitably amended as follows:—

Concessions which are available now to pupils who stay for two years in one and the same class may be removed and restricted, except in cases of illness, to pupils who stay in one and the same class for one year only, the concession being granted on promotion to the next higher class.

(vi) *S.S.L.C. Examination fees for children and dependants of soldiers.*—The Committee considered the conditions governing this item of grant-in-aid; it is of opinion that the same arrangements as are obtaining with reference to Depressed Classes may be adopted in this case also, as there should be uniformity in such cases.

Medical Department.

(i) The Committee is informed that the grants to the following medical institutions, viz., the Vishranthipuram T.B. Sanatorium, the T.B. Sanatorium, Perundurai, the Victoria Hospital for Women and Children, Vizagapatam (C.D.F. Association) and the U.M.T. Sanatorium, Madanapalle, are based on different principles with reference to the several institutions; while in the case of the Vishranthipuram T.B. Sanatorium, and the U.M.T. Sanatorium, Madanapalle, grants are based on net deficit, the grant to the T.B. Sanatorium, Perundurai, is based on a capitation basis, only non-paying poor patients being counted for this purpose. The Committee considers that this differentiation is neither fair nor desirable. In all cases, the Government grant should be given on the basis of aid given to poor patients and the number of non-paying beds will be the proper basis on which grants should be paid. In giving this grant the cost of maintenance per bed may be calculated and a uniform rate per bed may be granted to the several institutions.

(ii) The Committee understands that the system of capitation grants is followed with reference to the following institutions, viz., the private leprosy asylums at Vadathorasalur, Manamadurai, Chevayur, Ramachandrapuram, Kesarapalli, Kankanady, Vizianagaram, Salur, Kumbakonam, Narsapur, Bapatla, Kodur and Poor Homes' Society's Leprosy Home at Chevayur. This may be continued.

(iii) As regards the following institutions, viz., Danish Mission Hospital, Tirukoilur, Danish Mission Hospital, Vriddhachalam, St. Joseph's Maternity Hospital, Nellore, St. Anne's Hospital, Kumbakonam, St. Mary's Hospital, Bellary, St. Anne's Hospital, Vijayawada, St. Theresa's Hospital, Kurnool, and St. Martin's Hospital, Ramnad, the grant may be based on the number of non-paying beds, where it is absolutely necessary, so as not, in any case, to exceed the present grant.

(iv) Grants to the following institutions, viz., Maternity Hospital, Gudivada, Women and Children's Hospital, Kandramanickam, Free Ayurvedic Dispensary, Mukkamula, Mission Dispensary, Kollimalais and Ramakrishna Vaidyalaya, Periyanaickanpalayam, Coimbatore, may be continued as they seem to be somewhat of the nature of discretionary grants.

(v) *Grants-in-aid to the Missionary Medical College, Vellore.*—The Committee approves of the system of capitation grants based on the number of Madras students admitted and studying in the institution. As regards further help, a restriction of the nature proposed by the Government will be necessary. The Committee will suggest that any further grant be made conditional on the College admitting at least 50 per cent of the total admissions per year from this Province.

Public Health Department.

(i) *Grant for the maintenance of Maternity and Child Welfare centres.*—In order to encourage local bodies to open more and more Maternity and Child Welfare centres, the Government give a grant equivalent to a quarter of the expenditure incurred by Municipal Councils and District Boards on Maternity and Child Welfare. As this help was found inadequate, the Government have decided to increase the maintenance grant from $\frac{1}{4}$ to $\frac{1}{2}$ in the case of those local bodies which cannot meet three-fourths of the cost. As for private bodies, Government sanction the maintenance grant after examining each case.

The Committee is of opinion that Maternity and Child Welfare centres ought to be more widely distributed and it is also necessary to have some supervision from the centre, to see that they are working properly. For this purpose, there is only one Assistant Directress. It will be desirable to have at least one more. The number of centres already in existence (about 300) will require this addition and the large expansion that is contemplated will require the services of this additional officer even more. Local bodies may be made responsible for the extension and the aid from the Government need not be very large, if attention to Maternity and Child Welfare is imposed on them as one of their duties. Any aid to private institutions should be given by the local bodies and not by the Government. The Government may, however, give a portion of such aid as contribution.

(ii) *Grants-in-aid to local bodies for water-supply and drainage schemes executed by the Public Works Department.*—The centage charges charged for water-supply and drainage schemes is excessive, and they ought to be considerably reduced.

Labour Department.

Special grants.—The Committee is of the opinion that the Labour Department should not give grants at their discretion to institutions which provide education to Harijans among others. Any grant that is given should be of the nature of a capitation grant, based on the number of Harijan pupils studying in the institution.

Home Department.

(i) *Grants to private institutions connected with Juvenile Reformation.*—The Roman Catholic Girls' Higher Elementary Training School, Vellore.—At present there is only one girl for whom maintenance charges are paid by the Government at the rate of Rs. 10 per mensem, which is claimed quarterly. The Committee considers that there is no need to continue the grant and that this girl may be transferred to another institution where there are more girls.

(ii) *Sacred Heart's Poor Home, Palluruthi (Cochin).*—As the maintenance claimed is only in respect of two boys, the Committee considers that there is no need to continue the grant. The two boys may be transferred elsewhere.

(iii) *Grants given in connexion with the administration of the Criminal Tribes Act and Reclamation of the Criminal Tribes.*—Subsidy to the District Board, Madura, for loss of income from Kallar pupils in the Boarding High School, Usilampatti.—This grant cannot be justified. A grant for reclamation of Criminal Tribes, if it is in lieu of loss of fee income from Backward or Criminal Tribes, ought to come under the Educational Code.

(iv) *Boarding grants to Korava pupils in Tiruchirappalli district.*—The Committee accepts the proposals made by the Deputy Inspector-General of Police, Railways and C.I.D., for the abolition of the boarding grant to Korava pupils in Tiruchirappalli district.

Other items.

(i) *Subsidy to the Provincial Co-operative Union for the conduct of Panchayatdars' classes and the Co-operative Training Institutes towards the cost of non-official lecturers.*—These classes have been stopped and the Provincial Co-operative Union has stated that the scheme has been a failure. There is, therefore, no need for giving this grant. The assistance given to the Co-operative Institutes in the form of officers and subsidy will, however, have to be continued.

(ii) *Grants to Egg Marketing Societies.*—There is no need for separate junior inspectors for the supervision of the egg marketing societies as there are territorial inspectors and it will be their duty to supervise these societies. The cost for the clerks and egg-collectors may have to be contributed wholly or partly to the societies. A contribution of 50 per cent will be more satisfactory.

(iii) *Grants to Students' Clubs, Agricultural Colleges at Coimbatore and Bapatla.*—In view of the fact that clubs attached to other professional and Arts Colleges do not get a grant, the Committee considers that there is no need for continuing this grant.

(iv) *Award of prizes to calves.*—The system of awarding prizes to calves seems to be unnecessary now, when people have acquired sufficient knowledge about the use of the bulls supplied by the Government or by subsidies given to them.

(2) DELEGATION OF POWERS.

Delegation of larger powers to District Officers.—With a view to effecting a reduction in the number of executive officers and the ministerial staff attached to them, certain general lines on which wider powers could be delegated to district officers were placed before the late Retrenchment Committee for consideration. It was suggested to the Committee that the heads of departments might be asked to undertake a scrutiny of the departmental rules and orders, so as to give to District Officers under their control, as wide powers as possible, in matters in which no larger technical skill than that a district officer might be deemed to possess, was necessary and to indicate what changes would be necessary in the relevant rules in consequence. The late Reorganization Committee approved of the above suggestion and desired that the personal views of Secretaries to Government should also be obtained on the proposals to delegate larger powers to District Officers.

While Secretaries to Government are generally in agreement with the above proposals, no substantial delegations have been proposed by many heads of departments. This is particularly so in respect of powers in service matters, such as appointment, punishment, transfers, etc., of subordinates.

The Committee has scrutinized the several proposals and discussed them with some of the heads of departments concerned. The Committee recommends that the proposals made by the heads of departments may be accepted by the Government, subject to certain modifications—for details vide minutes of the meeting held on 5th May 1948 in Appendix III.

In addition the Committee recommends the following proposals for larger delegation of powers :—

Fisheries Department.—(i) The Assistant Director should be made the appellate authority instead of the Director in respect of appeals from inferior servants, against punishments inflicted by the Inspectors of Fisheries, the Service Rules being amended suitably.

(ii) He should be empowered to sanction rents for private buildings and sites used by his department up to a limit of Rs 100 in each case, on a certificate from the Sub-divisional Officer, Public Works Department, as to the reasonableness of the amount.

(iii) In regard to the execution of contracts and other instruments the limit of his power should be raised to Rs 3,000.

(iv) He should be authorized to sanction the purchase of furniture up to a limit of Rs 400 at any one time.

(v) Up to the same limit, he should be given power to purchase or condemn stores other than furniture.

(vi) He should be made competent to sanction the purchase of games requirements of schools up to a limit of Rs 50.

Police Department.—The powers of granting leave to and transferring Inspectors within the district is now vested with the Deputy Inspector-General of Police, even though the District Superintendents of Police generally grant leave and order transfers and report the fact to the Deputy Inspector-General of Police. The Committee considers that this power may be vested in the District Superintendents of Police themselves. The Committee also recommends that the following powers may be delegated to the District Superintendents of Police :—

(i) To stop increments to Inspectors.

(ii) To grant increments to Inspectors and to sign increment certificates.

(iii) To countersign travelling allowance bills of Gazetted Officers.

The Deputy Superintendents of Police may be given disciplinary powers over the constables, except the powers of appointment, removal and dismissal.

Secretariat and other Government departments.—(i) Delegation of powers in regard both to services and financial matters, to as large an extent as is desirable, may be made from Ministers to Secretariat Officers and from Government to Subordinate Officers, e.g.,

(a) In cases of emergency like epidemics, sudden eruption of lawlessness, food procurement, flood control, etc., likely to last for not more than three months, Heads of Departments may be empowered to appoint non-gazetted staff to the required extent for a period not exceeding three months and make a report to the Government;

(b) Powers of making appointments from the lists sent by the Madras Public Service Commission, or the High Court, ordering transfers, granting leave and approving the probation of Provincial Service Officers, below, the rank of District Officers may be delegated to the Heads of Departments themselves and the necessary alterations in the relevant rules made;

(c) Power to sanction additional charge allowance under Fundamental Rules may be given to the Heads of Departments; and

(d) In regard to the write-off of losses, the monetary limit now prescribed for Heads of Departments may be raised to Rs 2,000; (in the case of the Board of Revenue and the Chief Conservator of Forests, the present maximum of Rs 5,000 may remain). Similar delegations may be made in respect of other classes of officers.

Forest Department.—The powers of expenditure of the District Forest Officers may be increased to at least Rs 1,000 for capital expenditure and Rs 2,500 for ordinary expenditure.

Public Works Department.—The Committee has recommended that the ordinary powers of an executive Engineer, in the matter of contracts, may be raised to Rs 20,000 as recommended by the Chief Engineer, but at present select Executive Engineers have powers up to Rs 25,000 subject to certain conditions. This limit may be raised to Rs 50,000.

Revenue Department.—The Committee recommends that the proposals submitted by the Board of Revenue for larger delegation of powers to Collectors in regard to lease, assignments and alienations of Government lands may be adopted, subject to certain modifications—(Vide Annexure B to the minutes of the meeting held on the 6th April 1948 in Appendix III).

(3) MENIAL ESTABLISHMENTS.

The regular menial staff in Government offices consists of duffadars, chobdars, peons, chowkidars, etc. They are borne on regular establishments on time-scales of pay and belong to the Inferior Service. Menials such as watchmen, watermen, gollas, etc., paid from contingencies are not included in this category. The duties of the regular menial staff are mainly the carrying of files or messages, waiting on officers in office rooms and residences and generally doing certain types of menial work arising in an office or camp, when officers go on tour. The strength of the menial staff in each office is not at present fixed with reference to any standard scale, with the result that, in certain offices, the number of peons is comparatively large. There seems to be considerable scope for reduction in the number of menial staff, particularly in big offices and departments. So far as touring officers are concerned, the Committee is inclined to think that, whatever might have been the position in the past, the peons taken to camp now-a-days will not be of much assistance to officers and that they will be useful only for their liveries and for carrying messages. The officers going on tour may as well utilize the peons available locally or engage coolies, where necessary. This will not only tend to more efficient and expeditious work but will also be more economical, as there will be less expenditure under travelling allowance. No doubt, a reduction in the number of existing peons may cause some inconvenience, at least temporarily in certain cases; but considering the fact that the financial resources of the Government are limited, the Committee feels that a reduction is inevitable as the avoidable expenditure incurred by Government on menial staff will, to that extent, prevent the incurring by Government of more expenditure on essential welfare and development activities for the public good.

The Committee thought that, with the co-operation of the heads of departments, a retrenchment of about 25 per cent in the strength of the existing menial establishment could be effected and sought their co-operation. The response was, however, very disappointing; almost all the officers were unable to suggest any retrenchment, while a few were willing to give up a peon or two. As observed by the Hon'ble the Judges of the High Court in this connexion, the Committee is led to think that officers will seldom suggest a reduction in their establishments and that, if a reduction is to be made, it should be imposed on them.

The Committee is of opinion that the strength of the menial staff in every office should be reduced to the minimum necessary for the efficient discharge of Government work according to a prescribed scale, common to all offices and departments. The Committee accordingly recommends that the following scale of peons for all officers and

offices may be adopted and the extra posts in an office or department over and above this scale may be retrenched :—

Officers and class of officers.	Number of peons to be allowed.
The Hon'ble the Premier	5
Other Hon'ble Ministers	4 each.
Heads of departments	
Secretaries to Government	
Regional Officers	
Collectors	1 peon for office, and
District Judges	2 peons for residence.
District Superintendents of Police	
Executive Engineers	
Other touring Gazetted Officers and Officers in the	1 peon for office, and
Secretariat, viz., Deputy Secretaries, Under Secretaries and Assistant Secretaries	1 peon for residence.
All other Gazetted Officers and all touring non-Gazetted Officers, now having peons	1 peon each.
Office.	

Two peons for offices employing less than 10 clerks and an extra peon for every eight additional clerks.

The Committee considers that officers of the All-India Administrative Services under training may not require two peons each, even if they have some touring work to do. One peon should be sufficient.

NOTE.—The Chief Engineer (Highways) has suggested that in the case of Supervisors in charge of temporary sections for special works such as cement concreting works, bridges, etc., no peon need be sanctioned and that the number of peons sanctioned for Assistant Engineers in his Department might be reduced from two to one and has voluntarily surrendered 93 peons. The general scale of peons mentioned above will not apply to the Supervisors and Assistant Engineers in the Highways Department.

The Committee trusts that the above scale of menial staff will be adequate for the legitimate official requirements of officers and offices, and that if staff on this scale is properly utilized, there will be no undue inconvenience or loss of efficiency in any office or department.

(4) RESIDENTIAL TELEPHONES.

Residential telephones are generally sanctioned to officers only when they are considered essential in the public interest, i.e., to enable them to carry on Government work expeditiously even out of office hours and on holidays. Every officer, who is allowed a residential telephone, is allowed 60 free calls and half the expenditure on account of the excess over 60 free calls, is borne by the Government, in addition to installation and other charges. The total number of residential telephones now in existence is 163 as against 91 in 1932, or an increase of nearly 80 per cent. In all business firms, banks, etc., residential telephones are allowed to officers. In the present trend of mechanisation, it would, no doubt, seem to be a retrograde step to withdraw residential telephones allowed to important Government officers. This is specially so in view of the drastic reduction recommended by the Committee in the number of house peons allowed to officers. The Committee has also examined the question whether it will not be equitable to recover from the officers half the cost of installation and other charges and half the cost of all calls, since residential telephones are used by officers also for their private purposes. The Committee considers that it will not be equitable to expect officers to pay more than what they have to pay at present and accordingly recommends that the present arrangement of charging the officers only half the cost of calls in excess of 60 calls per mensem may be retained.

The Committee is however of opinion that, in the case of the officers mentioned below, it is not essential to provide residential telephones at Government cost and recommends that the telephones provided by Government at their residences may be withdrawn :—

Deputy Secretary, Madras Legislature.
Deputy Speaker, Madras Legislative Assembly.
Development Commissioner, Development Department.
Officer in charge of the Court of Enquiry, Development Department.
Deputy Commissioner of Civil Supplies (General).
Deputy Commissioner of Civil Supplies (North).
Deputy Commissioner of Civil Supplies (Central).
Deputy Commissioner of Civil Supplies (Fuel).
Deputy Commissioner of Civil Supplies (South).
Joint Secretary to the Commissioner of Civil Supplies.
Assistant Director, Diagnostic section, King Institute, Guindy.
Professor of Medical Jurisprudence, Medical College.
Special Officer for the Reorganization of the Department of Indian Medicine.

Personal Assistant to the District Superintendent of Police, Government Railway Police, Madras.

Assistant Inspector-General of Prisons.

Women's Welfare Officer.

Joint Provincial Textile Commissioner.

Technical Expert to the Director of Resettlement and Employment.

(5) CONTINGENCIES.

The term 'Contingent Charges or Contingencies' is applied to the incidental expenditure in an office (other than pay and travelling allowances) which is necessary for its proper running. The main items common to most offices and included under this head are :—

- (1) Petty construction and repairs.
- (2) Service Postage and Telegram charges.
- (3) Purchase and repairs of furniture, apparatus, materials and stores.
- (4) Electric current and telephone charges.
- (5) Rent, rates and taxes.
- (6) Office expenses and miscellaneous (books and periodicals, pay of menials, coolie charges, tour charges, etc.).

The question of effecting economies in contingent expenditure has periodically been considered by the Government in the past and necessary steps have been taken in this regard from time to time. In connection with the Retrenchment Campaign in 1922-23, a cut of 25 per cent was imposed in the provision for contingent expenditure in the Budget Estimate for 1922-23, as compared with the previous year's expenditure in the case of all departments. This resulted in a saving of about Rs 13 lakhs. In 1923, an Accounts Officer was appointed to examine the contingent accounts maintained in various offices and to suggest economies and to check extravagances. The officer brought to the notice of Government certain cases of slack supervision and failure on the part of certain heads of offices to control contingent expenditure properly, besides a list of important irregularities and extravagances. On the basis of the above report, necessary instructions were issued to all Heads of Departments about the irregularities and extravagances noticed in the offices and they were informed that the Government would strictly enforce the responsibility of the officers through whose neglect such irregularities of the kind occurred in Government departments and offices.

The Retrenchment Committee of 1931-32 again considered the question of effecting economies in contingent expenditure and they suggested that the fairest way of reducing this expenditure was to impose a percentage cut and to leave it to Heads of Offices to decide as to how to give effect to the reduction. A varying percentage cut was accordingly made, resulting in a saving of Rs 8.32 lakhs or about 5.8 per cent of the total Budget provision for 1931-32. In 1936 and again in 1938, general circulars were issued by the Government reiterating the various instructions issued from time to time regarding economy in contingent expenditure and the Heads of Departments were directed to pay continuous and vigilant personal attention to secure the utmost possible economy in all directions. In spite of this, it is noticed that the contingent expenditure has increased enormously at present. This increase is, no doubt, partly due to the expansion of the activities of the Government in several directions and to the increase in prices and cost of labour, due to the conditions created by the war. But the Committee feels that even allowing for the above factors, there is still much scope for economy in contingent expenditure without affecting efficiency.

The increase in expenditure under the following items may perhaps be due mainly to the higher cost of materials and labour, periodical revision of taxes, etc., which cannot be controlled :—

- (a) Petty construction and repairs.
- (b) Service Postage and Telegram charges.
- (c) Purchase and repairs of furniture including apparatus, materials and stores.
- (d) Electric current and telephone charges.
- (e) Rents, rates and taxes.

But even so, there is a very large increase in expenditure under these items in certain departments. The Committee is of opinion that the attention of all Heads of Departments should be drawn to the need for economy and to the necessity for keeping down expenditure under the above items as far as possible.

As regards 'Office expenses' which is of a discretionary nature, such as petty coolie and cart hire, tour expenses, etc., the Committee is of opinion that the scale of expenditure now incurred is susceptible of reduction, according to the needs of the Government and the requirements of several offices. It accordingly recommends that a general reduction of 20 per cent in all such contingent expenditure in all departments and offices may be made.

(6) GOVERNMENT HOLIDAYS.

The question of reduction in the number of Government holidays has been investigated before. The Retrenchment Committee appointed in 1922-23 went into it in detail and recommended the abolition of almost all holidays, including penultimate Saturdays, except those prescribed or notified under the Negotiable Instruments Act. This would have resulted in a reduction in the number of holidays by about 26 days in a year. The Government did not, however, accept these recommendations but decided that the number of working days in Civil Courts should be increased in view of the fact that they enjoyed a recess. The question of reduction of Government holidays did not fail to attract the attention of the Retrenchment Committee of 1932-33 either. This Committee was of opinion that, as a large number of Government servants were working on gazetted holidays also, a reduction in the number of holidays would not be likely to lead to any reduction in establishment and expenditure. It could not recommend a reduction in the number of holidays on any other ground.

The following statement shows the number of holidays prior to the war and as now observed, excluding all Sundays, New Year's Day, Christmas Day and Good Friday, which are observed as common holidays :—

	Pre-war.	As at present.	Difference.
(1)	(2)	(3)	(4)
(1) Statutory holidays	25	26	+ 1
(2) Non-Statutory holidays	19	16	— 3
(3) Sectional holidays	14	15	+ 1
Total	58	57	— 1

NOTE.—Gandhiji's birthday and Independence day to be notified as holidays for future years are not included in the above statement.

Item (1) above.—The increase by one day is the net effect of two additional holidays for Ayudha Puja and the withdrawal of the holiday for the King-Emperor's Birthday.

Item (2) above.—The decrease by 3 days is due to the withdrawal of the holiday for Empire Day, and the two holidays for Easter (set off against two additional holidays for Ayudha Puja).

Item (3) above.—The increase is due to the inclusion of the holiday for Sri Rama Navami under sectional holidays.

Though the total number of holidays now granted is practically the same as that prior to the war, the Committee considers that, as recommended by the Retrenchment Committee of 1922-23, there is not much justification for the closing of public offices on one Saturday every month and accordingly recommends that holidays on the penultimate Saturday every month should be abolished.

In view of the fact that the casual leave available for Government employees has since been raised from 15 to 20 days, the Committee is of the opinion that there is less justification for granting holidays on penultimate Saturdays.

(7) ORGANIZATION AND METHODS BRANCH.

In the United Kingdom, one of the major responsibilities of the Treasury to the Government in power, is the supervision of work of all departments and of the Civil Service generally, so that it may satisfy the Prime Minister that the business of Government is being done efficiently and economically. It is also the duty of the Treasury to see that adequate but not excessive staff is employed on reasonable rates of pay. Organization and Methods (O. and M.) is the name given to a division in His Majesty's Treasury in the United Kingdom. The work it does has parallels in the Civil Service of the United States of America (The Administrative Management Division of the Bureau of the Budget) and in the Civil Services of other Governments. It has also a parallel in the work of Chartered Accountants in the business world and to some extent in the work of business consultants. It might claim with some justice to be an "Efficiency Adviser" both to the Treasury and to individual departments.

There are O. and M. Branches in the several departments and offices also. The Departmental O. and M. Branches are supposed to :

- (i) make an exhaustive review of the whole organization; and
- (ii) to be called in by the head of a division, etc., whenever he undertakes a piece of new work or a substantial reorganization.

The O. and M. Branches exist for tendering advice.

The functions of the Treasury O. and M. Division are—

- (1) it acts, in the first place, as a standing consultant for small departments, which have no O. and M. Branch of their own;

(2) when departments with O. and M. Branches of their own find that a problem is beyond the power of their own Branch to tackle, they may apply to the Treasury O. and M. to send a team to tackle it;

(3) it encourages departments to get together and study problems which are common to all departments or to several of them;

(4) it makes a study of particular O. and M. problems;

(5) it maintains an Information Bureau on O. and M. matters; and

(6) it develops and administers theoretical and practical instruction in the principles of organization and methods and in their application—in other words, it trains men for O. and M. work.

Mr. A. R. C. Westlake, I.C.S., who was deputed by the Government to attend a course in "Organization and Methods" in the United Kingdom, submitted a report on the set up and working of the O. and M. Division and Branches in the United Kingdom and the feasibility of adopting the system by this Government. He suggested that the Board of Revenue including Civil Supplies, Department of Agriculture including the Veterinary Department, the Department of Local Administration, working under the Inspector of Municipal Councils and Local Boards were big enough to provide scope for O. and M. teams. He also suggested that there should eventually be an O. and M. Division in the Secretariat. The views of all the Secretaries were called for on the proposal and they were all of the opinion that it was desirable to introduce an organization of the kind in this Province and that it should be attached to the Public Department.

The Committee has considered the matter in all its aspects. It is of the opinion that an organization of this kind is not necessary in this Province as every new proposal is now scrutinized by the Finance Department after it is formulated by the respective head of the department. From time to time, Retrenchment Committees scrutinize the expenditure and the set up of departments and no need has been felt for setting up a new department like the O. and M. Branch. The Committee recommends that it will be enough if some better procedure is adopted in Government offices to secure promptness of action.

(8) SCHOLARSHIPS AND STIPENDS.

Scholarships are granted by the Government to enable poor but promising pupils studying in educational and professional institutions to pursue their education. They are generally given to students to meet expenses on account of tuition fees, special fees, examination fees, cost of books, etc., and in certain cases, it covers also boarding charges, and the cost of clothing and equipment. Stipends are granted to students or apprentices undergoing training for specified courses in recognized schools, colleges, or institutions to help them to defray their boarding expenses during the period of their training. Stipendiary students are generally exempted from payment of school fees and tuition fees, if any. The grant of scholarships and stipends is regulated by the general or special orders issued by the Government and by the detailed rules issued by the heads of departments concerned. Scholarships and stipends are now granted by the different departments of Government and there is no uniformity in the grant of such scholarships.

With a view to evolve uniform procedure in the matter of the grant of such scholarships and stipends, the Committee has examined the particulars of the various kinds of scholarships and stipends granted by the Government in the several departments and makes the following recommendations :—

Veterinary Department—Scholarships.—The Committee understands that, till some time ago, no fees were being levied in the Veterinary College owing to dearth of candidates; it is stated that due to improved conditions, fees are now being levied and scholarships are being granted to 50 per cent of the students. Since the pay of the Veterinary Officers has recently been raised, the Committee is of opinion that there is no need to give scholarships to such a large extent as 50 per cent of the strength and accordingly recommends that the number of scholarships granted may be reduced by 50 per cent.

Miscellaneous scholarships and stipends.—As regards certain miscellaneous scholarships, e.g., Prince of Wales Royal Indian Military College, Dehra Dun, Royal Indian Navy and King George Royal Indian Military College Scholarships, the Committee is of opinion that, since Defence is a Central subject and these institutions are under the management of the Central Government, these scholarships will have to be granted only by the Central Government.

The stipends granted to clerks undergoing training in the training schools may also be abolished as the Committee has separately recommended the abolition of these schools.

Scholarships—Education—Labour and Kallar Departments.—Regarding the scholarships and stipends granted in the Police, Education and Labour Departments, the Committee has had detailed discussions with the Deputy Director of Public Instruction, the Deputy Inspector-General of Police, Railways and C.I.D., and the Personal Assistant to the Commissioner of Labour, regarding the different classes of scholarships, etc., given in the departments under their control, their scope and the conditions attached to them.

The Committee finds, from an examination of the lists given by the Personal Assistant to the Commissioner of Labour, that Harijan pupils in Arts and Professional Colleges and Harijan girls in the III Form and below get a full-fee concession, whereas Harijan boys in Elementary and High Schools and Harijan girls in IV Form and above get only a half-fee concession. The Committee does not understand the rationale for this differentiation and recommends that all Harijan boys and girls in all stages of education should get a full-fee concession.

The Committee recommends that the same concession should be extended to all boys and girls of eligible communities, viz., aboriginal and hill tribes, and to all boys and girls belonging to the Kallar and other similar communities, now getting aid through the Police Department.

Boys and girls of backward communities as listed in the Education Code are given a half-fee concession, if the parents or guardians of the boys come under the category of 'Poor.' The Committee recommends that this concession may be continued and that, in all these cases, the concession should be compulsorily given in all recognized schools, and Government aid granted, to make up for any loss of fee income sustained by local bodies or private agencies under any system that may be in force. The grant of half-fee concessions to boys and girls belonging to other communities up to a limit of 10 per cent of the fee income is recommended for continuance. It is suggested that this should be applied to Colleges also. This concession should be claimed as a matter of right and should not be subject to any conditions, except those of poverty and merit. The Committee finds that, in the case of a student of the scheduled caste, unable to get promotion on account of illness, the fee concession will be continued. Such a provision does not however seem to exist with reference to the concessions allowed to boys and girls of other communities. It is suggested that the same concession should be made applicable to all boys and girls.

Harijan pupils are now getting scholarships based on the amount charged by the hostels in which they are residing and in relation to the sort of education. In professional institutions, they are given the total cost incurred in hostels, whereas in Arts Colleges and other institutions, they are given Rs 20 per mensem when they are lodged in private hostels and Rs 25 per mensem when they are in the hostels attached to Colleges. These scholarships are limited by the Budget provision. Ordinarily, all the boys reading in the professional colleges as well as about 50 per cent of the boys applying from other institutions are given the scholarships. The Committee considers that this system may continue without any change.

The same arrangement may be made applicable also to boys and girls belonging to the Kallar and other similar communities.

There are scholarships of a general nature attached to Colleges granted by the Education Department on the basis of merit and poverty. The number of scholarships are not distributed 'District-wise' but are given to promising boys of the Presidency taken as a whole. The rates of scholarships are very low and if it is intended to help boys and girls really to continue their education, they are too small. The Committee recommends that the same rates as are given for Harijans, be adopted for all the scholarships and some scholarships should be attached to each institution and given on the basis of merit and poverty.

In addition to the fee concessions and scholarships above referred to, the Labour Department gives some grants, called non-residential scholarships, to cover the cost of books, special fees, examination fees, cost of dress, etc. As these rates seem to have been fixed long ago, it is suggested that the rates should be revised in the light of the present costs and also be applied to scholarships given in the case of Kallar and other similar communities.

There are some scholarships given for scheduled caste boys and girls undergoing training in industrial courses. The Industries Department is also giving scholarships to these and other communities for the same purpose. The rates of scholarships may be made uniform. The Kallar and other communities should be treated with reference to these scholarships in the same way as boys and girls of other communities.

Scholarships are given by the Labour Department and by the Police (Kallar Reclamation) Department for training girls as midwives. These rates are lower than the rates of scholarships given by the Medical Department. As there is no reason for differentiating among these scholarship-holders, the Committee considers that the same rates of scholarship may be allowed in all departments.

Boarding grants.—The Committee finds that boarding grants vary from department to department. Those given by the Education Department are at Rs 8 per head, those given by the Police Department are at Rs 12 per head and those given by the Labour Department are at Rs 15 per head. Where it is not given as boarding grant, the boys get Rs 9 per mensem in the mufassal and Rs 10 per mensem in the City, as residential grant from the Labour Department. This gives rise to discontent where it is low and each department clamours for something more, only leading others to follow. The anomaly should be set right.

European and Anglo-Indian Scholarships and Stipends.—The Committee understands that Anglo-Indian and European students are given higher rates of scholarships and stipends. As there is no need for such differentiation, the Committee recommends that their scholarships and stipends should be brought down to the same standard as those given for other communities.

Government of India Scholarships.—The Committee understands that there are some scholarships given by the Central Government for Harijans and others and that these are generally of a much higher value than those given by the Provincial Government. This leads to discontent; there is also no reason why such scholarships should be given by two different agencies for the same purpose. The Committee considers it desirable that the Central Government should be requested to give scholarships and make grants on the same scale as in the Province and for this purpose, to place all the funds they allot at the disposal of the Provincial Government.

(9) GOVERNMENT COMMERCIAL UNDERTAKINGS.

The Government started some concerns during the war for production of goods required for war purposes and to meet the supply of goods in short supply. Some of them have been closed down, but others, like the Milk Factory, Malt Factory and Shark Liver Oil Factory are still continuing. The Committee has already recommended that the Milk Factory may be sold or closed down. As regards the Malt Factory, the Committee has recommended that it may be transferred to the Industries Department. The Shark Liver Oil Factory may work in conjunction with the Soap Factory at Calicut. There are some State Trading Schemes, which will be closed down, as soon as the controls are abolished. In addition to these, there are a number of business undertakings, whose administration and management have to be provided for, like the Soap Factory at Calicut, the various Electricity Schemes and Motor Transport. In all these cases, it is not safe to place them under administrative officers without any business experience. While administrative staff may look after the general set up, technical staff to the required extent will be necessary. In addition to this, there should be some business experience associated with every concern. The Government of India are appointing Boards, composed of people with business experience in connection with each business undertaking, e.g., the Railways have a Railway Board and the Damodar Valley Scheme and the Refugee Relief Corporation have their own respective Boards. Similarly, it will be advisable for the Provincial Government to appoint for each business concern, a similar statutory Board of persons experienced in business undertakings to help the administrative and technical staff by advice and also to help the Government in the administration and management of these undertakings. Without such an arrangement, the Government is likely to be misled and make mistakes. The Committee is of opinion that the accounts of State Trading Schemes should be kept on a commercial basis and actual profit or loss should be shown by taking into account all assets and liabilities. All business concerns of the Government ought to be treated in the same way as business concerns elsewhere and dealt with and audited in the same way as private commercial undertakings.

(10) HOUSING.

The Committee is of the view that house-building to meet the present needs is a matter of urgent importance. The problem has to be planned on three fronts: the Government has to provide houses for their own employees; the industrialists and other employers have to provide houses for their employees; houses are also being built by private individuals, either individually or through co-operative societies. All these activities have to be grouped together and a comprehensive and intelligent plan should be

evolved, fixing targets for a period of three or five years and also fixing an annual programme. The expansion of towns and villages has to be planned with reference to the requirements of the several sections. Materials necessary have to be found and the question of finance has to be tackled. With reference to the first two items, it is said that the Government of India and the Provincial Government have their own schemes and that the Government of India is going to have a Housing Board with a Directorate, for the purpose of intensively working to solve this problem and arrange for the examination of applications for subsidy and assistance. The Committee considers that the Provincial Government also should have a Housing Board with a Directorate attached to the Local Administration Department for purposes of attending to the housing problems in the Province. Now a little is being done by the Registrar of Co-operative Societies. This has no reference to the local bodies, who are vitally interested in the matter nor the Government, co-operative societies being voluntary organizations. The Committee considers this to be very unsatisfactory and any scheme that is prepared and worked out should be planned on a comprehensive scale for the area affected. As regards finance, the co-operative societies, where formed, will have to be given loans at the lowest rate possible and in all cases, building materials should be made available for those who want to build houses.

In regard to the agency for execution, the Committee has made a separate recommendation under "Co-operation".

VII. MISCELLANEOUS.

(1) PERIODICAL CONFERENCES, DISTRICT COUNCILS AND PANCHAYATS.

Periodical Conferences and District Councils.

In 1936, the Government constituted District Economic Councils to co-ordinate the work of the several departments of the Government and to promote the nation-building activities of the Government with a view to improve the social and economic life of the villages. A Provincial Economic Council was also constituted. In November 1937, these Provincial and District Economic Councils were abolished and Collectors were authorized to convene conferences of

- (a) the important Gazetted officers of the district,
- (b) presidents of district boards, and
- (c) all elected members of the Provincial Legislature,

once in three months for consultation on all matters of general importance.

The work done at these conferences was reviewed and a press note issued each quarter, with information as to the achievements under the following headings:—

- (1) Rural water-supply,
- (2) Rural sanitation,
- (3) Village communications,
- (4) Construction of godowns,
- (5) Loan and sale societies,
- (6) Emporiums,
- (7) Cottage industries,
- (8) Medical relief,
- (9) Land colonization,
- (10) Improvement of livestock,
- (11) Education and propaganda,
- (12) Village improvements,
- (13) Tree planting,

and so on.

These conferences were not a success and recommendations were made to the Government that they should be suspended, as they were of no use under war conditions, and the officers had no time for them and interest was generally shown only in food problems, for which a separate council had been constituted.

The Bengal Administration Enquiry Committee recommended, among other things, that all district development activities should be co-ordinated under a single administrative head. With reference to this recommendation, an examination was made whether District Development Committees, if formed, would be useful for reviewing the work done and making useful suggestions to Government in the Development Board. It was suggested that the periodical conferences that were being held, though not a conspicuous success, need not be abolished, but that, as district targets were got ready, they might be reorganized so as to fit in with the new orientation of developmental policy. The Government however finally ordered that the periodical conferences should be abolished and that, as regards their re-formation, the matter might be referred to the Cabinet Reorganization Committee. The periodical conferences were accordingly abolished in 1946.

At the instance of the late Reorganization Committee, the views of the Heads of Departments were invited on the question whether, as an alternative to periodical conferences, non-officials might be associated in an advisory capacity with the District Administrative Officers, proposed to be appointed.

The general consensus of opinion was that a permanent committee of non-officials would clog the wheels of administration and would prove an embarrassment to the district authority. No objection was however taken to *ad hoc* committees being constituted, periodically, although it was generally held that the right place for the non-official was in the Legislature.

The Committee considers that the setting up of District Councils is necessary in the circumstances arising out of the constitution of the new village panchayats with greater powers and resources. When all possible powers are given to panchayats and, to groups of panchayats, what will be left for the district boards, as they are at present constituted, will be very little. There are also proposals to take up medical institutions and possibly all elementary schools under the Government. To constitute a district board solely for the exercise of the remaining powers will be unnecessary and the district board itself will cease to have any importance. On the other hand, the Committee is of opinion

that between the village panchayats and the Provincial Assembly, there should be some body which can be consulted by the Government with reference to matters of a local or general character. The Committee feels that, if the district board with its attenuated powers and resources is reconstituted, the purpose of a local forum, where local opinion may be consulted and local needs expressed, may be provided for in that body itself, without creating a new body. As the new village panchayats and the municipalities will comprise the whole area, the Committee thinks that representatives of the panchayats and the urban areas will represent public opinion generally. There will be necessity to give representation for minorities and interests not represented by election. For this purpose, the Committee would propose a few seats for nomination. If this is accepted, the district council or board will be thoroughly representative, and it will also be in a better position to exercise such of the powers of the district board as are not transferred to the village panchayats and such other powers as the Government may, from time to time, vest in it. The district council or board to be constituted will thus be not only consultative with reference to matters about which the Government want to consult it, but it will also be a directive and executive body with reference to matters vested in it for administration. It may also serve as a sort of co-ordinating agency for the panchayats as well as for panchayats and municipal councils. The council or board should be a statutory body with well defined powers and resources. What the resources should be is a matter for detailed consideration. The Committee would suggest that a portion of the land revenue, entertainment tax, profession tax and grants based on recognized principles of contribution may be made available to these councils. The councils may consist of not more than forty members, not less than one-half to be elected by the village panchayats, one-third by urban areas and the remainder to be nominated. The number for each district may have to be fixed with reference to population and other considerations. The President may be elected by the members, the Collector being an ex-officio member. The other district officers may be asked to attend by the President when he considers this desirable, or they may themselves attend if they want to address the council on any matter.

The functions of the council or board will be of a three-fold character :

(i) it will be an administrative body with reference to all matters not taken away from the district board and any matters which may be transferred to it by the Statute or by the Government ;

(ii) it will be a consultative body only, with reference to matters about which the Government desire to have its opinion ; and

(iii) it will be a council for calling for information regarding matters relating to the district and suggesting action to be taken in the interests of the district by means of resolutions which will be only recommendatory.

Panchayats.

During their discussion on the question of the reorganization of the Revenue Department, the Collectors who met the Committee desired to know the machinery that will be set up for the working of the village panchayats and the position of the Collector *vis-a-vis* the panchayats. They suggested that the control and administration of the village panchayats should be with the Collector of the district. The Local Administration Secretary, who was invited to meet the Committee, explained to the members and the Collectors what the position would be, under the new Village Panchayats Bill. The Committee considers that in the democratic set up proposed from the village upwards, to ask the Collector to supervise or control these bodies will not be in the best interests of the development of democratic institutions and accordingly recommends that the proposals already made by the non-officials in a conference called by the Adviser Government, viz., that the panchayats should not be placed under the District Collectors nor under the district boards, may be accepted.

The Committee is of the view that the village panchayat should be the basis of all democratic government which should begin from the village. Democracy implies that people are enabled to look after their own affairs in the several spheres into which public administration may be divided. It is common ground throughout the country that administration should begin from the village. So it is necessary that village panchayats should be constituted with powers to deal with all matters concerning the village and should be placed in possession of ample resources to carry out their responsibilities. The administration should be based on adult suffrage and carried out by peoples' representatives, assisted by such technical officers as may be appointed by the Government. The village will be the unit of administrative and economic activities. For this purpose, the Committee has made recommendations with reference to rural reconstruction and cottage industries. Agriculture being the chief occupation of the villagers, the economic activities will have to be set around it and the set-up should be such as to draw to the village, the advantages that may be possible in the agricultural and industrial fields. The Agricultural Demonstrator, the Veterinary Officer and the Industrial Technician should all be

available to help the village in its development. The Committee considers that, in addition to the village, there may be a group of villages formed into a sort of Union, which may undertake all the activities, which will be common to the villages which come together. To illustrate the objects, a village road, village sanitation, a village well, a village school as well as a village co-operative society, which will serve also purposes like supply of seeds and manure, collect produce like milk, grains, etc., for marketing and own and hire out agricultural machinery like pumps, boring sets and tractors will be in the village itself, whereas a middle school, a veterinary hospital, a dispensary, a market and market roads, a loan and sale society, a processing factory and a store, etc., may be located in the Union Centre. The requisite staff may be employed by the Union and lent to the villages where necessary. The whole scheme may be worked with the help of village guides, one for each of a group of 5 or 6 villages, with sufficient training in the several activities. These village guides may also be utilized to step in where the village panchayat or the village co-operative society fails to function or defaults. This arrangement will make the Union area more or less self-sufficient and capable of undertaking development activities. For instance, in the economic field, they can undertake processing, marketing, etc., and in the administrative field, they may bring about schemes for water-supply for drinking, irrigation, etc. Without such a structure, the village will get no benefit from the governmental activities, even though it is the rural areas that bear the larger part of the burden of taxes that are collected.

The Committee has already recommended the formation of a separate Ministry for Rural Development work. If that recommendation is accepted, all rural work, including the Village Panchayats and the Union of Panchayats may be placed under this Ministry, as much of the work for social, economic and political improvement will have to be done through Village Panchayats, the Union of Panchayats and the co-operative societies mentioned above and there will be scope for planning a comprehensive programme for rural development and carrying it through, with as little expense as possible, utilizing all the possible agencies available.

(2) INVESTIGATION AND PREPARATION OF ESTIMATES FOR RURAL WATER-SUPPLY SCHEMES.

The various types of unprotected and protected rural water-supply are :

Unprotected types—

- (1) Step wells.
- (2) Vakkaranies.
- (3) Open irrigation tanks, canals, etc.
- (4) Underground tanks for the collection of rain water from roads, etc.

Protected types—

- (1) Closed or open dug wells with or without overhead tanks.
- (2) Bore wells and pumps.
- (3) Pipe supply from or connexion with water mains from reservoirs.
- (4) Natural springs and artesian wells.

The investigation and preparation of plans and estimates relating to ordinary types of open wells do not require technical knowledge.

The estimates for the construction of the remaining types and overhead tanks, etc., require technical knowledge and greater investigation and scrutiny.

The estimates for dug wells are drawn up by the special staff entrusted with the work of execution of rural water-supply works, after the selection of the site is made and approved by the Health Department, having due regard to the possibility of striking potable water and also the need for a well in the locality. After the estimate is sanctioned, the execution of the work will be entrusted to a contractor, who has a fair knowledge of the execution of minor irrigation works.

Factors which contribute to the delay in execution at present.—Paucity of qualified men to supervise the work, want of labour and scarcity and high cost of materials all contribute to a considerable extent, in impeding the progress of execution of rural water-supply works. Another factor is the delay in the approval of the site by the Health Department.

Modifications necessary in the existing procedure for expediting the work.—With a view to accelerate the progress of execution of rural water-supply works, the Board of Revenue has suggested the following measures:—

(1) An intensive special course for training overseers in the Engineering College, Guindy, should be immediately opened.

(2) A Sanitary Assistant should be in charge of environmental hygiene and selection of sites and act on behalf of the Health Officer.

(3) One Minor Irrigation Supervisor for each district should be appointed to supervise rural water-supply works.

(4) A revised common schedule of rates should be prepared to overcome the existing difficulty in securing contractors at the existing rates.

(5) Collectors should continue to sanction estimates, original and revised, up to Rs 4,500.

(6) A periodical conference once in a quarter may be convened to discuss questions arising out of rural water-supply.

The Water-supply and Drainage Committee set up by the Government has examined at length the general system of execution of rural water-supply schemes and has made recommendations regarding the methods that should be adopted for speedy and proper execution.

The important portions are extracted below :—

Rural water-supply—Present system unsatisfactory.—At present several departments—the Revenue Department, the Labour Department, the Fisheries Department and the Harijan Uplift Department—are pursuing parallel activities in this matter without any co-ordination. The Revenue Board which is at present the central authority for administering the Rural Water-supply Fund has perforce to depend on the Collectors exclusively for achieving results. But Collectors of districts, overburdened with multifarious duties and with distractions in other spheres, can have no time even though they may have the inclination to devote the time required for this purpose. So is the case with Revenue Subordinate staff. The adverse remarks of the Board of Revenue on the progress made in their half-yearly reviews only prove this fact.

Complete re-orientation necessary.—We consider that the present machinery for the rural water-supply scheme is running in a manner not conducive to producing the desired results. We are convinced that the organization for the scheme should be radically re-orientated. We recommend that the administration of the rural water-supply scheme should be taken over from the Board of Revenue and that the Collectors should be divested of their duties in this behalf. The entire responsibility in this matter should be transferred to the Public Health Engineering Department, which would be the pivot of the future organization in regard to all matters pertaining to environmental sanitation all over the Province.

We accordingly recommend to the Provincial Government that the District Engineer of our plan should be made the final sanctioning authority for all rural water-supply schemes within the district, irrespective of money limits. In shouldering this responsibility, the District Engineer will, no doubt in his own interest, consult his superior officers in all cases of doubts and difficulties.

Field staff under the District Engineers.—The transfer of the control and direction, sanction and supervision of rural water-supply schemes from the District Collector to the District Engineer as proposed above, should remove the several anomalies and handicaps in the working of the present system.

Future procedure for rural water-supply works.—It would thus be possible for the District Engineer, with a subordinate technical staff spread all over the district, to have the necessary plans and estimates prepared for each village, adapting standard type designs as may be suitable to each locality and have all such schemes sanctioned by himself. The choice of a particular type of scheme for each place would, of course, have to be initially based on an inspection of the locality by the Supervisor or his higher officer and, in special cases, by the District Engineer himself, according to the needs of each case. Once the site for the well and the type of well or other source to be adopted and the details therefor have been decided upon by the technical officers and scrutinized and sanctioned by the District Engineer, the actual execution of these works can, in the majority of cases, be left to the supervision of maistris trained in the line. As for the agencies for the execution of these works, we consider it may be feasible and indeed desirable in a large number of cases, to entrust the work to the local villagers themselves. Even if an outside contractor is given work on contract, it is invariably the case that local labour only has to be employed by him in the actual execution of work."

The Committee has examined the Report of the Water-supply and Drainage Committee and the suggestions contained therein regarding the execution of rural water-supply schemes. The Committee considers that the provision of protected water-supply in villages and urban areas is the first requisite of public health and that it should be given priority over every other scheme. The Water-supply and Drainage Committee has suggested the formation of a common pool out of taxes collected and grants made by the Government for water-supply schemes. Water-supply is a local affair and the tax is collected for services rendered. While the Committee agrees that the Government should be more generous and should expedite the execution of protected water-supply schemes and cover the whole Province as early as possible, it considers that the Government should not favour a common fund consisting of taxes raised from local areas and contributions made by the Government. In cases where a municipality or an urban area is too poor to pay for its portion of the capital expenditure, the Government will be justified in being more generous than in other cases.

If the funds at the disposal of the Government are not sufficient to provide for the proposals on hand at any time, the Government will be justified in raising a loan for the purpose of financing these proposals and spread repayment over a long term of years, providing a sinking fund in the meanwhile. In case the portion to be contributed by local bodies is large and, according to the present arrangements, their resources are not sufficient, the repayment of the loans to be given to them may be spread over a longer period.

As regards the agency for execution of rural water-supply schemes, the Committee agrees with the recommendations made by the Water-supply and Drainage Committee that there should be a separate Public Health Engineering Service under the control of a separate Chief Engineer. The establishment charges are estimated at Rs 9 lakhs per annum. Taking the centage charges at 10 per cent, an expenditure of Rs 90 lakhs per annum will justify the creation of this service. It is also possible to combine the Municipal Engineering Service with the Public Health Engineering Service, thus saving the cost incurred on that staff. Much of the work of the Municipal Health Officer can also be done by the Public Health Engineering Service. If the Government decide to create this service and take in people who have special training in public health work, they may investigate to what extent the work of the Municipal Engineer and the Municipal Health Officer can be transferred to these officers and what saving can be effected on that account.

Investigation and preparation of estimates for rural water-supply schemes.—As soon as the Public Health Engineering Scheme comes into existence, the provision of rural water-supply may be left to this Service for execution. Until this scheme comes into operation, the rural water-supply scheme may remain with the Collectors, but they should be given special assistance in the form of one or more Supervisors, specially trained. These Supervisors will be responsible for preparing estimates and executing the works. The Committee considers that if there are a large number of estimates to be prepared, the services of the Local Fund, Public Works Department and the Minor Irrigation staff may be employed where necessary.

(3) PREPARATION OF A BUDGET FOR EACH DISTRICT.

All the budget volumes that are now prepared give consolidated figures of receipts and expenditure for the Presidency as a whole. The question whether these consolidated figures could be distributed by districts, so that the statements of district-war distribution might form an annexure to the consolidated presidency budget, was examined previously in consultation with the Accountant-General, who was of the view that such a compilation of accounts on a district basis would only have a limited value, that it could be done at a price estimated roughly at about Rs 50 lakhs per annum, and that such a preparation would not furnish a correct picture, as receipts and expenditure pertaining to one district might be credited or debited in the accounts of another district. It was also considered that the preparation of annexures showing 'district-war' distribution of budget figures would be a stupendous task, requiring the employment of a large staff in the Finance Department. In view of the above considerations, the matter was dropped at that time.

In 1946, the Accountant-General was requested to furnish a statement showing the income and expenditure of the four linguistic areas for 1945-46. He furnished the figures for heads other than debt and remittances, by divisions for the Forests and Public Works Departments and by districts under major heads for other Departments, excluding book adjustments and cash payments in the Presidency town. The cost of the extra staff required in the Accountant-General's Office for preparing the above statements is reported to be about Rs 1,000. The Committee has considered the question in detail; it agrees with the Accountant-General that the 'district-war' statements of receipts and expenditure will only have a limited value and considers that any large expenditure in the preparation of a 'district-war' budget will not be justifiable in view of the fact that revenue and expenditure under Electricity, Irrigation, Public Works, etc., cannot be separated 'district-war' with any reasonable degree of accuracy. The Committee, however, considers that the preparation of the additional information giving figures by Divisions for expenditure in the Forests and Public Works Departments and by districts for the other major heads, including details of unallocated items at a cost of Rs 1,000 a year may be done. If the cost is likely to exceed Rs 1,000 per annum, the Committee is of opinion that it will not be worthwhile to have such statements prepared.

(4) TRANSFER OF MINOR IRRIGATION WORKS FROM THE REVENUE TO THE PUBLIC WORKS DEPARTMENT.

The minor irrigation works are at present under the control of the Revenue Department. The question whether the Public Works Department or the Revenue Department is the proper agency for the care of minor irrigation works has been discussed for nearly a century. In 1851, on the recommendation of a Commission on Irrigation Works, minor

irrigation works, which had till then been in charge of the Revenue Department were transferred to the Public Works Department. In 1878, the Famine Commission recommended that works should be divided into 'Imperial', those irrigating more than 200 acres and 'Minor', those irrigating less than 200 acres. The former were to remain in charge of the Public Works Department and the latter were to be put in charge of the Revenue Department. Again in 1925, the question of handing back minor irrigation works to the Public Works Department was considered in connexion with the retrenchment of the Land Revenue establishment but was dropped.

The following statement compares the various reasons adduced on several occasions for and against the transfer of minor irrigation works to the Public Works Department:—

- | <i>Reasons adduced for the transfer of minor irrigation works from Revenue to Public Works Department.</i> | <i>Reasons adduced against the transfer of minor irrigation works to Public Works Department.</i> |
|--|---|
| 1 The disadvantages of dual control and the advantages of unified control of all irrigation works in the Province. | 1 The prompt repair of minor irrigation tanks is an integral and inseparable part of the duties of a Revenue Officer and he should not be divested of this responsibility. |
| 2 It may be possible to effect large reductions in the minor irrigation staff by the amalgamation. | 2 Minor irrigation works are so numerous that they are likely to be neglected by the Public Works Department, in the midst of their pressing duties, to attend to more important works. Over-centralization also leads to delay. |
| 3 The statement that the Public Works Department staff cannot attend to the minor irrigation works as rapidly as the Collector, is a condemnation of the Public Works Department itself. | 3 The repairs to minor irrigation works require no great professional skill but do require promptness in execution and close touch with the villages, which only Revenue Officers possess. |
| | 4 Kudimaramah will be completely neglected if minor irrigation works are placed in charge of the Public Works Department. |
| | 5 Ryots prefer officers of the Revenue Department, who are more easily accessible and more sympathetic than those of the Public Works Department and they will not welcome the wholesale transfer of all Minor Irrigation Works to the Public Works Department. |
| | 6 The Public Works Department authorities are not as much interested in getting water for irrigation to the ryots without any loss of time, as the Revenue Officers, as they have no concern with the revenue returns. |
| | 7 For efficient upkeep of the numerous minor irrigation works in upland areas, a large amount of touring is involved and the existing Public Works Department staff cannot possibly find time for this sort of work. |

As there are persistent complaints from several districts that the minor irrigation works are not being properly attended to by the Revenue Department, it has been suggested that they should be taken over by the Public Works Department so as to cause a co-ordinated irrigation policy. The Board of Revenue and the Chief Engineer (Irrigation) were consulted in the matter. The Board of Revenue agrees with the Chief Engineer (Irrigation) that, theoretically, all irrigation works should be in charge of one expert department and considers that the question depends entirely on the amount of money and staff available for the purpose and that this unified control will be extremely profitable in cases where spring channels and koramboos are used for getting supply to lands under minor irrigation and where these devices can be replaced by one or more permanent masonry anicuts across the river and channels (leading from them) to supply the existing irrigation. The Board has further stated that, if the Public Works Department is to be given a fair chance of success, the sources to be handed over to them should be in connected irrigation systems and not just a mass of sources whose connexion one with another was merely that they happened to lie within the same revenue administrative district.

The Committee has examined the question in consultation with the Chief Engineer (Irrigation). It considers that the present system of placing minor irrigation works under the control of the Revenue Department has not resulted in much improvement and, that

there has been a continuous deterioration in the condition of minor irrigation sources in the Province. This is due to the fact that the Collector has to do a lot of other work which requires his more immediate attention and in addition, the staff he has for the work relating to minor irrigation is inadequate. It is imperative that the minor irrigation sources in the Province should be kept in a good and working condition to help the food position. The Committee is of opinion that if there is to be a speedy restoration of minor irrigation sources, they ought to be placed under the control of the Public Works Department. Where there is a large number of such irrigation sources to be attended to, a special Public Works staff in addition to the regular staff may be sanctioned and in other cases, the existing staff of the Public Works Department strengthened to the required extent, should be able to look after them. The Committee also recommends that the existing Minor Irrigation staff may be absorbed in the Public Works Department.

(5) EXPEDITION OF PROCEDURE REGARDING LAND ACQUISITION.

The procedure followed in land acquisition cases at present is stated to be as follows:—

Ordinary cases.—Whenever it appears to the Provincial Government that land in any locality is needed or is likely to be needed for any public purpose, a notification to that effect under section 4 (1) of the Land Acquisition Act will be published in the official gazette and, the Collector will cause public notice of the substance of such notification to be given at convenient places in the locality.

After the publication of the notification under section 4 (1) of the Land Acquisition Act, it will be lawful for any officer either generally or specially authorized in this behalf by the Government and for his servants and workmen to enter upon, survey, and take levels of the land.

If after considering the report, if any, under section 5-A, the Government is satisfied that a land is needed for a public purpose or for a company, a declaration under section 6 of the Act will be published to that effect under the signature of a Secretary to Government or of some officer duly authorized to certify its orders. The declaration will be published in the official gazette and will state the district or other territorial division in which the land is situated, the purpose for which it is needed, its approximate area, and, where a plan shall have been made of the land, the place where such plan may be inspected.

The declaration will be conclusive evidence that the land is needed for a public purpose or for a company, as the case may be.

The Collector will thereupon cause the land (unless it has been already marked out under section 4) to be marked out. He will also cause it to be measured, and a plan to be made of it, if no plan has already been made.

The Collector will then cause public notice to be given, calling on all persons interested in the land to appear before him and state their interest in the land, the objections, if any, to the measurements made or the amount, and particulars of their claims to compensation. The notice should be published at convenient places on or near the land in question. There should be a clear interval of fifteen days between the date of publication of the notice and the date fixed for the entry. Special notices also should be served on the occupiers and on all persons known or believed to be interested in the land, or on their agents authorized to receive service on their behalf. On a day fixed, the Collector will enquire into the objections which any person interested has raised to the measurements made and into the value of the land on the date of publication of the notification under section 4 (1) and will make an award under his hand. This award, once passed, is final.

When the award has been made, the Collector is at liberty to take possession of the land, which will thereupon vest absolutely in the Government free from all encumbrances. Compensation for lands acquired will be apportioned and paid in cash or in kind by the Collector, as laid down in Chapters IV and V of the Land Acquisition Act. Thereafter necessary changes will be incorporated in the village accounts.

Urgent cases.—In cases of urgency, whenever the local Government so directs, the notification under section 5-A of the Act is dispensed with and the notification under section 4 (1) and the declaration under section 6 will be published in the successive issues of the *Fort St. George Gazette*. The Collector may, on the expiration of fifteen days from the publication of the notice mentioned in section 9, sub-section (1) of the Act and before passing an award, take possession of any waste or arable land needed for a public purpose or for a company. Such land will then vest absolutely in the Government, free from all encumbrances.

Special powers in cases of acquisition for Railways.—Whenever, owing to any sudden change in the channel of any navigable river or other unforeseen emergency, it becomes necessary for any Railway Administration to acquire the immediate possession of any land for the maintenance of their traffic or for the purpose of making thereon a river-side or ghat station, or of providing convenient connexion with or access to any such

station, the Collector may, immediately after publication of the notice mentioned in sub-section (1) of section 17 and with the previous sanction of the Government, enter upon and take possession of such land, which will thereupon vest absolutely in the Government free from all encumbrances.

There are four distinct stages in ordinary land acquisition cases, which are as follows:—

- (i) the draft notification stage, i.e., the stage up to the submission of the draft notification under section 4 (1) of the Act;
- (ii) the draft declaration stage, i.e., the stage up to the submission of the draft declaration under section 6 of the Act;
- (iii) the award stage, i.e., the stage up to the passing of the award under section 11 of the Act; and
- (iv) the post-award stage, ending with the incorporation of the changes in the village accounts and issue of the notification under section 13 of the Survey and Boundaries Act.

It is stated that delays are most frequent in the first and last stages of acquisition.

Stage (i).—The commonest source of delay at this stage is the imperfect filling up of the form of requisition for land—Form I in Appendix XII of the Land Acquisition Manual—by the department requiring the land. It has very often no clear idea of the limits of the land proposed for acquisition and consequently sketches are not sent to the Revenue Department after pegmarking the limits of the land on the ground, to enable the Revenue Department to initiate acquisition. In the absence of these essential preliminaries, much time is lost in preliminary correspondence with the department requiring the land.

Another source of delay at this stage is the tendency, in most districts, to gather all sorts of unnecessary details in regard to the land to be acquired, before the submission of the draft notification under section 4 (1) of the Act.

Stage (ii).—The defects generally noticed in this stage are as follows:—

Failure to publish the notification in the *Fort St. George Gazette* under section 17 (b) (ii) or under sections 5 and 17 (b) (ii) of the Survey and Boundaries Act in acquisitions in unsurveyed proprietary areas.

(2) Failure to enclose in the subdivision files the notifications published in the village under section 6 (1) with certificates by the village officers of the fact of publication in the village.

(3) Failure to prepare sketches in the manner required in Board's Standing Order No. 90 (13) (v) for unsurveyed proprietary areas, and especially the omission of topographical details in the vicinity.

(4) Failure to furnish independent plottable data for the acquired subdivisions in cadastrally surveyed estates, the survey of which is not maintained at the cost of the Government.

(5) Detection of survey errors of measurement or area in the parent fields or subdivisions which are subdivided for acquisition; and failure to take prompt action for their rectification simultaneously with the subdivision work. For example, if the Revenue Inspector detects an error in the recorded area, he generally fails to follow the procedure prescribed in Board's Standing Order No. 34-B, paragraph 7, but submits the file; the District Surveyors have to return it, pointing out the procedure to be followed. Similarly, when measurement errors are noticed, sketches illustrating corrections with certificates of correction in the village copy of the field measurement book are not separately submitted.

(6) Failure to furnish certificates of demarcation in the subdivision sketches.

(7) Failure to note in the sketches the names of adjoining landholders to whom section 9 (2) notices under Survey and Boundaries Act have to be issued at a later stage.

(8) Failure to submit subdivision sketches (for cadastrally surveyed proprietary areas) in authentic copies of the sketches of the previous survey. Cases have been noticed where only a private survey had been done in an estate, but the Revenue Inspector, nevertheless, measured the new subdivision on the basis of that survey.

(9) Failure to distinguish between a cadastral survey and a soil block survey. Many cases have been noticed where laborious work was done by the Revenue Inspectors in measuring subdivisions on the basis of the soil block survey, whereas he should have ignored the soil block survey and treated the village as unsurveyed for cadastral purpose.

Stage (iii).—Usually there is no delay in this stage.

Stage (iv).—Delays in this stage are mainly caused by the following defects:—

(1) Omission to make correct certificates in the sketches of incorporation of changes in the village accounts.

(2) Omission to issue section 9 (2) notices under the Survey and Boundaries Act to the adjoining landholders and omission to file their acknowledgments.

(3) Submission of fresh sketches for final scrutiny in place of the previously scrutinized sketches, which are misplaced in the Taluk offices or filed with the land acquisition correspondence file.

(4) Failure to publish the notification under section 13 immediately after the expiry of three months after the service of the section 9 (2) notices.

(5) Failure to carry out the changes in the Taluk Accounts immediately after final scrutiny.

It is also observed that the subdivision accounts are not sent immediately after the award is passed and that subordinate officers (Tahsildars, Taluk Surveyors and Revenue Inspectors) are allowed to take their own time.

The Committee understands that the following measures have been taken or are proposed to be taken for expediting land acquisition:—

(i) The Board of Revenue has recently issued a circular to Collectors and their subordinates for the guidance of the officers dealing with land acquisition cases regarding the measures to be adopted in future to prevent the occurrence of delays. The Board is of the view that these instructions will go a long way in minimizing delays and that the question of amending the existing rules may be considered after watching the effect of the instructions for some time.

(ii) The question of appointing separate Deputy Collectors for land acquisition for road works is being considered.

(iii) It has been suggested that local bodies should be encouraged to secure land and fix up the sales by private negotiations to a larger extent.

(iv) The Road Lands Enquiry Committee submitted a detailed report on the question of expediting the acquisition of lands for post-war road development schemes and suggested certain amendments to the Land Acquisition Act and to the executive instructions issued by the various Provincial Governments under the Act.

The Government have accepted the suggestions of that Committee to publish the section 4 (1) notification first in *general terms* and then to publish another notification after survey under the proposed new section 5. At present, survey is done very slowly in most land acquisition cases, thus leading to delay in the publication of the section 4 (1) notification. To ensure that survey is done speedily, the Government considered that the maximum interval between the notification under sections 4 (1) and 5 should be statutorily fixed—say 60 days. The Government have also accepted the suggestion made by the Committee to amend section 17 of the Land Acquisition Act. At present, the emergency provision applies only to arable and waste lands and to lands required for railways. It is suggested that the presence of a few trees and structures of inconsiderable value need not prevent lands other than waste or arable land, being dealt with under section 17 of the Land Acquisition Act. It is also considered that section 17 (2) may be amplified, so as to provide for taking possession of land required for purposes of road construction or maintenance, Irrigation or Highways Schemes, as is now done in the case of land required for the railway administration.

The question of amending the Land Acquisition Act (section 17) so as to enable the Government to obtain the possession of the land much earlier than is possible under the Act as it stands, is stated to be separately under the consideration of the Government. The Government of India have been asked to state when orders on the recommendations of the Road Lands Enquiry Committee may be expected.

The Committee considered the matter and discussed it with some of the officers who appeared before it. It is of the view that, in addition to the steps described above, it is necessary to take further steps to minimize the admitted delay connected with the acquisition of land required for public purposes, especially when it is needed for purposes under non-Government management. While it is necessary that a decision should be taken on the point whether the land is required for a public purpose and the details of the property to be acquired should be ascertained, there is no necessity to wait till all the formalities are gone through and an award is passed before taking possession of the land. The delay is mostly caused by administrative provisions and the procedure laid down under the Act and the rules relating to it. The Board of Revenue has issued instructions intended to minimize the delay. The general need for survey, demarcation and for furnishing details of lands, ownership, etc., causes a great part of this delay. It will be necessary to arrange for taking possession, leaving the question of claims and the amount of compensation to be paid, to be decided in the award. The Committee therefore recommends that provision should be made to the effect that, after the enquiry provided in section 5 (A) has been completed and a decision taken under section 6 to acquire the property, such property may be entered upon and taken possession of, on the expiration of 60 days from the publication of the notice mentioned in section 9 (1). This will enable purpose for which the property is acquired being carried out without delay and nobody will be affected detrimentally, as all claims arising in the matter will be decided in the award to be passed.

In making this proposal, the Committee is thinking of cases other than emergency ones for which provision is made in section 17. The Committee agrees that the amendments proposed by the Government to section 17 are necessary and may be passed without delay. It will be necessary, in cases where large acquisitions have to be made, that there should be a Special Officer to deal with them and in other cases, the Collectors concerned should keep a watch over the proceedings, as recommended by the Board.

(6) LEVY OF AUDIT FEES BY THE LOCAL FUND AUDIT DEPARTMENT.

The Madras Local Fund Audit Department is in charge of the audit of the following:—

- (a) Municipal and Local Funds,
- (b) Marine Funds,
- (c) Funds of the three Universities of Madras, Andhra and Annamalai,
- (d) Endowments, including Hindu Religious Endowments Board and Rajah's Chattram, Tanjore,
- (e) Wards Estates,
- (f) Official Receivers,
- (g) Courts of Wards Office, Madras,
- (h) Official Assignee,
- (i) Administrator-General,
- (j) Official Trustee,
- (k) Suitors' Fund,
- (l) Lawrence Memorial Royal Military School, Lovedale,
- (m) Pasteur Institute, Coonoor,
- (n) Electric Licence Schemes, and
- (o) Criminal Tribes Settlement, etc.

Prior to 1906, the Local Fund Accounts Branch of the Collector's Office, which was employed in compiling the accounts of Local Funds, was a purely local fund establishment, paid for and maintained by district boards. On the introduction of a system by which local boards contributed to Provincial Funds towards the pension of their establishments, service in such establishments became pensionable. On the other hand, the local audit branch was a Provincial establishment, forming part of the Collector's Office and undertook the audit of Local Fund and Special Fund accounts and the inspection of the accounts of Taluk Boards, Unions and Special Funds once a year and a sum representing their pay and pensionary charges was recovered from local and special funds.

In 1906, the Government of Madras sanctioned the amalgamation of the Local Fund Account and Audit establishments in the Treasury Branch of the Collector's Office, in order to admit of the adoption of a uniform system of audit and to avoid duplication of work. The Local Fund Audit and Account establishment in the Collector's Office combined, therefore, the duties of compilation and audit of the accounts relating to Local Funds and those of the inspection of the accounts of Taluk Boards, Unions and Special Funds. The whole cost of the combined Local Fund Audit and Account establishments was recovered from local boards together with pensionary contribution.

In their despatch to the Secretary of State, dated 13th June 1907, the Government of India observed as follows:—

'The levy of an audit fee, especially in the cases of district boards, municipalities and cantonments, appears to us to be a survival from the time when it was the prevalent view (with which we can in no way concur) that those bodies had no claim to any financial assistance from the State.

It is now generally recognized that they are definite links in the machinery of Government and that it is legitimate and often necessary to supplement their ordinary resources by contributions from the general Exchequer. Holding this view, we are of opinion that one of the most obvious methods of assisting them . . . is to forego the charges on account of services which must in practice necessarily be rendered to them by Government.

It is desirable to abolish the fees for the audit of the accounts of bodies or funds which directly assist in the general business of the Government of the country.'

In accordance with the above principles, the Government of India in 1907, obtained the approval of the Secretary of State to remit the fees then charged for the audit of the accounts of the various local and other funds and to compensate Provincial revenues for the loss due to the abolition of the fees by an assignment from Central revenues.

In 1908, the Government of India laid down the general principle that charges should be remitted for services which could not be expediently performed except by Government agency. The Madras Government examined this question in 1909 and considered that, so far as audit was concerned, the conditions were such that it was expedient that this service should be performed by Government agency and that the recovery of charges for

such audit should be waived. It was also considered incumbent on Local Funds to compile and maintain accounts, charges on that score being borne by local bodies. The Madras Government recommended that two-thirds of the charges then recovered for the amalgamated establishments might be waived as this might be taken to represent approximately the cost of the audit portion of the establishments.

With reference to the above principle, the Government of India sanctioned with effect from 1914-15, the remission of the cost of the Local Fund Audit and Account establishment in the Collector's Offices and of Taluk Local Fund gumastas, recovered from district boards and sanctioned a compensatory recurring assignment of an equal amount, to Provincial revenues with effect from that year.

With the advent of reforms in 1919, Local Audit became a Provincial subject and the system of payment of contribution by the Government of India was stopped.

The question whether audit fees may be levied for the audit of the accounts of the Local Boards and Municipal Councils was examined during the financial depression in 1931-32 and a review of the position regarding the levy of audit fees for the audit of the accounts audited by the Local Fund Audit Department was made. It was pointed out that the local bodies were dependent to a large extent on Government grants and that the recovery of audit fees would only result in the Government paying back the amount in some other form of grant to the local bodies and that therefore the free audit might be continued. The proposal was accordingly dropped.

In the case of accounts of electric licence schemes managed by local bodies, however, the Government decided to charge fees for the audit of accounts for years in which the accounts of the schemes showed any profit. In the case of endowment funds managed by local bodies also, a levy of audit fees was decided upon in 1932. In both these cases, the fees are not payable from the funds intended for the benefit of the local inhabitants.

In respect of certain other institutions like Port and Marine Funds, Pasteur Institute, Coonoor, Tuberculosis Sanatorium, Madanapalle, etc., the Examiner of Local Fund Accounts suggested the levy of audit fees and some of these suggestions have been accepted by the Government; audit fees are being levied at present at varying percentages in respect of them.

The Examiner of Local Fund Accounts met the Committee and discussed the question of audit work done by him and the fees charged for audit. In the circumstances explained above, no audit fee is being levied on account of the audit of the accounts of municipalities, district boards and the Presidency Corporation. The main argument advanced is that they are quasi-government institutions and that their finances are so low that if any audit fee is charged, it will have to be given back to them by the Government by way of a grant. The Committee considers that for a proper appreciation of the position of the local bodies and their financial position, all the charges legitimately chargeable to these bodies should be taken into consideration and the present practice of not charging audit fees does not give a proper picture of the financial state of the local bodies. If they cannot pay audit fees from their income, there may be a case for the Government to make it up by a special grant. So, the Committee is of opinion that audit fees to be charged should be shown as a regular item of expenditure in the accounts of the local body concerned, as in the case of any business institution. The Committee understands that fees are charged for the audit of the Bombay Corporation, Bombay Port Trust, etc., by private auditors whose fees are paid by the respective institutions. The Madras Corporation Act also provides for the payment of audit fees. If it is considered necessary to provide for legal sanction for the payment of audit fees by local bodies, suitable amendments to the District Municipalities Act and the Local Boards Act may be passed.

The same remarks will apply with reference to the audit of the accounts of the Official Assignee, etc. The Committee also considers that the percentage of audit fees now levied in some cases may also be suitably increased to cover the cost of the revised scales of pay and the grant of dearness allowance to the Local Fund Audit staff.

(7) SUGGESTIONS CALLED FOR FROM HEADS OF DEPARTMENTS FOR ECONOMIES IN EXPENDITURE.

The present financial position of the Province makes it necessary that a considerable reduction of expenditure should be effected in the working of the various departments of the Government. Apart from the examination of the working of the various departments undertaken by the Committee, all heads of departments and departments of the Secretariat were requested to scrutinize the expenditure in their departments, whether on staff or otherwise, and to suggest the lines on which economy could be effected without prejudice to efficiency and progress.

The suggestions made by the heads of departments have been considered by the Committee and are recommended to the Government for adoption. They are as detailed below :—

(a) *Commissioner for Government Examinations.*—The Commissioner has stated that the only means by which a saving of about Rs. 33,000 in the office expenditure may be effected is by not holding the annual meetings of the Examiners and Assistant Examiners of the S.S.L.C. and T.S.L.C. Examinations for the purpose of issuing instructions for correcting papers. He has, however, stated that the discontinuance of these meetings will not be in the interests of efficiency of the Government Examinations.

Considering the large number of Examiners and Assistant Examiners of the S.S.L.C. and T.S.L.C. Examinations, altogether over 1,500 in the year 1947, the Committee does not think that the interests of efficiency will be adversely affected by their not having these meetings. The Committee accordingly recommends that, in future, there need be no meetings of the Examiners and Assistant Examiners of the S.S.L.C. and T.S.L.C. Examinations for the purpose of issuing instructions for correcting papers. The total number of Examiners and Assistant Examiners is at present understood to be over 2,000.

(b) *Curator, Madras Record Office.*—The Curator has suggested that retrenchment of the following staff, resulting in a saving of Rs 9,700 per annum, may be made :—

- One Special Assistant.
- Two weeding clerks.
- Six attenders.
- Two watchmen.

The Committee suggests that the above recommendations may be approved.

(c) *Director of Public Instruction.*—The Director of Public Instruction has suggested, among others, the following measures :—

- (i) The transfer of some of the Government Secondary schools to private or local board agencies, wherever feasible.
- (ii) The amalgamation of boys' and girls' school ranges, as no separation in the existing ranges is necessary.
- (iii) The payment of grants to European schools may be made in accordance with the Grants-in-aid Code, as for other institutions.

The Committee recommends that these recommendations which were made by the Director after a discussion with it may be approved.

(d) *Military Secretary to His Excellency the Governor.*—The Military Secretary has stated that retrenchment is being effected by abolishing His Excellency's Bodyguard, His Excellency's Band, and household staff and that the first two items are expected to result in a saving of about 3½ to 4 lakhs of rupees in a year.

The Committee recommends that the suggestions made by the Military Secretary may be accepted by the Government.

(e) *High Court.*—The High Court has stated that a scheme of reorganization of the Process Service Establishment now under consideration may result in the reduction of the Process staff by about 50 per cent and a net saving of about Rs 8.1 lakhs per annum. In view of the fall in insolvency work, the Hon'ble the Chief Justice has proposed to direct the Official Assignee to submit proposals for reduction of establishment. The High Court has also proposed to direct the District Judges to examine and report on the feasibility of reducing the number of District Munsifs' Courts, where the district average falls short of 350 suits. It also suggested that it will be reasonable to enhance the original pecuniary jurisdiction of District Munsifs and the small causes jurisdiction of both the District Munsifs and the Subordinate Judges.

The Committee recommends that the High Court may be requested to expedite the above proposals.

(f) *Surgeon-General.*—The Surgeon-General has recommended, among others, the acceptance of the suggestions made by the Director of King Institute, as detailed below :—

(i) It would be possible to reduce the number of medical officers employed in the King Institute, Guindy, and employ instead, suitably trained scientific personnel. In manufacturing departments, it is not necessary to employ medical men to carry on all the processes. On the other hand, the employment of scientifically trained personnel, i.e., Science Graduates, would be more desirable and economical.

(ii) In the conduct of routine work, more qualified personnel could be employed and the subordinate staff could be reduced proportionately.

The Committee approves the suggestions made by the Surgeon-General with reference to the King Institute, Guindy, and recommends them for adoption by the Government.

(g) *Inspector-General of Police.*—The Inspector-General of Police has suggested the following :—

(i) Replacement of 24 District Intelligence Bureau Inspectors by 24 Sub-Inspectors temporarily for a period of three years.

(ii) Reduction of 2 sergeants in the Nilgiris district.

(iii) Replacement of the Joint Intelligence Bureau, Madura, by separate District Intelligence Bureaux for the districts of Madura North, Madura South and Ramnad.

(iv) Handing over the Kallar Reclamation work in Madura North and South to the Education and Co-operative departments.

(v) Abolition of one post of Deputy Superintendent of Police in North Arcot district.

(vi) Abolition of one post of Deputy Superintendent of Police in Tinnevely district.

The Committee recommends that the suggestions made by the Inspector-General of Police may be adopted by the Government.

(h) *Director of Public Health.*—The Director of Public Health has suggested the following items of retrenchment temporarily, to tide over the present financial crisis :—

(i) The entire Nutrition Bureau in the Province may be kept in abeyance.

(ii) The posts of the Research Health Officer, Madras, and his staff and the Guineaworm Research Establishment at Madras and Anantapur may be kept in abeyance.

(iii) The posts of 4 Engineering supervisors and 4 peons in the four Regional Malaria Organizations may be abolished.

(iv) The Anti-Malarial Schemes at Nugur, West Godavari district and at Paderu, Vizagapatam district, may be kept in abeyance.

(v) The posts of the Second-class Health Officer in charge of the Health Unit, Poonamallee, the Assistant Engineer and his peon may be abolished. The third Assistant to the Professor of Hygiene, Medical College, Madras, who has been sanctioned recently for giving field training in public health to undergraduate and post-graduate students in the Health Unit area may be placed in charge of the Health Unit area (with his headquarters at Poonamallee) in place of the Health Officer sanctioned for the Unit.

(vi) The posts of 1 Second-class Health Officer, 1 Health Inspector and 2 peons attached to the Rural Sanitation Unit at Salem may be abolished.

The Committee recommends that the proposals of the Director of Public Health which have been made by him after a discussion with it may be accepted by the Government.

(i) *Director, Cinchona Department.*—The Director of Cinchona has suggested the following :—

(i) The following temporary posts may be abolished :

(a) The post of Assistant Superintendent on Rs 150—250 in the Government Cinchona Plantations at Dodabetta ;

(b) One of the posts of foreman on Rs 30—50 in the Government Quinine Factory at Naduvattam.

(ii) The posts of two overseers on Rs 65—4—85 sanctioned for employment in the Government Cinchona Plantations, Anamalai, in connexion with the 1948-planting programme may be held in abeyance.

(iii) A Laboratory Assistant on Rs 100—5—150—10—200 may be employed in lieu of one of the three existing posts of Assistant Chemists in the Government Quinine Factory, Naduvattam.

The Committee recommends that the proposals of the Director of Cinchona may be accepted by the Government.

(j) *Chief Conservator of Forests.*—The Chief Conservator of Forests has recommended the retrenchment of staff to the extent of Rs. 62,300, as indicated below :—

Circle or division.	Name of temporary posts to be retrenched.	Number of temporary posts to be retrenched.	Total cost per annum.
(1)	(2)	(3)	(4)
	<i>Staff proposed to be retrenched.</i>		
			RS
Forest Utilization Division.	Upper Division Clerk (Rs 80—110)	1	4,300
	Additional Accountant (Rs 80—120)	1	
	Lower Division Clerk (Rs 45—90)	1	
	Timber Inspector (Rs 30)	1	
Salem Circle, Vellore East Division.	Forester (Rs 50—85)	1	5,000
	Forest Guards (Rs 20—30)	4	
Vellore Division	Kancha Watchers (Rs 20—30)	6	

Circle or division.	Name of temporary posts to be retrenched.	Number of temporary posts to be retrenched.	Total cost per annum.
(1)	(2)	(3)	(4) RS.
<i>Staff already retrenched.</i>			
Pyrethrum Division, The Nilgiris.	Range Officer (Rs 100—250)	1	19,200
	Foresters (Rs 50—85)	7	
	Forest Guards (Rs 20—30)	12	
	Peon (Rs. 16—25)	1	
Pyrethrum Division, Palnis.	Ranger (Rs 100—250)	1	4,000
	Watchers (Rs 12)	4	
	Peon (Rs 16—25)	1	
Provincial Silviculturists' Division.	Assistant Conservator of Forests (Rs 260—700).	1	* 8,600
Provincial Silviculturists' Division (Casuarina).	Foresters (Rs 50—85)	2	
Research, Nellore ..	Peons (Rs 16—25)	2	
Casuarina Division, Guntur.	Assistant Conservator of Forests (Rs 260—700).	1	12,600
	Ranger (Rs 100—250)	1	
	Forest Guards (Rs 20—30)	2	
	Peons (Rs 16—25)	3	
Soil Conservation Division, Ootacamund.	Assistant Conservator of Forests (Rs 260—700).	1	† 7,500
	Peons (Rs 16—25)	4	
Total			61,200

*Proposals for a temporary Shorthand Typist for the Provincial Silviculturist will be submitted separately. The cost of this has not been taken into account in arriving at the figure.

†Proposals for the increase of the staff of the Soil Conservation Division by two posts of Foresters and two posts of Forest Guards have been submitted to Government separately and the additional cost on account of this staff has not been taken into account in arriving at the amount of saving shown for the Division.

Statement showing the permanent staff proposed to be retrenched and probable savings thereof.

Circle or division.	Name of the permanent post to be retrenched.	Number of permanent posts to be retrenched.	Total per annum.
Provincial Silviculturists' Division.	Forester	1	RS 1,100
Grand total			62,300

The Committee recommends that the suggestions of the Chief Conservator may be accepted.

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| 1 T. A. RAMALINGAM CHETTIAR— <i>Chairman</i> .
2 K. P. KRISHNAN NAYAR (subject to a minute of dissent).
3 V. PONNUSWAMI PILLAI (subject to a minute).
4 L. VENKATAKRISHNAN (subject to a minute of dissent).
5 T. K. DURAISWAMI AYYAR (subject to a minute).
6 R. SURYANARAYANA RAO (subject to a minute).
7 M. BAPINEEDU. | } | Members. |
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CLARENCE O. COOREY,
Secretary.
 4th August 1948.

We desire to place on record our deep sense of gratitude for the very valuable and wise guidance extended to us by the Chairman. His long and varied experience of administrative matters, his quick grasp and appreciation of the various intricate points which arose in the course of the discussions and above all, his robust commonsense and ripe judgment have been of immense value in reaching decisions on the many matters referred to the Committee.

V. PONNUSWAMI PILLAI.
 L. VENKATAKRISHNAN.
 T. K. DURAISWAMI AYYAR.
 R. SURYANARAYANA RAO.
 M. BAPINEEDU.

FORT ST. GEORGE,
 4th August 1948.

MINUTE OF DISSENT BY SRI L. VENKATKRISHNA AYYAR AND SRI K. P. KRISHNAN NAYAR.

Amalgamation of heads of departments and their offices with the Secretariat.—An outstanding defect in the present system of administration is the maintenance at a huge cost of two sets of offices at the top for every department, one, the office of the head of the department and the other, the Secretariat. There is no justification to keep the head of the department separate from the Secretariat especially after the advent of a popular Ministry and we are for the amalgamation of the two offices as an important measure of reorganization, the head of every department being made Secretary (or Additional Joint or Deputy Secretary) to Government for that department in accordance with the system adopted in advanced democratic countries and followed partially in some of our Province. An exception may be made of the Judicial Department of which the High Court is the head and for the present the Police Department also. The amalgamation which may be effected in every other department will not only make any high-paid posts superfluous but will also make the administration definitely more efficient. The Committee has recommended the amalgamation of the Commissioner of Civil Supplies with the Food Secretariat which is estimated to yield a saving of Rs. 1,31,600. In the case of the other departments, however, the Committee thinks there is no case for recommending the appointment of heads of departments as Secretaries to Government. We have expressed our dissent against this view.

That the administration is top-heavy has been the complaint for decades past. That it is more so now, needs no reiteration. In England there is no head of department separate from the Secretariat but the Permanent Principal Secretaries to Government are themselves the heads of departments, an Inspectorate being attached to some of them for local enquiries and inspections. In United States of America also there are no departmental heads outside the Secretariat; in most states the Secretary to Government is the head of the department but in a few the Minister himself is the head. This system of unitary control is being worked in some of the Provinces in India in respect of specific departments including even the Police. The following details are taken from the Combined Civil List of the Central and Provincial Governments:—

Departments.	Provinces.
Revenue	<i>Bengal and Punjab.</i> —In Bengal the Member, Board of Revenue, is the Secretary to Government, Land Revenue Department. In Punjab, the Financial Commissioner for Revenue is Secretary to Government, Revenue Department; and the Secretary to the Financial Commissioner is Deputy Secretary to Government.
Police	<i>Punjab and Assam.</i> —In both these Provinces the Inspector-General of Police is Joint Secretary to Government, Home Department.
Public Works ..	<i>Bombay, Bihar, Punjab, Assam, Orissa, Sind and North-West Frontier.</i> —The Chief Engineer in all these Provinces is Secretary to Government, Public Works Department. In Bihar the Additional Chief Engineer is Additional Secretary and the Deputy Chief Engineer is Deputy Secretary.
Industries	<i>Punjab and Assam.</i> —In Assam the Director of Industries is Additional Secretary to Government. In Punjab the Financial Commissioner for Development is Secretary to Government, Development Department and the Secretary to the Financial Commissioner is Deputy Secretary.
Co-operation ..	<i>Punjab and Assam.</i> —In Assam the Director of Industries is Additional Secretary to Government. In Assam the Registrar of Co-operative Societies is Additional Secretary to Government, Local Self Government Department.
Education	<i>Punjab.</i> —The Director of Public Instruction is Secretary to Government. (According to Dr. Savor the amalgamation is being worked in two other Provinces also.)
Food	<i>Bombay, Bihar, Punjab, Central Provinces, Orissa and Sind.</i> —In Bombay the Director of Civil Supplies is Joint Secretary to Government and the Food Controller is Deputy Secretary. In Bihar the Chief Controller of Prices and Supplies is Secretary to Government. In Punjab, the Director-General of Food is Additional Secretary to Government, Supply Department. In Central Provinces, Orissa and Sind, the Director or Controller is Secretary.
Transport	<i>Bengal, Punjab and Orissa.</i> —The Provincial Transport Commissioner of Bengal is the Secretary to Government, Home Department. In the other two Provinces also the Provincial Controller is Secretary.

The Committee has recommended amalgamation in respect of Food Department but not for other departments. It is in the case of Public Works, however, that amalgamation is being worked in the largest number of Provinces, and until about two decades ago it was in force in this Province also. The allegation that the system was found defective here and was changed in consequence is not entirely correct. There seems to have been a separatist element in power at the time and the file on the subject indicates that the then Chief Engineers failed to put up a strong case against separation. Dual control of the department by the existence of separate Members of Government for Irrigation and Buildings and Roads contributed not a little to the friction and the separation. Neither the departmental heads nor the Secretariat can be expected to take kindly to the combination, but such structural changes in the administrative set up leading to simplification of the methods of work, greater expedition and direct contact between the Minister and the Executive head with its obvious advantages are inevitable on the establishment of a democratic form of Government and can no longer be scared away by the time-honoured plea of loss of efficiency. The Hon'ble Minister for Public Works, who was good enough to attend a meeting of the Committee and hear the views for and against amalgamation, is anxious that the change should not in any way add to the already heavy work of the Chief Engineers. There is not the slightest risk of this happening; on the other hand the change should definitely lighten their work. The replacement of the system of formal reports by notes on their own files, the extinction of numerous intermediate references now being received and requiring reply, the increase in facilities to get reports from Collectors direct as a Secretary to Government instead of through the Board of Revenue, the consequent possibility of avoiding protracted correspondence with the Board and the usual stagnation of irrigation schemes in the Board's office and above all, the direct dealing with the Hon'ble Minister will not only reduce the volume of their work substantially but will also very considerably help them in their duties by the elimination of delays in sanctioning their schemes and proposals. One of the arguments advanced against amalgamation is, that it will deprive the Minister of the benefit of the wholesome corrective now supplied by the Civilian Secretary to a possibly narrow and purely departmental outlook of technical enthusiasts. This is a very general criticism which can hardly apply to our Province with its extremely limited finances and very little scope for enthusiastic schemes; but if after trying for sometime the senior-most Chief Engineer as Secretary and the other Chief Engineers as Additional or Joint Secretaries, the Government think it desirable to have a senior Civilian to advise the Minister on broad matters of policy and to note on files of special importance, the practice followed in the seven Provinces mentioned above may be departed from and a Civilian either re-appointed as Secretary to Government (all the Chief Engineers being made Additional or Joint Secretaries) or entertained as Secretary to the Minister. In either case, he may require no staff of his own, except a stenotypist or two in addition to the staff of the combined Secretariat. The present Secretariat consists of a Secretary, two Deputy Secretaries, 4 Assistant Secretaries, 17 Superintendents, 58 upper division clerks, 14 lower division clerks, and 17 typists and three Chief Engineers have also a large high paid staff. Even in the event, therefore, of a Civilian being taken back as Secretary, which is not probable, the elimination of superfluous high-paid posts by reason of the amalgamation will be considerable.

2. The further objections urged to a general scheme of amalgamation are (1) the necessity in any case for an administrative officer between the Minister and the head of the department in view of the former's lack of administrative experience, (2) possibility of friction between the Secretary and the departmental head in his role as Additional Joint or Deputy Secretary and (3) impediment to the departmental head's adequate touring. Want of previous administrative experience is the very reason why Ministers should have as their Secretaries senior experienced officers, who are at the head of their departments, instead of comparatively junior Civilian officers with the necessarily limited experience, more or less limited experience, in controlling a few Revenue offices. There need be no fear of their being misled for want of an intermediary, as the Ministers, though not possessed of as much administrative experience as their predecessors in office, are in an immeasurably better position, on account of their being in constant touch with the public, in respect of knowledge of the actual work of the departments in each district (as different from what it appears from reports and returns), the needs and conditions of various localities and the merits and demerits of the officers of the departments. According to the present system, even in departments like Revenue where there is no large scope for any difference in outlook between the departmental head and the Secretary, the Minister is denied the benefit of advice of the senior officers with considerable experience as District Collector who has risen to the top of the department, but an officer without such experience or service is interposed between them as Secretary. As regards the fear of friction, the same contingency now exists among officers of different grades of seniority who have to work together and take joint action, e.g., Members of the Board and Chief Engineers but the administration has not been much the worse for it. In

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regard to touring the objection seems to be based on the supposition that the Minister may want to consult the Secretary or Additional or Joint Secretary in person frequently, and the latter may not be free to get out or stay away in camps as he likes. This is a matter which is easily capable of adjustment between the Minister and departmental head; the Chief Engineers had no occasion to cut their tours when they were Secretaries previously. Regarding the example of other Provinces, the objection is taken that they are mostly small provinces and what has been found good for them may not suit Madras. The list of provinces and departments given above relates to pre-partition days, and Punjab which had introduced amalgamation in respect of 8 departments contains the largest irrigation system with so many as 8 Chief Engineers, each one of whom functioned as a Secretary to Government. It can by no means be called a small Province. It has also to be borne in mind that Madras will cease to be a large province on separation of Andhra. More objections of this nature, all suggestive ultimately of deterioration in efficiency, might be pressed into service when the Government direct an examination of the proposal, but a scrutiny of the methods of work under the existing system will prove that the amalgamation should undoubtedly make the administration of every department more efficient.

3. To cite a few illustrations, reference has already been made to the complaint of many an irrigation scheme prepared by the Chief Engineer being held up in the office of the Board of Revenue, during the war when such schemes were delayed again in spite of the most pressing need for increased food production, the Government were obliged to interfere and obtain copies of reports and plans from the Chief Engineer and sanction some of the schemes outright, without waiting for the Board's remarks. This system started as a war time measure still appears to hold the field. Such progress as has been made in the Ramapadasagar investigation has been, in spite of the emphatic protests of the Board and their objection being overruled by the Adviser in charge. The figures supplied to us of allotment and expenditure under Minor Irrigation and Takkavi which, next to major Irrigation, should have received the greatest attention as contributing to increase of food crops disclose that the allotments for a series of years were not always regulated by the needs and conditions of each district. The vast subsidies since granted to ryots for the construction of wells could have been saved in part if the Land Improvement Loans Act had been administered vigorously on a proper consideration of the facilities for well-digging in various parts of the Province with reference to local rainfall, water-table, nature of sub-soil, seepage and other conditions. A comparison of the allotments in a few districts under the Land Improvements and Agriculturists' Loans Acts in the middle of the War (1941-42) and in the year following the introduction of subsidy (1946-47) will be illuminating.

District. 1)	Allotment in	
	1941-42.	1946-47.
	(2) RS.	(3) RS.
East Godavari	7,700	9,16,680
West Godavari	750	4,16,680
Kistna	10,950	6,85,450
Guntur	14,000	1,56,800
Nellore	11,050	2,26,880
Cuddapah	10,450	1,57,200
South Arcot	9,550	6,39,400
Madura	13,000	1,27,500

If the Secretariat while sanctioning the provincial grant for the year, had also made the allotments for each district such obviously inadequate grants as those shown in column (2) might not have been passed merely on the basis of the previous 5 years' or 3 years' averages, but Collectors might have been called on to explain the grossly meagre expenditure under the two Acts and to apply for very much larger allotments with reference to actual requirements and scope for improvement.

4. It has been elicited from the Board's Secretary at a Committee meeting that even in regard to the exercise of its powers of general superintendence of revenue the personal control exercised by the Members has come to be very limited, there having been only one occasion in the whole of 1947 when a Member found it necessary to visit a district to enquire into slackness in collection and that the supervision is carried on almost wholly through returns, reviews and demi-official correspondence. The general administration has become stabilised, and the circumstances which necessitated the creation of a Board have ceased to exist. The Committee has expressed the view that there is no justification to retain the Board as such but that it may be allowed to continue pending bifurcation of the Province. We entirely dissent from the recommendation for the continuance of the Board till the bifurcation. There will no doubt be a great deal of extra work of an important nature in connexion with bifurcation but the

Board is hardly the suitable agency for it. The proper course will be to put a few select officers on special duty for a short period after the bifurcation has been ordered. Moreover, it is most desirable that the improvements in administrative machinery should be brought into effect and the simplified system be in full working order, before the new provinces begin to function. The Board with its huge office need not be kept on till bifurcation but may be merged with the Secretariat straightaway like other heads of departments.

5. The following is a statement showing the qualifications of the heads of departments and those of the Secretaries of that department:—

	Head of department.	Secretary.
Revenue	I.C.S.	I.C.S.
Excise	Do.	Do.
Public	Do.	Do.
Home	Do.	Do.
Local Administration	Do.	Do.
Development—		
Agriculture	Do.	Do.
Food	Do.	Do.
Co-operation (present incumbent exception).	Do.	Do.
Labour	Do.	Do.
Factories	Do.	Do.
Industries	Do.	Do.
Joint Director	Technical	Do.
Finance	Mostly I.C.S.	Do.
Police	I.C.S.	Do.
Education	Technical	Do.
Public Health	Do.	Do.
Medical	Do.	Do.
Public Works—		
Electricity, Highways, Irrigation and General.	Do.	Do.

A suggestion that is made is that if the Secretary happens to come from the department he will be incapable of giving unbiased advice to the Minister. It will be seen from the statement above that this criticism is infringed in 14 out of the 18 departments enumerated—and yet no catastrophe has overtaken these departments. In point of fact most of these Secretaries are junior members of the service of which the Members of the Board of Revenue and the Chief Secretary are the seniormost men. Their advice should be vitiated by the possibility of their having to take orders from these Members of the Board of Revenue, whom they are now in a position to criticize, but may have to take orders from, at a later date, and their future preferment depend on their goodwill. It will therefore be clear that if it is held that the head of a department cannot give unbiased advice it will follow *a fortiori* that a junior member of that service cannot be expected to give such advice freely and frankly as against his senior in service; even when such a person can be found there is no certainty that his immature opinion based on the necessarily limited experience of the fewer years of service can be any more reliable or worthy of being acted on, than that of, say a member of the Board of Revenue with fuller and more ripe experience. If and when such a wrong advice happens to be tendered by the senior, it is a sign that he has outgrown his usefulness or that his choice as the head of the department was a mistake. His lapse cannot be merely attributed to his departmental bias. To us it appears, that the Government should have the benefit of the advice of the most experienced and mature administrator of the service concerned, and not that of a junior member, it being granted that the Government will exercise due care in the selection of the person who is chosen to be the head of the department and has not been guided mainly by the accident of seniority, political or other exigencies. Once a person is made a Secretary, he should not have to go back or take orders from anybody but his Minister. We concede however that in the case of the Finance Department, the Chief Secretariat and an administrative Secretariat—for the control of the superior Gazetteed establishment of Government it may be expedient to have an Officer—I.C.S. or otherwise—Mr. Richmond was the Chairman of the Public Services Commission and so is Justice Burn now without ill-effects—Recruited for the purpose of control of personnel matters.

6. Having defined the requirements for a Secretary's post, we consider that the head of the department should in every case be the Secretary to Government in respect of that department. The case therefore for the abolition of the separate Secretariat

in every one of these fourteen departments out of 18 are based on admitted and irrefutable grounds.

7. Even in the case of the remaining four technical departments the following extracts from "the Science and Culture" will be interesting.

8. "Though it is the Minister who is responsible for enunciating the policy of the organization under his charge it is the traditional duty of the civil servants while decisions are being formulated to make available to the Minister all information and references from facts demanding all the wisdom and all the detachment he can command. But has this job been satisfactorily discharged by the Civil servant? The impression is that the Civil Servant 'Plays for safety', says Herann Finer."

9. "We are beginning to see, in fact, that it is difficult for any one but an expert fairly and effectively to criticize an expert."

REPORT OF THE UNITED KINGDOM COMMITTEE ON THE TRAINING OF CIVIL SERVANTS—1944.

10. "Though it has been admitted that guidance from experts be he a scientist, engineer, medical man, educationist, industrial manager or financier—are needed now for every matter of Government policy and administration, it has not been found easy to secure this guidance. For in every country, the administrative civil service has till now occupied all positions of vantage and administrative authority. He usually resents it as an encroachment on his privilege, that any distinguished man from outside, should be called to such posts.

11. When expert advice is needed, the usual method is to appoint committees of specialists whose decisions and deliberations are conveyed to the Minister by the Civil servant in charge of the subject, who is generally without any expert knowledge of the subject. The expert even when a full-time servant, is kept in an outer ring whom full knowledge of policy making does not reach. One such expert on Public Health Sir Arthur Newshomme complained before the Tomlin Commission:

12. 'I had no real difficulty in consulting the Secretary (a civil servant) and the President (Minister) when I desired this: *The difficulty was to know beforehand when important public health matters—sometimes they arose out of my own minutes were under discussion between the President and the Secretary, and thus to secure a voice in the discussion before decision.*'

13. In the United Kingdom it was the contention of the specialists that their advice had often to be presented through administrators and is distorted in the process. As a matter of fact the institution of professional civil servants (not those belonging to the Administrative Services) represented to the Tomlin Commission that no decisions involving technical questions should be taken unless specialists concerned had the opportunity of presenting his advice directly to the official or the minister taking the decision.

14. Though this was agreed to by the Commission the demand that the heads of technical divisions should be given equality of status with the administrative head of the department was not agreed to in 1936. Customs die hard.

15. In the meantime, the World War II came and revealed as no amount of argument could have done, the folly of keeping the professional man in the outhouse like the poor relations of a rich man.

16. Large numbers of scientists, technicians and other professional men had to be pressed hurriedly into Government service and they had to be given rank and status in the administration which encroached mercilessly on the 'Preserves' of the administrative civil servant. Some of the scientific men were taken as ministers, others were given secretarial ranks. The absorption of scientists into the Government was found so profitable that the Government of United Kingdom appointed a committee under Sir Allan Balrow of the Treasury which emphasized the need for a scientific civil service in the following words (1945).

17. 'The Government has decided that scientific civil service is to be reorganized. They are deeply conscious of the contribution made by science towards the winning of the War, a contribution which may have altered the whole course of the War and has certainly shortened its duration. They are equally conscious of the contribution which science can make during peace, to the efficiency of production, to higher standards of living, to improved health, and to the means of defence. They are resolved that the conditions of service for scientists working for the Government shall be such as to attract into the civil service scientifically qualified men and women of high calibre, and to enable them after entry to make the best use of their abilities, in order that scientists

in the Government service may play their full part in the development of the nations' resources and the promotion of the nation's well being.'

18. It will be seen from the above extracts that the Government cannot get the best out of their technical advisers if there is a non-technical intermediary between him and the Minister in charge. The same paper quotes Sir Michael Sadler as saying 'The over-devotion of the *civil servant* to precedent, lack of initiative, imagination, procrastination and unwillingness to take responsibility or to give decisions have been enumerated by the United Kingdom Committee on the training of civil servants and we are told that here that the system of having Chief Engineers as the head of their departments did not result in sufficient punishment being awarded to miscreants in that department or that the Chief Engineer was unable to advise Government in their dealings with the Government of India in the matter of Railways and Telegraphs which he did not administer and this was sufficient reason for kicking them out of the sacred precincts of the Secretariat, into the outhouses as quotation above would have it. The facts are as is known to one of us, at least in one case, the I.C.S. Member of Government even fought shy of making a strong representation to the Railway Board on a glaring case of injustice to the Province brought to notice by the Chief Engineer—he considered it simply useless and therefore would not budge.

19. Under the cloak of the security of service, under the protective wings of the I.C.S. Secretary with his agelong administrative acumen, the morale of the department has gone under and the Chief Engineer is unable to check or punish his men except by wasting his valuable time in the long drawn out quasi-judicial proceedings, only to be quashed in one or other of 7 odd appeals open to an individual under the expert administrative guidance.

20. The country in our opinion depends for its progress on the efficient functioning of the very departments which are now under the administrative tutelage of a non-technical secretary. There can be neither enthusiasm nor progress unless these officers can feel that they have the active backing of Government in power without an intermediary and his fancies. The Officers have not only to feel but transmit their feelings to the members of the lower hierarchy; and if they have to be constantly on the *qui vive* where and when they are going to tread on the toes of a revenue official—for is he not the prospective Secretary or Under Secretary to Government and does not his word carry more weight with a member of his own service in the inner circle of Government, than that of even the head of his own department, who must wait for the former's pleasure? Where is the time to think of the basic requirements of their work and pay their undivided attention to it.

21. If a popular Ministry means business, it will be necessary to get out of 'a system which tends to resist evolutionary changes, lags behind progress in political ideas and advances in administrative technique, a system where the spirit of adventure and enterprise is lacking, where they tend to play for safety, to go slow and rely on precedent and seek in the past rules for guidance and action, even when the situation facing them is in essence different from the circumstances of the past to which they appeal' (Bengal Administration Enquiry Committee).

22. It is consequently our considered opinion that where even the saving grace of independent unbiassed opinion is lacking as in the 14 departments referred to earlier, there is no justification at all for the duplicate agency of the Secretariat and a separate head of the department with the attendant paraphernalia resulting in a top heavy administration.

23. In the case of the four departments enumerated last, viz., Public Works Department, Health, Medical and Education, it is essential for progress that they should be relieved of choking influence of the tyranny of the I.C.S. and the Secretaries should be the heads of departments responsible to the Ministers for the efficient administration of his department and 'secure' an effective voice in the discussions *before decision.*' The retention of the Chief Secretary, the Finance Secretary and an establishment Secretary are amply adequate to meet the needs of efficient financial and administrative control of services.

24. It is not our intention to cast any aspersion on the I.C.S. as a service. We have friends in that service and know of others as well whose outlook is wide, who can be progressive, who have energy and capacity considerably above the average, whose capacity for acquisition of knowledge is unique and who would make a mark wherever they are placed; but facts must be stated and hence the digression.

25. If our proposals are agreed to, we feel that at least a quarter of a crore out of about 40 lakhs provided for the Secretariat budget—item 25-j will disappear while efficiency will improve and red tapism will disappear largely.

26. A few details about individual departments follow.

27. (1) *Revenue Department—Board of Revenue.*—The Commissioner of Land Revenue may be made Secretary to Government, Revenue Department and the Commissioner of Commercial Taxes, Additional Secretary. In the Revenue Secretariat there are now in addition to the Secretary, 2 Deputy Secretaries, 3 Assistant Secretaries and 13 Superintendents with 32 upper division clerks, 6 lower division clerks and 12 typists; almost the whole of this staff may be abolished. This does not mean that the existing Secretariat will be entirely scrapped but the best men from both sides will be selected and retained, and part of the combined establishment equal to the existing Secretariat may be found superfluous. In view of the reduction in correspondence work on combination, and the extensive delegations to Collectors recommended by the Committee part of the Board's staff may also be found in excess of requirements and be dispensed with.

28. (2) *Commercial Taxes.*—A suggestion has been made to the Committee that the accounts of all the assesses to Sales Tax having to be examined in detail by the Income Tax Officers also, it is sheer waste of public funds to employ two agencies where one will suffice and that an arrangement may be entered into with the Central Government for a combination, on a contribution basis, of the two departments under one control either Provincial or Central. The contribution on either side should be very much less than the enormous cost now incurred on the maintenance of the duplicate machinery. We strongly recommend the suggestion for Government's consideration.

29. (3) *Jamabandi.*—The village accounts are checked and passed by the Revenue Inspector after this final azmoish of the village and he appends in them a certificate to that effect. The object of the check is to make sure that the changes sanctioned during the year have all been brought into effect that all cases of encroachments, irrigation and remission, etc., have been included and that the rates and calculation are correct. After the Revenue Inspector's check, the accounts are subjected to a further, detailed check with reference to taluk office files by the clerks of the taluk office. The taluk head clerk then overchecks them and a percentage of the entries is also verified by the Tahsildar. According to the present system the Revenue Divisional Officer (or once in five years the Collector) then camps at taluk and sub-taluk headquarters with a staff of clerks and they overcheck the accounts once again and the land revenue demand for the year worked out by the Tahsildar is revised if necessary. A date is notified in respect of each village and ryots from that village present petitions to the Jamabandi Officer (Revenue Divisional Officer or Collector) and he disposes of them in consultation with the taluk staff. Pattas are also issued to ryots where required. On a representation that the further overcheck by the Revenue Divisional Officer or Collector is superfluous and very few ryots attend jamabandi now a days and the corrections in accounts carried out by the jamabandi staff are negligible the Committee consulted half a dozen Collectors: most of them expressed themselves in favour of the abolition if it would not lead to loss of revenue for want of the divisional overcheck. On objection being also taken to the hardship likely to be caused to ryots by the abolition, a reference was made to the Collectors of Anantapur and Chingleput to intimate the number of ryots who attended the last Jamabandi in a select firka and the amount by which the demand was raised by the Jamabandi Officer in each village of that firka. The replies received unmistakably point to there being no need at all to spend money on this system. The firka selected in Chingleput consists of 37 villages but only 11 revenue petitions were presented by ryots altogether in the firka. In Anantapur containing 16 villages the number of petitions received was 14. No information has been furnished by the Collector of Chingleput in regard to correction of demand in each village but in Anantapur there was no change in demand in 8 out of the 16 villages, in 4 there were some deductions and in 4 there were additions, the net result being a reduction of the Tahsildar's figure by Rs. 31-8-1. The old conditions which necessitated the fixing of beriz every year in the presence of ryots have long ceased to exist. Now the Tahsildar (or the Revenue Divisional Officer) passes orders on encroachments, water cess (and remission) early and those orders are communicated to the ryots long before Jamabandi. If they wish to prefer an appeal, they do so immediately, and on account of the improvement in communications the journey to the headquarters of the Revenue Divisional Officer or the Collector presents no difficulty as before. The money spent on the travelling and daily allowance of the Jamabandi staff is a waste, and the abolition of the system will also considerably improve the tone of the administration in view of the malpractices which it gives rise to. The overcheck by Revenue Divisional Officer (or Collector) in the taluk and sub-taluk may be done away with, the demand statement with the subsidiary accounts being sent to his headquarters by the Tahsildar through a peon for approval with the village check memorandum which may be prepared in the taluk office.

30. (4) *Police Department.*—The duties and powers of Deputy Inspector-General are selection of Sub-Inspectors, inspection of police stations, hearing of appeals from constables, countersigning travelling allowance bill of subdivisional officers and award of punishments to Inspectors and Sub-Inspectors up to stoppage of increment, etc. The

Committee has recommended the delegation of the last two functions to the District Superintendent of Police; the other functions can also be taken away by a few adjustments without the least prejudice to efficiency. A small part of the Armed Reserve is said to be under the direct control of the Deputy Inspector-General but it may as well be under District Superintendent of Police's control for the use which is generally made of it. It is objected that in the present state of the country it would be unwise to do away with Deputy Inspectors-General, but they need not drop out of the picture altogether but may only cease to exist as regional officers with an establishment of their own. One usually finds from newspaper reports that when the Inspector-General inspects a disturbed area he is always accompanied by the Deputy Inspector-General; this is so because the Deputy Inspector-General is a regional officer. If, on the other hand, a Deputy Inspector-General or two were working in the Office of the Inspector-General, the Inspector-General could send them out at any time to any affected place with personal instructions, and he himself could go to a third place. This arrangement, in addition to providing the Inspector-General with reliable sources of first-hand information and competent advice ready at hand, would certainly lead to more effective control and personal supervision. We would accordingly recommend the abolition of all Deputy Inspectors-General who now function as regional officers and the appointment of one or two of them as Headquarters Deputy Inspectors-General to work in the Inspector-General's Office, the rest being dispensed with.

31. The two Assistant Inspectors-General and the two Managers in the Inspector-General's Office are one too many; it should be possible, if the additional Assistant Inspector-General cannot be dispensed with now on the appointment of Headquarters Deputy Inspectors-General to revert to the pre-war level of staff at least on restoration of normal conditions.

32. (5) *Public Works Department.*—The Committee has not agreed to the amalgamation of the Public Works and Highways Departments as recommended by the Sub-Committee. We feel it is a necessary and desirable reform. In the contrast when the district boards themselves are about to be abolished or reconstituted with most of their local executive functions removed; the necessity for a separate cadre is not apparent to us. We consequently recommend the amalgamation and the redistribution of Divisional charges so as to obtain compact; easily and efficiently controlled works units or executive charges, resulting in avoidance of duplication of establishment operating in the same area and an all-round reduction in costs. If this is not agreed to and it is admitted by the Committee that the Superintending Engineers for control of irrigation systems is a necessity, it should not be necessary to have too many Superintending Engineers for the control of road-works only. We have to remember the possibility of the creation of a Public Health Service in the offing—and have to be careful in creating new places which can be used as precedents for the creation of more later. We therefore recommend that it would suffice in the Highways Department to give the Chief one Deputy Chief Engineer of the rank of one Superintending Engineer with an Assistant of the rank of a Divisional Engineer to run his drawing office—One of them will become the Chief Engineer of the bifurcated province when it materialises—We would however stress that this is a spending Department, and if effective check has to be exercised to prevent wastage, it is here. The avoidance of a Regional Officer is not as easy here as in other administrative departments and any change might easily result in considerable loss to Government.

33. (6) *Forests.*—For the reasons given elsewhere we do not agree with the Committee's recommendation to keep two Conservators in the Chief Conservator's Office; there need be only one, a senior officer who can be promoted on bifurcation as the Chief Conservator of either province.

34. (7) *Labour.*—The objection is advanced that in view of the present labour situation often involving delicate negotiations the Commissioner of Labour has to be on constant move and should not come over to the Secretariat. This, on the other hand, is the very reason why he should be directly under the Minister without an intermediary. He should be in constant touch with the Minister, report the situation to him frequently and take instructions whenever possible in person. The change of status as Secretary does not at all prevent touring, and there need be no misgivings at all as to his being tied down to desk. The Commissioner of Labour may be made Additional Secretary, Development and he being a senior civilian the portion of the Secretariat dealing with labour may be entirely abolished.

We do not agree with the Committee's recommendation that the post of Assistant Commissioner should be raised to that of a Deputy Commissioner, that is, to the status of a Collector.

35. (8) *Industries.*—The Sub-Committee deputed to examine the working of this department has recommended that the Director should be a technical man with a flair for business and is of opinion that with such an officer at the top there should be no need for

a Joint Director. We hold by this recommendation. The Committee has suggested the abolition of the Industrial Workshop as all the requirements of the department can be supplied by the Public Works Department Workshop. This will take away the major part of the Industrial Engineer's work and there will be no need to retain both the posts of Joint Director and Industrial Engineer. One of them may be retrenched.

The Sub-Committee has discovered a singular instance of wastage of technical material in this department. To the post of a Deputy Director of Industries newly created to deal with marketing of soap, shark liver oil and silk, an Electrical Engineer has been appointed. The selection of an Electrical Engineer is in itself an adequate indication of a Deputy Director of Industries being not indispensable for the job. The post may be retrenched, the marketing being left to the heads of the institutions at Calicut and Kollegal where the articles are manufactured.

36. (9) *Fisheries*.—The Committee has supported the Sub-Committee's recommendation for the restoration of the post of Director of Fisheries, but has recommended further the retention of the two existing posts of Deputy Directors. A fish-curing yard or a fishery school or the fishing operations are inspected by an Inspector who has several Sub-Inspectors and Petty Officers under him and over the Inspector there is a Gazetted Officer called an Assistant Director. The Sub-Committee has found that the post of Deputy Director really serves no useful purpose and that it is merely a 'post office' but not a very efficient post office. An instance has come to the notice of the Sub-Committee of serious delay in sanctioning the extension of some temporary staff because of the Assistant Director's report on the subject being held up in the Deputy Director's Office. Both the posts may be retrenched as not indispensable. It will be time enough, on the expansion of the activities of the department to sanction the post of a Deputy Director in the Director's Office when the increase of work really calls for one.

37. (10) *Local Administration*.—In paragraph (6) at page 17 of its report the Committee has recommended the abolition of the Inspector of Municipal Councils and Local Boards and his deputies if the Government would accept its suggestion for the creation of a Housing Board with a Directorate to which the Director of Town Planning would be attached. We are against the linking up of the two recommendations. A suggestion was made in a Sub-Committee's report that having regard to the substantial reduction in Revenue Officer's work on the separation of the Judiciary from Executive, the supervision of local bodies in each district might with considerable advantage be transferred from the Inspector and his deputies to the Collector and Revenue Divisional Officers of that district and the Inspectorate abolished altogether. The Committee consulted half a dozen Collectors on the suggestion and they expressed themselves wholeheartedly in agreement with it. The Committee has, however, not supported it for the reason that in the new democratic set-up proposed for panchayats it would be prejudicial to the interests of panchayats to place them under Collectors (vide page 86 of the report). It must take time for the reorganization of panchayats and other local bodies to be brought into effect after statutory sanction; till then it would not only save a great deal of money but would also greatly help to improve local administration if the duties performed by the Inspector and his deputies are transferred to the Collectors and their Revenue Divisional Officers. Pending consideration of the formation of a Housing Board, the Inspector's duties as ex-officio Director of Town Planning could easily be looked after by the Secretary to Government, Local Administration. The Inspector with his Personal Assistant and a huge office, and the Deputy Inspectors with their offices can thus be got rid of till reorganization, without the least danger to efficiency, and we recommend their abolition immediately on the separation of the Judiciary and Executive.

The Registrar-General of Panchayats, when created, may be made a Joint Secretary instead of being given a separate office of his own.

38. (11) *Survey*.—There are two sets of regional officers over the district staff, Circle Officers and Range Officers. The latter with a large jurisdiction of half a dozen districts each are not indispensable for efficient supervision and may be dispensed with.

39. (12) *Registration*.—We are not in agreement with the Committee's recommendation at page 26 of its report for the retention of the Inspector of Registration Offices. At page 25, the Committee has expressed the opinion in the case of Forest Engineer that it will not be possible for one officer to deal efficiently with all the forest roads in the Province; the same view should hold good in this case also as there are nearly 700 sub-registry offices to inspect. All those offices are now subjected to an elaborate inspection once a year by the District Registrar, and considering the simple, unpretentious nature of the work performed by the department another inspecting agency between the District Registrar and the Inspector-General is clearly not, indispensable. Reference has been made to complaints of corruption but the corruption in this department is nothing at all in comparison to what is heard of about other departments, and it must be said in fairness that

nothing is alleged against District Registrars and the large majority of Sub-Registrars. To put down malpractices by surprise visits, as suggested, such visits need not be many if followed by drastic punishment and it will be quite sufficient if the Inspector-General, as Deputy (or Under) Secretary, makes them. The post of Inspector which was once abolished as superfluous, and has been revived on a temporary basis can very well be done without, and we recommend its abolition.

40. (13) *Co-operation*.—There are two officers of Sub-Registrar's grade whose duty is to visit each district in their vast jurisdiction of half the province each and verify whether all the dues recoverable from co-operative societies have been recovered. The verification will already have been done by the administrative and the auditing staff of each district under the supervision of the District Registrar, and the two Sub-Registrars are intended to exercise a further overcheck. Such additional scrutiny will no doubt be useful as it may lead to detection of leakages but on the same principle there should be such special staff for other departments also as, for example, the Revenue to verify whether the petitions received in the numerous Revenue and Magisterial Offices have been adequately stamped according to the Stamp Act and in the Registration Department to make sure whether the fees on documents have been correctly levied and so on. If on discovery of omissions by the district checking staff the deterrent punishment of the persons responsible is insisted on, there would be no need at all for a special checking staff to come from outside. The two posts may be abolished as not indispensable.

40. (14) *Miscellaneous*.—At our instance the Committee has recommended at page 22 of its report the issue of an order prohibiting touring officers from receiving supply of provisions from their subordinates. Unfortunately a clause has been added, making such supplies permissible on the officers invalid to make his own arrangements, which would have the effect of making the order a dead letter. We consider it of the greatest importance as the first step to an organized effort to make the services incorruptible that the Government should not only issue an amendment to the Government Servants' Conduct Rules prohibiting all such supplies on any account but should also insist on drastic punishment of the delinquents, however high placed.

K. P. KRISHNAN NAYAR.
L. VENKATAKRISHNAN.

NOTE BY THE CHAIRMAN, SRI T. A. RAMALINGAM CHETTIAR.

In fairness to other members, I have to state that all the decisions recorded, except the one relating to the heads of departments being also Secretaries to Government, were unanimous in the sense that all the members who were present at the particular discussions agreed to them.

Mr. Krishnan Nayar was from the beginning advocating the amalgamation of the Board of Revenue and other Heads of Departments with the Secretariat and the elimination of all regional officers. The Committee has recommended the abolition of the Board of Revenue as such but, that two members may continue in view of the largeness of the Province and to help in the division of the Province in case it is decided upon, and in the case of the Police department, in view of the considerations mentioned below, the present set up may not be disturbed. In the case of the Police department, the Inspector-General of Police stated that in the present disturbed condition due to the border troubles on the one hand and the communist troubles on the other, it is not desirable to make any change in the present set up. He also said that he is prepared to take up the Fire Service and the policing of prohibition work, without any additional supervisory staff. He wanted only more Sub-Inspectors. He also said that the Deputy Superintendents and the Deputy Inspectors-General were needed for the organization and training of Home Guards and armed Police. It was in view of these considerations that the Committee did not recommend the abolition of the regional officers in the Police department and a reduction in the number of Deputy Superintendents.

T. A. RAMALINGAM CHETTIAR.

MINUTE BY SRI T. K. DURAISWAMI AYYAR.

It is admitted on all hands, that the bulk of the tax-payers are very poor and most of them are not even in a position to command the resources for meeting their bare primary needs. In these circumstances, the most important governing consideration, in respect of the services, on which relatively large amounts are spent is that the maximum of efficiency should be secured at the minimum of cost. It may, however, be argued that Government is not in the same position as a commercial concern where maximum of output at minimum

cost is the condition of survival and expansion. Though non-economic considerations may also have to be taken into account in the determination of policies and their execution and though the promotion of the welfare of those sections of the population who cannot themselves take care of their interests should carry special weight with the Government, it cannot be too strongly emphasized that the Government should not relax their efforts in the direction of getting 16 annas for every rupee they spend. In fact, the promotion of general welfare and special attention to the raising of the conditions of particularly backward groups need not at all conflict with the principle of keeping down the cost, consistent with the maintenance of high efficiency. In the conditions of the Madras Presidency, where steadily increasing tracts of community life are likely to come under the control, regulation and even operation of governmental machinery, involving continuous increase in expenditure, where millions and millions of tax-payers find it difficult to provide themselves, even with the minimum of subsistence and where the Central Government has to be approached for financial aid by way of grants and loans, the case for giving very high priority to securing maximum efficiency at the minimum of cost becomes overwhelmingly strong. Efficient administration is of paramount importance and any device which will promote the *esprit de corps* of the services and their sense of discipline has to be sedulously explored.

The Committee has dealt in great detail with the question of the creation of agencies for promoting rural progress. The objective governing the creation and functioning of these agencies ought to be the quickening of a sense of responsibility on the part of the villager for his own progress so that the corporate community life which has been destroyed under British rule with disastrous consequences may once again become a reality and the lost initiative may again be recaptured by the body of villagers. All schemes of additional expenditure should be subjected to the acid test whether they would promote directly or indirectly the welfare of the villagers.

The Committee gave particular attention to the problem whether the Board of Revenue should be retained as a Board. The view was expressed that the Board, through the past decades has been a citadel of reaction and the prompt execution of many a beneficial scheme in the past, had been blocked by the unhelpful attitude of the Board. A little reflection will make it clear that the State in India under British rule was in the main, a Police State and not a welfare one and in such conditions, it is not difficult to imagine that the Board of Revenue should also reflect the spirit of the administration. Since the districts were many and the Collectors were the prime agents of Government in the districts, coming into close touch with the entire population in a way, in which no other officials did, the Board of Revenue which was the head of the entire revenue administration was a very important body and, therefore, singled out as the target of criticism while the spirit of 'go slow' that inspired the entire administration might be said to have found its most forceful expression in that body. It should, however, be realized that if the Board had not existed, reaction would not have withered away for want of a medium for its expression but would on the other hand have found no less powerful exponents in the Secretariat itself. Thus the fault did not lie so much with the Board as with the spirit that animated the whole system of administration. In the altered conditions of the country since 15th August 1947, the Board of Revenue, no less than other institutions will undoubtedly catch the spirit of progress, that cannot but mark the whole system of administration in the Province. The only question, therefore, that is relevant to the consideration of the retention or abolition of the Board, is, whether the interests of sound revenue administration in the districts involving the welfare of the entire population will not be adversely affected by the abolition of the Board. In view of the all-embracing character of the work of the Collectors of districts and in view of the fact that their decisions affect for good or ill, the fortunes of the people most intimately, the necessity for a Board of two or three Members for the purpose of co-ordinating, directing and correcting the work of the Collectors is overwhelming, for the lack of which the efficiency of the whole administration may grievously suffer. The case for the retention of the Board becomes particularly strong in view of the fact that the institution of Commissioners, each exercising control over a number of districts, which exists in most of the Provinces, does not exist in the Madras Presidency.

In view of the fact that technical personnel of high quality are employed for the investigation and execution of major projects of irrigation works, the need for interposing as many as seven Superintending Engineers between the Chief Engineer and the District Executive Engineers is far from clear. If it is not found feasible to abolish the posts of Superintending Engineers for Irrigation, the number may, however, be suitably reduced.

It was rather disquieting that in the course of the Committee's discussion with many an officer in the top ranks of direction of different departments, to find that there was a distinct deterioration in efficiency in the Executive as well as the clerical branches of the Services. It behoves the Government to take note of this tendency and by stiffening the

qualifications for different jobs or otherwise, to help to reverse the unhealthy trend speedily and restore the efficiency of the Services. It is up to the Government which will have to face financial stringency for a considerable time, to create conditions under which, those non-officials with leisure, understanding and a record for integrity will, in an increasing measure, feel it a moral obligation of citizenship to give a portion of their time and energy for public causes without expecting in return any financial remuneration.

T. K. DURAISWAMI AYYAR,

MINUTE BY SRI R. SURYANARAYANA RAO AND SRI V. PONNUSWAMI PILLAI.

The Board of Revenue.

The question of the abolition of the Board of Revenue has often been considered in the past. This Committee too discussed the matter and came to the conclusion that there is no need for the Board of Revenue as such with two Members but that it may function as hitherto for the present until the division of the Province is effected. Besides discussing the matter in detail with the three Members and the Secretary of the Board of Revenue, a Sub-Committee of the Committee spent two days in the office of the Board of Revenue to acquaint itself with the working of the Board of Revenue. The Board of Revenue as constituted at present acts collectively on certain important matters while each Member acts in his individual capacity in regard to subjects allotted to him in which no major question of policy is involved. The Members individually and collectively perform functions which will have to be performed by Government if its abolition is given effect to. The enormous number of references and appeals even in merely revenue matters disposed of by the Board is somewhat staggering. Either the aggrieved parties will have to be deprived of the opportunities now afforded to go in appeal to the Board or the Government will have to undertake that task. The abolition of the zamindaris and the consequent integration of the zamindari area into the ryotwari system increases rather than reduces the functions of the Board. At present the area under the ryotwari system is 27,661,319 acres. To this, will be added an extent of 13,444,174 acres now under the zamindari. The number of proprietary villages involved in zamindari legislation is about 18,000. Survey and settlement of all the zamindari estates will have to be carried out to bring them in line with the surrounding ryotwari area. Moreover, what is the link now between the Government and the district administration but the Board of Revenue? Without the Board of Revenue, contact between the Government and the district administration will necessarily be comparatively feeble and this will not be in the interests of good Government. Its abolition will also lead to centralization of functions in the Government which will be hardly conducive to efficient and quick despatch of business. Even now the delays in disposal are proverbial and relief granted to the parties is unduly delayed. It would result in a worse state of affairs if the disposal is left in the hands of the Government. Government also are expected only to lay down policy and exercise general supervision while the actual execution and day-to-day administration should be left to the executive. The Board of Revenue acts as the executive in regard to revenue and other cognate matters. Every department of Government has a head who controls and supervises the work of officers in his department. If the Board of Revenue is abolished, there will be no head for the Revenue Department.

It has been argued that while there may be a Revenue Commissioner as the head of the Revenue Department, there need not be a Board of Revenue as such. If this is conceded and if the appointment of a separate Commissioner for Commercial Taxes is also agreed to, it is not understood what objection there could be to treat the two Commissioners as part of one corporate body so that their accumulated experience and collective advice may be available to Government at any time in regard to revenue matters, taxation measures, and other important administrative questions. There is much to be gained by the retention of the Board of Revenue especially now that the composition of the Government is wholly non-official and it needs the assistance of a body of experts in administration.

In view of the abolition of the zamindari system, work will be too much for one Commissioner for Land Revenue to deal with all matters relating to land revenue administration. Appointment of one more Member is very necessary. Together with the Commissioner of Commercial Taxes, the Board will then consist of three Members. What subjects should be dealt with by the Board collectively and members individually, it is for the Government to re-examine the present allocation and make such alterations as are deemed necessary. The Government may also do well to take advantage of the collective advice of the Board in dealing with questions other than those under its direct charge and in doing so the Board may be required to co-opt the head of the department concerned to secure the benefit of his first-hand experience.

The problems relating to revenue administration especially the resettlement problems arising on account of the abolition of the zamindari system will continue for a long time to come. Even the reform of the ryotwari system for which proposals are under the consideration of Government may create fresh problems which need constant attention. In attending to them and finding solutions for them, the existence of a body like the Board of Revenue will be of invaluable assistance to Government. The enormity of the problems will become no less by the division of the province on linguistic or any other basis. It may be, the volume may become less, necessitating reduction in the number of members. But the functions of the Board of Revenue as such will still continue to be exercised whether it functions as a corporate body or otherwise.

Above all the abolition of the Board of Revenue as such will not yield savings as it is proposed to have a Revenue Commissioner instead. That officer will need all the assistance which the Board now affords if he is to discharge his functions satisfactorily. The demand for the abolition of the Board of Revenue is based more on sentiment and prejudice than on real solid grounds. The advantage gained by its retention of possessing the accumulated experience and collective advice of senior officers will be lost. Moreover, in matters in which the collective decision of the Board of Revenue is now necessary, will then be the decision of a single Commissioner. In judicial parlance the difference will be that between the decision of a single judge or a Bench. The aggrieved parties who seek redress certainly value the decisions of a Bench.

There is one matter to which reference is called for. It is learnt that sometimes the Government exercise revisionary powers even though under the Statutes or rules made under them the Board of Revenue is the final authority. Exercise of such powers by Government tantamounts to acting without jurisdiction. Moreover, such exercise increases the work in the office of the Board of Revenue.

Both the Governments of Bombay and the Central Provinces are now seriously considering the question of setting up the Board of Revenue in the place of Divisional Commissioners. While other provinces are following in the footsteps of Madras, it will be foolhardy to do away with the Board of Revenue in Madras. In the United Provinces there are Divisional Commissioners as well as the Board of Revenue. If any reorganization is to be effected in that province, it is sure to be on the lines proposed in Bombay and the Central Provinces, resulting in the abolition of Divisional Commissioners and retention of, nay even strengthen, the Board of Revenue.

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MINUTE BY SRI R. SURYANARAYANA RAO.

The purpose of this note is to elucidate and emphasise certain decisions of the Committee as also to express a different point of view on certain topics dealt with by it.

1. Village administration.

There is no denying the fact that day by day administration—be it village, firka, taluk, district or Provincial—is becoming complex. Any proposal for its reorganization must perforce take note of this fact. The character of administration too should be in conformity with the recent changes in the system of Government. What was considered good and efficient for a bureaucratic system may not and cannot always suit democracy. The need for a radical change in the system of village administration should be approached from the new angle. The reorganization of village establishments is intimately connected with the reorganization of village Panchayats, so also the organization of Village Uplift and its relation to the village establishments and the village Panchayats. Though the Committee has ventured to put forward some ideas on the reorganization of the village panchayats, its views are necessarily tentative in the absence of information of the intentions of Government on this vital matter. I feel all problems relating to villages can well be the subject of another enquiry so that an integrated plan for rural development, naming the agencies and their constitution required for the purpose, may be formulated. Not merely attainment of self-sufficiency but also inculcate in the villagers initiative and capacity to manage their own affairs should be the objective of any scheme of rural development. The Government will do well not to proceed with their plan for the reorganization of village panchayats or village administration till such a plan is formulated. However, the proposals of the Committee in regard to reorganization of village establishments merit consideration and experiments proposed may be undertaken without undue delay.

II. Collector as District Administrative Officer.

One of the causes for the complexity of administration to which reference has already been made is the growth of Government functions. This has resulted in the establishment of separate departments at the Provincial Headquarters and the appointment of an army of district and subordinate officers. Whether the Collector should continue to be the director of all Governmental activities was one of the points discussed by the Committee. The Committee's conclusion was the Collector's position may be the same as it is at present with the powers he has under the several statutes and the Board's Standing Orders. The Committee also did not consider it necessary to give the Collector any power regarding service matters and disciplinary action relating to District Officers of all departments. But there is much in the proposal that there should be a unified control of all activities at the district level so that the best value may be obtained for money spent. This will necessitate making the Collector as the District Administrative Officer with powers to supervise and issue instructions to officers of all departments working in the district. This should be possible, nay desirable, even if the Collector is not to exercise any disciplinary control as the Collector can exert a great deal of influence on the work of other departments. I do not think the position accorded to the Collector at present either in the several statutes or the Board's Standing Orders or both approximate to this. It should be clearly laid down that the Collector is the chief agent of the Government and that he is the director of all social and economic reforms introduced by the Government. It is needless to say that the influence which he wields by virtue of the fact that he is the head of the district can be usefully utilized for the development of all activities sponsored by the Provincial Government. As things are, it is understood that certain District Officers, if not all, do not think they are called upon to intimate to the Collector their activities in the district. This should not be the case. With a view to maintain necessary contact with the work of different departments in the district and to secure co-ordinated activity and promote team spirit, frequent informal meetings of all the district officers may be convened by the Collector. As these meetings are meant wholly to deal with departmental activities, I do not think the association of non-officials is necessary. The place of non-officials is in the District Councils, the constitution of which the Committee has recommended.

The Committee has suggested that the Collector of the district should have nothing to do with the village panchayats as it will be against the proposed democratic set-up. Whatever may be the future administrative arrangements, the Collector will continue to be the Chief Agent of the Government. While interference in day to day administration is not desirable there should be no objection to allow the Collector to play the role he does in regard to the work of other departments. In respect of panchayat work, the District Panchayat Officer, in his relation with the Collector will be like any other departmental district officer. It is in the interests of Panchayat administration that the head of the district should be associated with it.

III. Public Works Department.

The reorganization of the Public Works Department has engaged the attention of Government time and again. At one time there were three Chief Engineers—Buildings and General, Irrigation and Highways. At present there are only two Chief Engineers. The Committee examined the need even for two Chief Engineers and in view of the increasing importance and volume of irrigation works and the technical work involved in their maintenance and construction and also in view of the fact that the irrigation works are widely distributed, it decided to keep separate the two departments of Public Works and Roads. Existence of two separate departments necessarily involves the maintenance of two sets of officers, both superior and subordinate. The question for consideration is whether it is not desirable in the interests of efficiency to provide a unified direction. Cannot this unified direction be arranged without doing injury to the idea of specialization? It should be possible, nay even it is desirable, that unified direction should be secured at all costs. As already pointed out the number of Chief Engineers has been reduced from three to two and it cannot be argued either the volume of work turned out or efficiency has suffered. The fact that the number of irrigation works is many and they are widely distributed can be a justification for asking for more assistance, rather than urge them as arguments against unified direction. Therefore in the interests of efficiency and smooth working it is desirable to have one Chief Engineer. He may be assisted by Deputy Engineers, one for roads and one for buildings and one or more for irrigation, the number varying according to the number and importance of irrigation and other works undertaken. The status and emoluments of these Deputy Engineers may even be higher than those of the existing Superintending Engineers.

The Committee also considered the need for the Superintending Engineers. It has been argued that the Superintending Engineers have to do the technical examination of the proposals for work received and have also to see from time to time the technical aspects of the work that is being done. The Committee was also told that they are now the final authority in the matter of schedule of rates and their control in this regard is very necessary. While always plausible arguments can be found for the retention of a hierarchy of officers, the point for consideration is whether these officers who are highly paid serve a useful purpose. It cannot be denied in most cases, their duties have become more or less of a routine or formal character. Even fixing the schedule of rates can as well be done by the Executive Engineers, whose local knowledge will be conceded is much more than that of the Superintending Engineers. Moreover technical examination of the proposals and their execution are done by the Executive Engineers and the supervision of the Superintending Engineers has tended to become more administrative than technical. With the proposed Deputy Engineers of superior status, such technical scrutiny as is necessary can be done by the Deputy Engineers in the office of the Chief Engineer. It should not be forgotten that the Executive Engineers are always men of experience and superior status and they can as well be trusted to examine the technical and even administrative aspect of any proposal with due care. Without in any way disparaging the work done by the Superintending Engineers, it will be recognized that the abolition of the Superintending Engineers will remove one important source of delay in the sanction and execution of projects by eliminating further scrutiny of plans and estimates already done by the Executive Engineers.

The continuance of the Highways Department has for some time been a vexed question. If, as already stated, unified direction is essential for efficiency, it should cease to be a separate department. At present the same set of separate officers, both superior and subordinate, are provided for the Highways Department. If ordinary Public Works Department officers can attend both to buildings and irrigation, they can as well attend to road works. Were not the District Board Engineering staff attending to all items of work connected with the District Board? Therefore it is suggested that the Highways Department as such with separate hierarchy of officers should be abolished, and merged in the Public Works Department. This will be merely restoring the state of affairs prevailing before the creation of the Highways Department.

If the above suggestions are accepted, there will be one Public Works Department in the Province and in the districts exercising unified direction. There will be one or more Executive Engineers in each district with sufficient number of subdivisional officers with subordinate staff as the necessities of the work demand. Of course this suggestion does not rule out the prospect of appointing special staff for investigating or undertaking a special scheme or work. Such staff will be in addition to the regular staff. Nor does it rule out the necessity to appoint Special Engineers including the Chief Engineer when special and extensive activities are undertaken which are beyond the scope or competence of the regular staff. Already we have a special Chief Engineer for the Tungabhadra and Ramapadasagar Projects.

When the proposals for the expeditious investigation of and preparation of estimates for irrigation works were considered by the Committee a suggestion was made that the revenue enquiry should go side by side with investigation, the Chief Engineer did not favour it on the ground that in the existing circumstances it has become necessary for his office to scrutinize estimates received, often altering them out of shape before finalising them. Already scrutiny devolves on the Chief Engineer and evidently the Superintending Engineers have not been of much assistance even in technical matters. Therefore, this only gives added strength to the argument in favour of the abolition of Superintending Engineers and the strengthening of the Superior staff in the office of the Chief Engineer.

IV. Secretariat organization.

While it is true considerations which determine the distribution of portfolios among the Ministers are outside the purview of the Committee, it has however ventured to suggest certain regrouping of subjects such as Agriculture and Co-operation in charge of one Minister. Distribution of portfolios may also vary according to the exigencies of the situation. Whatever may be the exigencies, every effort should be made not to sacrifice the principle of homogeneity. It would also be conducive to proper administration if subjects are so distributed among the Ministers that each Minister is to deal with one Secretary or *vice versa*. It is also a matter of common knowledge that there are Departments in the Secretariat whose Secretaries have to deal with more than one Minister. The Secretaries often find it difficult to cope with the work and seek the assistance of the Joint Secretaries, Additional Secretaries and Deputy Secretaries who

are allowed to deal with the Minister direct. So there is need to reconstitute the existing Departments both on the principles of homogeneity and convenience. To quote an example the present Development Department has become too unwieldy. It can as well be divided into two Departments one of which may deal with Industries and Labour. So also the Public Health Department may be reconstituted into a separate Department. In view of the recommendation of the Committee on the transfer of minor irrigation to the Public Works Department, it should be transferred from the Revenue to the Public Works Department Secretariat. All subjects now dealt with by the Board of Revenue shall be transferred to the Revenue Secretariat. These are only a few instances. Detailed examination of subjects dealt with by the various departments of the Secretariat may reveal many anomalies and lack of homogeneity which can be rectified.

V. Heads of Departments as Secretaries.

The question of making heads of Departments, Secretaries or Joint Secretaries of the Departments concerned has been considered by the Committee at more than one sitting. The ultimate decision arrived at may be considered satisfactory. The fact that by effecting this change one stage in the official correspondence will be eliminated and thereby one cause of delay in disposal will be eliminated is recognized by everyone. But the disadvantages of the method far outweigh this advantage. Those who argue for the proposed change forget one fundamental fact that the basic function of the Secretariat is to scrutinize the proposals received from departments with a view to bring them into line or co-ordinate them with accepted policy of the Government in regard to particular matters or on general questions. It may be even necessary to evolve a new policy to suit the altered or changing circumstances. In doing so the Secretariat approaches the proposal with a broader and new angle summoning to its aid such accumulated data and precedents as are available. Moreover as was stated by one of the Secretaries who appeared before the Committee, a proposal which *prima facie* appears good, feasible and reasonable to the head of a Department may on further examination in the Secretariat on the lines indicated above change its complexion. The head of a Department cannot but in the condition of things view any scheme he propounds from the point of view of his Department. Probable repercussions on the work of other Departments rarely occur to him.

Besides eliminating delay by avoiding one stage of correspondence, it is argued it will lead to considerable savings as when the head of a Department becomes its Secretary, his office becomes automatically integrated with the Secretariat. To a superficial observer who is conversant with the items of work carried on in the office of the head of the department this appears to be an attractive proposition. But a close study of the working of the offices of the heads of Departments will show that wholesale integration is not possible, nay, workable. There are certain items of work which must be disposed of or dealt with by the office of the head of the Department and only a few proposals out of multitudinous references go to Government. So a separate office is essential and that cannot be done away with. What happened in Bombay when the Director of Public Instruction happened to be the Joint Secretary to Government is well described in the Report of the Administrative Enquiry Committee, just issued:—

Experience has shown that to make the head of a Department Secretary without integrating his office with the Secretariat leads only to waste of time and effort. The experiment was tried in 1939 when the Director of Public Instruction was made Joint Secretary to Government and spent a certain number of days each week in Bombay. But he continued to correspond with himself as Director of Public Instruction at Poona, and files were moved to and fro as before. It sometimes happened that as Director of Public Instruction he was obliged, at the instance of his office, to rebut the views which he himself had earlier expressed in the light of noting in the Secretariat. Thus, while there was no improvement in the disposal of work, there was created the absurdity of the same officer expressing divergent opinions in different capacities, and the experiment was abandoned.

This subject of appointment of heads of Departments and Technical or Professional Officers as Secretaries has been exhaustively dealt with in the Report of the Administrative Enquiry Committee, Bombay. Though one is tempted to draw on that Report a great deal, exigencies of space do not permit such a course. Suffice it to say the Committee has made out a strong case against the heads of Departments being made Secretaries more especially in the Public Works Department. The Committee on grounds of (a) limitations of a specialist, (b) need for independent scrutiny and (c) waste of professional experience has recommended strongly that the Public Works Department in Bombay should be brought into line with other departments and that

the Secretary in the Public Works Department should be drawn from the Indian Civil or Administrative Service.

Some years ago the posts of Secretaries were mostly held by the Members of the Indian Civil Service. Though this is not being strictly adhered to, now it is not known if any rule or convention relating to it has been abrogated. It should be laid down that every officer with district experience whatever may be the service to which he belongs—Indian Civil or Administrative or Provincial Service—is entitled to be appointed as the Secretary to Government. At present posts of Under Secretaries are reserved for the Members of the Indian Civil or Administrative Service. Such a reservation should be abandoned and provincial service officers should be considered equally qualified to fill these posts. As in the case of the Indian Civil or Administrative Service officers who are appointed as Under Secretaries to obtain training in Secretariat work and procedure, some Deputy Collectors also may be chosen as Under Secretaries to obtain the necessary Secretariat experience.

As already pointed out the Departments of the Secretariat should be reformed on principles of homogeneity and convenience. If the reorganization is carried out on those principles, there will be no need for Joint Secretaries and Additional Secretaries. Deputy Secretaries may be necessary where the work in homogeneous departments is unduly heavy and the Secretaries need some relief.

In the course of the enquiry, Secretaries complained that the work in their Departments had increased considerably under the popular Ministry and the number of references coming for disposal and even submission to the Ministers is growing day by day. The Ministers are mostly persons with little or no knowledge of the activities of the departments placed in their charge. While they may lay down broad lines of policy it is too much to expect them to exercise control over details of administration. Popular Ministers cannot by force of circumstances afford to give much time for administrative details. If any over-zealous Minister attempts to do this, he will soon find he had undertaken an impossible task. Therefore, the Secretaries play a more onerous role under popular Governments. They have to assist the Ministers in the formulation of policies placing their varied administrative experience at their disposal, examine the proposals submitted by the heads of Departments, how far they conform to the policy formulated and then keep watch to see whether the policy laid down has been successfully carried out without any infringement, bringing to the notice of Ministers any lapses noticed. While one should concede to what extent a Minister may delegate powers to his Secretary is dependent more on their personal relationship, it is desirable to follow greater delegation especially in routine matters and in regard to those governed by set rules. Already Secretariat procedure allows such delegation. But in the interests of speedy disposal, it is desirable to allow greater delegation of administrative functions to Secretaries. While such delegation will infuse a sense of responsibility and initiative in the Secretaries, it also affords relief to the Ministers from much of routine work. To achieve this purpose the Secretariat Procedure and Business Rules may, if necessary, be suitably altered.

VI. Secretariat procedure.

The procedure followed in the Secretariat is described in detail in the Secretariat Office Manual. The question of reorganization of the Secretariat was not attempted by the Committee as it would have involved great deal of time necessitating thorough study of the working of each branch of the Secretariat. However, on a study of the currents disposed of in various departments, the Committee has suggested an increase in the number of currents for disposal as also a general cut of 12½ per cent in the staff employed. It is just possible that in some branches this may cause hardship while in others the retrenchment may prove a mere flea-bite. It is true the increase in temporary staff during the war appears somewhat phenomenal and it continues to be at that high level. It is difficult to say where the necessity for it has vanished. But it is necessary that a systematic plan for reducing the temporary staff must sooner or later be formulated. For this purpose a detailed investigation is necessary to assess the existing volume of work, the possibility of its reduction and the needs of the work likely to be undertaken. This investigation is all the more necessary because while the Committee was engaged in its task, proposals for fresh posts have been considered or were under consideration. Moreover, even if the existing volume of work is not likely to lessen in the future, what is now temporary may be made permanent in the interests of efficiency.

A few suggestions may be made which if considered favourably, may lead to reduction in the Secretariat staff without impairing efficiency.

The present set-up of the Secretariat is as follows: Each department is divided into many sections, the number of sections varying with the number of subjects dealt with. Each section consists of a Superintendent, two or three Upper Division Clerks and usually

one Lower Division Clerk. Each Assistant or Under-Secretary is in charge of four or five sections. All papers passed by the Assistant Secretary or Under-Secretary go to the Secretary or the Joint Secretary or the Deputy Secretary as the case may be. The Lower Division Clerk attends to all routine work—such as registration of papers received, maintaining registers, etc. The duties of the Upper Division Clerk laid down in the Secretariat Office Manual virtually make him the mainstay of the section. He practically does the collection of papers and prepares the note. The duty of the Superintendent is to check the note and correct it where necessary and submit the fair note to the Assistant Secretary or the Under Secretary. In the Secretariat Office Manual the work of preparing notes is not assigned to the Superintendent whereas it is definitely laid down that 'noting and drafting on a case of a difficult or complicated nature should as far as possible be done by the Under Secretary.' This rule is equally applicable to Assistant Secretaries. Original noting even in regard to difficult or complicated files, let alone ordinary files, is not the function of the Superintendent. As the name itself implies, his are supervisory functions. It is said that in view of the poor quality of the Upper Division Clerks now available Superintendents are forced to do noting also. When the system was introduced such a contingency was not envisaged and the remedy lies in improving the quality of the Upper Division Clerks. Therefore, it should be possible for a Superintendent to supervise the work of two sections consisting of 6 Upper Division Clerks. This may be accomplished by amalgamating two sections of a department dealing with allied subjects and placing it under one Superintendent. Wherever the work is heavy the amalgamated section may be strengthened by the addition of one Upper Division Clerk in lieu of a Superintendent. It is learnt that in the offices of heads of departments a Superintendent generally supervises the work of 5 or 6 clerks. There is a provision in the Office Manual by which the Secretary or the Under or the Assistant Secretary decides what papers or classes of papers dealt with by clerks shall be submitted direct. It is desirable that all papers should be submitted through the Superintendent to enable him to exercise supervision of the work of clerks and keep watch of the progress of files.

A word about noting may not be out of place. Though superfluous noting, prolixity of language and verbiage are banned, a perusal of the notes on a Secretariat file will show often pointless noting is more a rule than an exception. The point for consideration is whether summaries of correspondence on the subject is necessary. More often the material points necessary for a decision are lost in the process of noting. Another point which needs some emphasis is the attempt on the part of the sections in the Secretariat to indulge in technical scrutiny of the proposals received from the heads of departments. The Secretary to Government, Public Works Department, mentioned to the Committee that as far as his department is concerned if the habit of summarizing the proposals of the head of the department which is not quite necessary is given up and only notes on administrative and financial aspects of the proposals are prepared, and that too where even this is necessary nearly 25 per cent of the work done in his department can be saved. This is a suggestion which needs careful consideration. While it is true the Secretariat Office Manual lays down clear instructions on these and other points, it is clear from what the Secretary, Public Works Department, stated that the officers concerned do not see that their subordinates observe them. The Superintendents should be held responsible for the proper observance of instructions. It should be their endeavour to see that the noting in the Secretariat begins where the proposal of the head of a department ends.

It has been suggested that the posts of Assistant Secretaries might be abolished and the status and emoluments of Superintendents may be improved. According to the Secretariat set-up, the Assistant Secretaries perform useful functions and without them the Secretaries will be flooded with even routine papers. Those who make the proposal seem to think posts of both the Assistant Secretaries and Superintendents are superfluous. The suggestion now made is for the retention of both with certain well-defined duties as laid down in the Secretariat Office Manual. Instead of abolition better and more efficient services are demanded of the Superintendents.

VII. Technical education.

On the analogy of the Medical and the Agricultural Colleges, the Committee has suggested that the control and supervision of the Engineering Colleges should be transferred to the Public Works Department. As the Committee mentions the Director of Public Instruction suggested that all technical institutions including Engineering Colleges should be placed under one head of the department who will be subordinate to him. It is true, and it may also continue to be so for some time, that most of the students passing out of the Engineering Colleges find employment in the Public Works Department. But the purpose of the Engineering Colleges and the courses provided therein are intended to provide Engineering personnel required for industries as well. Modern methods of planning and execution in all branches of production need engineers. The Public Works Department cannot be expected even to visualise the needs of industry. Moreover, personnel of

various grades are required from the skilled worker to the Supervisory Engineer. In view of the importance of the technical personnel needed for the success of any planned development of the province it is necessary to formulate and give effect to a co-ordinated system of technical and technological education training personnel of all grades. The present position is as follows:—

(1) Engineering Colleges are under the Education Department. They are all of the University standard.

(2) Polytechnics and industrial schools which prepare for the Diploma standard and the artisan standard are under the Department of Industries. The examinations for the Diploma standard are conducted by the Technological Diploma Examination Board while for the artisan standard by the Inspectors of Industrial Schools who work under the Director of Industries. The Chairman of the Diploma Board is the Joint Director of Industries.

Institutions under (1) are under the control of the Director of Public Instruction who is not conversant with any technological education. Nor has he been provided with technical assistance to exercise effective control and supervision. Institutions coming under (2) are under the control and supervision of the Director of Industries who has under him a number of qualified technologists to assist him. The Ministry of Education has set up a Standing Advisory Board for Technical Education with the following terms of reference:—

(1) To advise the Government on all matters of technical and technological education of all grades including the University standard, diploma standard and artisan standard on a properly co-ordinated basis to meet the requirements and developments of this Province and India as a whole, and

(2) to examine the technical and technological education of this Province in all its aspects and make recommendations with a view to reorganize it on a basis that will make it more useful, efficient and up-to-date.

Neither the Ministry of Education nor the Ministry for Public Works in charge of the Engineering Colleges can assess correctly the needs of the other nation-building departments for technical personnel. Therefore, the following scheme is suggested for consideration:—

(1) Technical and technological education of all standards including the Engineering section should be under one Ministry, preferably the Ministry in charge of Industries and Planning.

(2) There should be a Director of Technical Education working directly under Government.

(3) There should be a Board of Technical Education (a small body) presided over by the Hon. Minister in charge of Technical Education of which the Director of Technical Education will be the Secretary.

(4) This Board will discharge the functions now allotted to the Standing Committee on Technical Education.

(5) This Board may act either as the Technological Diploma Examination Board or set up a small examination board.

(6) The supervision and control of technical and technological institutions of all grades will be under the Director of Technical Education assisted by the present existing staff in the Office of the Director of Industries who thereafter will not be responsible for technical education.

VIII. Minor irrigation works.

The distinction drawn between 'major' and 'minor' irrigation works appears to be a distinction without a difference. The Committee has recommended the transfer of the minor irrigation works to the Public Works Department. This reform is long overdue. It will be conceded the principles involved in designing and execution of works are the same whether it is a minor or major work. Minor irrigation works are scattered all over the district. It is certainly economical to have them maintained and repaired by the Public Works District Engineering staff. When a large number of minor works have to be undertaken, even now special staff, known as the Tank Restoration staff, is employed. Having restored them, the staff of the same department is better fitted to maintain them. The Collector of the district under whom the minor irrigation staff at present works is certainly not technically qualified to supervise the works done. Even the meagre allotments made for the minor irrigation works have not been fully utilized. Apart from the usual and ordinary causes which have operated in all cases resulting in slow progress of works, the main difficulty in utilizing the allotments fully is the dearth of qualified technical staff. This defect will be rectified if the Public Works Department take over the minor irrigation works as then, they can be attended to along with major works. The technical advice and assistance available will be comparatively of a better type than what is obtaining at present.

Report on petitions.

During the course of the enquiry, the Committee was informed that much of the time of the district officers and the heads of departments was taken up in the investigation and reporting to Government on the petitions sent to them from Government. The petitions often dealt with matters within their purview and could have as well been disposed of by them. While orders and instructions in regard to submission of petitions are clear, under a popular Government the tendency to submit petitions direct to Government cannot be curbed. But what is needed is the exercise of restraint on the part of Government not to call for reports from the district officers and the heads of departments in regard to matters which they can dispose of. This will avoid interference in small matters by Government as where necessary their intervention can always come in at a later stage when the aggrieved party seeks their interference where such is warranted by the statutes and the orders.

IX. Retrenched personnel.

On the question of the future of the retrenched personnel, the Committee has suggested they should be absorbed as vacancies occur and that rule governing age-limit, etc., may be suitably relaxed. If the recommendations of the Committee on retrenchment are given effect to, though not in entirety, a considerable number will be thrown out of employment. Some of them come under the category of temporary staff. The temporary appointments created during the war have been many and the expenditure involved on that account continues to be still on a high level. The Committee has made its recommendation regarding temporary staff on the lines laid down by the Central Pay Commission. Not all the temporary appointments will be covered by this recommendation. Both temporary and permanent staff may be affected by the Committee's retrenchment proposals. As regards the permanent staff retrenched, there are already rules dealing with their cases. Where the existing permanent establishment has been strengthened by additional temporary staff, the Committee's recommendation referred to already may hold good. But there are temporary departments, such as the Civil Supplies, the personnel employed therein may have to be disbanded sooner or later as the need for the staff ceases to exist. Some provision is necessary even for the absorption of such retrenched staff. The following principles may be usefully applied:—

(1) In the case of members of the temporary staff attached to a permanent department possessing qualifications approved by the Public Service Commission, they should be immediately absorbed in permanent vacancies even if they were not recruited by the Commission and may even be given the benefit of temporary service for the purpose of entertainment, of initial salary and promotions. All that is necessary is that they have rendered satisfactory service. A priority list should be maintained and the vacancies occurring may be allotted to them irrespective of the departments in which they rendered satisfactory service. In regard to those employed in temporary departments also, the services of the employment exchanges should be utilized to the fullest extent. No vacancy occurring in any office, either temporary or permanent should be filled up without consulting the employment exchanges.

X. 'Contingent staff'.

In dealing with what is termed as menial establishments, the Committee advisedly did not deal with menials such as watchmen, watermen, gollas, scavengers, etc., who are all paid under 'contingent charges.' Among the items coming under 'contingent charges' the one relating to the menials must be considerable and most of the menials paid out of contingencies are also indispensable. They all render services which are equally important and onerous. If inferior servants such as peons are now eligible for all the privileges of other Government servants, it is not known why this class of Government servants coming under contingent staff should be treated otherwise. This has been a sore point and only threat of a strike seems to have resulted in improving the status and emoluments of the contingent staff employed in hospitals. Moreover, under the omnibus item of 'contingencies' there is no proper check on expenditure. If the 'contingent staff' forms part of regular Government staff, there is every likelihood of expenditure on that account going down as it will then be controlled. Now that the number of peons allowed to officers and offices has been reduced, it will not be surprising if additional staff is engaged and debited to contingencies. Therefore, even on this ground it is necessary that the 'contingent staff' should be included in the regular staff. This will conduce to contentment, efficiency and above all control of expenditure.

XI. Provident fund for inferior servants.

In dealing with the reorganization of the pension system, the Committee has come to the conclusion that the Government cannot undertake to pay for the insurance of inferior servants or start a provident fund for them. There is not much to be said in

favour of the conclusion against compulsory insurance for inferior servants as the premium has to come wholly out of their monthly salary. Being poorly paid they may not have anything to spare, much less 10 per cent of their salary. Moreover, even if they join compulsory insurance, the amount of benefit received will not be commensurate with the premia paid. But towards the provident fund the contribution is made wholly by the Government. The disabilities from which the families of these inferior servants suffer in case of premature death are equally serious. Payment of compassionate gratuity is not obligatory on the part of Government. It is also far better to depend on one's rights than on obligations. Therefore, it would be better if this question is once again examined. From the report of the Committee it is clear it was not against the constitution of the Provident Fund on principle as it observes "considering the number of persons involved, it will be a large burden on the State." But if the system is good and on grounds of justice and equity should be preferred, the Government should not hesitate to bear the burden as they have to do so in the case of other Government employees. It is the inferior servants who deserve more consideration. The salaries paid to them are inadequate and hardly sufficient to maintain themselves. The half salary received or pension is already small. To halve still further in the pension would be a great hardship. Therefore in the case of inferior servants provision for provident fund should also be made without the prospect of 'halving' the pension.

XII. Secretariat of the Legislature.

The Committee has recommended that the Secretariat of the Legislature should be an independent department of the Secretariat. In saying this, there is no doubt the Committee is anxious about its status as well. The staff of the Secretariat of the Legislature also should occupy the same position as that of any other Secretariat Department. Such an arrangement will also be in keeping with the dignity of the Legislature. This department has ceased to be a vacation department as the Legislature meets more often and when it is not in session, the Department is kept busy preparing for the next session. The demands on the office of the Legislature by its members is growing and the staff is kept constantly busy. Of course when the Legislature is in session the staff has to work under considerable pressure.

Reporting of the proceedings of the Legislature is an important item of work of the department. Reporting is an art developed after considerable experience. If the experience gained is not to be lost, the Reporting staff should be treated better by improving their status and emoluments. Reorganization of the office of the Legislature to meet its growing needs is urgently called for.

XIII. Conclusion.

In the note appended to the Report, the Chairman states that the decisions of the Committee were treated as unanimous as the members present on those occasions did not express their dissent. He is certainly entitled to this assumption. But when the number of subjects dealt with and the various points discussed are taken into account, such unanimity will necessarily cause surprise. It would have also been considered as mere cussedness if and when members differed from the decisions, they had asked the Chairman to note down their dissent. Such frequent dissentient voices might have marred the smooth transaction of business. Moreover, it is just possible, nay probable, that some members have reason to change their views in the light of fresh study of facts and discussions among themselves. Consistency need not be enthroned as a virtue and free expression of opinion sacrificed at its altar.

R. SURYANARAYANA RAO.

APPENDIX I.

GOVERNMENT ORDERS CONSTITUTING THE COMMITTEE.

I

G.O. No. 789, Finance, dated 28th October 1946.

[Retrenchment and Reorganization—Committee and Secretary appointed and functions defined.]

Order—No. 789, Finance, dated 28th October 1946.

While introducing the budget for 1946-47 in the Madras Legislative Assembly on the 31st July 1946 the Hon'ble the Prime Minister made the following statement:—

"It will be necessary to tap new sources of revenue to meet the increasing expenditure on post-war development schemes in future years. As the Government intend to extend prohibition to other districts in future years, it will be impossible even to maintain the existing level of expenditure unless alternative sources of revenue are found. How best the additional revenue may be raised will, of course, be a question for very careful consideration by the Government. They will, at the same time, examine what retrenchment in expenditure may be effected."

2. In pursuance of the above statement of the Hon'ble the Prime Minister, the Government have now decided that a Reorganization Committee should be appointed with a view to the consideration of—

(a) the effecting of economies in expenditure on new departments and appointments brought into existence during the war and after;

(b) the revision of salaries not dealt with by the Salaries Sub-Committee of the Cabinet;

(c) the reorganization of departments with a view to make them more efficient; and

(d) other connected matters.

3. His Excellency the Governor hereby appoints the following Hon'ble Ministers as members of the Committee:—

The Hon'ble Sri K. Bhashyam.

The Hon'ble Mr. Daniel Thomas.

The Hon'ble Sri K. R. Karanth.

The Hon'ble Sri M. Bhakthavatsalam.

The Hon'ble Sri T. S. Avinashilingam.

The Hon'ble Sri K. R. Karanth will act as Chairman of the Committee. The Additional Secretary to Government, Finance Department, will act as Secretary to the Committee.

The procedure to be followed will be left to the Committee.

4. To enable the Reorganization Secretary to perform his duties thoroughly, he is authorized to call for any information that may be required from any department of Government, and to visit any Government office to study its working, whenever necessary. The Government desire that all information required by him should be supplied expeditiously and that all departments and offices should generally give him their fullest co-operation.

(By order of His Excellency the Governor)

D. W. DODWELL,
Secretary to Government.

II

G.O. No. 794, Finance, dated 11th October 1947.

[Retrenchment and Reorganization—Re-constitution of the Committee—Orders issued.]
READ—the following paper:—

G.O. No. 789, Finance, dated 28th October 1946.

Order—No. 794, Finance, dated 11th October 1947.

In G.O. No. 789, Finance, dated 28th October 1946, the Government appointed a Retrenchment and Reorganization Committee with a view to consider proposals for

effecting retrenchment and reorganization in different Government departments. This Committee ceased to function with the resignation of office by the late Ministry.

2. The Government have decided to re-constitute the Committee to consider and report on the following matters:—

(a) the effecting of economies in expenditure on new departments and appointments brought into existence during the war and after;

(b) the reorganization of departments with a view to reducing cost and increasing efficiency, e.g., the necessity for retaining superior officers (such as Conservators of Forests, Divisional Inspectors of Schools, Deputy Inspectors-General of Police, etc.), intermediate in status between the Head of the Department and District Officers in various departments, whether it is necessary to have both the Deputy Superintendents of Police and Circle Inspectors, etc.;

(c) amendment of the relevant rules so as to expedite the procedure in regard to land acquisition, investigation of and preparation of estimates for irrigation works, rural water-supply schemes and departmental enquiries in disciplinary matters;

(d) grants-in-aid for various purposes to local bodies and private managements;

(e) reorganization of the pension system;

(f) matters connected with (a) to (e) above and any other matter that may be specifically referred to the Committee.

3. His Excellency the Governor hereby appoints the following gentlemen as members of the Committee:—

(1) Sri T. A. Ramalingam Chettiar, M.L.A. (Central)—*Chairman*.

(2) Sri K. P. Krishnan Nair,

(3) Sri V. Ponnuswami Pillai,

(4) Sri L. Venkatakrishna Ayyar,

(5) Sri T. K. Duraiswami Ayyar,

(6) Sri R. Suryanarayana Rao, M.L.C., and

(7) Sri M. Bapineedu, M.L.A.

Sri T. A. Ramalingam Chettiar will act as Chairman of the Committee. The Additional Secretary to Government, Finance Department, will act as Secretary to the Committee.

The procedure to be followed will be left to the Committee.

4. The Headquarters of the Committee shall be at Madras. Members of the Legislature appointed to the Committee will draw the same rates of travelling allowance as are allowed to them when they attend the Sessions of the Legislature or meetings of the Committees connected with the work of the Legislature. The non-official members of the Committee who are not members of the Legislature will draw travelling allowance for the journeys to attend its meetings at the following rates:—

Railway journeys .. One and a half first-class fare.
 Mileage .. 6 annas a mile.
 Daily allowance .. Rs. 10 a day.

The Additional Secretary to Government, Finance Department, will be the Controlling Officer for the purpose of countersigning travelling allowance bills of the members of the Committee.

5. The expenditure on the Committee will be debited to "25. General Administration—Secretariat and Headquarters Establishments—Civil Secretariats—J.B. Finance Secretariat—3. Other charges". The Accountant-General is requested to admit the expenditure in audit pending provision of funds in due course.

6. To enable the Reorganization Secretary to perform his duties thoroughly, he is authorized to call for any information that may be required from any department of Government and to visit any Government office to study its working, whenever necessary. The Government desire that all information required by him should be supplied as expeditiously as possible and that all departments and offices should generally give him their fullest co-operation.

The Chairman or any member of the Committee may, if he so desires, also visit any Government office in the Province to derive a first-hand knowledge of its working and the nature of subjects dealt with in it.

(By order of His Excellency the Governor)

D. W. DODWELL,
 Secretary to Government.

APPENDIX II.

STATEMENT SHOWING THE FINANCIAL EFFECT OF THE RECOMMENDATIONS OF THE COMMITTEE. STATEMENT I.

Savings anticipated as a result of the recommendations of the Retrenchment and Reorganization Committee.

Number and subject.	Date of meeting at which considered.	Abstract of recommendations.	Anticipated savings.	Reference to pages in the report.	Remarks.
(1)	(2)	(3)	(4)	(5)	(6)
I. COMMON TO ALL DEPARTMENTS.					
			RS		
1 Special Pays	22nd December 1947.	All Class I Special Pays should be abolished and suitable house rent granted.	10,64,000	65	
		Class II and III Special Pays should be reviewed and altered if necessary.	..	66	
2 Conveyance Allowances.	Do.	The allowance should be reduced to Rs 75.	4,000	67	
3 Reduction in the Menial Establishment.	16th January 1948.	The employment of peons for officers and office to be on the scale prescribed by the Committee.	10,34,700	77-78	
4 Scholarships and stipends.	16th February 1948.	The number of scholarships given in the Veterinary Department may be reduced by 50 per cent as a beginning.	22,500	81	
		The Prince of Wales's Royal Indian Military College, Dehra Dun, Royal Indian Naval and K.G.R.I.M. College scholarships will have to be granted only by the Central Government.	11,700	81	
		The stipends given for clerks undergoing training may be abolished.	(Savings included under the main item under General Administration.)	81	
5 Residential telephones ..	Do.	Eighteen residential telephones may be withdrawn.	5,000	77-78	
6 Contingent expenditure.	17th February 1948.	Contingent expenditure of a discretionary nature (i.e., office expenses, miscellaneous, etc.) in all departments and offices may be generally reduced by 20 per cent.	21,52,000	79	
7 Grants-in-aid to Local Bodies and Private Managements.	18th February 1948.	<i>Secondary Schools—Maintenance Grants.</i> —There is no need for meeting the full cost of the schools opened recently—the system in respect of the schools established earlier may be followed.	Not known.	73	Reference made to Education and Public Health Department and the Local Administration Department.
		<i>Equipment and Building Grants.</i> —The differentiation between schools started before 1930 and after 1930 should be removed and all schools treated in the same way.	Do.	73	
		<i>Non-Government Colleges.</i> —There is no justification for giving grants to such of the local bodies as want to spend their revenue for maintaining colleges in preference to other necessary activities.	Do.	73	
8 Grants-in-aid (Development Department).	6th May 1948 ..	Grant to the Provincial Co-operative Union for Panchayatdars classes may be stopped.	15,800	75	
9 Do.	Do. ..	The four posts of Junior Inspectors for Egg Marketing Societies may be abolished.	2,500	76	
10 Do.	Do. ..	Grants to Students' Club, Agricultural Colleges, Coimbatore and Bapatla may be discontinued.	1,200	76	
11 Grants-in-aid (Home department).	Do. ..	Grant to Korava pupils in Tiruchirappalli district may be abolished.	1,000	75	
12 Establishment in Government offices.	9th June 1948 ..	A cut of 12½ per cent should be made in the entire existing establishments subject to certain exemptions.	1,50,00,000 (approximate).	20	
II. REVENUE DEPARTMENT.					
1 Village Administration—Reorganization.	7th January 1948.	Two recommendations were made— (1) Three or four villages may be grouped together and two lower division clerks appointed to the work of both the headman and the karnam. The posts of Revenue Inspectors should be abolished. (2) The karnam will continue as at present. There will be no headman. In the panchayat areas, an officer of the grade of lower division clerk will be appointed to collect Government dues and the dues of the panchayat, a proportionate contribution being recovered from the panchayats. (To be made as an experimental measure).	..	8-9	Reference made to the Board of Revenue. The matter is under consideration.

Number and subject. (1)	Date of meeting at which considered. (2)	Abstract of recommendations. (3)	Anticipated savings. (4)	Reference to pages in the report. (5)	Remarks. (6)
II. REVENUE DEPARTMENT— <i>cont.</i>					
			RS		
2 Reduction in Village Menials.	6th April 1948	Reduction of one menial in each village.	43,20,000	9	
3 Regrouping of villages	Do.	Regrouping of all villages having an income of less than Rs 1,500 per annum with adjacent villages. There might be about 1,000 villages which may have to be regrouped.	12,00,000	9	
4 Reduction in the number of district charges.	7th April 1948	The Nilgiris district charge may be abolished and it may be merged with the neighbouring districts.	3,00,000	11-12	
5 Magisterial clerks in Revenue Divisional offices and Collectors' offices.	Do.	In view of the separation of the Judiciary from the Executive, the Committee is of opinion that there will be no necessity for a magisterial clerk in the Subdivisional office in future.	22,700	16	
6 Abolition of Personal Assistants to Collectors.	9th April 1948	Abolition of Personal Assistant to the Collector of South Kanara.	7,200	14-15	
7 Abolition of one peon to All-India Administrative Service Officers.	Do.	The Committee considers that the officers of the All-India Administrative Services, under training, may not require two peons each, even if they have some touring work to do. One peon should be sufficient.	6,600	15	
8 The Inspector of Municipal Councils and Local Boards with his staff may be abolished.	8th April 1948	When new District Councils or District Boards are formed, the Committee is not in favour of continuing the Inspector of Local Boards with his Deputies as they exist.	1,00,000	17	Out of the total expenditure of Rs 1,91,300, only a sum of Rs 1 lakh has been shown, allowing for the expenditure on account of the appointment of Registrar-General of Panchayats and his staff.
III. EXCISE DEPARTMENT.					
Deputy and Assistant Commissioners of Excise.	6th January 1948.	One post of Deputy Commissioner may be abolished. The posts of Assistant Commissioners will have to be abolished in due course, consequent on the extension of Prohibition.	75,500	24	
IV. FOREST DEPARTMENT.					
Forest Department—General reorganization.	17th January 1948.	Two posts of Conservators and the staff may be abolished.	74,100	25	
		The Forest College may be closed down.	81,200	25	
		The Forest Engineer and staff may be abolished.	20,500	25	
		The District Forest Officer, Hagari Plantations, may be replaced by a Ranger.	4,100	25	
V. REGISTRATION DEPARTMENT.					
1 Grouping of districts	8th May 1948	Anantapur and Bellary and Cuddapah and Chittoor may be grouped into two groups and two District Registrars and staff retrenched.	15,700	26	
2 Registration fees	Do.	All mortgage documents above Rs 5,000 in respect of Co-operative Societies may be charged full fees.	Not known.	26	Reference made to Revenue Department.
VI. GENERAL ADMINISTRATION.					
1 Directorate of Resettlement and Employment.	16th January 1948.	The Department may be abolished after transferring the Co-operative Societies to the Co-operative department and the Land Colonies to the Revenue department.	2,69,400	61	
2 Special Officer for training clerks.	Do.	The whole scheme may be scrapped	3,59,800	61	
3 Information and Publicity Department.	8th June 1948.	One Journalist on Rs 150—5—200 is sufficient instead of an Editor on Rs 200—10—250 and an Assistant Editor on Rs 125—5—150 for the Hindi Journal.	3,600	23	
	Do.	One Artist may not be necessary	1,400	23	
	Do.	Two posts of upper division clerks may be converted into two posts of lower division clerks.	2,000	23	
	Do.	The emoluments of the Director of Information and Publicity may be suitably reduced.	Not known.	23	
	Do.	One Translator on Rs 95—5—125 may be added for the Hindi Journal.	(—) 1,700	23	
4 Provincial Broadcasting Department.	Do.	There is no need for a Special Officer. If an officer is necessary, an additional Assistant Director of the grade of Rs 240—400 ought to be sufficient.	5,600	23	
5 Chief Secretariat	9th June 1948	Four posts of telephone operators may be retrenched.	4,900	20	

Number and subject. (1)	Date of meeting at which considered. (2)	Abstract of recommendations. (3)	Anticipated savings. (4)	Reference to pages in the report. (5)	Remarks. (6)
VI. GENERAL ADMINISTRATION— <i>cont.</i>					
			RS		
6 Translators' Department.	5th June 1948	A separate department of Translators to Government is not necessary. Six clerks on Rs 95—5—125 may be added to the staff of the Director of Information and Publicity.	59,200	23	
7 Legislature Secretariat.	28th June 1948.	This Department may be separated from being under one of the Departments of the Secretariat.		20	
8 Local Fund Audit Department.	30th June 1948.	(a) Audit Fees should be levied for the audit of the accounts of all local bodies.	Not known.	95	
		(b) Audit fees now levied in some cases may be increased to cover the cost of the revised scales of pay and dearness allowance.	Do.	95	
9 Office Procedure.	3rd July 1948.	Duplication of work in certain cases in the offices of Heads of Departments and Secretariat may be avoided by reorganizing office procedure suitably.		18-19	
VII. JAILS.					
General Reorganization.	2nd July 1948.	(a) Convict Labour may be used in the Penitentiary to make it self-supporting.	Savings not known.	29	
		(b) Industries in Jails may be improved by providing improved tools and power and production brought to up-to-date lines.	Extra income not known.	30	
		(c) Prisoners in Rajahmundry Jail may be asked to work in Andhra Paper Mills.	Savings not known.	30	
		(d) There need be only two Certified Schools in the Province.	Do.	30	
		(e) A less costly Adviser in Child Psychology may be appointed.	Do.	30	
VIII. POLICE.					
1 Preparation of pay bills.	5th November 1947.	Simplification in the procedure for preparation of pay bills.			
2 Fixed travelling allowance.	Do.	Replacement of the existing system of railway warrant and bus fare by fixed travelling allowance. This should result in the retrenchment of 2 or 3 clerks in each District Police office.	64,500	32-33	
3 Police Department.	16th January 1948.	(a) Anti-Blackmarketing staff consisting of six Deputy Superintendents and large staff to be abolished.	4,55,300	32	
		(b) Abolition of Prohibition Deputy Superintendents.	73,800	32	
	1st June 1948	The Personal Assistants to the District Superintendent of Police of Ramnad, Tinnevely and Salem, may be retrenched.	18,200	32	
IX. GOVERNMENT MUSEUM AND CONNEMARA PUBLIC LIBRARY.					
General Reorganization.	1st June 1948	(a) The Connemara Public Library and the office of the Registrar of Books should be under one management and located in one place.	8,900	34	
		(b) The rates charged for the use of the Museum Theatre may be increased.	Not known.	34	
X. EDUCATION.					
1 General lines of retrenchment.	8th January 1948.	(a) Abolition of denominational institutions.			
		(b) Separate elementary schools for girls may be abolished.	Not known.	36-37	Reference made to Director of Public Instruction.
		(c) All uneconomic schools may be closed or handed over to local bodies.			
		(d) All the Divisional Inspectors and the staff and four clerks of Regional Inspectors for Physical Education may be abolished.	1,17,800 3,200	35 35	
		(e) Teaching may be made one of the optional subjects in the High Schools and Secondary and Higher Grade Training abolished as also Training Schools and Model Schools.	19,70,700	36	Government Schools.
		(f) Abolition of Central Inspectress in the office of the Director of Public Instruction.	12,62,400	36	Grants to Aided Schools (Rs 1,92,300 non-recurring).
	5th January 1948.	(a) Transfer of some of the Government secondary schools to private or local bodies where feasible.	5,400	35	
		(b) Amalgamation of boys' and girls' ranges for inspection.	1,95,300	96	
		(c) Reduction in grants to European schools in accordance with the Grants-in-aid Code.	13,000	96	
			5,00,000	96	

Number and subject.	Date of meeting at which considered.	Abstract of recommendations.	Anticipated savings.	Reference to pages in the Report.	Remarks.
(1)	(2)	(3)	(4)	(5)	(6)
X. EDUCATION—cont.					
2 A saving of about Rs 33,000 in this office may be effected by not holding the meetings of Examiners for S.S.L.C. and T.S.L.C. examinations.	5th January 1948.	It does not appear that the interests of efficiency will be adversely affected by their not having meetings.	33,000	96	
XI. MEDICAL AND PUBLIC HEALTH.					
1 Medical Colleges at Madura and Guntur.	9th January 1948.	Provision of facilities for separate Colleges may be deferred.	6,33,700 (according to Budget Estimate for 1947-8).	37	The estimated cost of the scheme is Rs 16,94,100 recurring and Rs 4,01,77,500 non-recurring.
2 Adoption of the system of Honorary Medical Officers.	Do.	All posts of Doctors except duty posts may be filled up by Honorary Medical Officers.	Not known.	37	Reference made to the Surgeon-General.
3 Lay Secretaries in Hospitals.	Do.	A Junior Deputy Collector may be appointed as Lay Secretary in the General Hospital, Madras, and Tahsildars in District Hospitals.	Do.	38	Do.
4 Rural Medical Practitioners.	Do.	The present system may be abolished ..	3,71,000	38	
5 Reorganization of Indian Medicine.	10th January 1948.	The post of Special Officer may be abolished.	23,700	39	
6 Reorganization of the Public Health Department.	9th January 1948.	(a) Abolition of one post of Assistant Director of Public Health. (b) Nutritional Research staff need not be appointed. (c) The post of Research Officer in the Public Health Department may be kept in abeyance. (d) The post of Engineering Supervisors may be abolished. (e) The Assistant Professor of Hygiene in the Medical College who is posted to Poonamallee Health Unit for training may be in charge of it and the post of second-class Health Officer sanctioned for the unit may be abolished.	13,400 42,500 7,000 13,700 3,200	39 39 39 39 39	
7 The Anti-Malarial staff at Nugur and Paderu may be kept in abeyance.	17th January 1948.	The proposals of the Director of Public Health are recommended to Government for being carried out.	1,31,700	97	
8 The posts of one Assistant Engineer and peon, Poonamallee Unit, may be abolished.	Do.	Do.	4,600	97	
9 The posts of second-class Health Officer, 1 Health Inspector and 2 peons attached to Rural Sanitation Unit at Salem may be abolished.	Do.	Do.	4,900	97	
XII. AGRICULTURE.					
1 Distribution of oil cakes, manures, etc.	15th January 1948.	Purchase and distribution of oil cakes, iron and steel materials may be handed over to the Co-operative Department to be done through Co-operative Societies.	10,13,000	40	
2 State Trading Schemes ..	Do.	The State Trading Schemes may be taken away from the Agricultural Department.			
3 Reorganization of the Agricultural Department.	Do.	The department may be reorganized as indicated by the Committee and eight posts of Deputy Directors and staff may be abolished.	1,09,790	41-42	
XIII. VETERINARY.					
Veterinary Department.	2nd June 1948 ..	One of the posts of Livestock Joint Director or Livestock Development Officer may be abolished.	14,000	42	
XIV. INDUSTRIES.					
1 Abolition of District Industries Officers and staff.	5th April 1948 ..	All the posts of District Industries Officers and their staff may be abolished.	72,300	46	
2 Industrial Workshops ..	Do. ..	The manufacturing section of the Industrial Engineering Workshop can be retrenched along with the establishment for it.	95,100	47	
3 Staff in the Director's office.	Do. ..	With the transfer of Controls and the Cottage Industries out of the Industries Department the staff employed on this account will be abolished or transferred. A number of typists will also be abolished.	8,400	46	
4 Appointment of Industrial Engineers.	Do. ..	Appointment of additional Assistant Industrial Engineers.	(—) 28,400	46	

Number and subject.	Date of meeting at which considered.	Abstract of recommendations.	Anticipated savings.	Reference to pages in the Report.	Remarks.
(1)	(2)	(3)	(4)	(5)	(6)
XIV. INDUSTRIES—cont.			RS.		
5 Expansion of Chemical Laboratory.	5th April 1948 ..	The laboratory may be expanded and made more useful.	(—) 30,900	46	
6 Information Bureau ..	Do. ..	This may be established on a wider footing.	(—) 20,000	47	
7 Fisheries Department ..	Do. ..	Reorganization of Fisheries Department and abolition of certain posts.	28,000	48-49	
XV. CINCHONA.					
1 Supervision of Anamalai Plantations.	7th May 1948 ..	One Supervisor may be retrenched ..	2,500	51	
2 Breeding Assistant—Cinchona.	Do. ..	The post may be abolished	3,300	51	
3 Head Overseers in Cinchona Plantations.	Do. ..	The number of Head Overseers may be reduced by 4 or 5.	6,400	51	
4 Upper Division Clerks in the Director's Office.	Do. ..	The number of Upper Division Clerks may be reduced by 2.	900	51	
5 Check measurement Overseer.	Do. ..	He may be given relief by appointing an additional Draftsman.	(—) 1,400	51	
XVI. RURAL UPLIFT.					
1 Reorganization of Rural Development activities.	23rd December 1947.	Rural development work in the several departments to be brought under the Cottage Industries department.	20,00,000	60	
2 Abolition of peons of Firka Development Officers and Village Development Officers.	Do. ..	The number of peons provided is very large and the number may be reduced.			
XVII. CIVIL SUPPLIES.					
Food and Civil Supplies departments.	7th January 1948.	(a) Amalgamation of Civil Supplies department and Food department.	1,31,600	63-64	Total cost of Civil Supplies staff is about Rs. 1 crore. Allowing Rs. 20 lakhs for the staff recommended to be retained, the saving may be about Rs. 80 lakhs.
		(b) Only two Deputy Commissioners and 3 Deputy Collectors for arranging supplies and for movement should be retained. One District Rationing Officer for each rationed area and 1 District Supply Officer for each rationed district may be retained. The remaining staff should be retrenched.	80,00,000 (approximately).	63	
XVIII. TRANSPORT AND PETROL RATIONING DEPARTMENTS.					
Motor Spirit Rationing and Motor Transport Control.	15th January 1948.	The two departments may be amalgamated and possible reduction in staff effected.	10,000	61	
XIX. WOMEN WELFARE.					
Reorganization of the Department.	16th January 1948.	The department may be reorganized on the lines indicated by the Committee.	1,16,000	62	
XX. FIRE SERVICES.					
Reorganization of Madras Fire Services department.	7th November 1947.	The department may be merged with the Police department and the staff reduced.	5,38,400	53	
XXI. BOILERS AND FACTORIES.					
Amalgamation of Boilers and Factories sections.	21st February 1948.	The two sections may be combined. This will result in the abolition of 1 Chief Inspector and probably 1 or 2 Boiler Inspectors.	17,100	52-53	
XXII. PUBLIC WORKS DEPARTMENT.					
Superintending Engineers in Highways Department.	20th February 1948.	The Regional Superintending Engineers in the Highways Department are unnecessary. The Chief Engineer may be given the help of 2 Superintending Engineers at headquarters, 1 in charge of Andhra districts and the other in charge of the other districts. (3 posts of Superintending Engineers and staff may be abolished).	1,65,400	55	
XXIII. STATIONERY AND PRINTING.					
Reorganization	2nd July 1948.	The Stationery Office may be amalgamated with the Government Press.	Not known.	57	
	Do.	Reduction in the number of returns prescribed and minimising the need for the large number of forms that now exist.	Not known.	57	
Total savings as per Statement I ..			4,44,68,500		

STATEMENT II.

Savings as a result of circular issued (pages 92-95 of the Report).

Number and suggestions made.	Date of meeting at which considered.	Abstract of recommendations.	Anticipated savings.	Remarks.
(1)	(2)	(3)	(4)	(5)
I. FOREST.				
Abolition of certain posts in the Forest Department.	8th April 1948	The suggestions of the Chief Conservator of Forests were recommended to Government for adoption.	62,300 and Rs 1,19,700 (non-recurring).	
II. GOVERNMENT HOUSE ESTABLISHMENT.				
Abolition of His Excellency's Body-guard and retrenchment in House-hold establishments.	5th January 1948.	The suggestions made by the Military Secretary to His Excellency the Governor may be accepted.	4,00,000	
III. SPECIAL OFFICER FOR DEPARTMENTAL ENQUIRIES.				
Abolition of the post of Assistant Special Officer, 1 steno-typist, 2 peons.	5th January 1948.	May be accepted	9,400	
IV. MADRAS RECORD OFFICE.				
One post of Special Assistant, 2 Weeding Clerks, 6 attenders and 2 watchmen may be abolished.	5th January 1948.	The suggestions may be approved	9,700	
V. POLICE.				
1 Replacement of District Intelligence Bureau Inspectors by Sub-Inspectors.	8th January 1948.	The suggestions were recommended to the Government for adoption.	59,500	
2 Reduction of 3 Sergeants in the Nilgiris.	Do.	Do.	8,000 and Rs 132 (non-recurring).	
3 Replacement of Joint Intelligence Bureau, Madura, by a separate District Intelligence Bureau for Madura North, South and Ramnad.	Do.	Do.	7,500	
4 Kallar Reclamation may be handed over to the Education Department and Co-operative Department.	Do.	The suggestions were recommended to the Government for adoption.	54,500 and Rs 284 (non-recurring).	
5 Abolition of the post of Deputy Superintendent of Police in North Arcot district.	Do.	Do.	6,100	
6 Abolition of the post of Deputy Superintendent of Police in Tinnevely district.	Do.	Do.	8,600	
VI. MEDICAL.				
King Institute, Guindy. Reduction in the number of medical officers employed in manufacturing departments and replacing them by scientific personnel. In the conduct of routine work more qualified personnel could be employed and the subordinate staff reduced.	8th January 1948.	The suggestions were recommended to the Government for adoption.	Not known.	Reference made to Surgeon-General.
VII. CINCHONA.				
1 Abolition of 1 Assistant Superintendent, Government Cinchona Plantations, Doddabetta.				
2 One Foreman, Government Quinine Factory, Naduvattam.				
3 Two Overseers, Government Cinchona Plantations, Anamalais.				
4 Replacement of 1 Assistant Chemist, Government Quinine Factory, Naduvattam, by 1 Laboratory Assistant.				
		The proposals are recommended to Government.	8,500	
VIII. AGRICULTURE DEPARTMENT.				
Savings effected by the Director of Agriculture in the Budget Estimate for 1947-8.		The proposals are recommended to Government.	2,47,200	
		Total savings as per Statement II	8,81,300	

STATEMENT III.

Other items.

Number.	Class or category of posts, special pay, allowances, etc., abolition or reduction.	Amount of saving involved per annum.	Remarks.
(1)	(2)	(3)	
I. GENERAL ADMINISTRATION.			
1	Chief Secretariat—Reception Section—Replacement of the Superintendent by an upper division clerk.	2,628	
2	Translators' Office—Abolition of two temporary posts of additional Junior Assistants in Telugu and Persian.	2,513	
3	Conversion of the post of Senior Assistant Translator in Kanarese Section to that of Junior Assistant.	360	
II. JUDICIAL.			
1	Official Referee's Office—Cycle allowance to the Bench Clerk—Abolition.	48	
2	Official Assignee's Office—Abolition of the Shorthand Special Pay of Rs 35 per mensem.	420	
3	Official Assignee's Office—Abolition of the Special Pay given to a clerk (Rs 9 per mensem).	108	
III. POLICE.			
	Malabar District Police staff—Abolition of 11 constables and 1 head constable.	7,524 996	
IV. MEDICAL.			
1	Abolition of batta of Rs 30 per mensem given to Motor Driver, Mobile Van on Special Malaria duty at North Vizagapatam.	360	
2	Abolition of Special Pay of Rs 5 to the Motor Driver, Mobile Van on Special Malaria duty at North Vizagapatam.	60	
V. VETERINARY.			
	Two stockmen-compounders employed at the poultry production centres in Madras City, Special Pay of Rs 5 per mensem—Abolition.	120	
VI. FIRE SERVICES.			
	Office of the Director of Fire Services and the Madras Fire Service City Headquarters—Steno-typists—Special Pay for Shorthand—Abolition.	420	
VII. ELECTRICITY.			
1	Office of the Chief Electrical Inspector to Government—Abolition of Motor Car Allowance of Rs 25 per mensem to the Assistant Engineer (Laboratory) and to the Junior Engineers (Tests) and Cycle Allowance of Rs 4 per mensem to the Electrical Draughtsman.	648	
2	Conversion of one upper division post to that of lower division post in the office of the Chief Electrical Inspector to Government.	402	
VIII. CIVIL SUPPLIES.			
1	Depot Superintendent—Firewood Establishment (Madras)—Conveyance Allowance of Rs 15—Reduced to Cycle Allowance of Rs 4 per mensem.	132	
2	Shorthand Special Pay to Stenographers to Assistant Rationing Officers—Trichinopoly and Vizagapatam—Abolition.	600	
IX. INDUSTRIES.			
1	Abolition of the posts of 4 attenders attached to 4 Cocoon Markets at Chilukuwadi, Kamagarai, Kollegal and Hanur.	2,400	
2	Abolition of the posts of 2 Assistant Marketing Officers attached to the Cocoon Markets at Chilukuwadi and Kamagarai.	3,200	
3	Abolition of staff employed in the Industries Department for execution of building works—Ordinary type—		
	1 Special Officer for Construction of Buildings for Polytechnics, Rs 230—410.		
	1 Special Officer for Construction of Hydrogenerator Factory, Rs 230—410.		
	1 Special Officer for Civil Works, Rs 200—250.		
	1 Supervisor, Rs 100—250.		
	1 Head Draughtsman, Rs 150—180.		
	2 Second Grade Draughtsman, Rs 120—150.		
	2 Third Grade Draughtsman, Rs 70—120.		
	1 Overseer, Rs 70—120.		
	2 Tracers, Rs 35—55.		
	1 Mechanic, Rs 80.		
	1 Accountant, Rs 80—125.		
	2 Lower Division Clerks, Rs 45—90.		
	5 Peons, Rs 16—25.		
	Kerala Soap Institute.		
4	Abolition of staff on the closure of the Essential Oils Section—		
	1 Chemistry Assistant, Rs 90—5—180.		
	1 Clerk, Rs 45—3—60—2—90.		
	1 Foreman, Rs 45—3—75.		
	1 Maistry, Rs 24—1—30.		
5	Abolition of the post of one Agricultural Demonstrator, one maistri and three workmen on the discontinuance of Vetiver cultivation.	4,800	
		87,339 or 87,300	
SUMMARY OF SAVINGS.			
	Statement I	4,44,68,500	
	Statement II	8,81,300	
	Statement III	87,300	
	Anticipated total savings per annum	4,54,17,100	

APPENDIX III.

RECORD OF THE PROCEEDINGS OF THE MEETINGS OF THE RETRENCHMENT
AND REORGANIZATION COMMITTEE.

First meeting held on the 17th October 1947.

The first meeting of the reconstituted Retrenchment and Reorganization Committee was held at 12 noon on the 17th October 1947. Hon'ble the Finance Minister was present in the beginning and explained the scope of our work. In particular, he explained that the mention of "Superior Officers intermediate in status between the head of the department and district officers in various departments, etc." in paragraph 2 (b) of G.O. No. 794, Finance, dated 11th October 1947, was only illustrative and that it was open to us to examine and make proposals in regard to any grade of officer in any department, including Heads of Departments and the Secretariat. He suggested that the reorganization of local boards might be taken up sometime later.

There was then a general discussion about the procedure to be adopted and the members desired that, as every department has to be scrutinized, they should be supplied with copies of the reports of the Retrenchment Committees of 1922-23 and 1931-32.

We also desired that in connexion with (a) in the terms of reference, comprehensive figures showing the increase in the number of posts of various grades and the increased expenditure in 1946-47 as compared with 1938-39 should be compiled and furnished to us.

The next meeting was fixed for 18th October 1947 at 12-30 p.m.

Second meeting held on the 18th October 1947.

It was decided that, in addition to comprehensive figures for 1938-39 and 1946-47 as already called for, all Heads of Departments should be asked to report, in sufficient detail, the nature of the work done by different grades of officers in their departments and their powers and duties in broad outline.

2. We then took up for consideration the main note, dated 4th December 1946, and the decisions of the previous Reorganization Committee, dated 12th December 1946, in regard to the suggestions contained in it. We make the following recommendations on the points for orders summarized in paragraph 32 of the note:—

Point (1)—Delegation to District Officers of as wide powers as possible.—The views so far received from Heads of Departments and Departments of the Secretariat should be summarized and placed before the Committee.

Point (2)—Appointment of District Administrative Officers.—Deferred.

Point (3)—Reduction in the number of Revenue Divisional Officers.—Deferred.

Point (4)—Preparation of pay and travelling allowance bills of the Police force.—The Inspector-General of Police or some other person to be nominated by him should be asked to attend the meeting of the Committee to be held at 11 a.m. on the 5th November 1947 to discuss the question of the preparation of Pay and Travelling Allowance Bills on the lines suggested in the note.

Point (5)—Scrutiny of office procedure with a view to reducing strength of ministerial staff and point (6)—Reduction of the strength of peons.—These will be taken up for consideration when offices are visited.

Any member who may desire to visit any office will inform the Secretary, who will send necessary intimation to the Head of the Office and the Head of the Department concerned.

As regard point (6), a statement of the reduction so far made at the instance of the Heads of Departments should be placed before the Committee.

Point (7)—Abolition of district boards and reorganization of panchayat boards.—Deferred.

Points (8) and (10)—Reorganization of village establishments.—The Chairman suggested a scheme on the following lines:—

One clerk corresponding to a Senior Revenue Inspector on a pay of Rs 75 per mensem and one junior clerk on Rs 45 or Rs 50 per mensem should be put in charge of a number of villages corresponding to two or three of the existing headman's

or karnam's groups. At least one of them should, at any time, be available in the headquarters village. As regards menials, one menial may be retained for each village and another menial may be sanctioned for accompanying one of the officers during inspections.

After some discussion, we decided that the Secretary should work out the financial implications of such a proposal for one district (say South Arcot district), the villages being grouped in such a manner as may be found most suitable, taking revenue, distance and other factors into account.

As regards the administrative implications, we desired that Messrs. M. V. Subramanian, S. Venkateswaran and G. Venkateswaran may be consulted informally.

Point (9)—Levy of sales tax on agricultural produce in lieu of land revenue.—Deferred. The report of the Special Officer should be circulated to the Committee.

Point (11)—Justification for additional staff employed in and after 1939-40.—The reports received from the Heads of Departments may be placed before the Committee in batches.

Point (14)—Reorganization of pension system.—The matter will be considered after the views of Service Associations are received.

3. We then considered the note on the subject relating to "Transfers of Tahsildars and Deputy Tahsildars on a Presidency basis". We recommend that no change is necessary.

4. The next meeting of the Committee will be held on the 5th November 1947 at 11 a.m.

Third meeting held on the 5th November 1947.

Minutes of the last meeting were read and confirmed.

SIMPLIFICATION OF THE PROCEDURE IN DISTRICT POLICE OFFICES IN REGARD TO THE
PREPARATION OF PAY AND TRAVELLING ALLOWANCE BILLS.

Mr. Vijayarangam Nayudu, Assistant Inspector-General of Police, attended on behalf of the Inspector-General of Police and expressed the views of the Police Department.

The proposal made was that the Pay Bills should be passed separately for each station after the necessary check and correction in the District Police office. The District Superintendent of Police will make a pay order on the bill and return it to the station for encashment at the nearest sub-treasury. The records kept in the District Police office for checking the correctness of the entries in the pay bills will be continued. But there will be no attempt to prepare a consolidated pay bill for the whole district. Such consolidation as is necessary for the purpose of audit would, however, continue to be made and this will be done in the District Police office. After some discussion, the Assistant Inspector-General of Police agreed to the procedure, provided it was accepted by the Accountant-General. He said that there might be a saving of about 33½ per cent of the work in regard to the preparation of the pay bills in the District Superintendent of Police's offices. The establishment cannot however be curtailed to any large extent as the clerks are now working overtime.

As regards travelling allowance bills, he said that railway and bus warrants are now being used and agreed that no special difficulties would occur in connexion with the duties outside the ordinary jurisdiction of the station. But he thought that a system of fixed travelling allowance cannot be introduced as the extent and jurisdiction of the stations varied widely and the touring of the constables would also vary. There will be no saving if fixed travelling allowance is so fixed as to give satisfaction to all the constables.

After considering the views expressed by Mr. Vijayarangam, we are in favour of introducing the change suggested by the Secretary in the preparation of pay bills of Police subordinates.

As regards travelling allowance bills, we agree that a considerable volume of work can be saved by introducing a system of fixed travelling allowance and that there is no objection in principle to this system. We recommend that the Government should work out rates of fixed travelling allowance for different subordinates in consultation with the Inspector-General of Police and introduce the new system, if it will not involve additional expenditure.

If the changes proposed are adopted, it should be possible to retrench two or three clerks in each District Police office.

Replacement of land revenue by sales-tax.—The report of the Special Officer should be printed and the views of the Board of Revenue on the report should be obtained. Some selected persons might then be invited to be present and the matter could be discussed with them.

As regards officers intermediate in status between Heads of Departments and District Officers (such as Deputy Inspector-General of Police, Divisional Inspectors of Schools, etc.), the Chairman thought that, after delegation of larger powers to District Officers, Heads of Departments could probably carry on if each was given two officers of superior status to assist him in controlling district offices, one for the North and the other for the South, but that the matter would have to be gone into in detail for each department. He suggested that Sub-Committees should be formed immediately for looking into certain departments, such as the Public Works Department and the Civil Supplies Department and that the lines on which the Sub-Committees should work might be decided at the next meeting.

The next meeting of the Committee was fixed for the 6th November 1947 at 12 noon.

Fourth meeting held on the 6th November 1947.

Minutes of the last meeting were read and confirmed with slight alterations.

The Chairman referred to the various agencies employed for Audit work in the Co-operative and Local Administration Departments and in respect of State Trading Schemes and suggested that the unification of all audit in a single department, with additional staff to the extent necessary would lead to greater efficiency. The Secretary explained the present position. The Chairman also pointed out that development activities, such as Rural and Firka Development, the Khadi Scheme, the development of Industries and Cottage Industries, and the ameliorative work connected with Prohibition were undertaken by different departments, in some cases with redundant staff, and suggested that all such activities should be unified under the control of one officer with the requisite district staff.

We decided that the matter should be discussed with the Hon'ble the Premier and other Hon'ble Ministers concerned before the question of unification was taken up for detailed consideration. Meanwhile, the actual figures of expenditure now incurred for the following purposes should be furnished to us:—

- (i) Ameliorative work in the Excise Department;
- (ii) Village and Firka Development and Khadi Scheme;
- (iii) Cottage Industries, both in the Co-operative Department and Industries Department;
- (iv) grants for these purposes;
- (v) staff of the Industries and Co-operative Departments connected with the above activities; and
- (vi) additional staff employed in the Secretariat and in the offices of the various Heads of Departments in connexion with these activities.

There was then a discussion in regard to the procedure to be followed in examining the expenditure in various departments and we decided that Sub-Committees of the Retrenchment and Reorganization Committee should be formed for examining the different departments. The Members of each Sub-Committee would be at liberty to inspect offices of other departments, i.e., departments not allotted to that Sub-Committee for examination but any suggestions or remarks which they may have to make, should be passed on to the Chairman of the Sub-Committee concerned with those departments.

We also decided that the statements of new posts created during the war and after, which have not yet been abolished with the justification for their retention received from each Head of Department should be furnished to the Members of the Sub-Committee, which was to examine that department.

The following Sub-Committees were then formed:—

I. For the Education, Public Health and Medical Departments—

Sri T. K. Duraiswami Ayyar—*Chairman*,
Sri R. Suryanarayana Rao, M.L.C., and
Sri V. Ponnuswami Pillai.

Some of the broad questions suggested for examination, along, of course, with matters which may be raised by the Sub-Committees themselves were:

- (i) The suggestion of the Chairman that, instead of the Director of Public Instruction with a large number of deputies dealing with all educational matters, there might be one officer for University Education and another with two deputies, one for the

North and the other for the South, for dealing with all questions relating to Elementary and Secondary Education;

- (ii) Whether the Engineering College should be under the control of the Public Works Department or the Education Department;

- (iii) Whether denominational institutions, such as the Muhammadan College, should be continued;

- (iv) Whether Divisional Inspectors of Schools and Personal Assistants to District Educational Officers are necessary; and

- (v) The necessity for the large number of Assistant Directors of Public Health now employed at headquarters.

II. For the Public Works, Industries, Agricultural and Forest Departments:

Sri L. Venkatakrishna Ayyar—*Chairman*,
Sri M. Bapineedu, M.L.A., and
Sri K. P. Krishnan Nair.

Some of the broad questions that might be considered by the Committee are:

- (i) Whether, in view of the limited resources available for development of Highways, the Highways Department should be continued on the present scale.

- (ii) Agencies for execution of works, including Sanitary Engineering works.

- (iii) Whether Superintending Engineers are necessary and if so whether there should be separate Superintending Engineers for Highways and for Irrigation and Buildings.

- (iv) Separation of Cottage Industries from other industries.

- (v) The necessity for Deputy Directors of Agriculture and Personal Assistant to District Agricultural Officers, and

- (vi) Whether the distribution of agricultural implements, manure and seeds should continue to be entrusted to the officers of the Agriculture Department.

O. and M. Branch.—The Chairman to whom the file on this subject had been circulated explained what was proposed. We are of opinion that an organization of this kind is not necessary in this Province, but that it would be enough if procedure in Government offices is adapted to secure promptness of action.

The next meeting of the Committee was fixed for the 7th November 1947 at 12 noon.

The Food Secretary, the Commissioner of Civil Supplies and the Provincial Controller of Food Rationing should be requested to attend the meeting of the Committee to be held on the 8th November 1947 at 12 noon.

Fifth meeting held on the 7th November 1947.

Minutes of the last meeting were read and confirmed.

There was further discussion in regard to the unification of the various Rural Development activities in one department and the Chairman dictated a note on the basis of which the matter was to be discussed with Hon'ble Premier and other Hon'ble Ministers concerned. (A copy of the note is attached.)

On the question of reduction in the number of holidays, we recommend that holidays on the penultimate Saturday every month should be abolished.

REORGANIZATION OF THE MADRAS FIRE SERVICES DEPARTMENT.

We are of opinion that there is no justification whatsoever for continuing the Fire Services Department as a separate department of Government, and that no Central, Regional or Divisional Officers are necessary. The department might be merged with the Police Department, only Station Officers and officers and subordinates of lower rank being retained with a suitable reduction in their number.

There was some discussion whether District Officers are necessary and we finally decided that the District Superintendent of Police and his deputies can adequately supervise the Fire Fighting staff and that District Officers are not necessary. Special training in fire-fighting for the personnel to be employed on the work should be provided for.

On the question of asking local bodies to bear a portion of the cost, we recommend that no contribution from those bodies should be asked for, so as to ensure the maximum fluidity of the available equipment and personnel.

At 3 p.m. we discussed with the Hon'ble Premier and the Hon'ble Ministers for Prohibition, Co-operation and Rural Uplift, the question of the unification of Rural Development activities. The Chairman mentioned the various sums provided in the budget for 1947-48 under different departments for expenditure on Rural Development and allied

work, explained the possibility of friction between different departments and expressed the view of the Committee that all such activities could be combined in one department with an appreciable decrease in the total expenditure and increase in efficiency. This view was also reiterated by some of the Members of the Committee. The Hon'ble Minister for Prohibition said that, though Co-operative Officers have been lent for ameliorative work connected with Prohibition and are doing work of the same nature as regular Co-operative Officers, the two sets of officers were working in different spheres. The Hon'ble the Premier appreciated our view and said that special training was being given to the staff connected with Firka Development work. He was of the view that the intensive work which was being carried on in the selected firkas should not be left to the supervision of an agency which was responsible for the whole district, as the result might be mere reports without any real work being done in the firkas. Similarly, any specialists appointed for experimental work in the selected firkas should also be independent of any general district organization. Subject to Firka Development being kept separate, it was open to us to make such proposals as we might consider suitable for the unification of the general Rural Development and ameliorative activities. This view was concurred in by other Hon'ble Ministers present. The Hon'ble Minister for Prohibition said that he had no objection to all the ameliorative work connected with Prohibition being undertaken by the Co-operative Department. The Hon'ble the Premier also referred to the unsatisfactory state of Provincial finances and said that drastic reduction in expenditure would be necessary.

The next meeting of the Committee was fixed for 12 noon on the 8th November 1947.

NOTE BY THE CHAIRMAN REGARDING UNIFICATION OF THE VARIOUS RURAL DEVELOPMENT ACTIVITIES.

We went through the items of work done for Rural Development. They are dispersed over several departments, mainly the Industries, Co-operation, Prohibition, Ameliorative work, Rural Development and Firka Development, Village Industries and Weavers' Societies, etc., schemes. Very large sums are allotted for these works and separate establishments under each department are employed. There is a lot of overlapping and the rivalry between the departments has also stood at times against satisfactory progress being made. In view of the fact that Rural Development is to play a very large part in the Governmental activities of the Province, it is necessary that the work should be organized with a view to attain both efficiency and economy. We are of opinion that all Rural Development work should be brought together within one department and unified efforts should be made for the rapid development of the rural areas in both social and economic spheres. We would suggest that a Ministry of Rural Development may be constituted with a Secretary and Director (or Commissioner or Registrar) with two or three Assistants to be in special charge of the work and one set of District Officers to organize, supervise and conduct the field work.

We are of opinion that if this proposal is accepted, there will be a saving of at least 50 per cent in the establishment and other recurring expenditure and work will be done more efficiently.

Sixth meeting held on the 8th November 1947.

Minutes of the last meeting were read and confirmed with some additions.

Mr. Vijayaraghavan, Commissioner of Civil Supplies, Mr. Subba Rao, late Food Secretary to Government, and Mr. Narasimhan, Deputy Secretary to Government, Food Department, were present.

There was a discussion about the existing organization of the Civil Supplies Department. Mr. Vijayaraghavan gave up-to-date figures of the number of officers of different grades employed in the department. He was asked whether, in view of the fact that District Supply Officers had now been placed under the control of the Collectors, the Regional Deputy Commissioners of Civil Supplies could not be dispensed with. Mr. Vijayaraghavan said that they were necessary in the interests of procurement but that he would consider the possibility of reducing the number of Regional Deputy Commissioners from 3 to 2. As regards Deputy Commissioner (General), attached to the Office of the Commissioner of Civil Supplies, Mr. Vijayaraghavan said that the volume of work in the office was enormous and that his retention was necessary. Mr. Ponnusami Pillai pointed out that the listing out of subjects allotted to each of the seven Assistant Secretaries now employed did not disclose the volume of work involved for each and thought that it should be possible to reduce their number.

We then discussed the possibility of dispensing with separate posts of District Rationing Officers in the districts, where such officers are now employed and entrusting their work to the District Supply Officers. Mr. Vijayaraghavan thought that this arrangement was not feasible and said that the number of District Rationing Officers could perhaps be reduced by making each officer responsible for rationing in a large number of districts.

Mr. Narasimham said that in view of the abuses which are constantly coming to light in regard to rationing work, it was not desirable to relax control by superior officers.

The Chairman concluded the discussion by requesting Mr. Vijayaraghavan to supply to the Committee up-to-date figures in regard to the number of officers of different grades employed in the department and to consider the possibility of retrenchment in the department in the light of the discussion, either by combining, in one officer, the duties performed by two or more officers in the same area or by making some grades of officers responsible for a larger area than at present.

The next meeting of the Committee was fixed for 18th December 1947 at 12 noon. Meetings will be held on succeeding days also.

Seventh meeting held on the 22nd December 1947.

The minutes of the last meeting were read and confirmed with one alteration.

Item I—Circular memo. issued to heads of departments calling for suggestions for retrenchment up to 12½ per cent.—The circular memo. issued to heads of departments etc., was placed before the Committee and recorded. We discussed in general the question of the reorganization of departments with a view to curtail expenditure. The Chairman (Mr. L. Venkatakrishna Ayyar) of one of the Sub-Committees formed on 6th November 1947 stated that his Sub-Committee had completed the inspection of the Industries Department, on which a report would soon be made. The Chairman (Mr. T. K. Duraiswami Ayyar) of the other Sub-Committee stated that his Sub-Committee's report on the Education, Public Health and Medical Departments would be ready within a week. We decided that after these reports had been placed before us the copies of the reports should be communicated to the heads of departments before they appear for a personal discussion. We would then hold discussions with them. The replies, if any, received from them to the circular memo., dated 26th November 1947, calling for suggestions for retrenchment by 12½ per cent will be one of the subjects of this discussion. With reference to certain departments, we felt that the following aspects of reorganization might be discussed with the heads of departments:—

- (1) The merging of the Prohibition (Enforcement) Department with the Police Department.
- (2) The amalgamation of the Medical and the Public Health Departments and the abolition of the posts of Assistant Directors of Public Health.
- (3) The merging of the Highways Department with the General Public Works Department.
- (4) The transfer of Minor Irrigation from the Revenue Department to the Public Works Department.
- (5) The separation of the Fisheries Department from the Industries Department and the appointment of a properly qualified Director with a few deputies in place of the existing deputies and Assistant Directors of Fisheries, whose existence is necessary on account of the fact that the Director of Industries and Commerce is also the Director of Fisheries.
- (6) The amalgamation of all audit work done in the various departments.

We discussed the feasibility of replacing the following intermediary Regional Officers by two deputies and considered that a confidential circular, as drafted by the Chairman, be sent to the concerned heads of departments for their views which would be the basis of a later discussion with them:—

- Deputy Inspector-General of Police.
- Superintending Engineer.
- Deputy Director of Agriculture.
- Divisional Inspectors of Schools.
- Conservator of Forests.
- Deputy Inspector of Municipal Councils and Local Boards.
- Deputy Commissioner of Commercial Taxes.
- Deputy Commissioner and Assistant Commissioner of Excise.

Heads of departments might be asked to send their replies to the circular memo. before 5th January 1948.

Item 3.—Powers and duties of different grades of officers and the nature of work done by them.

Item 7.—Disciplinary action—Rules regulating the procedure— Deferred for discussion with Simplification.

Item 11.—Establishment—Temporary—Conversion into permanent— heads of departments. after a prescribed period.

Item 13.—Need for the continuance of both Deputy Superintendents of Police and Circle Inspectors.

Item 4—Expenditure on Development activities.—In the course of our discussion on this subject, at which Mr. Viswanatha Ayyar, Joint Secretary, Revenue Department, was present, the Chairman outlined briefly his plan for the formation of a separate department for Rural Development activities, which would deal with the ameliorative work for Prohibition and the Development of Cottage Industries on Co-operative lines. He stated that the Government of India was desirous of developing Cottage Industries on a large scale throughout the country and was willing to grant financial aid to the Province for such development.

We decided that the Chairman should have a preliminary discussion on this subject on 23rd December 1947 at 12 noon with the following officers, after which he would place his suggestions before the Committee :—

The Commissioner of Excise and Prohibition.

The Registrar of Co-operative Societies.

The Joint Registrar of Co-operative Societies.

The Deputy Commissioners (Enforcement) and (Amelioration) in Prohibition Department.

The Joint Secretary, Revenue Department.

The Director of Industries and Commerce.

The Joint Secretary, Revenue Department, agreed to arrange for the discussion.

Item 5.—Reorganization of village establishment and

Item 10.—Supply of uniform dress and badges to talayaris to distinguish them as 'Village Police'. It was decided to take this up in January 1948 when it was expected that the Government's decision on the formation of village panchayats would be known.

The following subjects were not taken up for want of time :—

Item 2.—Replacement of Land Revenue by Sales Tax.

Item 6.—Abolition of the Board of Revenue.

Item 8.—Budget—Preparation for each district.

Item 14.—Delegation of powers to District Departmental Officers.

Item 15.—Reorganization of the pension system.

Item 16.—Reorganization of the Office of Inspector of Municipal Councils and Local Boards.

Item 9—Law Officers—Posts of Crown Prosecutor and Public Prosecutor.—We consider that it is not possible nor is it desirable to combine the two posts.

Item 12—General note on special pays.—We considered the question of special pays allowed to officers.

CLASS I—SPECIAL PAY.

These special pays are now given to a number of officers. We were informed that the opinion of the Legal Department and of the Central Government was that special pay is guaranteed to persons recruited by the Secretary of State and holding reserved posts. We do not think that there is justification for this view. We consider that special pays need not be allowed in the case of posts filled by officers recruited for general service, where such posts come within the purview of the service. Leaving aside the persons holding posts reserved under the Reserved Posts Rules for Secretary of State's Officers, all other persons holding posts for which special pay is provided now need not be given any special pay, but all such persons posted to offices in Madras now carrying a special pay may be given suitable house-rent allowance, if they do not already draw any such allowance. There is no justification for giving any special pay or house-rent allowance to persons recruited for jobs in Madras carrying a fixed pay or a fixed scale.

We think that it is not necessary to allow special pay to officers posted for training clerks and the village officers and that Sergeants in the Police departments should not be given separate treatment, as compared with Sub-Inspectors of Police.

Subject to the above, we recommend that rules 5, 6 and 7 of the Madras Manual of Special Pay and Allowances relating to Class I Special Pay, should be strictly enforced.

We also recommend the following suggested addition to the rule :—

"New kinds of duties undertaken by members of a certain cadre of a service in an expanding department should be treated as the normal duties of the cadre when the posts to which such duties are attached become sufficiently numerous. Where a Class I Special Pay, is attached to a post for the special qualities of initiative required in organizing a new kind of work the special pay should be withdrawn or reduced as soon as the work has been organized."

CLASS II—SPECIAL PAY.

Fundamental Rule 11 should be strictly enforced.

Special pay for typist and steno-typists.—Special pay should be restricted to the number of posts for typewriting higher grade and shorthand higher grade sanctioned for the office. The question of sanctioning shorthand-writers to officers should be examined afresh and sanction accorded only in cases where it is necessary.

The places for service in which special pay under Class III should be given, should be examined in the light of the advice given by the Director of Public Health.

Item 17—General note on conveyance allowance.—We took up the question of conveyance allowances. We agree with the principles enunciated in rule 20 of the Madras Manual of Special Pay and Allowances, Volume I. We find that the rates of allowances for the same type of conveyance varies from officer to officer. The reasons given for this is that the variance is due to the extent of touring involved in the office. We do not think that the very large difference, as for instance, in the case of motor cars, which varies from Rs 25 to Rs 150 could be justified. On this ground, we consider that the allowance given should be better approximated.

Motor Car Allowance given to officers in Madras might be reduced to Rs 75 where it was higher. It should not be forgotten that the higher-paid officers use their cars not only for their official purposes but also for their own purposes, as well as those of their families.

Item 18—Grant of mileage concession to Grade V Officers governed by rule 25-B of the Madras Travelling Allowance Rules.—We considered the question of rates of travelling allowance with reference to the grant of mileage concessions to Grade V Officers governed by rule 25-B of the Madras Travelling Allowance Rules. Where an officer was not required to keep a car, we feel that there is no reason for exempting him and placing him in Class IV for purposes of travelling allowance. In the light of this recommendation, the exemptions already given might also be re-examined.

We decided to meet again at 2 p.m. on 23rd December 1947.

Eighth meeting held on 23rd December 1947.

Item 1—Expenditure on development activities.—The Commissioner and Deputy Commissioner of Excise, Joint Registrar in charge of Prohibition, Registrar of Co-operative Societies and the Director of Industries and Commerce had a discussion in the morning with the Chairman of the Committee about the future of ameliorative and other work now done in the Prohibition Department. The Commissioner said that the Ministry had already agreed to the transfer of all ameliorative work to the Co-operative Department and that the enforcement work is being handed over gradually to the Police. He contemplated that, very soon, there would be no field staff working separately under the Prohibition Department and the Commissioner of Excise would only exercise overall supervision over the working of Prohibition in the Province.

The Director of Industries and Commerce was of the view that, without a re-orientation of the activities of his department he would have to continue the work with reference to cottage industries, as they legitimately belonged to his department. Personally, he would have no objection to the resolution passed at the Industrial Conference at Delhi recommending a separate department for cottage industries under a separate head. This would require a re-orientation of the policy of the Industries Department and division of work between the Director of Industries and the new head for the cottage industries. After some discussion, he agreed that he would be prepared to send technical experts for training members of co-operative societies, when the Registrar applied for their services. He also mentioned that the technical men in his department were either working to train people for particular industries or were employed in the Special Firka Development scheme under the Premier, and that there was no staff in his department to be handed over to another department. The Registrar of Co-operative Societies said that he was prepared to take over the ameliorative work, including the formation of cottage industries societies from the Prohibition Department to his own department and that he would be prepared to surrender sixteen special development officers, one for each district if audit duties were taken away from the District Deputy Registrars but he said that the other staff including the assistant development officers should be continued, if all the items of ameliorative work that were now being done had to be continued.

We have considered the whole question of the ameliorative work done under the Prohibition Department. We are of opinion that co-operative societies should be formed for cottage industries to help toddy-drawers and others released from work on account of the introduction of Prohibition. The Chief Industry now being started for the help of these persons is the making of jaggery from coconut or palm sweet toddy. It may be possible also to have other cottage industries, like coir manufacture, etc. The work of organizing and supervising these cottage industries societies may be entrusted to the staff provided for cottage industries, including handloom weavers' societies. We understand that a separate Joint Registrar is to be appointed to be in charge of cottage industries. That Joint Registrar can very well take up organization and supervision of these societies also. We do not consider that any additional field staff is necessary for this purpose, apart from the staff that may be sanctioned for other co-operative cottage industries. If this is accepted, the Deputy Commissioner of Prohibition, the Special Development Officers and the Assistant Development Officers will be unnecessary.

We consider that full benefit is not reaped for the money spent for recreational purposes. These purposes are not confined to the ex-addicts or those thrown out of employment on account of the introduction of Prohibition. From what we have been able to see, the rural recreation officers, village guides and ballad singers have not been of much use, except for mere show. The expenditure on this staff at a time of stringency in the provincial finances does not seem to be justified. If these posts are abolished, the chief physical instructor and the assistant physical instructor will also have to be abolished. We recommend that the staff in the office of the Joint Registrar of Co-operative Societies for Cottage Industries may be retained. We also recommend the continuance of propaganda work through propaganda vans and cinema shows. The staff necessary for these purposes might be retained along with the Composers of Songs and the photographer. The Senior Inspectors and Junior Inspectors working in the Ameliorative department might be retained for propaganda purposes and for organizing better living and recreational activities, through existing and new co-operative societies. They should be utilized only for propaganda purposes and not for office work.

In the result, the following staff alone need be retained :—

- 1 Deputy Commissioner of Prohibition and Joint Registrar of Co-operative Societies (Rs 1,000) (to be merged in the Joint Registrar of Co-operative Societies, Cottage Industries),
- 1 Manager (Rs 150—200),
- 2 Composers of songs (Rs 75),
- 5 Upper division clerks (Rs 80—125),
- 4 Lower division clerks (Rs 45—90),
- 2 Typists (Rs 45—90),
- 16 Propaganda van drivers (Rs. 42),
- 16 Cinema operators (Rs 75),
- 4 Peons (Rs 16—25),
- 16 Cleaners (Rs 20),
- 1 Photographer (Rs 75),
- 2 Reserve operators (Rs 80—2—100),
- 1 Reserve driver (Rs 45—3—75),
- 14 Senior Inspectors (Rs 90—120),
- 3 Junior Inspectors (Rs 65—90) and
- 17 Peons (Rs 16—24).

We then took up the question of village and firka development work. We have no remarks to offer on the Secretariat and the Headquarters staff, which seem to be devised on an economical scale, but we feel that the mutassal staff is planned on a very wide basis, especially the strength of Firka Development Officers, which works out to six officers for each firka. This seems to be far too many. Work may be started with two officers per firka and additional officers may be appointed, if necessary, later on. The number of peons provided also seem to be very large. We presume that the rural recreational officers and ballad singers are intended to move from area to area to train people and are not expected to be permanently working in any area. With reference to those working under the Board of Revenue and Excise department we have already expressed our views. In the light of these remarks, the staff of rural recreational officers and ballad singers planned for firka and village development may be reduced.

Staff under the Director of Industries.—Information might be called for from the Director of Industries and Commerce, as regards the staff actually employed and the work they are doing.

Khadi Scheme.—For seven centres, the strength of officers work out at the rate of 7 per cent; the number of other officers and managers also seems to be very large. The need for so many officers, managers and assistants might be examined and the number cut down to the absolute minimum.

Item 2—Abolition of the Board of Revenue.—We held a preliminary discussion and postponed further discussion for the next meeting.

Item 3—Reduction in menial establishment attached to Supervisors and Assistant Engineers in the Public Works (other than Highways) and Electricity Departments.—In the interest of uniformity, there should be the same scale of peons in the case of all Public Works Departments. Since the Chief Engineer (Highways) has surrendered the peons sanctioned for the Supervisors and Assistant Engineers, the same arrangement may be made in the other two departments.

Item 4—Standard outturn of work for clerks in the Secretariat.—Deferred.

Item 5—Economies in expenditure—Need for the continuance of new posts created after 1939-40—Procedure for examination.—We agree to the concerned files being circulated to the members of the Sub-Committee for their consideration with reference to each department. The Sub-Committee's recommendations will be placed before us for consideration.

The date of the next meeting was fixed for 5th January 1948.

Ninth meeting held on 5th January 1948.

The minutes of the last meeting were read and confirmed.

Item 2—Budget—Preparation for each district.—We agree with the Accountant-General's remarks and do not consider that any large expenditure in the preparation of districtwar budgets will be justified in view of the fact that revenue and expenditure under Electricity, Irrigation, Public Works, etc., cannot be separated districtwar with any reasonable degree of accuracy.

We consider that the preparation of additional information as in Annexures I, II and III will be sufficient even though we feel that information in Annexure I is itself misleading, as irrigation revenue accruing out of works in one district are credited to another.

The cost of such preparation is said to be only Rs 1,000 a year and it might be provided for; but if it is to be larger, we do not feel that the expenditure will be worth while.

Item 3—Conditions of service of local board servants.—Deferred.

Item 4—Standard outturn of work for clerks in the Secretariat.—Deferred.

Item 5—Abolition of the post of wholetime Medical Officer in the Central Jail and the Women's Jail, Vellore and revival of old arrangements.—We consider that the proposal to abolish the post of wholetime Medical Officer and to ask the District Medical Officer and Assistant District Medical Officer to look after the two jails will not be satisfactory. The work in the District Headquarters Hospital will suffer and the work with reference to jails will not be done satisfactorily. Considering the amount of work in the jails, we do not consider that visits by the District Medical Officer or his Assistants will meet the needs of the jail. In the circumstances, we recommend that the present arrangement may continue.

Item 6—Levy of sales-tax in lieu of land revenue and item 8—Abolition of the Board of Revenue.—We had a preliminary discussion amongst ourselves and then with the Secretary, Revenue Department (Mr. G. Venkateswara Ayyar), and decided to discuss the question further with the Members of the Board of Revenue on 6th January 1948.

Item 7—Abolition of the post of Assistant Inspector-General of Prisons.—Remarks of the Inspector-General of Prisons may be invited.

Item 9—Statement of anticipated savings as a result of the recommendations of the Retrenchment and Reorganization Committee in respect of Special Pays, Conveyance Allowances and Firka Development Activities.—Recorded.

Item 1—Suggestions called for from heads of departments and departments of the Secretariat for retrenchment up to 12½ per cent brought up to date.—In response to the circular issued by us, some of the officers have replied suggesting retrenchment in their departments. We agree with the following suggestions made by heads of departments and we recommend that these might be given effect to immediately :—

Commissioner for Government Examinations.—Considering the large number of Examiners and Assistant Examiners of the S.S.L.C. and T.S.L.C. Examinations, altogether over 1,500 in the year 1947, it does not appear that the interests of efficiency will be adversely affected by their not having meetings.

Curator, Madras Record Office.—The Curator himself suggested retrenchment, resulting in a saving of Rs 9,700 per annum by reducing the staff as follows :—

- 1 Special Assistant (this post can be abolished only by April 1948).
- 2 Weeding clerks.
- 6 Attenders, and
- 2 Watchmen.

These recommendations might be approved.

Director of Public Instruction.—In response to our circular and after meeting the Members of the Sub-Committee, the Director of Public Instruction has suggested the following measures :—

- (i) Transfer of some of the Government secondary schools to private or local board agencies, wherever feasible.
- (ii) The amalgamation of boys' and girls' school ranges, as no separation in the existing ranges is necessary.
- (iii) The payment of grants to European schools may be made in accordance with the Grants-in-aid Code as for other institutions.

These recommendations may be approved immediately and included in the budget to take effect from 1st April 1948. Our other recommendations with reference to the Education department will follow.

Special Officer for Departmental Enquiries.—The officer has suggested that the posts of Assistant Special Officer (Departmental Enquiries), one clerk and two peons may be abolished, if disciplinary cases against the servants whose pay is less than Rs 125 or Rs 150 are left to be dealt with by the departments themselves.

We request the Government to supply us with a copy of the Anti-corruption Committee's Report for our use before we consider the question of retention or otherwise of the office of the Special Officer for Departmental Enquiries.

Military Secretary to His Excellency the Governor.—Abolition of the Body Guard, the band and retrenchment in the household staff have been suggested by the Military Secretary and they may be accepted.

High Court.—The High Court may be requested to expedite the proposals referred to in their letter.

The next meeting of the Committee was fixed for 6th January 1948 at 12 noon.

Tenth meeting held on 6th January 1948.

The minutes of the last meeting were read and confirmed.

Item 1—Further suggestions received from heads of departments with reference to the circular issued calling for retrenchment up to 12½ per cent.—No remarks.

Item 2—Retrenchment in the number of peons attached to Superintending Engineers, Executive Engineers and officers of similar status in the Public Works Department (other than Highways) and Electricity departments.—Deferred to be taken up with the general question regarding scale of peons applicable to different grades of officers.

Item 3 (a)—Replacement of land revenue by sales-tax on agricultural produce.—This matter was discussed with the three Members of the Board of Revenue and the Secretary of the Board. We also had a talk with the Special Officer who prepared the report relating to replacement of land revenue by sales-tax. In the report, the officer has taken the price of agricultural produce as it obtained in the year 1945-46. The level of prices in 1945-46 was very high. It is about three to four times the prices which ruled before the war. There is already a tendency for a reduction in prices and when the normal level is reached, it will be much below the level of prices in 1945-46. Even working at the level of 1945-46, the officer proposed to put the sales-tax at six pies per rupee of transaction to get even the present land revenue, which is to be replaced. If lower prices are calculated, the rate of tax will have to be increased considerably. We are not in favour of such high taxation on agricultural produce.

Secondly, under the proposal made, the agriculturist who has got a surplus, will have to sell it only to a licensed dealer. The system of licensing and control will have, to a certain extent, to be kept up. This will change the whole economy of the village, as it obtains at present. The villager is now selling whatever he wants to sell, at the nearest shandy in driblets according to his needs and purchases his requirements at the same shandy. To impose restrictions on these transactions is not desirable.

Thirdly, the very idea of taxing agricultural produce which will raise the prices of foodstuffs to the consumer, will not be welcomed. On the other hand, the advantage expected of simplification of accounts is illusory, as pointed out by the Board of Revenue, since the accounts relating to irrigation, encroachment and other matters will have to be kept in any case and if record of rights or private rights are to be considered, the village accounts will have to be very accurately and elaborately kept. At present, the local boards derive a considerable part of the revenue collected as cesses on land revenue and if land revenue is not to be collected, there will be great difficulty and expense in devising suitable machinery for the collection of the cesses, unless the Government agree to pay a portion of the sales-tax collected as grant to the local bodies. There will be several complications in doing this. They will have to raise the sales-tax to the extent of the grant and it will be difficult to apportion the sales-tax out of which this grant is to be made.

So we do not consider that the proposal to replace land revenue by sales-tax can be accepted.

We have examined the proposal at length, because we desire that the poorer land-holders should be given relief and if possible, the tax ought to be made progressive

The Taxation Enquiry Committee of 1926 examined this matter. The problem before them was, to a certain extent, different. Then the proposal was to collect the sales-tax only at the railway stations and at the sea ports. But even so, the arguments put forward by them apply to the present case as well. We would therefore like the Government to consider whether a flat rate of taxation for the whole Province based on the present classification of soils and the sources of water-supply at a fairly low level might not be introduced, along with agricultural income-tax beginning at a fairly low level, to make the incidence really progressive and to help the people with low income.

Item 3 (c)—Abolition of the Board of Revenue.—We had the advantage of discussing the matter with the three Members and Secretary of the Board. We had a discussion about the work that is being done by the individual Members of the Board and by the Board, as such, we consider that, ordinarily, one Commissioner, probably one of the most senior officers in the Province, should be placed in charge of land and irrigation revenue and another officer of the Revenue department or from outside should be placed in charge of the sales-tax and other revenues but we consider that, at the present time, it is not desirable to make a change. The Province is very wide and it will not be possible for one Commissioner in charge of Land and Irrigation Revenue to do the touring and to attend to all the work in the whole area, while the other Member in charge of Sales Tax and other Revenues may not have enough work. By pooling the services of the two officers, the whole area can be covered and all the functions can be performed. The Sales Tax Act has been recently amended and how it will work and what sort of supervisory functions will devolve on the Commissioner and how much of his time will be taken up have to be considered. There is also the question of division of the Province. Therefore while we consider that there is no need for the Board to continue as such, it might function as hitherto until the division takes place. We consider that the Office of the Commissioner for Civil Supplies and the Secretary to the Government, Food Department, can very well, under the present policy of gradual decontrol, be combined and the two offices in the Revenue Board and in the Secretariat amalgamated and considerable saving effected by reducing a large part of the establishment in these two offices and in the mufassal. At present, in addition to the Civil Supplies Commissioner and the Secretary to the Government, Food Department, there are a number of gazetted officers assisting them in the headquarters and for touring purposes. These can be considerably reduced.

Item 3 (e)—Replacement of Deputy Commissioners of Commercial Taxes.—The matter need not be pursued in view of the fact that more duties will devolve on the Commercial Tax department as a result of the promulgation of the new Act.

Item 3 (f)—Replacement of Deputy and Assistant Commissioners of Excise.—The Commissioner of Excise said that there were two areas where Prohibition has not yet been introduced, each of four districts and so two Assistant Commissioners are retained. He said that he wanted a Deputy Commissioner to look after the two Assistant Commissioners. We are not impressed with this statement. The post of the Deputy Commissioner may well be abolished. As prohibition is introduced in the remaining districts also, the posts of Assistant Commissioners will have also to be abolished in due course.

- Item 3. (b)—Reorganization of the Village Administration,*
 (d) Transfer of Minor Irrigation from the Revenue Department to the Public Works Department,
 (g) Retrenchment in the Civil Supplies Department,

Deferred for consideration with the Members of the Board of Revenue on 7th Jan. 1948.

- (h) Powers and duties of different grades of officers and the nature of work done by them,
 (i) Disciplinary action—Rules regulating the procedure—Simplification, and
 (j) Establishments—Temporary—Conversion into permanent after a prescribed period.

Deferred.

The next meeting of the Committee was fixed for 7th January 1948 at 11-30 a.m.

Eleventh meeting held on 7th January 1948.

1. The minutes of the last meeting were read and confirmed with slight alterations.

2. *Village administration—Reorganization of.*—We had a discussion with the Members of the Board of Revenue and the Secretary to the Board and considered the possibilities of improving the Village Administration and the keeping of accurate and reliable accounts of the village. While the present system has been in force for a long time,

it has been attacked from time to time, partly on the ground that the accounts were not reliable and partly on the ground that the village officers were taking part in politics, either together or in different parties, leading to inefficiency. Their status also helped them to play a leading role in factions, so much so, that in the Local Boards Acts passed in recent times, both the village officers or one of them were prohibited from standing for election and being elected as Members. In view of the all round increase in salaries and the repeated agitation of the village officers and servants for increased emoluments, we consider that the present system will involve very much larger expenditure of a growing nature. We therefore consider it necessary to find a change of the system under which the cost can be reduced and kept at a lower level. Moreover, we consider it essential that the units for rural administration and development should, as far as possible, be the same and in view of the proposal to have village panchayats with larger powers, we contemplate that the groups which would be formed for village panchayats and for village revenue administration should be the same. After a lengthy discussion, we consider that this is a matter in which it is not possible to come to a final and definite conclusion at once, since questions both of economy and efficiency have to be given due consideration. We feel therefore, that the following schemes may be tried as an experiment each in two taluks where the hereditary principle does not at present obtain:—

(1) Three or four villages may be grouped together and two lower division clerks may be appointed to do the work of both the Karnam and the Village Headman. They will be serving in the village for three years and be eligible for promotion. They will be located in the central village of the groups and the group will be so constituted that no point in it will be more than 5 miles from the office. The posts of Revenue Inspectors will then be unnecessary.

(2) The Karnam will continue as at present but in the place of the headman working in a panchayat area, an officer of the grade of a lower division clerk will be appointed to collect all the dues to the Government as well as the taxes due to the Panchayat, the Panchayat contributing on a percentage basis for his services. He will perform the other duties of village headman also. In this case also, the ordinary Revenue Inspector will be relieved of his duties with reference to collection of revenue, so that the number of Revenue Inspectors might be reduced.

The extension of these schemes will take away the hereditary right where they exist at present. The Government might therefore investigate the feasibility of taking away the hereditary right of village officers, where they exist at present. In all these schemes, it is assumed that the number of village menials will be reduced to the barest minimum.

3. *Disciplinary action—Rules regulating the procedure—Simplification.*—So far as any delinquency involves reduction in service, compulsory retirement, removal or dismissal, we consider that the procedure laid down at present should be followed. In cases of censure, fine, withholding of increment, or recovery from pay, there need not be any elaborate enquiry but charges should be framed and the explanation of the officers concerned should be taken and the case disposed of by the competent authority. In the case of Non-Gazetted Officers drawing Rs 125 and below, the enquiry might, in both classes of cases, be made by the Gazetted Officer immediately superior in rank and he might send up the papers to the competent authority for disposal. The punishment inflicted shall stand, subject to an appeal to the officer next above in rank in cases of dismissal or removal, subject further to a second appeal to the head of the department or the Government, as the case may be. In the case of Non-Gazetted Officers drawing above Rs 125, the enquiry may be held, in cases likely to end in reduction, compulsory retirement, removal or dismissal, by the competent authority and final orders passed by him, subject to an appeal to the head of the department and a second appeal to the Government. In cases involving censure, fine, withholding of increment or recovery from pay, the enquiry may be held by the Gazetted Officer immediately superior in rank and final orders passed by the competent authority, subject to an appeal to the officer next above in rank; as regards Gazetted Officers, in cases of censure, withholding of increment, or recovery from pay, the officer under whom he serves may hold the inquiry and final orders may be passed by the head of the Department, subject to an appeal to Government; in respect of other forms of punishment the enquiry may be held by the officer under whom he serves and final orders passed by the Government, subject to an appeal to the Council of Ministers.

The question of the retention of the office of the Special Officer for Departmental Enquiries will be considered after the receipt of the report of the Anti-Corruption Committee. In the meanwhile, we consider that cases relating to Officers drawing more than Rs 125 only need be sent to him, if so desired by the Government. The provision relating to memorials regarding disciplinary matters, either to the Government or to

His Excellency the Governor should be abolished. The Governor under the present constitution is only a constitutional head without any individual judgment.

4. *Establishments—Temporary—Conversion into permanent after a prescribed period.*—We commend for consideration the recommendations of the Central Pay Commission in paragraph 134, that the administration must take early steps to have the question of the number of posts required in each office or service, examined with some approximation to realities and that a similar step must be taken even in industrial establishments, to the extent that the nature of work in such establishments permit. In several departments, officers have been employed in what ought to be permanent posts for long periods, without either the posts being made permanent or the officers being appointed permanently. In some special posts persons have been appointed for long periods without making them permanent. In all such cases, we recommend that the posts should be made permanent and the persons who have held temporary appointments for long terms should also be made permanent. We consider that the recommendations of the Salaries Sub-Committee, that temporary posts should not be retained indefinitely on a temporary basis but should be made permanent as soon as it is felt that they would be required for the normal working of the concerned departments, should be adopted and strictly followed and we also feel that when a person had held a temporary post for five years, he should ordinarily get a permanent place. This will not apply to cases of posts created and persons entertained after the year 1940. Even after that, wherever the Government have sanctioned a permanent appointment, the above principles might be observed.

5. *Age of compulsory retirement of Government servants—Increase from 55 to 58 in the case of Ministerial establishments.*—We consider that ordinarily, in the Ministerial Services, the retiring age may be raised to 58, in cases where the officer is found efficient and a medical certificate as to his physical fitness is produced. We are not in favour of giving the discretion to any officer to retain some officers and send away others. But at the present juncture, when there is a large body of temporary men waiting to be absorbed or disbanded, it is not desirable or proper to extend the period of retirement to 58. It is desirable to absorb as many of the temporary people as possible and all attempts should be made to gain this end.

6. *Civil Supplies staff.*—We had a discussion with the Civil Supplies Commissioner and his Secretary about the establishment to be kept in the districts.

We gather that the present policy of the Government is to continue rationing in all Municipalities and in areas where there is concentration of labour and take it away from all other areas, except Malabar. For the needs of the rationing areas, the supplies needed will be obtained from the surplus districts and ordinarily, there will be no procurement in deficit areas. For working this scheme and for meeting any emergencies that may arise it will be enough if a skeleton staff on the following lines is maintained:—

There may be two Deputy Commissioners to help the Commissioner in supervising this scheme. There will be necessity for two Deputy Collectors, one for arranging supplies from the Circars and one from the Tanjore district; one more will be needed to arrange for movements, since transport is the bottle-neck in the whole scheme of satisfactorily keeping the Province properly supplied with foodstuffs. Each rationed area will have a Rationing Officer and there will have to be a District Supply Officer for each district, for supervising the work of the Rationing Officers, for looking to the supply from surplus districts, for keeping a watch over the food position in the district, and for taking emergency steps, if necessary. We do not consider that any other officer will be needed in the districts. Whatever services may be required may be got done through the ordinary revenue agency of Deputy Collectors and Tahsildars.

We suggest that the above considerations may be kept in view in the reorganization that the Government is now carrying out. The Civil Supplies Commissioner said that he would send details of the establishment maintained after carrying out the retrenchment before the middle of February 1948.

7. We informally discussed with the Members of the Board the following subjects and postponed them for further consideration at a later date:—

- (i) appointment of District Administrative Officers;
- (ii) reduction in the number of divisional charges; and
- (iii) transfer of Minor Irrigation from the Revenue to the Public Works Department.

The next meeting of the Committee was fixed for 8th January 1948 at 11-30 a.m.

Twelfth meeting held on the 8th January 1948.

The minutes of the last meeting were read and confirmed with some additions.

Suggestions called for from Heads of Departments and Departments of the Secretariat for retrenchment up to 12½ per cent.

Medical.—We approve the suggestions made by the Surgeon-General, with reference to the King Institute, Guindy, and recommend them for adoption by the Government.

Police Department.—We recommend that the suggestions made by the Inspector-General of Police may be forwarded to the Government for adoption.

Conditions of Service of Local Board Servants.—We consider that, except in the case of technical officers, who are likely to get promotions and who are borne on higher scales of pay and are likely to be benefited by transfer from one place to another, the Provincial cadre cannot be justified. It will also be necessary, in case of provincialization to lend the services of officers, according to the capacity of the local bodies to pay and collect from them only the actual pay drawn by the officer. In all cases of posts carrying a maximum of Rs 150 and below, we consider that, in the interests of proper supervision of their work and in the interests of the locality, no provincialization need be attempted. Each local body may recruit its own officers.

In the case of posts the minimum pay of which is over Rs 150 and not borne on a provincial cadre, recruitment may be made by a central authority like the Inspector of Municipal Councils and Local Boards and the transfer and promotion of these officers from one place to another may be made by the above central authority.

As the financial capacity of local boards varies, it is not possible to impose uniform scales of pay for all officers in all local boards. But within limits, there ought to be an approximation in the scales of pay. For each local body, the scales of pay should be fixed for all officers not borne on the provincial cadre, with reference to its capacity and needs.

We agree that the further revision of scales of pay of local board and municipal servants, which have now been fixed at a lower level than the scales admissible to corresponding Government servants, so as to be on a level with the latter may be dropped.

Education Department.—We met the Director of Public Instruction and two of his Deputies (Messrs. Sadasiva Reddi and Ranganatha Mudaliar) and discussed questions relating to Education.

As regards denominational institutions, we agree that they need not exist as such and that wherever accommodation can be found for the pupils, these institutions may be abolished. Where it is not possible to find accommodation for the pupils of such institutions in other existing institutions, the institution may be continued but thrown open to all communities without any special facilities for any particular community. This will apply to the Muhammadan Colleges in Madras and the Muhammadan and Depressed Classes Schools throughout the Province.

With reference to separate institutions for girls, so far as elementary schools are concerned we feel that there is no need for separate institutions.

All uneconomic schools, be they Government, or aided, for boys or girls, which have less than 20 pupils per class on the average should be closed. If a local body or a private agency comes forward to start and run a school or is prepared to manage an existing Government school, it should be enabled to do so. The Government should not open a school in an area which is already provided for or where a private agency is likely to open one. Uneconomic practising schools attached to training institutions may be closed.

While there is no need to have a special Woman Officer as Deputy Directress or Inspectress to look after girls' education, we consider it desirable to have a woman as one of the Deputy Directors in the Headquarters. All the above were agreed to by the Director of Public Instruction and his Deputies. The Director of Public Instruction considered that it would be an advantage if all the polytechnic schools and the Engineering Colleges were placed under a Director of Technical Education, attached to the Education Department.

The Director said that it was necessary to retain the posts of Divisional Inspectors of Schools, as they were the final authority in most matters, connected with elementary education, and they were checking the work of the District Educational Officers with reference to Secondary Education. If these posts are abolished, there will be a very large number of appeals from District Educational Officers with reference to all matters and the staff at the headquarters will have to be considerably strengthened in the form of additional Deputy Directors. We consider that, with reference to recognition of schools, opening of new sections and higher classes as well as distribution of grants, if there was a Committee to assist the District Educational Officers, either for the taluk or for the

district as a whole, most of the work relating to elementary education could be finalized in the district itself. Other work will not require the retention of the Divisional Inspectors of Schools and the remaining work could, after delegation of most of the powers to the District Educational Officers, be looked after by the Deputy Directors working in the headquarters.

There are four clerks provided for the Regional Inspectors of Physical Education. They are now attached to the offices of the Divisional Inspectors. We recommend that there is no need for this provision.

The next meeting of the Committee was fixed for 9th January 1948 at 12-30 p.m.

Thirteenth meeting held on the 9th January 1948.

The minutes of the last meeting were read and confirmed with slight alterations.

Technical education—Further discussion.—There are two Engineering Colleges with equipment, working at Madras and Chidambaram. Three have been started at Cocanada, Coimbatore and at Guindy (to be shifted to Anantapur). They will have to be provided with buildings and equipment. It is said that equipment is difficult to get and will be very costly. The students admitted to these colleges are given basic education in Civil Engineering, Mechanical Engineering and Electrical Engineering, Highways Engineering and Tele-communications. Such of those who take up Industrial Engineering will have to be provided with practical training in factories as apprentices. There is no provision for such training at present. In view of these facts, we consider that the Government should review the whole situation, both with regard to the cost, recurring and non-recurring, the possibility of providing the colleges with buildings and equipment and the possibility of finding means of training students in the fields of industry, which they want to develop and decide whether they should go forward with all or any of these colleges.

Water-supply.—We consider that the provision of protected water-supply in villages and urban areas is the first requisite of public health and it should be given priority over every other scheme before Government. If the funds at the disposal of the Government are not sufficient to provide for the proposals on hand at any time, the Government will be justified in raising a loan for the purpose of financing these proposals and spread repayment over a long term of years, providing a sinking fund in the meanwhile. In case the portion to be contributed by local bodies is large and according to the present arrangements, their resources are not sufficient, the repayment of the loans to be given to them may be spread over a longer period.

Abolition of post of Assistant Director of Public Health.—There are now five Assistant Directors. Three of them are designated as in charge of particular functions like epidemics, statistics and vaccination, etc. They are not specialists in those services and they have no special qualifications. Another Assistant Directress is in charge of maternity and child-welfare schemes. This post will have to be continued.

One other Assistant Director is in charge of malaria operations in the whole Province; as malaria is widespread all over the Province, it is not possible to give malarial training to every District Health Officer and so, there is need for continuing this officer.

As regards the other three Assistant Directors of Public Health, there is no specialized work done by them. We consider that the reduction of the number into two will be amply justified, seeing the nature of the work they do. If they are posted one for the north and one for the south and attached to the Office of the Director of Public Health, they can do the necessary inspection work and attend to other duties now performed by these three officers. The work of statistics is only a matter of collating the information obtained from others.

We discussed the following scheme with the Surgeon-General and the Director of Public Health. In each taluk, there may be half a dozen centres chosen. There will be a midwife, a health inspector and a compounder located at each centre with provision for four beds, two for labour cases and two for other emergent cases. There should be two doctors attached to the taluk hospitals each of whom will be allotted three centres; they will make a circuit of the area, working in each centre one day, thus making two circuits every week, spending two days in all in each centre every week. There will be provision in the taluk headquarters for a fair number of beds. There will be a paid medical officer in charge of the taluk hospital with an Assistant, either paid or honorary. Under this proposal, medical relief and public health work in the rural areas will be combined at a cost very much cheaper than the scheme proposed by the Government. We contemplate that at least three times the number of centres can be served without extra cost. The Surgeon-General and the Director of Public Health said that they would consider the subject and meet us again for a further discussion.

Above the rural centres, there is no definite idea for the amalgamation of the functions of the Medical and Public Health Departments. In the present setting, where medical relief is the predominant idea and public health is occupying a subordinate position, we do not recommend the amalgamation of the two departments.

As regards staff, the present system has been evolved, as it was found that the District Medical Officers were unable to look after both medical and sanitary work. We commend the present system of consulting the Surgeon-General in all important schemes relating to Public Health matters. This might be made the rule and not a matter of discretion.

In view of the present cost of construction of buildings and equipment and the difficulty in obtaining building materials and equipment, the provision of facilities for separate colleges at Madura and Guntur might be deferred.

An enquiry as regards the present system of supply of drugs, diet articles and hospital equipment, the extension of the self-dieting system, etc., is necessary with a view to effect economy and to prevent leakages and to obtain materials at the cheapest rates possible. A small committee or a special officer might be appointed to go into the matter and report as speedily as possible, so that new arrangements might come into force from 1st April 1948.

In hospitals, all posts of doctors, except posts declared to be "duty-posts" by the Surgeon-General, might be filled up by honorary medical practitioners. The status of these honorary officers might be Assistant Surgeons, Assistant Physicians and in suitable cases, Surgeons or Physicians. This system might also be extended to the taluk hospitals as far as possible.

In the matter of appointing Lay Secretaries, we consider that it would be a better arrangement if officers in other services were taken for service in hospitals for a period. The officer will be on the grade suitable to the institution in which he is appointed, for instance, a Junior Deputy Collector may be appointed as Lay Secretary in the General Hospital, Madras, and a Tahsildar in the district hospital.

We consider that those who can afford to pay should be made to pay for their accommodation in hospital wards. There should be provision for paying wards in all central and district hospitals, of at least three grades, A, B and C. The charges levied may be suitably fixed to serve the different classes of the population, who will make use of these wards. This will be a source of income to the State. A large portion of the expenditure incurred on the hospitals might be met from these charges. There is likely to be a greater demand for C class wards than for A and B class wards and there may therefore be a larger provision of these wards.

The present system of rural medical relief has not been a success and it may be abolished; if the funds now spent on it are utilized for giving relief on the lines suggested above, much progress can be made on satisfactory lines.

Public Health staff.—The staff sanctioned for Nutrition Research and Survey need not be appointed and the possibility of transferring the Nutrition Officers in the Food Department to the Public Health Department may be considered.

Nutrition Research is now being conducted by the Public Health and Food Departments separately, while the basic research is conducted at Coonoor. Only a minimum set of officers for both Public Health and Food Departments will be needed for investigation and survey.

The post of Research Officer sanctioned for the Director of Public Health may be kept in abeyance and the possibility of having the research done in the King Institute may be tried.

Engineering Supervisors attached to Regional Malaria Centres may be abolished as their work can be done without difficulty through other arrangements. The Director of Public Health agrees to all the above proposals.

The Director of Public Health also agrees that the First-class Health Officer posted as Assistant Professor of Hygiene in the Medical College and who has been posted for field training in the Poonamallee Health Unit may be appointed to be in charge of the unit and the post of Second-class Health Officer sanctioned for being in charge of the unit may be abolished.

The next meeting of the Committee was fixed for 10th January 1948 at 11-30 a.m.

Fourteenth meeting held on the 10th January 1948.

The minutes of the last meeting were read and confirmed with slight alterations.

Education.—The Medical Colleges and the Agricultural College are now placed under the direct control and administration of the Medical Department and the Agricultural Department, respectively, but the Engineering Colleges are now under the control and

supervision of the Education Department. If the same procedure is to be adopted with reference to all colleges, the Public Works Department, which will employ most of the students passing through the Engineering Colleges and from which most of the teaching staff is deputed will be a better department to exercise control and supervision over the Engineering Colleges. In the light of the above remarks, it is for the Government to consider the position of all the technical and technological institutions and how they should be managed.

We have been informed that even though there is an Advisory Board consisting of the Chief Engineers, the Board is not said to be meeting or doing any advisory work.

There is a strong feeling in the country that elementary education has not received due attention and so far as progress is concerned, higher education, both secondary and university, have made much more progress within recent times than elementary education. Pupils have increased by about 23 per cent in elementary schools, 104 per cent in secondary schools and 126 per cent in the colleges within a period of 10 years. We feel that there should be a planned expansion of elementary education so that, there may be a target for the next five years and universal compulsory elementary education may be attained within a reasonable time.

Any additional resources available should be earmarked for the expansion of elementary education.

The chief difficulty in expanding elementary education is the paucity of qualified teachers. Every effort should be made to get the large body of teachers that will be necessary for expansion. The training schools with the model schools attached are very costly and they have not been able to attract many students. The need for passing through a training course involves a two years' additional course after taking the S.S.L.C. Certificate and it costs a considerable amount of money to the State and to the students. Even after they go through the training schools, the students who take the certificates cannot look forward to any more attractive career than those who have stopped with the S.S.L.C. This explains, to a certain extent, along with the poor prospects available for teachers, the very small number of people who come forward for undergoing training in the training schools. We consider that the present system is not likely to provide the large number of teachers that are needed for the expansion of elementary education. We would therefore suggest that teaching may be made one of the optionals for the S.S.L.C. course and the theoretical part of the training in the training schools may be imparted in the S.S.L.C. course itself. Those who take this optional course may be appointed as teachers; after they practise teaching for a year satisfactorily, they may be granted a Diploma and be considered to be fully trained teachers. There can be no objection to this arrangement, as the Government themselves have decided to have what is called the bifurcation in high schools and many schools are providing for teaching Secretariat and Managerial Courses.

There are various causes for inefficiency in elementary schools. The model schools have not been satisfactory and they only serve as fields for training at the expense of the students. These ought to be abolished. There are a large number of one-teacher and two-teacher schools, whose work cannot be expected to be satisfactory and there is a lot of wastage in these schools. These may be amalgamated. The minimum for a school ought to be fixed at least at three teachers with five classes.

If these views are accepted, the training schools and the model schools will become unnecessary.

The text books now adopted in the schools are prescribed not always on the reasons of merit and quality. The Text-Book Committee approves of a very large number of books and it is open to the Managements and the Headmasters to select any of these books. The books are not prepared on national lines or with special reference to the needs, except that they approximate to the syllabus in a way. We consider that it will be more satisfactory if at least the text books in languages are prepared under the supervision of the Government, so as to include all matters they desire to be taught in a national setting and the books are published by themselves. This is not a new idea, as the University is publishing the text books in languages and the Government themselves are publishing the text books for the training schools. Incidentally, it will be a source of income to the Government. For the preparation of the books, the Government may utilize the services of competent experts for a remuneration.

Special Officer for Indian Medicine.—We consider that the appointment of the Special Officer for the Reorganization and Development of Indian Medicine, apart from the Principal of the College, is not necessary. The qualifications of the present incumbent do not seem to justify his being considered an expert in matters arising in relation to Indian Medicine. He is also a retired officer of the Mysore Government. He seems to be, in any case, unnecessary, as the Principal is more competent to give advice than he is. There seems to be also no necessity even in the interests of reorganization for this office.

In the afternoon, we had a discussion with the Registrar of Co-operative Societies and the Examiner of Local Fund Accounts regarding the centralization of all audit work done by different departments of Government under a common agency. The Registrar of Co-operative Societies said that, in the proposals he has made, audit and administration will be separated and one of his Joint Registrars will be in charge of audit. But for purposes of promotion from Junior Inspectors to Senior Inspectors, and from Senior Inspectors to Sub-Registrars, the administrative and audit staff will have to be considered as one and interchangeable; otherwise, as there will be a limited number of superior posts in the audit branch, the audit staff will be adversely affected and recruitment to the audit branch will be unpopular. He said that, in addition to this question of promotion, there was the difficulty of the special training for Co-operative audit, which the staff under the Examiner of Local Fund Accounts did not possess. The Examiner admitted that his staff was not a trained staff in audit and book-keeping and banking and that he would have to take over the Junior and Senior Inspectors from the Co-operative staff. He also said that, in the matter of promotion, there would be some difficulty to adjust the competing claims of the staff employed for Co-operative audit and those employed for other audit. As regards economy, neither the Registrar nor the Examiner were sure of how the proposal would work out; while the Examiner said there might be some saving, the Registrar was of the view that there would be no saving. The Registrar said that he would have no objection to allow the bigger societies to choose private auditors from his panel.

We decided to consider the question further at some later date.

The next meeting of the Committee was fixed for 15th January 1948 at 12 noon.

Fifteenth meeting held on the 15th January 1948

The minutes of the last meeting were read and confirmed with additions.

The Director of Agriculture attended the meeting of the Committee. He explained his view of what the work of the Agricultural Department should be. He would like the Agricultural Department to confine itself to the following items of work, viz., improvement of agricultural practices in accordance with modern knowledge and secondly, agricultural research and education. In practice, the Agricultural Department will attend to the demonstration of improved methods of agriculture, the evolution and supply of suitable strains of seeds and plant materials, tackling of pests and diseases of plants and devising economic methods of manuring.

We entirely agree with the Director of Agriculture. At present, the time and energy of Agricultural Officers are being spent in attending to work for which they are not trained nor specially qualified. On the other hand, their legitimate work, for which they were trained and educated, suffers and the development of agriculture, for which the department was created, is being retarded. It is being said that the Agricultural Department is at present only a trading corporation and that, in the existing state of affairs, the morale of the department has been largely affected by their present activities. In these circumstances, we consider that the Agricultural Officers should be fully utilized for the work for which they have been educated and trained. All other work may be taken away from the department, and vested in other agencies.

The main item of business, at the present moment, seems to be the purchase and distribution of oil cakes, iron and steel materials, chemical manures, etc. Most of the time of the demonstrators as well as of District Officers, Regional Deputy Directors and Auditors is spent on this work. There have been complaints that the demonstrators have not been using their discretion with regard to distribution always on correct principles—this can very well be understood. We consider that this work should immediately be taken away from the Agricultural Department. People everywhere have been complaining about the present distribution and suggesting that the purchase and distribution of these goods may well be vested in co-operative societies. In all Co-operative Conferences, resolutions are being passed that the co-operative societies are ready and willing to take up this work and that it can be done much more satisfactorily through co-operative societies, rather than through the Agricultural Department. The co-operative societies have the requisite personnel and finance for undertaking this work.

In view of this, we recommend that the purchase and distribution of these goods may be vested in the Co-operative Department, to be carried out through the co-operative societies. Manures distributed with the idea of being utilized for food crops are mostly used for commercial crops. There will be a better distribution from these standpoints, if a local body like a co-operative society is entrusted with the work.

With reference to the purchase and distribution of manures and other goods, the Government run a risk, as the prices may fall in the market. This was a mere contingency

in the past; but in the future, there may be variations in prices and the attendant risk of loss.

The Central and the Provincial Governments are subsidizing the distribution of these articles, each bearing up to a maximum of 10 per cent of the cost. The cost comes to about Rs 14.5 lakhs. If the purchase and distribution are transferred to the co-operative societies and they are allowed to charge a small commission of 3 to 5 per cent for their services, the whole of the subsidy will be saved to the Government. The Provincial share alone comes to over Rs 7 lakhs. In addition to the subsidy, the Province bears the whole cost of the staff employed for this purpose. The cost on this activity of the Department comes to about Rs 4.70 lakhs. The whole of this will be a saving if the proposal now made is accepted, and the distribution of seeds is done also through recognized co-operative societies, with a consequent reduction of the number of depots maintained by the Department. This arrangement will also lead to a large saving in the establishment, as many of the superior officers devote much of their time in looking after these trading activities and for checking accounts, stores and the transactions and enquiring into the conduct of the officers employed therein. The posts of the Joint Director in charge of Trading Schemes, the Accounts Officer in charge of them and two Assistant Marketing Officers employed for the purpose may all be abolished with the staff working under them.

The supervision, erection, operation and hiring out of pumps now vest with the Agricultural Department as also hiring tractors and bulldozers and other agricultural implements. We understand that there is not enough work for all the staff employed for the purpose but it may not be possible to reduce the staff in case the work is to continue under the control of the department. The Industries and the Electricity Departments also keep pumps and some implements and hire them out. The Industries Department is also in charge of boring sets. If all the work connected with installation, maintenance and repairs and hiring out of pumps, boring sets, tractors and other implements are vested in the Agricultural Department, they will be able to look after these without much additional staff. All the establishment serving in other departments can, to that extent, be saved. If the Government is not in favour of vesting all the work in the Agricultural Department, they may vest it in the Industries Department. We will press for the concentration in one Department, of work connected with wells, pumps, boring sets and hiring of these for agricultural purposes as well as the maintenance and hiring out of tractors and other costly implements.

There are now one Joint Director and two Headquarters Deputy Directors and two more have been sanctioned. There are ten Regional Deputy Directors working in the Province. If the proposal outlined above, viz., taking away all the trading activities from the Agricultural Department and concentrating all engineering work connected with agriculture in a single Department is accepted, we consider that the Agricultural Department may be reorganized in the following way:—

There may be three functional Deputy Directors, two Deputy Directors for inspection, etc., with a Personal Assistant at the headquarters. The Deputy Director for the Tungabhadra area will continue separately. This staff will be distributed as follows:—

All research work may be looked after by one Deputy Director, and all engineering work by another. There may be a Deputy Director for Propaganda and for general assistance to the Director and two Deputy Directors, one in charge of Telugu districts and the other for the other districts, with one Personal Assistant to assist the Director in technical work. The two Deputy Directors will do the inspections and hear appeals. One officer from the Revenue Department who is now doing administrative work with reference to the office and the department will have to continue, as the technical men are said to be not conversant with the general administrative routine and finance and other matters. Eight posts of Deputy Directors may then be given up.

We consider it necessary to continue the Marketing Officer and his four assistants with the necessary staff, as they have to make surveys of all crops, work out the cost, gather marketing information, help the agriculturists and find a market by investigating the outside markets available for local produce. The work of the department should be reorganized so as to cover all these services and serve as an Intelligence Bureau for Agricultural Marketing. We understand that the statistics staff of the Board of Revenue is doing some work connected with these surveys as also a small staff in the office of the Director of Industries. The cost of the staff working in the Board of Revenue and in the Industries Department can thus be saved in addition to making the surveys more efficient and useful.

If the above proposals are accepted, the staff working under the officers retrenched will have to be abolished.

The Government Malt Factory in Coimbatore is working at a loss and the department is finding it difficult to market the product. Now that controls are removed, the

product of the factory will have to compete with imported articles. We consider that the factory may be handed over to the Industries Department and in view of the increasing necessity for carrying out improvement to the factory and the question of marketing, the Government may even consider whether the factory may not be sold to some private agency.

We understand that a survey of the research work and field staff has not been made within recent times. In view of the large staff employed and the importance of the work to be done and the development in various directions necessary, we consider that a survey should be made by some competent person or persons and advice taken as to the organization, teaching and field work.

There is a comprehensive scheme drawn up for production and distribution of seeds. Seeds are produced in Government Seed Farms or under Government supervision and distributed to the ryots. The seeds are sold in the office of the demonstrator as well as in two or three other centres in each taluk. In these centres, costly staff is being maintained. If the distribution of manures is taken away from these centres, the distribution of seeds may well be handed over to selected co-operative societies. There will be no need for continuing these centres, except the one at the taluk headquarters. When co-operative societies undertake the distribution of manures and seeds, the Agricultural Officers visiting the locality may also inspect the work done.

If the trading scheme is taken away from the Agricultural Department, considerable staff in the District Agricultural offices and in other offices can be retrenched. The Personal Assistant who is now attached to the District Agricultural Officer is doing a lot of routine work and relieves the District Agricultural Officer for inspection of the work done in the district. So, the Personal Assistant may be continued, but the possible retrenchment in the other staff may be examined. The Director of Agriculture may be requested to make an examination and send a list of posts he would propose for retrenchment.

The Agricultural Department is now lending money to agriculturists for purchase of seed and manure. This arrangement may continue.

The audit of the depots and farms and offices in the districts and headquarters is being done by officers of the department. The officers are not trained for the work and the audit is not satisfactory. The Director himself suggests that an outside audit would be more efficient and satisfactory. We endorse the view and we would recommend that the audit work may be entrusted to a trained staff under the Local Fund Examiner or some other authority. An officer with some experience and training may be posted to the office of the Director of Agriculture to assist him in framing budgets and for dealing with financial matters.

We consider that the popularising of the results of research and practices requires to be intensively done and that demonstration should be made on ryots' lands by asking the ryot himself to carry out the improvements, guaranteeing him against loss, if any. The work will be carried out by the ryot himself under the supervision of the Agricultural Officer. There should also be a large recruitment of agricultural graduates in the Revenue Department, so that when the Revenue officers go to rural parts, they may be able to advise the ryots in matters relating to Agriculture.

WAR-TIME DEPARTMENTS AND POSTS.

Director of Resettlement and Employment—The work that has been done so far and the work expected to be done do not justify a department and a departmental head with large establishment. There are only a few co-operative societies and a very few colonies formed for ex-service men. We are of opinion that the co-operative societies may be transferred to the Co-operative Department and the colonies to the Revenue Department. There will be no need for a Director or Assistant Directors and also their staff nor the field staff, except to the extent any District Collector may require, where the work needs special staff.

Special officer for training clerks and village officers—This scheme seems to have been working for some time and a large number of pupils would naturally have been trained. We do not know whether all these pupils trained in the schools have been absorbed into the services. The candidates are paid a stipend during the three months they undergo training. We consider that this expenditure is unnecessary. The training is said to be confined to war service candidates. So it appears that only a portion of the persons recruited will get this training, and they are probably not the most promising ones. The whole scheme may, therefore, be scrapped.

Motor spirit rationing and motor transport—The duties of the Provincial Rationing Officer and the Provincial Motor Transport Commissioner are combined in one Officer now but the offices are still kept separate. These may be amalgamated and possible reduction in the staff effected. Similarly, in the mufassal, the duties of the Area Rationing Officer and the Regional Transport Officer may be combined in one Officer and the offices amalgamated. On account of the large jurisdiction of these offices, it may be necessary to increase the number but even so, there will be a reduction in the combined strength of officers and staff.

The next meeting of the Committee was fixed for 16th January 1948 at 11-15 a.m.

Sixteenth Meeting held on the 16th January 1948

The minutes of the last meeting were read and confirmed with additions.

The Inspector-General of Police met us and explained the present position of the Police Department. He stated that on account of various troubles and the need for an organization for internal defence, the Police Force is being strengthened in various ways. Armed Police have to be recruited, trained and controlled in a number of places. There will be six units to begin with. Home Guards are to be recruited, trained and controlled in fourteen districts. The movement of these special units will have to be controlled by the District Superintendent of Police, the Deputy Inspector-General and the Inspector-General. In addition, the Deputy Inspector-General has got a separate reserve completely under him. The arrangements for keeping peace and order within the Province and for meeting assaults from outside are the duties of the Police, until a situation arises where the calling in of the Military will be justified. The organization of the whole department and of the several branches is now being developed. Under these circumstances, the Inspector-General urged that no radical interference with the present set-up should be attempted. We agree with this view.

There are a number of developments in the Police Department as a result of the controls introduced during the war and after and on account of the introduction of Prohibition in the districts. The Inspector-General agrees that the anti-black-marketing staff consisting of six Deputy Superintendents and a large staff under them can be abolished in view of the policy of decontrol and also in view of the normal circumstances to be established. He also agrees that the Deputy Superintendents for Prohibition work can be abolished as and when the Police take over enforcement of Prohibition work. In principle, he agrees to the vesting of all work with reference to the enforcement of Prohibition work in the Police Department, but he pleads that the change-over should be gradual as he finds difficulty in getting the requisite number of trained Sub-Inspectors to be in charge of stations and as it will take time to train them. He cannot employ Excise Officers to be in charge of stations and sections for ordinary police work. We accept the need for more trained officers and consider that the opening of a temporary school for a year or two is necessary. We are also of the view that there should be no separate Prohibition stations. The work of detecting Prohibition cases should vest in the ordinary police for more efficient work. The employment of officers of the Excise Department for Prohibition work is not satisfactory.

If these two proposals are accepted, there will be a large saving not only on the Deputy Superintendents of Police employed for the work but also on the subordinate officers and the staff employed under them.

We asked the Inspector-General to consider whether, in view of normal circumstances being established, it will not be possible to reduce the number of police staff, especially those newly added during the war and after. We consider that it is possible to make some reduction. The Inspector-General has agreed to examine this matter.

We are of opinion that there is no need to have a separate Police district for the Nilgiris. It would be quite enough, if the present district is constituted into a Deputy Superintendent's division and an Assistant Superintendent of Police or Deputy Superintendent of Police is placed in charge.

We suggest that the headquarters of the Northern Range Deputy Inspector-General may be shifted to Vijayawada and that of the Western Range to Coimbatore. The Inspector-General has no objection to this.

The question of attaching the Fire Services Department to the Police was also discussed. The previous minutes of the Committee were read out. The Inspector-General agrees to the arrangement, subject to details being worked out.

Replacement of European Sergeants and the cadre of sergeants—The Inspector-General said that there would be no more recruitment of Europeans to the Sergeants cadre and that Indians recruited to this cadre are on the same footing as Sub-Inspectors of Police and that no increase in expenditure is involved on account of the maintenance of a separate cadre of sergeants.

REDUCTION IN MENIAL ESTABLISHMENTS.

We recommend the following scale of peons for the Officers mentioned below :—

OFFICERS.

The Hon'ble the Premier.. ..	5
The other Hon'ble Ministers	4 each.
Heads of Departments, Secretaries to Government, Regional Officers, Collectors, District Judges, District Superintendents of Police and Executive Engineers. }	1 peon for office and 2 peons for residence.
Other touring Gazetted officers and officers in the Secretariat, viz., Deputy Secretaries, Under Secretaries and Assistant Secretaries. }	1 peon for office and 1 peon for residence.
All other gazetted officers and all touring non-gazetted officers now having peons. }	1 peon each.

OFFICE.

Two peons for offices employing less than 10 clerks and an additional peon for every 8 additional clerks.

NOTE.—(1) The Chief Engineer (Highways) has suggested that, in the case of supervisors in charge of temporary sections for special works, such as Cement concreting works, bridges, etc., no peons need be sanctioned and that the number of peons sanctioned for Assistant Engineers in his Department might be reduced from two to one and has voluntarily surrendered 93 peons. The general scale of peons mentioned above will not apply to the Supervisor and Assistant Engineers in the Highways Department referred to above.

(2) Some Heads of Departments have voluntarily surrendered a certain number of peons as a measure of retrenchment. In working out the revised strength of peons according to the above scale and making retrenchment the posts already surrendered should also be taken into account.

Women Welfare Department.—The Women Welfare Officer met us and discussed the work that is being done and the expansion she is contemplating. We consider that a Central organization, which has to organize welfare work throughout the Province on a wide scale is too ambitious for a beginning. We consider that a training institute may be worked in the City as a beginning with 50 destitute women, as proposed, and that it may be extended to 100 in the next year. The present scheme with regard to training may be worked out in the training centre. In addition to it, cottage industries may be taught to women in the City with the help of two organizers and six instructresses. There are already seven cottage industries societies working in the City for women and there is a Women Organization Officer and three instructresses, working in these societies. They may be brought under this new scheme.

The journal may be continued on the present lines for propaganda and educational purposes. The necessary expenditure for these activities may be provided for. Any other work the officer can get done on a voluntary basis by those who will co-operate with her may be undertaken, without any additional expenditure. It may be possible to get enthusiastic workers for specific services. Work in the mufassal will not be undertaken until the results of the work in the City are known but assistance may be rendered to mufassal efforts, if local associations come into existence and undertake social service work. If this scheme is accepted, only the following staff will be required :—

Women Welfare Officer	1
Assistants	2 (one of them will be the Women Officer now working in the Co-operative Department. The present Assistant will be merged in this).
Manager (Upper Division Clerk)	1
Clerks (Lower Division)	2
Typist	1
Attender	1
Peons	4
Instructresses	6 (including the 3 now employed by the Co-operative Banks).

In addition, a sum of Rs 2,500 a year may be provided for contingencies, etc., 50 girls may be trained in the first year. The trainees will be given a stipend of Rs. 18 during the period of training. Two instructresses on Rs. 45—90 each (Secondary School Trained Teachers).

JOURNAL.

A sub-editor on Rs 100 and two lower division clerks.

Propaganda Van Staff.—Not necessary.

If cottage industries for women are going to be started in the mufassal, the supervision of these societies may also be vested in the Officer.

The service will have to be continued independently under the Committee now working. It is not desirable to place it under some other department, until organization on a wide scale is undertaken.

Retrenchment and Reorganization Sub-Committee.—We decided that a new Sub-Committee consisting of Messrs. T. K. Duraiswami Ayyar, R. Suryanarayana Rao and Ponnuswami Pillai should be formed to go into the working of the following departments :—

Co-operation, Veterinary and Labour.

The next meeting of the Committee was fixed for 17th January 1948 at 11-30 a.m.

Seventeenth Meeting held on the 17th January 1948.

The minutes of the last meeting were read and confirmed.

Taluk and Primary Health Centres—Formation.—The Surgeon-General and the Director of Public Health considered the scheme proposed by us on 9th January 1948 and met us again to-day. They have also worked out the cost of the scheme and have submitted a note on the same (vide annexure). We recommend the scheme as described in the Note appended hereto with the following remarks :—

(i) Vaccinators will not be necessary when the scheme is introduced as the Health Inspectors can do vaccination work;

(ii) In the areas covered by the scheme there will be no need to have a subsidized rural medical service as obtaining at present; and

(iii) The area covered by the scheme will not include any locality in which it is found desirable to have a complete hospital or dispensary on account of its situation or any special circumstances.

If this scheme is accepted, it will be possible, without additional expenditure, to open three centres for every one centre proposed under the scheme recently sanctioned by the Government and it will be possible to cover the whole Province within a reasonable time.

We then took up the Report of the Water-Supply and Drainage Committee. We have expressed our views on 9th January 1948 with reference to the financial aspect.

We are not in favour of pooling the taxes levied on any basis in individual municipalities and forming a common fund. Water-supply is a local affair as the tax is collected for service rendered. While we agree that the Government, should be more generous and should expedite the execution of protected water-supply schemes and cover the whole Province as early as possible, we consider that the Government should not have a common fund consisting of the taxes raised and the contributions made by the Government. In cases where a municipality or an urban area is too poor to pay for its portion of the capital expenditure, the Government will be justified in being more generous. Subject to the above remarks, we adhere to our previous resolution, dated 9th January 1948.

As regards the agency for execution, we agree with the recommendations made by the Water-Supply and Drainage Committee that there should be a separate Public Health Engineering Service under the control of a separate Chief Engineer. The establishment charges, which are calculated by Mr. L. Venkatakrishna Ayyar, come to about Rs 9 lakhs per annum. Taking the centage charges at 10 per cent, an expenditure of at least Rs 90 lakhs per annum will justify the creation of this service. It is also possible to combine the Municipal Engineering Service with the Public Health Engineering Service, thus saving the cost incurred on that staff. Much of the work of the Municipal Health Officer can also be done by the Public Health Engineering Service. If the Government decide to create this service and take in people who have special training in Public Health work, they may investigate to what extent, the work of the Municipal Engineer and the Municipal Health Officer can be transferred to these officers and what saving can be effected on that account.

Investigation and Preparation of Estimates for Rural Water Supply Schemes.—As soon as the Public Health Engineering Scheme comes into existence, the provision of rural water-supply may be left to the Public Health Engineering Service for execution. Until the scheme of Public Health Engineering comes into operation, the Rural Water-Supply may remain with the Collector but he should be given special assistance in the form of one or more supervisors, specially trained. He will be responsible for preparing estimates and

executing the works. If there are a large number of estimates to be prepared, the services of the Local Fund, Public Works Department and the Minor Irrigation staff may be employed.

Forest Department.—The Chief Conservator of Forests met us and explained his attitude to retrenchment in his department. He considers that it is impossible to effect any retrenchment in his department. We wanted specially to consider the question of abolishing the posts of Conservators of Forests or at least reducing their number. We also wanted to understand the position of the Forest College and the necessity for continuing it. The duties performed by the Forest Engineer were also discussed as well as those performed by Officers who have been brought into existence after 1938. In every case, the Chief Conservator of Forests maintained that no retrenchment was possible. We are sorry to have to differ from him on most of the matters—

I. *Intermediary Officers, viz., Conservator of Forests.*—These officers are said to be inspecting a forest once in two years and they have got powers of sanction up to Rs 10,000 for capital works expenditure and up to Rs 5,000 for ordinary works expenditure. The Chief Conservator also said that it would not be possible to delegate any more powers to the District Forest Officers whose power of sanction remains at Rs 250 for capital expenditure and Rs 1,000 for ordinary expenditure. While the District Forest Officer can dismiss clerks, forest guards and foresters, the Conservator's powers extend only to hearing of the appeals in cases of dismissal and other serious punishments.

We are of opinion that more powers can be delegated to the District Forest Officers and that the rest of the work now done by the Conservator may be done by the Chief Conservator, if he is given some help for this purpose. We suggested that two conservators be attached to the Chief Conservator at Headquarters, one to be in charge of the Telugu districts and the other in charge of the other districts, to perform inspections as well as the other functions now being done by the Regional Conservators. This proposal was also not acceptable to the Chief Conservator. But we consider that it will be quite sufficient if the Chief Conservator is given help by way of one or two Conservators working with him and that the other Conservators' posts can well be abolished. They do not seem to be doing any necessary work. The powers of the District Forest Officers can be increased easily to at least Rs 1,000 for capital expenditure and Rs 2,500 for ordinary expenditure.

II. *Forest College.*—We consider that the expenditure on the Forest College is not at all justified and that the maintenance of the College on a large scale is wasteful. The College is only training a few rangers needed for service. The average in the past works out between 2 to 4, whereas the Chief Conservator says it may now be between 6 and 8. It is thus a departmental College to train the staff. To incur a large expenditure and provide for the capital and other facilities which can well be utilized for more important and necessary purposes is, in no sense, justified. The Chief Conservator says that there is a proposal to improve the training and throw open the College as a general college of Forestry to be affiliated to the University. It is his idea to hand over the entire organization to the Government of India to be run by them. He says that he will not agree to the closing down of this College or removing it from where it is. This attitude of the Chief Conservator of Forests, we consider, is not very helpful. The present facilities in the College consist of over 200 acres of land, two huge buildings, which would cost between Rs 20 to Rs 30 lakhs for construction at present and a number of A Class and B Class bungalows, quarters for clerks, menials and for hostels and a new evacuee building of a semi-permanent nature, which can accommodate about 600 students if it is converted into a hostel. We consider that all these facilities are being wasted for the purposes of training (even taking the Chief Conservator's estimate) 6 to 8 students a year for being employed as rangers. We are also informed that in other countries, students of Agriculture and Forestry have their education in common in one institution during the first portion of the course and then they bifurcate. If Forestry is going to be developed into a University Course, it may be amalgamated with the Agricultural Course making provision for the practical training in an adjoining area like Alandurai, where buildings are available, not very far off from the Agricultural College; during the earlier period of the course, some provision for special subjects may, if necessary, be made in the Agricultural College itself.

We therefore consider that the Forest College as it is run at present may be about two lakhs of rupees in the expenditure that is incurred on the College may thereby be saved; at the same time, the facilities now available in the College, e.g., buildings, etc., may be utilized for other institutions.

The College works only for about five months in the year in Coimbatore and for about six months in other places like Ootacamund, where also semi-permanent arrangements are made.

The College was started as a show place by the old Government. It was abolished by the Congress Government when it took office in 1937 and it was opened again by the Advisers' Government.

III. There is a Forest Engineer attached to the department. His work is said to be to construct roads in forests all over the Province. This is clearly an impossible feat. All Forest Officers are said to have training in Engineering and they are said to construct roads and to maintain them. What Forest Engineering there is to teach in the College can easily be taught by the Forest Officers themselves, who have had this Forest Engineering training and education. So there seems to be no justification for having a Special Engineer in the Forest Department. This post as well as subordinate posts attached to it, may be abolished.

IV. A very large staff have been added to the department since 1938. It comes to something like 200. A large portion of it will have to be retrenched now that the pressure of war is over and the additional work which might have arisen has disappeared. The Chief Conservator is not prepared to look into this and suggest retrenchment. We are of opinion that a considerable reduction is possible in this additional staff and suggest that the matter should be taken up by the Government.

We have not proposed the abolition of the Working Plans Conservators' post since we have recommended the abolition of the Regional Conservators of Forests, keeping only one or two to help the Chief Conservator for inspection, hearing appeals and performing other functions. If the Conservators can look after the working plans work also, there will be no need for this Special Conservator for Working Plans.

There is a District Forest Officer in charge of the Hagari plantations to prevent sand drifts. This is a work that can easily be looked after by a lower paid officer. The District Forest Officer may be replaced by a Ranger.

Replies to 12½ per cent Circular.

(1) The suggestions made by the Registrar of Co-operative Societies are referred to the Retrenchment and Reorganization Sub-Committee (Co-operation).

(2) The proposals of the Director of Public Health in response to the request of the Committee for retrenchment in the light of the discussions with the Committee have been received. These proposals are recommended to the Government for being carried out.

The next meeting of the Committee was fixed for 16th February 1948 at 11-30 a.m.

ANNEXURE.

MODIFIED SCHEME OF TALUK AND PRIMARY HEALTH CENTRES.

It is proposed to have the following staff under the modified scheme:—

A. For the whole taluk—

1 Civil Assistant Surgeon, Class I (Men)	..	..	..	..	..	1
2 Do. (Woman) (W.M.O.)	..	..	..	..	..	1
3 Peons for the above	..	..	..	..	..	2

B. For each primary health centre—

1 Health Inspector	..	..	..	..	..	1
2 Compounder	..	..	..	..	..	1
3 Midwife	..	..	..	..	..	1
4 Nursing Orderly	..	..	..	..	..	1
5 To y	..	..	..	..	..	1
6 Peon for Health Inspector	..	..	..	..	..	1
7 Ayah for Midwife	..	..	..	..	..	1

Six primary health centres are necessary for each taluk. The Medical Officer and Woman Medical Officer will on different days visit each of the six centres once every week. Every primary health centre will thus have attendance by a doctor twice a week and for the remaining days of the week, the medical care will be in charge of the ancillary personnel, viz., Health Inspector, Compounder and Midwife. At each centre, there will be a maternity ward of two beds and an emergency ward of two beds. An ambulance van is necessary to transport patients to the Taluk Hospitals to serve the whole taluk. The centres are to be located in buildings either provided free by the people or secured on rent. The taluk staff can be attached to the Taluk Hospital.

The following is an estimate of the expenditure on this scheme :—

Designation.	Number of posts.	Scale of pay.	Average pay.	Cost per annum.
1 Civil Assistant Surgeon—Class I (Men) ..	1	RS 200—25/2—400 ..	RS 300	3,600
2 Do. (Woman) (W.M.O.).	1	200—25/2—400 ..	300	3,600
3 Peons	2	16—1/A—25 ..	20 (7/10)	497
Pay of establishment ..				7,697
Allowances—				
1 Cost of living allowance	2	50	50	1,200
2 Compensatory allowance for restriction of private practice.	2	50	50	1,200
3 Fixed travelling allowance Rs 75 each per mensem.	2	75	75	1,800
4 Dearness allowance for the peons ..	2	16	16	384
Allowances total ..				4,584
Contingencies—				
Office expenses .. .. .	..	.. .. .	..	120
Furniture .. .. .	..	.. .. .	..	500
Recurring ..				12,401
Total—Non-recurring ..				500

PRIMARY HEALTH CENTRES.

Designation.	Number of posts.	Scale of pay.	Average pay.	Cost per annum.
1 Health Inspector	1	RS 60—3—120 ..	90	1,080
2 Compounder	1	25—1—60 ..	47½	570
3 Midwife	1	40—3—55—1—70 ..	58 (4/7)	703
4 Nursing orderly	1	17—1—25 ..	21	252
5 Toly	1	12—17 ..	14½	174
6 Peon for Health Inspector	1	16—1/A—20 ..	20 (7/10)	248
7 Ayah for midwife	1	16—1/A—20 ..	20 (7/10)	248
Pay of establishment ..				3,275
1 Dearness allowance for Health Inspector ..	..	18	..	216
2 Dearness allowance for compounder ..	..	16	..	192
3 Dearness allowance for midwife ..	..	18	..	216
4 Dearness allowance for Nursing Orderly ..	..	16	..	192
5 Dearness allowance for toly ..	..	16	..	192
6 Bonus to toly	..	2	..	24
6 Dearness allowance to Peons	..	16	..	384
7 Conveyance allowance to Midwife	..	10	..	120
8 Fixed travelling allowance for Health Inspector.	..	20+50%—(30) ..	..	360
Total allowance ..				1,896
Contingencies—				
1 Rent for office and dispensary	..	25	..	300
2 Medicines and hospital necessities .. .. .	..	.. .. .	..	1,500
3 Diet .. .. .	..	.. .. .	..	500
4 Cost of drugs .. .. .	..	.. .. .	..	350
5 Other petty contingencies and miscellaneous.	..	.. .. .	..	275
Total contingencies ..				2,925
Non-recurring—				
Purchase of equipment (cots, bed-side lockers, bedding, operation tables, etc.).	..	.. .. .	..	2,500
Office furniture .. .. .	..	.. .. .	..	500
Total non-recurring ..				3,000
Total expenditure for each primary centre ..				8,096
Total expenditure for one taluk—				..
Taluk centre (1)	..	12,400 ..	500	..
Primary centre (6)	..	48,576 ..	18,000	..
Total ..				60,976
Total ..				18,500

The following statement shows the comparative expenditure on the present scheme and the modified scheme for one taluk :—

	Expenditure.	
	Recurring. RS	Non-recurring. RS
(A) Present scheme—		
1 Public Health side	75,404	11,400
2 Medical	57,390	27,000
Total ..	1,32,794	38,400
(B) Present modified scheme	60,976	18,500

Eighteenth meeting held on 16th February 1948.

Minutes of the last meeting were read and confirmed with slight alterations.

1. *Further suggestions received from heads of departments with reference to the 12½ per cent circular.*—Both Food and the Development Departments should be asked to report the staff they propose to retain after all the controls are removed.

2. *Scholarships and stipends—Uniformity in grant of—Veterinary Department.*—Since the pay of the Veterinary Officers has recently been raised, there does not seem to be any dearth of students in the college. We consider that the number of scholarships given may be reduced. As a beginning, a reduction by 50 per cent is suggested.

Miscellaneous departments—Prince of Wales Royal Indian Military College, Dehra Dun Scholarships, Royal Indian Navy Scholarships and King George Royal Indian Military College Scholarships.—Since Defence is a Central subject and as these institutions are under the management of the Central Government, these scholarships will have to be granted only by the Central Government.

Scheme for training clerks—Stipends.—Since we have recommended separately the abolition of the whole scheme, the stipends given for clerks undergoing training may also be abolished.

Regarding scholarships and stipends granted in the Police, Education and Labour Departments, we would like to have a discussion with the officers concerned. Regarding all other cases, no alteration is necessary.

3. *Reduction in the number of residential telephones.*—We recommend that the following residential telephones may be withdrawn :—

Legislative Assembly Secretariat—

Deputy Secretary, Madras Legislature.

Deputy Speaker, Madras Legislative Assembly.

Secretariat—

Development Commissioner, Development Department.

Officer in charge of Court of Enquiry, Development Department.

Board of Revenue (Civil Supplies)—

Deputy Commissioner of Civil Supplies (General).

Deputy Commissioner of Civil Supplies (North).

Deputy Commissioner of Civil Supplies (Central).

Deputy Commissioner of Civil Supplies (Fuel).

Deputy Commissioner of Civil Supplies (South).

Joint Secretary to Commissioner of Civil Supplies.

Medical Department—

Assistant Director, Diagnostic section, King Institute, Guindy.

Professor of Medical Jurisprudence, Medical College.

Department of Indian Medicine—

Special Officer for the Reorganization of the Department of Indian Medicine.

Police Department—

Personal Assistant to the District Superintendent of Police, Government Railway Police, Madras.

Jails Department—

Assistant Inspector-General of Prisons.

Women's Welfare Department—

Women's Welfare Officer.

Textile Department—

Joint Provincial Textile Commissioner.

Directorate of Resettlement and Employment—

Technical Expert to the Director of Resettlement and Employment.

The present arrangement of charging the officers half the cost of calls in excess of 60 calls per month may be retained.

4. *Revival of periodical conferences.*—We consider that, when the village panchayats are formed, there should be an intermediate body between the village and the Provincial Government to reflect public opinion and serve as consultative bodies for local administration in the districts. They should be representative of the village panchayats and urban areas with a few nominated members to represent interests not otherwise represented. They should be vested with power to call for information and suggest action to be taken

as well as policy. Where there is difference of opinion between the departmental officers, who should also be ex-officio members of this body and a respectable section of the non-officials, the matter should be referred to the Provincial Government for decision. During the time the Food Committee continues, that Committee may be used for this purpose. In case the Government decide to retain the district boards, the district boards may be so constituted as to serve this recommendation.

5. *Abolition of the post of Assistant Inspector-General of Prisons.*—This question will be taken up for consideration along with the examination of the expenditure of the Jails department. No special consideration is at present necessary.

6. *Abolition of the grant of class I special pays—Further note.*—(a) Our recommendation referred only to those posts to which class I special pay is now attached and there was no intention to apply it to other posts;

(b) we recommended the abolition of the class I special pays, because the posts to which the special pay was attached were posts intended to be filled by the officers concerned. There was no idea of extra work or more responsibility to justify the special pay;

(c) in view of the costliness of living in Madras, we recommend that a suitable house-rent allowance may be attached to the posts for which special pay will be withdrawn;

(d) the quantum of this allowance and conditions of its grant may be governed by rule 13 of the Madras Manual of Special Pay and Allowances.

7. *Transfer of minor irrigation works from the Revenue to the Public Works Department.*—The present system of placing minor irrigation works under the Revenue Department has not resulted in much improvement and there has been a continuous deterioration in the condition of minor irrigation sources. This is due to the fact that the Collector has a lot of other work which requires his more immediate attention and the staff he has for the work is inadequate. If there should be a speedy restoration of minor irrigation sources, we consider that these ought to be placed under the Public Works Department and where there is a large number of irrigation sources to be attended to, a special staff may be sanctioned and, in other cases, the present staff of the Public Works Department may be strengthened to the required extent. The existing minor irrigation staff may be absorbed in the Public Works Department and the present system may be given up.

8. *Statement of savings.*—Recorded.

9. *Statement of outstanding items.*—Recorded.

The next meeting of the Committee will be held at 12 noon on 17th February 1948.

Nineteenth meeting held on 17th February 1948.

Minutes of the last meeting were read and confirmed with alterations.

1. *Remarks of the Education and Public Health Department.*—Minutes of the Committee regarding the Education Department—Recorded.

2. *Government Order banning the confirmation of temporary posts till the deliberations of the Retrenchment Committee are over.*—Amendment to previous orders—Recorded.

3. *Reorganization of the Village Administration.*—Government's decision—Recorded.

4. *Levy of agricultural sales tax in lieu of land revenue.*—Government's decision—Recorded.

5. *Government Order regarding denominational schools.*—Recorded.

6. *Statement furnishing information required by the Committee regarding revision of scales of pay of local board employees.*—Recorded.

7. *U.O. note regarding holidays—Penultimate Saturday.*—Recorded.

8. *Letters from the Board of Revenue (Civil Supplies) regarding further reduction of establishment in the Civil Supplies Department and other matters.*—Recorded.

9. *Separation of the Judiciary from the Executive—Extract of notes.*—The matter will be discussed with Mr. P. V. Balakrishna Ayyar, I.C.S., Secretary to Government, Legal Department, on 19th February 1948.

10. *Retention of staff of the Retrenchment Section.*—We recommended that the staff be continued till 30th September 1948.

11. *Amalgamation of the Nilgiris district with the Coimbatore district—Copy of the resolution of the Ootacamund Municipal Council.*—This will be considered along with the proposals for the revision of district charges.

12. *Government Press Workers' Union—Request for interview with the Committee.*—The Union may be asked to submit a memorandum regarding their case. The question of an interview will be considered after considering the memorandum.

13. *Supply of uniform dress, badges and lathis to talayaris to distinguish them as village police.*—For the sake of uniformity, in the districts in which brass badges and lathis are not supplied at present to talayaris, supply may be made. We do not recommend the withdrawal of the supply already made in some districts because it is stated that the Police orders provide for this supply.

14. *Economies in contingent expenditure.*—(a) Petty construction and repairs, (b) service postage and telegram charges, (c) purchase and repairs of furniture, including apparatus and materials and stores, (d) electric current and telephone charges, (e) rents, rates and taxes and (f) office expenses and miscellaneous books and periodicals, pay of menials, dhoby charges, coolie charges, etc., are all included under "Other charges—Contingencies". Capital expenditure on construction of buildings as in the case of Industries, Cinchona and Fisheries Departments and purchase of machinery and other assets as in the case of certain departments like Industries Department and purchase of motor cars for Hon'ble Ministers under "General Administration" are clubbed together under "Other charges—Petty construction and repairs, apparatus and materials, etc.", along with other contingent expenditure. All expenditure resulting in the acquisition of assets such as those given above ought to be shown separately under "Other charges" distinct from ordinary contingent expenditure like repairs, etc., to have a correct idea of the contingent expenditure incurred in each department or office.

In the case of items (a) to (e) above, the increase is explained as being due mainly to the higher cost of materials and labour and increase in taxes, which cannot be controlled. However there is a large increase in expenditure under these items in certain departments. The attention of the heads of the departments may be drawn to the necessity for restricting expenditure under these items as far as possible.

(f) *Office expenses, miscellaneous, etc.*—All sorts of expenditure are clubbed together under contingencies and petty contingencies such as purchase of motor lorries, etc., in the Police Department, menial establishment for price control under Civil Supplies, subsidy for khadi scheme, etc. The expenditure incurred for non-recurring items in the Arthur Hope Polytechnic and other similar expenditure are also included under "Other charges" and contingencies. We are of opinion that all such expenditure should be separated from the contingent expenditure and shown separately under suitable heads. Even after deducting all these special items we consider that the ordinary contingent expenditure that should come under (f) office expenses, miscellaneous, etc., of a discretionary character, such as petty coolie and cart-hire, tour expenses, etc., have increased very largely. These expenses, being of a discretionary nature, are susceptible of reduction according to the needs of the Government and the requirements of the several offices. We recommend a general reduction of 20 per cent in all such contingent expenditure in all departments and offices.

15. *Further note regarding the state trading schemes—Reduction in the net outlay of.*—We consider that the system of subsidy that is being adopted cannot go on for ever and that the Government should concentrate attention on increasing local production. For this purpose a portion of the subsidy can well be utilized for purchasing manure outside and selling the same to cultivators at reasonable prices in time. The question of a compulsory rotation of food crops to be enforced by legislation is also worth consideration. The low margin of income which the producer of foodgrains gets, as compared with producers of commercial crops, is standing in the way of increase in foodgrains production. The problem has to be faced and the question of remunerating the grains-producer by increase in the price of the produce or by subsidising him with funds raised by a cess on commercial crops will have to be considered.

It is considered that the milk powder purchased and in stock should be utilized as early as possible and the scheme of milk production and the milk factory closed down.

We are of opinion that the accounts should be kept on a commercial basis and actual profit or loss should be shown by taking into account all stocks and liabilities. It is misleading to leave out of account either the stock on hand or the capital supplied by the Government—only the net loss should be written off.

The next meeting of the Committee will be held at 12 noon on 18th February 1948.

Twentieth meeting held on 18th February 1948.

Minutes of the last meeting were read and confirmed with some alterations.

GRANTS-IN-AID TO LOCAL BODIES.

EDUCATION DEPARTMENT.

Elementary Education—Adjourned.

Secondary Education—

Grants to local bodies—(1) *Grants towards the maintenance of secondary schools*.—We consider that there is no need for meeting the full cost of the schools opened recently. The same system as obtains with reference to schools established earlier may be followed. The increase in the pay of the teachers should be common to both and no differentiation seems to be called for.

(2) *Equipment and building grants*.—We consider that the differentiation that is made between schools started before 1930 and those started after 1930 requires reconsideration. New schools were presumably started because they were needed and the need was recognized by the Education Department. Therefore, all schools should be treated in the same way for the purpose of these grants and there should be no discrimination with reference to the time of starting or the place of location of the institutions.

University Education.—*Grants to non-Government colleges*.—*Local bodies*.—We are not in favour of local bodies undertaking the establishment and maintenance of colleges and there is no justification for the Government giving grants to such of the local bodies as want to spend their revenue for maintaining a college, in preference to other necessary activities, which they are expected to undertake.

The other provisions in relation to Education Grants do not seem to require any revision.

MEDICAL DEPARTMENT.

We are informed that the grants to the following medical institutions, viz., the Visranthipuram Tuberculosis Sanatorium, the Tuberculosis Sanatorium, Perundurai, the Victoria Hospital for Women and Children, Vizagapatam (C.D.F. Association) and the U.M.T. Sanatorium, Madanapalle, are based on different considerations with reference to the several institutions; while in the case of Visranthipuram T.B. Sanatorium and the U.M.T. Sanatorium, Madanapalle, the grants are based on net deficit, the grant to T.B. Sanatorium, Perundurai, is based on a capitation basis, only poor patients not paying, being counted for this purpose. We feel that this differentiation is neither fair nor desirable. In all cases, the Government grant should be given on the basis of aid given to poor patients, and the number of non-paying beds will be the proper basis on which grants should be paid. In giving this grant, the cost of maintenance per bed may be calculated and a uniform rate per bed may be granted to the several institutions.

It is understood that the system of capitation grants is followed with reference to the following institutions, viz., the private leprosy asylums at Vadathorasalum, Manamadurai, Chevayur, Ramachandrapuram, Kesarapalli, Kankanady, Vizianagram, Salur, Kumbakonam, Narsapur, Bapatla, Kodur and Poor Homes' Society's Leprosy Home at Chevayur. The same may be continued.

As regards the following institutions, viz., Danish Mission Hospital, Tirukkivilur, Danish Mission Hospital, Vriddhachalam, St. Joseph's Maternity Hospital, Nellore, St. Anne's Hospital, Kumbakonam, St. Mary's Hospital, Bellary, St. Anne's Hospital, Vijayawada, St. Theresa's Hospital, Kurnool, and St. Martin's Hospital, Ramnad, a grant based on the number of non-paying beds may be paid, where it is absolutely necessary, so as not, in any case, to exceed the present grant.

Grants to the following institutions, viz., Maternity Hospital, Gudivada, Women and Children Hospital, Kandramanikkam, Free Ayurvedic Dispensary, Mukkamula, Mission Dispensary, Kollimalais, and Ramakrishna Vaidyalaya, Periyannayanpalayam, Combaratore, may be continued as they seem to be somewhat of the nature of discretionary grants.

Grants-in-aid to the Missionary Medical College, Vellore.—We approve of the system of capitation grants based on the number of Madras students admitted and studying in the institution. As regards further help, a restriction of the nature proposed by the Government will be necessary. We suggest that any further grant be made conditional on the College admitting at least 50 per cent of the total admissions per year for this Province.

The next meeting of the Committee will be held at 12 noon on 19th February 1948.

Twenty-first meeting held on 19th February 1948.

Minutes of the last meeting were read and confirmed with some alterations.

GRANTS-IN-AID TO LOCAL BODIES AND PRIVATE MANagements.

MEDICAL DEPARTMENT—cont.

Grants-in-aid for Indian Medicine.—No remarks.

PUBLIC HEALTH DEPARTMENT.

Grants-in-aid to local bodies and private managements for maternity and child welfare.

1. *Half grant for the construction of buildings*.—No remarks.

2. *Grant for the maintenance of Maternity and Child Welfare Centres*.—Maternity and Child Welfare Centres ought to be more widely distributed and it is also necessary to have some supervision from Madras, to see that these are working properly. For this purpose, there is only one Assistant Directress. It will be desirable to have at least one more. The number of centres already in existence (about 300) would require this addition and the large extension that should be contemplated will require the addition of these officers even more. Local bodies may be made responsible for the extension and the aid from the Government need not be very large, if attention to maternity and child welfare is imposed on them as one of their duties. Any aid to private institutions should be given by the local bodies and not by the Government. The Government may, however, give a portion of such aid as contribution.

Grants-in-aid to local bodies and private managements for the control of malaria in the Presidency.—No remarks.

LOCAL ADMINISTRATION DEPARTMENT.

Grants to local bodies to enable them to wipe off deficits caused by payment of dearness allowance to their staff (other than elementary education staff) at Government rates.—No remarks.

Payment of compensation to local bodies for loss of income under profession-tax due to the limitation of the maximum rate of profession tax to Rs 50 per annum.—No remarks.

Grants to the Nilgiris District Board in aid of general balances.—No remarks.

Grants to the East Godavari Agency District Board for the maintenance of an accountant.—No remarks.

Separation of the Judiciary from the Executive.—The Legal Secretary attended the meeting of the Committee and explained the proposals he is making for the Separation of the Judiciary from the Executive. We examined them and consider that they are satisfactory subject to the following remarks:—

It is now proposed that in the Ceded districts, the Civil and the Magisterial (First-class) work may be entrusted to the District Munsifs, as they have not got sufficient civil work to occupy their whole time and the magisterial work that will be given to them will not be too much. We suggest that the other Munsifs' Courts in the Province may also be examined with a view to see whether the same principle cannot be applied. There may be Munsifs' Courts in other districts, where the addition of the magisterial work in the area under their jurisdiction will not constitute too heavy a charge. This question may be examined.

As regards the District Magistrates, they are only a sort of superior Divisional Magistrates who, in addition to their work as Divisional Magistrates are to be given the work of supervising the work of the other Subdivisional Magistrates in the districts, and they are also subject to supervision by the District Judge by way of inspection of their offices and by hearing the appeals from their courts. So the maximum of the salary that is to be fixed for the District Magistrates should not be above the minimum fixed for the District Judge.

Special Officer for Departmental Enquiries.—We understand that the Anti-Corruption Committee has recommended the permanent constitution of a tribunal for enquiries. The Special Officer may be retained pending final orders of the Government on the Anti-Corruption Committee's report. He may be entrusted with enquiries of officers drawing above Rs 125 and his reports may be submitted to the competent authority as already recommended by us on 7th January 1948.

The next meeting of the Committee will be held at 11.30 a.m. on 20th February 1948.

Twenty-second meeting held on 20th February 1948.

Minutes of the last meeting were read and confirmed with some alterations.

GRANT OF SCHOLARSHIPS AND STIPENDS.

POLICE (KALLAR RECLAMATION), EDUCATION AND LABOUR DEPARTMENTS.

Fee concessions.—The Deputy Inspector-General of Police, Railways and C.I.D., Deputy Director of Public Instruction and the Personal Assistant to the Commissioner of Labour discussed with us the different classes of scholarships, etc., given in the departments under their control. We find from an examination of the lists given by the Personal Assistant to the Commissioner of Labour that Harijan pupils in Arts and Professional Colleges and Harijan Girls in III Form and below get full fee concession, whereas Harijan boys in Elementary and High Schools and Harijan girls in IV Form and above get only half fee concession. We cannot understand the rationale for this differentiation. It is recommended that all Harijan boys and girls in all stages of education should get full fee concession.

We recommend that the same concession should be extended to all boys and girls of eligible communities, viz., aboriginal and hill tribes; and the same concession should also be extended to all boys and girls belonging to the Kallar and other similarly situated communities, now getting aid through the Police Department.

Boys and girls of backward communities as listed in the Education Code are given half-fee concession, if the parents or guardians of the boys come under the category of 'poor.' This concession may be continued.

We recommend that in all these cases, the concession should be compulsorily given in all recognized schools and the Government may make up for any loss sustained by local bodies or private agencies under any system that may be in force.

We also recommend that the grant of half-fee concession to boys and girls belonging to other communities up to a limit of 10 per cent of the fee income should be continued and it should be applied to Colleges also.

This concession should be claimed as a matter of right and should not be subject to any conditions, except those of poverty.

It is found that in the case of a student of the scheduled castes, unable to get promotion on account of illness, the fee concession will be continued. Such a provision does not seem to exist with reference to the concessions allowed to boys and girls of other communities. We recommend that the same concession should be applied to all boys and girls eligible for the concession.

Scholarships [Labour and Police (Kallar) Departments].—Harijan boys are now getting scholarships based on the amount charged by the hostels in which they are residing and in relation to the sort of education. In professional institutions, they are given the total cost incurred in hostels, whereas in Arts Colleges and other institutions, they are given Rs 20 per mensem when they are lodged in private hostels and Rs 25 per mensem when they are in the hostels attached to colleges. These scholarships are limited by the Budget provision. Ordinarily all the boys reading in the professional colleges as well as about 50 per cent of the boys applying from other institutions are given the scholarships. This may continue.

The same arrangement may be made applicable to boys and girls belonging to Kallar and other similar communities.

EDUCATION DEPARTMENT.

There are scholarships attached to colleges given by the Education Department of a general nature and given on the basis of merit and poverty and these are given by the Director of Public Instruction. The number of scholarships are not distributed institution-wise but are given to promising boys of the Presidency taken as a whole. The rates of scholarships are very low and if it is intended to help boys and girls really to continue their education, these are too small. We would recommend that the same rates as are given for Harijans be adopted for all the scholarships to whatever community they may be granted and that there should be some scholarships attached to each institution and given on the basis of merit and poverty.

Non-Residential scholarships—Labour Department.—In addition to fee concessions and scholarships above referred to, the Labour Department gives some grants, called non-residential scholarships, to cover the cost of books, special fees, examination fees, cost of dress, etc. These rates seem to have been fixed long ago. They may require revision in the light of the present costs.

This remark applies also to such scholarships given in the case of Kallar and other similarly situated communities.

There are some scholarships given for Scheduled Caste boys and girls undergoing training in industrial courses. The Industries Department is also giving scholarships to these and other communities for the same purpose. The rates of scholarships may be made uniform for both the departments. The Kallar and other communities should be treated with reference to these scholarships in the same way as boys and girls of other communities receiving such scholarships.

Midwifery scholarships.—Scholarships are given for training girls as midwives by the Labour Department and by the Police Department. These rates are lower than the rates of scholarships given by the Medical Department. There is no reason for differentiating among these scholarship-holders. The same rate may be allowed in all departments.

Boarding grants.—The boarding grants that are given vary from department to department. Those given by the Education Department are at Rs 8 per head, those given by the Police Department are at Rs 12 per head and those given by the Labour Department are at Rs 15 per head. Where it is not given as boarding grant, the boys get Rs 9 per mensem in the mufassal and Rs 10 per mensem in the city, as residential grant from the Labour Department. This gives rise to discontent where it is low and each department clamours for something more, only leading others to follow.

European scholarships.—The scholarships and boarding grants given to Anglo-Indian and European boys and girls should be brought to the same standard as those given for other communities. There is no reason to give them higher grants.

Government of India Scholarships.—We understand that there are some scholarships given by the Central Government for Harijans and others and these are generally of a much higher value than those given by the Provincial Government. This leads to discontent and there is also no reason why such scholarships should be given by two different agencies for the same purpose. It will be desirable to address the Central Government and ask them to give scholarships and make grants on the same scale as in the Province and for this purpose, all the funds they allot may be placed at the disposal of the Provincial Government.

GRANTS-IN-AID TO LOCAL BODIES.

EDUCATION DEPARTMENT.

Elementary Education.—As already stated (when considering the Departments of Education and Public Health), compulsory elementary education and the supply of wholesome drinking water are of the greatest importance among the services, to which the Province should give the first priority. In these two fields, the progress attained, in spite of several plans prepared, is very unsatisfactory. We consider that the Government should accept these services as of national importance and provide adequately for making the necessary leeway within the next few years.

As regards the grants that are given to local bodies for Elementary Education, there is variation in the methods adopted. Under the Madras Elementary Education Act, 1920, the Government were giving a grant to local bodies equal in amount to what was raised by them by way of educational cess. Under the Amending Act of 1941, this responsibility was taken away but all the same, the Government have been making certain fixed grants to local bodies. So far as the municipalities are concerned, the Government do not give grants for institutions started after 1941 and they have to be financed entirely by the municipalities. So far as the rural areas are concerned, the Government have undertaken to bear the whole cost of expansion under their scheme for compulsory education. For this purpose the Government allot certain amounts every year and they have also introduced the system of selecting villages in each district where compulsion may be introduced. The existing system of financing elementary education has two defects. Firstly, there is the difference in the way in which institutions are treated, some getting full grant, some half and some no grant. Secondly taking expansion as the principal object, the attainment of compulsory education throughout the Province, which should be the aim, cannot be accomplished within a reasonable time. There are two difficulties. One is with reference to the funds available, which is a matter of budget provision every year, thus limiting the scope of expansion and the other, the system of selecting villages, instead of aiming at general expansion throughout the Province. While we think that the advantage of the full grant, which they are having at present for expansion of elementary education, may help the District Boards, yet there is not so much scope for expansion under the present system. If on the other hand, the authorities in all areas are encouraged to start schools with the promise of a contribution to cover all deficit, there may be a better chance of elementary education expanding more speedily. In any case, compulsion should be introduced in all urban areas immediately. For this, a contribution is available in the shape of local taxes, which can be raised, e.g., house tax, remunerative enterprises like markets, etc.

We are informed by the Secretary, Education Department, that he finds no difficulty in administering the present system of various grants to local bodies for Elementary Education. The system will, however, require alteration, as has been suggested above, with reference to the object of speedy expansion. The expansion of elementary education should not be made to depend on the exigencies of the Provincial Budget, which is the case at present. There should be a standing commitment to provide an increase in allotments every year, so that the maximum cost of full introduction of compulsory elementary education may be reached in not later than 10 years. The maximum may be worked out and the allotment may be graduated, so as to make up the maximum during a period of 10 years by additional annual instalments of 1/10th.

PUBLIC WORKS DEPARTMENT.

The Chief Engineer for Irrigation and Chief Engineer for Roads met us and explained the working of their departments and also discussed the following propositions:

The need for the Superintending Engineers in the two services—In view of the increasing importance and volume of irrigation works and the technical nature of the work involved in the maintenance and construction of the same and also in view of the fact that the works are widely distributed, we agree with the Chief Engineer (Irrigation) that the two departments of Irrigation and Roads may be kept separate.

The Superintending Engineer in the Irrigation Department has got to do the technical examination of the proposals and also has to see, from time to time, to the technical aspects of the work that is being done. So we do not propose that the Superintending Engineers, seven in number, who are now doing Irrigation work, should be reduced.

As regards Roads, all the estimates are prepared by the Divisional Engineers and they have power of technical sanction up to Rs 25,000 for capital works and unlimited power of sanction for maintenance works. The Superintending Engineers have got powers of technical sanction up to a lakh of rupees for capital works. In addition to sanctioning these estimates, the Superintending Engineers are said to be inspecting officers who, in virtue of their local knowledge and experience, are in a position both to keep down the amounts of the estimates thus avoiding extravagant expenditure and to guide the local officers in the proper methods of execution of works. We are of opinion that the work of the Superintending Engineers for Highways is not so technical, as in the Irrigation Department, except in the case of bridges. In the case of Highways, the Regional Superintending Engineers are unnecessary but the post of Superintending Engineer for bridges may be retained. For inspection of roads, scrutiny of estimates, etc., the Chief Engineer may be given the help of two Superintending Engineers at headquarters, one of whom may be in charge of the Andhra districts and the other in charge of the other districts.

Appointment of Heads of Departments as Secretaries to Government—The question of heads of departments being appointed as Secretaries to Government was discussed with the Chief Engineers for Public Works, Irrigation, Highways and Electricity Department and the Secretary, Public Works Department. Two difficulties were pointed out, viz., that there will be no opinion expressed on the general aspects of matters apart from technical points which is now done by the Secretariat and the heads of departments may not be always available for discussion as they will have to be on tour a large part of their time. On the other hand, it was pointed out, that the head of the department making the proposal will be in a better position to explain his scheme and there will be a lot of saving in time and correspondence. We have decided to consider this matter fully well later on.

The Chief Engineers for Irrigation and Electricity were in favour of the proposal while the Chief Engineer for Highways was not in favour of it. The Secretary, Public Works Department, pointed out the advantages and disadvantages. The Chief Engineer for Electricity also suggested that with reference to all commercial schemes it will be advantageous to place them under separate Boards, such Boards will be in a position to scrutinize the working of the departments and also to consider in detail all fresh proposals. They will help to get at decisions without delay and carry out the schemes, which is very largely delayed at present for want of proper understanding and the rules of procedure followed. He said that a Board on the lines of the Railway Board or the Electricity Board proposed under the new Electricity Bill will help considerably in the administration of the departments of a commercial character.

The Chief Engineer (General and Irrigation) said he had no objection to the inspection of boilers being taken away from him and tagged on to the Inspector of Factories, in which case, there will be no need for a Chief Inspector of Boilers.

Sub-Committees.—The following Sub-Committees are appointed to deal with the departments noted against each:—

Sub-Committee I.

Revenue Department	.. ..	Sri K. P. Krishnan Nayar.
Police Department	.. ..	„ V. Ponnuswami Pillai.

Sub-Committee II.

Government Museum and Connemara		Sri T. K. Duraiswami Ayyar. „ R. Suryanarayana Rao. „ V. Ponnuswami Pillai.
Public Library	.. ..	
Stationery and Printing	.. ..	
Registration Department	.. ..	
Commissioner for Government Examinations	.. ..	
The Inspector of Municipal Councils and Local Boards and Ex-officio Director of Town-Planning		

Sub-Committee III.

Jail Department		Sri L. Venkatakrishna Ayyar. „ M. Bapineedu, M.L.A. „ K. P. Krishnan Nayar.
Certified Schools	.. ..	
Cinchona Department	.. ..	
Marine Department	.. ..	
Local Fund Audit Department		

The next meeting of the Committee will be held at 12 noon on 21st February 1948.

Twenty-third meeting held on 21st February 1948.

Minutes of the last meeting were read and confirmed with some alterations.

The Deputy Chief Inspector of Factories met us and discussed, among other things, the question of the amalgamation of the two sections for Boiler inspection and Factories inspections. He agreed with the Chief Engineer (General), who is in charge of Boilers Department that the two sections can be combined and placed under one chief.

We consider that it may not be possible to expect all the Inspectors of Factories to do boiler inspection also but where the Inspectors of Factories have light work, they may be entrusted with the boiler inspection also. In that way, it will also be possible to reduce the number of Inspectors of Boilers. A large majority of the Inspectors of Factories are Mechanical Engineers and so, there will be no difficulty in making suitable arrangements by posting Inspectors, so as to attend to both items of work. It will be of advantage, if the two sections are amalgamated, since the Inspectors of Factories can, in the course of their inspection, find out whether the recommendations made by the Boiler Inspector were carried out and also see to the condition of the boilers, etc., along with other machinery. To the extent necessary, there may be a re-distribution of circle charges. This will result in the abolition of one Chief Inspector and probably one or two Boiler Inspectors.

We are surprised to find that the pay attached to the post of Inspector of Factories is different from that attached to the post of Inspector of Boilers. When the qualifications for the two sets of officers are about the same, there is no justification for this difference: the Boiler Inspectors may be placed on the same scale as the Inspectors of Factories.

GRANTS-IN-AID TO LOCAL BODIES.

LABOUR DEPARTMENT.

Special grants.—We are of the opinion that the Labour Department should not give grants at their discretion to institutions which provide education to Harijans among others. Any grant that is given should partake of the nature of a capitation grant, based on the number of Harijan boys studying in the institution.

The next meeting of the Committee will be held at 12 noon on 5th April 1948

Twenty-fourth meeting held on 5th April 1948.

The minutes of the last meeting were read and confirmed.

The following papers placed on the table of the Committee were recorded :—

- (i) Economies in contingent expenditure—Electric current charges.
- (ii) Extract of notes regarding the post of Special Officer for Departmental Enquiries.
- (iii) Government order on the recommendation of the Retrenchment Committee regarding appointment of Law Secretaries in Government hospitals—G.O. No. 725, Public Health, dated 10th March 1948.
- (iv) Orders of Government on the recommendations of the Retrenchment and Reorganization Committee regarding the discontinuance of the meetings of the Examiners and Assistant Examiners of the S.S.L.C. and T.S.L.C. Examinations—G.O. No. 624, Education, dated 23rd March 1948.
- (v) Orders of Government on the recommendations of the Retrenchment and Reorganization Committee regarding the discontinuance of the scheme for training clerks—G.O. No. 769, Public (General), dated 27th March 1948.
- (vi) Orders of Government on the recommendations of the Retrenchment and Reorganization Committee regarding the abolition of two posts of Police Sergeants in the Nilgiris district—G.O. No. 1078, Home, dated 23rd March 1948.
- (vii) Firka Development activities—Retrenchment of 204 peons—G.O. No. 174, Firka Development, dated 25th March 1948.

Reorganization of methods of working in the Secretariat.—We considered the note placed on the table on the above subject and decided that the views of the Secretaries to Government may be invited on the proposals set out in the note and that they may be asked to state which of them, either as a whole or as modified, are suitable for being adopted for the better working of the Secretariat of this Province. The Secretaries to Government may also be requested to suggest any other measures for the better working of the Secretariat organization in this province with due regard to economy and efficiency.

Reorganization of the Industries Department.—The Director of Industries and Commerce, the Joint Director and the Deputy Director of Industries met us and discussed the different questions concerning the organization of the Industries Department.

(a) *The post of Director of Industries.*—It is considered that the Director of Industries should be a person of business outlook, strong commonsense and administrative experience in some field. What is required in the Director is a capacity for co-ordinating knowledge and technical advice available and the use of common sense to come to decisions. While we will not exclude Government Officers altogether from the appointment, we will not insist upon only Government Officers being appointed to the post.

(b) *Attachment of Fisheries Department to the Director of Industries.*—The vast scope for Fisheries in this Province is not exploited properly and systematically. The problems implicit in the working are not also appreciated. It will be necessary, for the department to work satisfactorily, to place an officer solely in charge of the work with adequate technical assistance. The present Director of Industries admits that he is unable to devote as much attention as he would like to the Fisheries Department and that the present breakdown is due to want of efficient direction and administration. We consider that there should be a separate Director and that a technical officer of experience in deep-sea fishing should be attached to him. In the present circumstances, the latter officer will have to be recruited from abroad for a short period, if one is not available locally. Recently, the department has been enlarged without sufficient consideration. If the proposals made above are accepted, the Technical Assistant to the separate Director of Fisheries may be of a status of a Deputy Director of Fisheries and in addition, it will be sufficient to have one more Deputy Director, making in all, one post of Director of Fisheries and two posts of Deputy Directors of Fisheries.

(c) *District Industries Officers and Assistant Industrial Engineers.*—The District Industries Officers are now giving advice with reference to new industries to be started. They are gathering information and making inspections for the Director with reference to the State Aid to Industries Act, etc.; supervising cottage industries work and helping in the disposal of control administration. We have already recommended that the pumping and boring operation may be transferred to the Agricultural Department. We are informed that, at the present moment, work relating to controls occupies most of the attention of the District Officers and we also find that the District Officers are not persons technically qualified either for engineering or any other industrial work. Under these circumstances, we are of opinion that if our proposals relating to Cottage Industries are accepted and control work is also taken away, from the Industries Department, there will be no need for District Officers and also the Deputy Director for Coal Distribution. What is

wanted is the help of officers of the grade of Assistant Industrial Engineers to make inspections, for replying to references received, for starting new factories and for disposing of the applications received under the State Aid to Industries Act and for special surveys that may have to be made. We consider that it will be more advantageous and helpful if the Assistant Industrial Engineers are attached to the office of the Director and are utilized by him according to the requirements of the work to be done. It is recommended that three officers of the grade of Assistant Industrial Engineers with Engineering qualifications may be appointed and attached to the Director's office, one of them being placed in charge of the Telugu districts, one in charge of the other districts and the third being a General Assistant to the Director. The Director stated that so long as the controls, especially of steel and iron, continued, he would require assistance to dispose of the applications and the officers dealing with them will have to be located in the mufassal, so as to avoid delay and expenditure on travelling allowance. We are of opinion that the administration of the controls may be taken away from the Industries Department and vested in the Civil Supplies department as both will have to deal with permits relating to controlled articles and a duplicate agency in two departments is not necessary. When the controls are taken away these officers will not be necessary. If it is decided to leave these controls with the Industries Department, then, two or three temporary Assistant Engineers may be retained and their headquarters fixed at convenient centres to deal with applications for permits and to do any other work that the Director may depute to them. All the posts of District Industries Officers and their staff may be abolished.

(d) *Chemical laboratory.*—There is a chemical laboratory located in the Government Textile Institute. An analytical research and testing laboratory for all industries is a prime necessity for the industrial development of the Province. It is recommended that this laboratory should be developed and properly equipped for the purpose. We understand that the Director has already made certain recommendations to the Government in this regard for immediate sanction and recommend that these may be accepted and given effect to as early as possible.

(e) *Industrial workshop.*—The workshop has two sections, one an experimental section dealing with testing, research and designing and the other dealing with manufacturing. For the former purpose, a well-equipped laboratory with precision tools in charge of an Assistant Engineer under the Industries Department is necessary. But with reference to the other section, we do not consider that there is a need for retaining it, as all manufacturing work required can be got done through the Public Works Department workshop, which has a fully equipped establishment, capable of undertaking ten times the work which it has now got. So we recommend that the manufacturing section of the Industrial Engineering Workshops be retrenched and the establishment kept for it may also be retrenched.

(f) *Information Bureau.*—We consider that the Information Bureau should be organized more efficiently and that it should be developed into a fully equipped institution to help industrialists with all information and for this purpose, all statistical materials should also be collected and made available. There may also be attached to it a fully equipped library. The staff employed should be qualified and the whole section should be in charge of a capable officer with technical knowledge.

(g) *Staff in the Director's office.*—There has been an increase in the staff from the year 1939, which is accounted for mostly by the Control Section, which has come into existence. With the transfer of controls and the cottage industries out of the Industries Department, the staff relating to these sections will either be abolished or transferred. A number of typists working in the above sections will also be abolished along with them.

(h) *State Trading Schemes—General remarks.*—We consider that the accounts of all State Trading Schemes should be kept separately on a commercial basis, allowing for all charges as in business concerns, for depreciation, bad debts, sinking fund, etc., and that they should be published for general information.

Government Silk Filatures, Kollegal.—We are glad that this has done good work and also has earned a good profit. It is necessary to add the twisting and throwing plant to avoid inconvenience and make the yarn marketable without any further process. The Director has already made an application to the Government regarding this. We recommend that it may be accepted.

Hand-made paper industry.—It is said that this has incurred a loss last year. It will have to be treated as a cottage industry and run along with other cottage industries.

Delegation of powers.—We recommend that the delegation of larger powers to district and subordinate officers as proposed by the Director of Industries in his letter No. 144/E4/47, dated 9th April 1947, be accepted.

The following further delegations in the case of the Fisheries Department are also recommended:—

- (i) The Assistant Director should be made the appellate authority instead of the Director in respect of appeals from inferior servants against punishments inflicted by Inspector of Fisheries, the Service Rules being amended suitably.
- (ii) He should be empowered to sanction rents for private buildings and sites used by his department up to a limit of Rs 100 in each case on certificate from the Sub-divisional Officer, Public Works Department, as to the reasonableness of the amount.
- (iii) In regard to the execution of contracts and other instruments, the limit of his power should be raised to Rs. 3,000;
- (iv) He should be authorized to sanction purchase of furniture up to a limit of Rs 400 at any one time;
- (v) Up to the same limit, he should be given power to purchase or condemn stores other than furniture; and
- (vi) he should be made competent to sanction purchase of games requirements of schools up to a limit of Rs 50.

FISHERIES DEPARTMENT.

The Director of Industries has already proposed that the following posts are unnecessary and may be retrenched:—

Gazetted—

- (i) Fisheries Training Superintendent;
- (ii) One of the two Special Officers for Crafts and Tackle (one for inland and one for marine);
- (iii) Special Officer, Fish Manure Industry, Calicut;
- (iv) There is no need for the gazetted post of Algologist. (The Assistant Director dealing with fresh-water biology can easily have the algological work done under his supervision by a non-gazetted officer.)
- (v) Fisheries Engineer; and
- (vi) Fisheries Marketing Officer. (Fisheries marketing and information should go together. The two posts may be combined into one with a designation as Fisheries Marketing and Information Officer.)

Non-gazetted—

- (i) The post of Sub-Inspector of Fisheries, Salt Transport, and his peon;
- (ii) Inspector of Fisheries, Oil Extraction, Calicut, and his peon; also Fishery Inspection Officer;
- (iii) Marine Foreman and storekeeper;
- (iv) Inspector of Fisheries School and his staff;
- (v) Superintendent, Semi-dried Prawn Scheme and one Assistant Inspector under him;
- (vi) Conversion of two posts of peons at Calicut salt guella into one post of a watcher and also a saving of roughly Rs 22,000 per annum on the repairs of fences at the salt guella. (The existing store sheds are strong enough and no fences are required.)
- (vii) Assistant Fishery Demonstrator, Takkadi; and
- (viii) Assistant Fishery Demonstrator and his staff at Vizagapatam.

We recommend that the distribution of regional postings of Assistant Directors as suggested by the Director of Industries (given below) may also be accepted:—

- (i) **Under Deputy Director (North)—Headquarters at Madras or Vijayavada—**
 - (1) Assistant Director, Vizagapatam and East Godavari—Headquarters at Vizagapatam.
 - (2) Assistant Director, West Godavari, Kistna, Guntur and Nellore—Headquarters at Vijayavada.
 - (3) Assistant Director, Bellary, Anantapur, Cuddapah and Kurnool—Headquarters at Anantapur.
 - (4) Assistant Director, Madras, Chingleput, North Arcot and Chittoor—Headquarters at Vellore.
 - (5) Assistant Director (Fresh-water Biology)—Headquarters at Madras. This is a Research post. The Fisheries Department have proposed the creation of another post of Assistant Director (Fluvatile). Fluvatile work relates to the study of rivers and streams and the location of fish fry. We see no reason to have a separate post and feel that the Assistant Director, Fresh-water Biology, should be able to deal with this work also assisted, if necessary, by a non-gazetted assistant.
 - (6) Hydrologist—Headquarters at Madras (Research). [The Algologist will be a non-gazetted post especially as the work can be done under the guidance of the Assistant Director (Fresh-water Biology), and also the Central Government Algologist who will be stationed at Madras.]
 - (7) Special Officer (Craft and Tackle)—Headquarters at Madras. (Special post)—Non-administrative.

(ii) **Under Deputy Director (South)—Headquarters at Coimbatore—**

- (1) Assistant Director in charge of South Arcot, Tanjore and Tiruchirappalli districts—Headquarters at Tanjore.
- (2) Assistant Director in charge of Coimbatore, Salem and the Nilgiris—Headquarters at Coimbatore.
- (3) Assistant Director, Malabar—Headquarters at Calicut.
- (4) Assistant Director in charge of South Kanara—Headquarters at Mangalore.
- (5) Assistant Director in charge of Madura, Ramnad and Tirunelveli districts—Headquarters at Tuticorin.
- (6) Fisheries Information and Marketing Officer—Headquarters at Madras (Special Technical post).
- (7) Assistant Director (Marine Biology)—Headquarters at Calicut (Special Research post).
- (8) Fish Preservation and Manure Officer—Headquarters at Calicut.

High school for fishermen's children.—We have already recommended that all these special schools for fishermen as well as Kallar children should be transferred to the Education Department. We reiterate the recommendation.

The next meeting of the Committee will be held at 12 noon on 6th April 1948.

Twenty-fifth meeting held on 6th April 1948.

REORGANIZATION OF THE VILLAGE ADMINISTRATION.

The following Collectors, viz., Sri N. S. Arunachalam, O.B.E., I.C.S., Sri S. Venkateswaran, C.I.E., I.C.S., Sri S. Joseph Reddi, Sri P. V. Subba Rao (Development Commissioner), Mr. H. C. McLaughlin and Mr. P. M. Jayarajan, I.C.S., Secretary, Board of Revenue, met us to discuss matters connected with the reorganization of the district administration. The first question that was taken up was regarding the village establishment. The representatives of the Tamilnad Village Officers' Association, viz., Sri L. N. Paramasivam Pillai, President, Sri P. Ramaswami Ayyar, Secretary, and Sri T. R. Ramaswami Ayyangar, Assistant Secretary, also met us. Even though we have considered the matter of reorganization of village administration once before and made certain recommendations, we think that, in view of the request of the Village Officers' Association, the representatives of the Association should be heard and the matter considered along with the Collectors invited, the question should be re-opened and discussed once again. We also consider that the matter should be reconsidered in view of any change in the present system having its repercussions in the country especially in the present situation and also of the difficulties pointed out by the Board of Revenue and the Press. The Collectors present wanted to know what the position will be relating to village administration when the proposed village panchayats are formed. Mr. R. D. Paul, Secretary, Local Administration Department, very kindly attended the meeting and explained the proposals before the Government as regards panchayats and local administration. Several of the Collectors expressed the view that a grouping of the villages retaining some of the existing village officials under Revenue Inspectors may lead to efficiency and possibly economy also. They were more or less in accord with the recommendations previously made by us on the subject.

After taking into consideration the present position of the country with the recent acquisition of freedom and the complexities of the present situation, we think that a radical change in the system of village administration is not advisable at present but that in a firka or so, the proposals already made by us might be tried. We consider that, in the present setting, it is possible to effect retrenchment by the adoption of the following methods:—

- (1) It is seen, from the figures supplied by the Board of Revenue, that there are about 500 villages in 15 districts for which figures have been supplied—vide Annexure A—which have a beriz of less than Rs 1,500 per annum, while the cost of the village officials and menials alone comes to about Rs 1,200 per annum for each village. This is not a satisfactory arrangement. We suggest that all villages having an income less than Rs 1,500 per annum may be grouped with adjacent village which is not very big, or two or three adjacent villages may be grouped together into a lesser number with due reference

to distance, area and other considerations. There might be about 1,000 villages altogether in the Province whose position will have to be examined with reference to this suggestion and suitable groupings made.

(2) It is found that, in many of the villages, it may be possible to effect some retrenchment in the number of menials. This will depend on various considerations. We think that, on a proper consideration, it may be possible to reduce at least one of the menials in most of the villages. This may be examined by the Government and possible retrenchment effected.

We next took up the Sub-Committee's Report about the reorganization of the Revenue Department.

The Collectors expressed the view that the village panchayat administration is of vital importance and complementary to

Item 2.—Appointment of a senior civilian as Secretary, Local Administration Department, and the head of the department and the transfer of functions now performed by Inspector of Municipal Councils and his staff to the Collector and his subordinates and the abolition of the Inspectorate.

Item 8.—Delegation of powers of Deputy Inspector of Municipal Councils and Local Boards to Revenue Divisional Officers and abolition of the former with their staff.

and that there will be no need for Deputy Inspectors of Local Boards or even the Inspector of Local Boards. This will lead to more efficient management and also to considerable economy. It is said that all that would be required is a Secretary at the headquarters to lay down the policy and to see that it is followed.

We took up in this connexion the proposals previously submitted by the Board of

Item 3.—Delegation of more powers to the Revenue for larger delegation of powers. Collectors in regard to assignments, lease and alienation of Government lands, etc. It is recommended that the proposals submitted by the Board of Revenue may be adopted subject to certain modifications—vide Annexure B for details.

Appointment of higher officers.—The appointment of higher officers like Collectors and Executive Engineers is not made from the Provincial Services on the recommendations of the Public Service Commission, Local or Federal. It will be desirable to have the list of persons to be appointed to the higher posts examined by the Federal Public Service Commission which is dealing with All-India Services.

Items—

5 Abolition of the two posts of District Supply Officers and their staff in Malabar immediately. The posts of Personal Assistant (Civil Supplies) in Malabar may be continued till all controls have been removed.

6 Abolition of the post of Assistant to Treasury Deputy Collector in Malabar.

7 The Chief Accountant (gazetted) in Malabar in charge of supervising transactions with the Provincial Co-operative Credit Societies may be replaced by an experienced Tahsildar under the control of the Personal Assistant (Civil Supplies) to the Collector.

13 Reduction of the grade of Taluk Supply Officers and Principal Rationing Officer to the grade of Deputy Tahsildar consequent on reduction of works resultant on decontrol measures.

14 Reduction of the grade of Rationing and Grain Purchase Inspectors from the higher to the lower division consequent on the abolition of rationing.

12 Abolition of camp draughtman's post under the Survey Circle Officer, Malabar Collector's Office.

No remarks

Deferred for being considered along with reorganization of the Survey department.

Items—

9 Abolition of abkari clerks in Collectorates on the extension of Prohibition.

10 Reduction of staff now employed on magisterial work in Collector's office on the separation of the Judiciary from the Executive.

11 Retrenchment of 2 out of the 4 clerks in A (R) and B (R) Sections of the Collector's Office, Malabar; similar retrenchment in other districts pending abolition of full sections on further extension of decontrol.

4 Abolition of posts of Personal Assistants to Collectors created during the war on the completion of decontrol.

With the introduction of prohibition in all the districts, the separation of the Judiciary from the Executive and decontrol being introduced, the staff which are doing work with reference to these in the Collectorates and in the subordinate offices will have to be retrenched, to the extent possible and put on other work where available.

Deferred.

The next meeting of the Committee will be held at 12 noon on the 7th April 1948.

ANNEXURE A.

Statement showing the number of villages with a small beriz of less than Rs 1,500, Rs 1,000 and Rs 600 with separate village establishment.

(Furnished by the Board of Revenue.)

Name of district.	Number of villages with a beriz of less than Rs 1,500.	Number of villages with a beriz of less than Rs 1,000.	Number of villages with a beriz of less than Rs 600.
1 The Nilgiris	5	1	..
2 Tiruchirappalli	10	2	..
3 Tanjavoor	16*	10*	2*
4 South Kanara	12	6	1
5 Salem	6	..	..
6 Madura	17	6	..
7 Chittoor	6	10	9
8 Ramnad	106	23	3
9 Kurnool	3†	..	..
10 South Arcot	..	1	..
11 Malabar	17*	11*	2†
12 Tirunelveli	71	52	23
13 Cuddapah	8	2	..
14 Coimbatore	..	..	..
Total	277	124	45

* There are separate potalls and talaiyaris but the karnams of these villages have also other villages in their charge.
† Two villages have got separate karnam, village munsif and menials and one has no such karnam.

Chingleput (furnished by the Collector)
277 + 124 + 45 = 446
94
540 or 500 roundly.

ANNEXURE B.

(i) Delegation of powers to district and other officers proposed.

Description of powers to be delegated.	In whom at present vested.	To whom proposed to be transferred.	Remarks, if any, for the delegation proposed and the rules to be amended.
REVENUE DEPARTMENT.			
Cancellation of revenue sales confirmed by the Revenue Divisional Officers after three months of their confirmation.	Board of Revenue.	Collectors	Board's Standing Order 41 (12).
Reassignment of bought-in-lands to their original owners.	Do.	Do.	Board's Standing Order 45 (4).
Incurring of expenditure on temporary additional staff.	Government	Collectors up to 2½ per cent of budget allotment for the district, Board of Revenue up to another 2½ per cent of the above allotment.	..
Private sales of town sites of the description in paragraph 14 of Board's Standing Order 21.	Board of Revenue.	Collectors up to the limit of Board's powers with an appeal to the Government.	Board's Standing Order 21.
Remission of Fishery rentals	Do.	Collectors up to the limit of powers exercised by the Board of Revenue.	Board's Standing Order 39.

Description of powers to be delegated.	In whom at present vested.	To whom proposed to be transferred.	Remarks, if any, for the delegation proposed and the rules to be amended.
Sanction of arrear claims of pay and allowances to Special Fund establishments.	Board of Revenue.	Collectors may be empowered to dispose off all claims for arrears irrespective of the period involved.	Special Funds Code—Article 49.
Sanction of charge allowance to non-gazetted officers.	Do.	Collectors up to a period of one month.	Fundamental Rule 49.
Sinking of wells under Rural Water-Supply Scheme.	Do.	Collectors in the case of villages with a population of less than 500.	..
Renewal of lanka leases without auction.	Do.	Collectors for renewal of leases on existing rentals.	..

(ii) *Enhancement of existing powers and fresh sanction of powers to district and other officers proposed.*

Description of expenditure.	Existing powers of officers.	Proposed enhancement of powers of officers.	Rules to be amended.
REVENUE DEPARTMENT.			
Alienation of land in favour of local bodies under Board's Standing Order 24 (2).	Board of Revenue—Up to Rs 1,500.	Board of Revenue—Up to Rs 3,000.	Board's Standing Order 24.
Write-off of irrecoverable arrears of stamp duty in pauper suits.	Collectors—Up to Rs 500.	Collectors—Up to Rs 1,000.	Indian Court Fees Act.
Write-off of irrecoverable arrears of land revenue.	Collectors—Up to Rs 100.	Collectors—Up to Rs 250.	Board's Standing Order 39.
Write-off of irrecoverable arrears of advances made under the provisions of Land Improvement Loans and Agricultural Loans Acts.	Collectors—Up to Rs 500.	Collectors—Up to Rs 1,000.	Land Improvement Loans and Agricultural Loans Acts.
Arrears of claims of local bodies relating to cesses.	Collectors—Up to Rs 100.	Collectors—Up to Rs 500.	....
Write-off of irrecoverable arrears of stamp duty and penalty.	Collectors—Up to Rs 500.	Collectors—Up to Rs 1,000.	Indian Stamp Act.
Purchase of books like Acts, Codes, Sets of Rules, Law Reports, etc.	Collectors—Up to Rs 25 a year.	Collectors—Up to the budget allotment.	....
Grant of loans under the Thakkavi Manual.	Collectors—Up to Rs 2,500.	Collectors—Up to Rs 5,000.	Thakkavi Manual, Item III, Section 1.
Alienation of land revenue in the case of land revenue on roads and appurtenances thereto.	Collectors—Up to Rs 3,000.	Collectors—Up to Rs 10,000.	Board's Standing Order 24.
Appointments, leave, transfer, etc. (except promotions of the Non-gazetted staff—lower division clerks and typists).	Collectors.	Revenue Divisional Officers.	Service Rules.
Construction of chavadies and cattle pounds except in the districts of South Kanara, Malabar and Nilgiris and the Agency Tracts of Vizagapatam, East Godavari and West Godavari.	Collectors—Sanction of estimates up to Rs 1,000.	Collectors—Up to Rs 2,000.	Special Fund Code—Article 22.
Districts of South Kanara, Malabar and the Nilgiris and the Agency Tracts of Vizagapatam, East Godavari and West Godavari.	Collectors—Up to Rs 1,250.	Collectors—Up to Rs 2,500.	Do.
Repairs to tents	Collectors—Up to Rs 30.	Collectors—Up to Rs 100.	....
Purchase of locally made articles of furniture.	Board of Revenue up to Rs 500.	Board of Revenue—Up to Rs 2,000. Collectors up to the budget allotment subject to the same conditions as are applicable to the Board of Revenue.	M.F.C., Volume II.
Grant of beriz deductions	Board of Revenue.	Collectors (up to Board's powers).	....
Lease of sea foreshore lands .. .. .	....	Powers to be delegated to Collectors in all districts.	....
Notifications under sections 4 (1) and 17 of Land Acquisition Act and declarations under section 6 of Land Acquisition Act where there are no objections.	....	May go to Government direct from Collectors.	....
Inspection of sub-treasuries and collecting depots.	Revenue Divisional Officers and Treasury Officers.	Revenue Divisional Officers to inspect only sub-treasuries and collecting depots not inspected by Treasury Officers except in special cases under Collector's Orders.	....

Twenty-sixth meeting held on 7th April 1948.

Minutes of the meetings held on 5th and 6th April 1948 were read and confirmed.

The Collectors who attended the meeting on the 6th and Mr. F. W. A. Morris, I.C.S., Collector, Coimbatore and the Secretary, Board of Revenue, attended the meeting.

Appointment of District Administrative officers.—We took up the question of the appointment of District Administrative Officers proposed in the note placed before us. The proposal itself has undergone considerable changes. Originally, it was proposed to have a separate officer as District Administrative Officer in addition to the Collector. Now the proposal is to make the Collector, the head of the district, as the District Administrative Officer with powers to supervise and issue instructions to officers of all departments working in the district. While he will have no original disciplinary jurisdiction over the offices, he may call for reports and forward them to the Heads of Departments concerned. He should be in a position to issue instructions and supervise or co-ordinate their work. For this purpose, the Collector is to be given relief in the shape of a Personal Assistant. The Collector will also have the power to hear all appeals in disciplinary matters in all departments. The Board of Revenue, which was against the appointment of separate District Administrative Officers, is now of the view that the position of the Collector as the head of a district should be recognized and clarified. The Collectors present with the exception of Mr. McLaughlin, consider that it should be made plain that the Collector is the head of the district and that he is empowered to co-ordinate the activities of all departments and also to issue instructions wherever he thinks it desirable and to that extent, the district heads of the other departments should be considered, as his Personal Assistants, without in any way, interfering with the technical control of the departments concerned. They consider that the position of the Collector with reference to District Administration and his responsibility as the head of the district should be specifically laid down. The Collectors do not consider it necessary that they should deal with appeals in disciplinary matters.

The Collectors are agreed that the considerations mentioned in sub-clauses (1), (2), (3) and (7) of the note (which are extracted below) are of great importance and that for the efficient administration of the district, these powers and relief should be given to the Collectors—

(1) the delegation of as large powers as possible to the district departmental officers both in administrative and technical matters;

(2) making the Collector the real head of the district requiring him to be consulted in all important matters relating to the district and by giving him a real measure of control over all officers in the district;

(3) retaining the present Personal Assistant to the Collector to give him adequate relief in routine matters of revenue administration; and

(7) stress should be on unified control of all activities at the district level so that the best value is obtained for the money spent instead of each department functioning as a water-tight unit with its own hierarchy of officers from top to bottom. They do not require the power mentioned in sub-clause (4) (extracted below) and with reference to sub-clauses (5) and (6) (extracted below) they want us to make our own proposals—

(4) making the Collector the proper local authority in 'Service' matters by giving him powers to dispose of appeals from punishments imposed by district officers in all disciplinary matters than many of the technical officers who are at sea when service matters come up. We do not see why a Collector should not be able to dispose of disciplinary cases in all departments after giving due weight to the opinion of technical officers in technical matters just as the Madras Public Service Commission is now giving advice to Government in service and disciplinary matters relating to all departments;

(5) a drastic reduction in the number of 'Regional' officers in all departments and making their duties less administrative than at present so that they would be able to give proper guidance to district officers and generally to assist the Head of the Department in maintaining the technical efficiency of the department; and

(6) in particular, separate Superintending Engineers in the Public Works Department and in the Highways Department to be abolished and common territorial Superintending Engineers to be appointed instead and the reduction in the number of 'Regional' Officers to include also the reduction in the number of Assistant Directors of Public Health in the Public Health Department.

The Collectors expressed their views on the proposal made by us at our meeting held on 16th February 1948 for the constitution of District Councils. They are generally in favour of the proposal but two of the Collectors are of the opinion that the Collector should be the President.

Reduction in the number of district charges—The Nilgiris district.—This is a small district of 989 square miles with a population of little over 2 lakhs. The population is divided into Tamilians, mainly in the Coonoor and Ootacamund taluks, Malayalees in Gudalur and Kanarese speaking people in the middle of the district. The Badagas speak a corrupt form of Kanarese. We consider that a district for this small area and population with all the paraphernalia of a district and heads of districts, etc., is not justified. The Collectors of Malabar and Coimbatore, agreed that, if sufficient help is given, they can manage the additional areas to be tagged on to their districts. The Collector of Malabar thinks that it is desirable that the Gudalur area should be added to the Malabar district. We are of opinion that by having a separate division at Coonoor or Ootacamund and by not retrenching the number of divisional officers asked for by the Collectors, the abolition of the district charges can be effected without any detriment to efficiency. It will furnish a large saving as all the District Officers at Nilgiris will be merged in the neighbouring districts.

Madras district.—The main work of the present Collector of Madras is to be in charge of Stationery and Stamps, payment of Carnatic Stipendiaries and attending to miscellaneous items of work like accommodation control, etc. There is some abkari work and a little revenue work. When the abkari work ceases on the introduction of prohibition in the City at the beginning of October next, the work will be further appreciably reduced. It is considered that the Madras district may be abolished and that such revenue work as there may be, can be done by the Collector of Chingleput and the rest of the work may be performed by the Assistants, who are already in existence. It may in this connexion be mentioned that we have a proposal under consideration for handing over the control of the Stationery office to the Superintendent, Government Press.

Retention of the Revenue Divisional Officers.—The question of the retention of Revenue Divisional Officers with their present powers was then considered. Mr. McLaughlin is for retaining them with their present powers and delegating some powers of the Collector also to them. Some of the other Collectors are in favour of allowing more powers to be delegated to the Tahsildars and allowing them to deal directly with the Collectors but there is a difference of opinion whether there should be Revenue Divisional Officers on territorial basis located in different places. The argument for this is that local knowledge will be available to these Revenue Divisional Officers and that they will be on the spot to attend to the maintenance of Law and Order. Another view is that it will be more advantageous if these Revenue Divisional Officers are attached to the Collector's office as Personal Assistants to the Collector and they act for and in the name of the Collector.

All the Collectors are agreed that there should be larger delegation of powers to the Revenue Divisional Officers and to the Tahsildars and that the Collectors ought to be free to delegate whatever powers they like to their Personal Assistants, the Statutes being amended to the extent necessary.

We understand that the Board of Revenue and the Legal Secretary have gone into the question of reduction in the number of divisional charges and sub-taluk, on account of the separation of the Judiciary from the Executive and have come to an understanding.

Some of the Collectors mentioned that the Tahsildars find some difficulty in being in charge of the Sub-Treasuries as they are touring officers and one suggestion that is made is that all the Sub-Treasury Officers, who ought to be separate from the Tahsildars, along with the Treasury Deputy Collectors should be formed into a separate department. This is a matter which will have to be examined.

We then took up for consideration the items left over in the report of the sub-committee about the reorganization of the Revenue department.

Items.

Modifications in the method of work in Revenue Offices ..
Important references should be personally attended to by the Tahsildar or Deputy Tahsildar instead of being sent to the Revenue Inspector—Direct correspondence between Revenue Divisional Officer and Village Officers to hasten disposal ..

Recommendations.

The Collectors may be given powers to delegate to subordinate officers and to Section Heads the power to send intermediary communications asking for further information.

While the Collectors are of opinion that unnecessary noting may be discouraged, they will not prevent all junior clerks from noting. We accept this view. Where only information is wanted by the Government, we consider that they should have direct communication with the persons from whom the same is required and that they may send the information (except in cases where matters of policy are concerned), direct to the Government. Further, where references are received, it should not be made a rule that these should be sent down to the Revenue Inspector or the Tahsildar as a matter of routine, but, as far as possible, replies should be sent direct by the officer concerned without a reference to subordinate officers and without passing through intermediary officers.

Appeals from acting village officials in respect of termination of acting appointments should not be entertained.

No petition should be taken up by any authority on a subject on which a subordinate authority is competent to pass an order but has not been petitioned to by the party.

Government should by an order strictly enforce the instructions in the Board's Standing Orders that the village officers should be summoned by a Tahsildar or Deputy Tahsildar only very sparingly

Accepted.

Jamabandi.—There is a lot of complaint about the conduct of the Jamabandi and there is popular prejudice against it. Jamabandi is intended only as a check by the Revenue Divisional Officer or the Collector of the work that has been done by the Tahsildar, to see that the accounts are brought up to date and orders passed in all cases wherever necessary. The Revenue Officers say that this check is necessary to avoid loss of revenue to the Government and fraud. But they admit that it may be possible to reduce the time taken for this check. We recommend that the Board of Revenue may be asked to look into the matter and to see that the Jamabandi is not prolonged in any case, by fixing a time-limit in each district for Jamabandi with reference to the work to be done. Jamabandi should in no case be conducted in a place out of the taluk or sub-taluk headquarters. Mr. Krishnan Nair thinks that the check by the Revenue Divisional Officer or Collector assisted by their clerks is unnecessary. His note is printed below.

The next meeting of the Committee will be held at 12 noon on 8th April 1948.

NOTE ON JAMABANDI.

It is the duty of the karnam of each village to report (i) relinquishment by ryots of any part of their holding at the beginning of the fasli year, (ii) occupation by them of any available assessed wastes, (iii) encroachment on porambokes and other unassessed waste lands, (iv) irrigation of their dry lands from any Government reservoir with or without permission, (v) use on wet lands of water from a Government source other than the one under which the lands are registered, (vi) cultivation of second crop on a registered single crop wet lands, (vii) enjoyment by ryots of the usufruct of Government trees, not granted on patta, (viii) loss or damage to crops by failure of rains, (ix) sale of lands by one ryot to another, and (x) death of registered holders of lands and the names of their successors. As orders on these reports are received from Tahsildar (or Deputy Tahsildar) and Revenue Inspector, the karnam enters each case in the concerned village account for the year. The Revenue Inspector who will already have inspected the cases of irrigation and cultivation will do his final inspection of the village (or azmoish as it is called) in about December or January followed in important villages by the Tahsildar (or Deputy Tahsildar). The karnam then prepares the individual ledger of each ryot for the year from the accounts in which the orders received on his reports in the cases mentioned above, have been carried out. Starting with the ryot's holding at the end of the previous year, the lands relinquished to Government, if any, are deducted. Where there have been sales, the lands sold are deducted from the seller's holding and added to the purchaser's. The assessment on waste lands occupied by the ryots during the year and the assessment on porambokes and other unassessed wastes worked out at the highest adjoining rate or the highest dry rate in the village according to orders with such penalty as has been imposed for their occupation are then added on to the assessment on the net holdings. To these figures are added the charge for water with penalty imposed, if any, cesses, tree-tax and other items of miscellaneous revenue. The total revenue due for the year from each ryot is thus worked out. When the name of the registered holder has been ordered to be changed on account of succession or sale, such changes are given effect to. The Revenue Inspector then checks the various subsidiary accounts with reference to his and the Tahsildar's (Deputy Tahsildar's) remarks in the Adangal against each field on inspection, satisfies himself that all cases which ought to be reported on have been reported on and brought to the concerned account and the charges ordered have been entered

correctly (the rate adopted in the case of water-rate, cesses and occupation of poramboke and unassessed being the prescribed one and the calculation being correct) and that the individual ledger of each ryot has been prepared accurately, and passes the accounts appending the necessary certificates. The karnam then appears with his accounts in the Taluk office by a fixed date, and the Taluk office subjects them to a more detailed check, the permanent registers of the karnam being also checked with the copies maintained in the Taluk office. The work of the Taluk clerk who has to check every item is overchecked by the Head Clerk, the concerned files in the Taluk (or Sub-Taluk) office being referred to in the process. The collection accounts of the karnam are checked with those of the headman, and all other registers of the latter are also examined. All the accounts are then passed by the Tahsildar who personally verifies a fair percentage of rates and calculations. The demand statement for the village is then prepared, showing the total revenue due under various items and it is signed by the Tahsildar.

Under the existing system, this statement will not be complete until it is approved by the Revenue Divisional Officer (or once in five years by the Collector) who camps for this purpose with his clerks at the Taluk and Sub-Taluk headquarters in about the last quarter of the fasli year. The dates on which each village will be taken up are notified in advance in the district gazette and by tom-tom in each village. The notification is intended to enable the ryots to appear and apply for remission of revenue on account of unfavourable seasonal conditions or prefer objections, if any, to the charge imposed for occupation of Government lands or use of Government water, etc. Where petitions are presented by ryots on the notified dates they are heard by the Jamabandi officer (Revenue Divisional Officer or Collector) in the presence of the Tahsildar, Deputy Tahsildar, Revenue Inspector and village officers and disposed of. His staff will in the meantime have carried out a check of the karnam's and headman's registers and accounts in the same manner as the Taluk staff, and the demand statement, after such amendments if any as may be necessitated by changes ordered on objection petitions or correction of errors detected by his clerks, is passed by him. This process it is that is called jamabandi, i.e., the settlement of each ryot's jama or beriz. Where there are changes in a ryot's holding and he asks for a revised patta, one will be prepared and given to him at the jamabandi. The Revenue Divisional Officer or Collector camps with his staff in each taluk for ten days; then goes back to headquarters and after a short interval comes back and camps for another ten days.

Opportunity is taken of this annual function to ascertain how far each officer has discharged his duties during the year. A printed form of check-memo in ten sections is filled up by the Jamabandi Officer's staff; it shows, besides the result of inspection of each register and account, the extent of inspection by the Revenue Inspector and Tahsildar (or Deputy Tahsildar) and officers of the Public Health, Veterinary Department and Survey, etc., the number of children vaccinated and remaining unvaccinated, the number of cases of cattle mortality, the number of survey stones renewed and requiring renewal and so on.

2. The abolition of Jamabandi has been the subject of interpellation in the Legislature many a time, and Collectors have had to report on it twice or thrice. Latterly very many Collectors have expressed opinions in favour of abolition but the Board of Revenue has always stood against it. The most objectionable feature of it is the room it affords for malpractices, namely, free supplies to the checking staff and peons at the expense of village officers who indent on ryots and other unauthorized levies from ryots by peons for sealing and delivering pattas. Among the Collectors personally consulted by the Committee, the Collector of Chingleput frankly admits that the allegation of malpractices is 'well-founded'. The Board, however, holds on to the position that it is open to village officers and ryots to make a formal complaint in which case disciplinary action will be taken. The Collectors consulted by the Committee will be glad if they are rid of the bother of Jamabandi, but they are afraid that the abolition of the overcheck of accounts by Revenue Divisional Officers' (or Collectors') staff may lead to loss of revenue. They state however that the loss will be small.

3. There is really no need for a third overcheck. The Revenue Inspector overchecks every item, and then there is a detailed overcheck by the Taluk clerk followed by a percentage overcheck by the Taluk Head Clerk and the Tahsildar. The calculations are generally verified with the help of a printed table which is used by the Jamabandi staff also. During the discussion with Collectors, it was suggested by one of them that the karnam and the Revenue Inspector and the Taluk clerk might collude and suppress some items of revenue. There may be scope for collusion before reporting on the items but not after the items have been reported on and orders have been passed. No karnam will be foolish enough to omit from accounts any case about which he has made the necessary remarks in the Adangal and which he has already reported to the Revenue Inspector or Tahsildar and on which orders have been passed; he may, however, not bring to account at all cases of occupation of Government lands or use of Government water and no amount of check and overcheck at Jamabandi will lead to the discovery of the omission. In a few cases the Jamabandi staff

may alter a few figures, but such alterations are generally negligible. The changes ordered on petitions are also generally very meagre. These facts may be placed beyond doubt, if necessary, by obtaining from two or three Collectors figures of revenue in one taluk each according to the demand statement prepared by the Tahsildar and the statement as approved by the Jamabandi Officer. There is no doubt that the increase, if any, by the Jamabandi Officer will be found to be very small and far less than the daily allowance, tour charges and travelling allowance of the Jamabandi Officer and his staff and their office contingent expenses.

4. Next to the probable loss of revenue the reason advanced for retention of Jamabandi is the opportunity it gives to ryots to prefer objection petitions before the demand is finally settled. This held good years ago, but has no force under present conditions. Now the Karnam reports cases of irrigation and unauthorized occupation every month, and as soon as orders received which generally will be long before Jamabandi the charges imposed are intimated to the ryot. Similarly remission accounts are set up to the Revenue Divisional Officer long before Jamabandi and on receipt of his orders the ryots are informed of the revenue remitted. In every case, in which the ryot has objection he is thus enabled to put in his petition to the concerned officer before his village comes up for Jamabandi. There is also the fact that the ryot's knowledge of official procedure has greatly improved and with the improvements in communication he is no longer satisfied with the very limited scope for interference by the Jamabandi officer in matters regulated by statute. Actually the number of petitions received at Jamabandi dealing with items of revenue is either nil or has considerably dwindled, and no hardship whatsoever will be caused to ryots if the Revenue Divisional Officer (or Collector) and his staff drop out of the picture. The Tahsildar has been empowered to issue patta whenever a ryot asks for it; and there is no need to wait till Jamabandi.

5. The check of the village accounts by the Revenue Inspector and the overcheck by the Taluk clerk and head clerk and the Tahsildar are quite enough. It will be sufficient if the demand statement passed by the Tahsildar is sent with the subsidiary accounts to the Revenue Divisional Officer by post or by a peon if the Government think that the demand for each village should be formally fixed by a higher authority than the Tahsildar. The printed check-memo may be filled by the Taluk staff and sent up to the Revenue Divisional Officer with the demand statement and he will take extracts where specially necessary and issue references to District Health Officer, District Veterinary Officer, Survey Officer, etc., where the figures in the check-memo make such references indispensable. This change will be a salutary reform long overdue; it will not only lead to substantial retrenchment (Jamabandi allowance being also abolished) but is of greater importance; it will once for all stop the practice of free supplies, remove the handicap which young Revenue Inspectors who would otherwise remain honest labour under, and thereby raise the tone of the department considerably.

Twenty-seventh meeting held on 8th April 1948.

Minutes of the last meeting were read and confirmed.

Cottage Industries.—The Director of Industries and Commerce, the Registrar of Co-operative Societies and the Deputy Secretary to Government, Firka Development Department, met us. There was a long discussion about the present activities in the Province and the new arrangement that will be necessary in view of the enunciation of industrial policy by the Government of India in which the development of all cottage industries for the purpose of finding employment for the unemployed and under-employed in the villages and the need for increased production are stressed as the legitimate work of the cottage industries development policy and the integration of the work of cottage industries and large scale industries should be aimed at to prevent waste of effort and bring about a proper understanding. In this Province a large number of weavers' societies and a few other societies have been organized by the Co-operative department and helped with reference to finance and marketing while training is given in some industries by the Industries department. The Firka Development Department has recently come into existence and is trying to develop cottage industries of all possible sorts in select firkas. While these departments are working, there is a wide field of cottage industries not coming under the ambit of any of these departments but which also require help to stabilize them and bring them up to the standard of modern agencies for production. The help that may be required by the cottage industries is of varying character:—

(i) A survey has to be made of the possibilities of cottage industries in the various localities.

(ii) Training has to be given to workers so as to bring their knowledge up to date and teach them the use of improved implements and small machinery and wherever possible, power.

(iii) Supply of raw materials.

(iv) Linking production with markets and the adaptation of patterns required by the markets.

(v) Financing, marketing and integration of the work of the cottage industries with large scale industries.

(vi) The question of protection to be given to cottage industries and the safeguarding of their interests in tariff protection arrangements and in international arrangement.

These are expected to be looked after at the Centre by the proposed Cottage Industries Board and the Directorate of Cottage Industries to be brought into existence. In the Province, a similar organization will be necessary. It will have to cover a very wide field which is not at present covered by the three agencies mentioned above and also to provide their services above mentioned for all cottage industries whether covered by these three agencies or not. For this purpose, we propose that there might be a similar Board in the Province for cottage industries which will deal with all cottage industries in the Province as regards the policy and render help in all the ways above mentioned. The Board may consist of the Hon'ble Ministers for Industries, Co-operation and Pirkha Development with the heads of these departments. A Director may be appointed as a new head of the department; six non-officials who are interested in cottage industries may be nominated by the Government to the Board. The Director of Cottage Industries will be the executive of the Board as well as the head of the department of cottage industries. The section in the office of the Director of Industries and Commerce with the Deputy Director of Industries may be transferred to the new department. There is a proposal to have a Joint Registrar for Cottage Industries working under the Registrar of Co-operative Societies. If the above proposal is accepted, there will be no need for a Joint Registrar apart from the Director of Cottage Industries above proposed. There is also a large establishment under the Board of Revenue proposed to be transferred to the Registrar of Co-operative Societies for ameliorative work. This can also be transferred to the new department and the work done by them which is mostly with reference to cottage industries can also be undertaken by this new department. The new department will work under the Ministry of Industries in close association with the Director of Industries.

Replies received from the Heads of Departments regarding 12½ per cent circular.—We recommend that the suggestions made by the Director of Cinchona and the Chief Conservator of Forests for retrenchment in their departments may be accepted.

We then took up the report of the Sub-Committee about the reorganization of the Revenue Department.

It is accepted that the Treasury Deputy Collector should be relieved of the administrative control of the work in connexion with District Labour organization and also that the commodious compounds attached to the residences of district officers should be utilized for building quarters for officials.

Magisterial clerks in Revenue Divisional offices.—In view of the separation of the Judiciary from the Executive, we are of opinion that there will be no necessity for a magisterial clerk in the Subdivisional office in future.

Questions arising out of the opinions expressed by the Collectors at the meetings of the Committee held on 6th and 7th April 1948—Appointment of District Administrative Officers.—We agree with the Collectors and the Board of Revenue that there is no need for a District Administrative Officer apart from the Collector. The Collector's position may be the same as it is at present with the powers he has got under the several statutes and Board's Standing Orders.

Panchayats.—As regards the opinion of the Collectors that they should be put in charge of panchayat work in the districts, we are not in favour of it as in the democratic set-up that is proposed from village upwards, the introduction of the Collector to supervise or control these bodies will not be in the best interests of development of democratic institutions. The proposals already made by the non-officials at a conference called by the Advisers' Government that these panchayats should not be placed under the District Collectors nor under the District Boards may be accepted.

Inspector of Local Boards and Municipal Councils.—If, as is expected, much of the work of the District Boards are to be taken away from them and new District Councils or District Boards of a representative character are to be established, we are not in favour of continuing the Inspector of Local Boards with his Deputies, as they exist. A representative District Council or Municipality can be expected to function without outside supervision and any special matters requiring sanction or guidance can be sent to the Government direct for instructions.

Revenue Divisional Officers.—We do not think that any change is desirable at present in regard to Revenue Divisional Officers as Separation of the Judiciary from the Executive is to be effected. As regards the number of divisional charges, we agree with the understanding arrived at between the Legal Secretary and the Board of Revenue regarding the reduction in the number of Revenue Divisional Officers in the Province.

The next meeting of the Committee will be held at 12 noon on 9th April 1948.

Twenty-eighth meeting held on 9th April 1948.

Minutes of the last meeting were read and confirmed.

Retention of temporary Personal Assistants to Collectors.—The Secretary, Board of Revenue, met us and discussed the question of the retention of Personal Assistants to Collectors. While we agree that the Collectors should not spend all their time in attending to routine matters but should be allowed enough time to consider general questions of development and policy with reference to the districts, it may not be necessary to have a Personal Assistant in every district. We consider that the appointment of Personal Assistants should be made on a consideration of the general position of the work with the problems relating to a district, in addition to the number of papers, etc., to be disposed of and the latter alone should not be the criterion for the appointment of a Personal Assistant to a Collector. Scrutinizing the list sent by the Board, we are of opinion that the Personal Assistant may be continued in the case of the districts of Tanjore, Madurai, Salem, Tiruchirappalli, Tirunelveli, Coimbatore, South Arcot, East Godavari, Chingleput, Kistna, North Arcot, Guntur and Madras (if the Collector of Madras is to continue). We are also of the opinion that the Collectors of West Godavari and Bellary should be sanctioned a Personal Assistant as long as the border troubles continue. The Personal Assistant to the Collector of Ramnad may be continued in case there is a proposal for the reconstitution of the district with Pudukottah. The Personal Assistant to the Collector of Vizagapatam will have to be continued until the bifurcation of the district. The other districts in the Province do not require, in the opinion of the Committee, a Personal Assistant to the Collector.

Further suggestions for the reorganization of the Revenue Department.—We consider that officers of the All-India Administrative Services under training may not require two peons each, even if they have some touring work to do. One peon should be sufficient.

We discussed with the Secretary to Government, Local Administration Department, the question of the new set-up for the supervision and control of local bodies. If a separate Registrar-General of Panchayats is to be appointed, as is proposed, he will be supervising and controlling the village panchayats through District Panchayat Officers and there will be no need for a separate Inspectorate of Local Bodies. Any enquiry the Government wishes to institute with reference to the local bodies may be conducted in cases where finance and accounts are concerned through the Examiner of Local Fund Accounts, and in other cases through a Deputy Secretary attached to the Secretariat.

Director of Town-Planning.—The Director of Town-Planning will also be attached to the Secretariat and when the Housing Board is constituted, he will work under that Board. No outside agency apart from the Secretariat will be needed for the supervision and control of the municipalities and district boards.

Housing.—We are of the view that house-building to meet the present needs is a matter of urgent importance. The problem has to be planned on three fronts: the Government is to provide houses for their own employees; the industrialists and other employers have to provide houses for their employees; houses are also to be built by private individuals either individually or through co-operative societies. All these activities have to be grouped together and a comprehensive and intelligent plan should be evolved, fixing targets for a period of three or five years and also fixing an annual programme. The expansion of towns and villages have to be planned with reference to the requirements of the several sections. Materials necessary have to be found and also the question of finance has to be tackled. With reference to the first two items, it is said that the Government of India and the Provincial Government have got their own schemes and that the Government of India is going to have a Housing Board with a Directorate, for the purpose of intensively working to solve this problem and arrange for the examination of applications for subsidy and assistance. We consider that the Provincial Government also should have a Housing Board with a Directorate attached to the Local Administration Department for purposes of attending to the housing problems in the Province. Now a little is being done by the Registrar of Co-operative Societies by forming Co-operative Societies. This has no reference to the local bodies who are vitally interested in the matter, nor the Government, co-operative societies being voluntary organizations. We consider this to be very unsatisfactory and any scheme that is prepared and worked out should be planned on a comprehensive scale for the area affected. As regards finance, the co-operative societies, where formed, will have to be given loans at the lowest rate possible and in all cases, building materials should be made available for those who want to build houses.

Reorganization of the office of Inspector of Local Boards and Municipal Councils—Raising it to the status of 'A' Class office and additional staff.—There is no need to consider these questions now, in view of the fact that the village panchayats will be placed under a Registrar of Village Panchayats, as proposed by us and as regards the other portions of the work of the Inspector, we have made proposals already. In any case, these two questions of additional staff for the office and raising its status to 'A' Class will not arise now.

The next meeting of the Committee will be held at Ootacamund at 3 p.m. on the 1st May 1948.

Twenty-ninth meeting held on 1st May 1948.

Minutes of the meeting held on 9th April 1948 were read and confirmed with some alterations.

Reorganization of the Process Service Establishment.—We are impressed with the arguments advanced by the High Court and the Board of Revenue against the constitution of a Central Organization for process services and we do not consider that it is advisable to have a central agency for serving processes of all kinds and for execution of decrees. We would recommend an examination of the receipts for service of summons and other processes and for execution work in all the courts and wherever the receipts are far below the cost incurred in the maintenance of the establishment of process-servers and amins and the office staff, necessary retrenchment may be effected. Service of process through parties may be relied upon to a larger extent.

So far as criminal courts are concerned, there seems to be different systems followed in different districts and the figures furnished by the Inspector-General of Police show very large disparity between districts; for instance, Cuddapah is said to be employing three constables, while Malabar has got 102 constables, even though the figures of processes served do not justify this disparity. We would recommend that one common system may be adopted in all districts. If, as may be presumed in some districts, the ordinary Police staff are able to serve processes also, there seems to be no reason why the same procedure may not be followed in other districts as well instead of having a separate staff of constables for this purpose. This suggestion may be examined by the Inspector-General of Police and his remarks called for.

So far as the revenue processes are concerned, the present system of having them served through village officials, except where special agency is required temporarily, seems to be economical; this may be continued.

Reorganization of the Judicial Department.—(i) Official Receivers in many districts do not have sufficient work. They may be utilized for relieving the Munsifs and Subordinate Judges of their routine work, and Small Cause work. They may also be appointed as guardians under the "Guardians and Wards Act" and as Commissioners and in such miscellaneous capacities.

(ii) In view of the rise in prices of movable and immovable properties, the limit of jurisdiction of all the Munsifs and Subordinate Judges may be revised.

The next meeting of the Committee will be held at 9 a.m. on 2nd May 1948.

Thirtieth meeting held on 2nd May 1948.

Minutes of the meeting held on 1st May 1948 were read and confirmed with some alterations.

The following two draft Chapters were read and approved with certain alterations:—

- (i) Introductory; and
- (ii) Board of Revenue.

The next meeting of the Committee will be held at 12 noon on 3rd May 1948.

Thirty-first meeting held on 3rd May 1948.

Minutes of the meeting held on 2nd May 1948 were read and confirmed.

Land acquisition—Procedure—Proposal for expedition.—At present, there is very large delay in the acquisition of land required for public purposes, especially when it is needed for purposes under non-Government management. While it is necessary that a decision should be taken on the point whether the land is acquired for a public purpose and the details of the property to be acquired should be ascertained, there is no necessity to wait till all the formalities are gone through and an award is passed before taking possession of the land. The delay is mostly caused by administrative provisions and the procedure laid down under the Act and the rules relating to it. The Board of Revenue has issued instructions intended to minimize the delay. The general need for survey, demarcation and for furnishing details of lands, ownership, etc., cause a great part of this delay. It will be necessary to arrange for taking possession, leaving the question of claims and

the amount of compensation to be paid to be decided in the award. So, we would recommend that provision should be made to the effect that, after the enquiry provided for in section 5 (A) has been completed and a decision taken under section 6 to acquire the property, such property may be entered upon and taken possession of, on the expiration of sixty days from the publication of the notice mentioned in section 9 (1). This will enable the purpose for which the property is acquired being carried out without delay and nobody will be affected detrimentally, as all claims arising in the matter will be decided in the Award to be passed. In making this proposal, we are thinking of cases other than emergency ones, for which provision is made in section 17. We agree that the amendments proposed by the Government to section 17 are necessary and may be passed without delay. It will be necessary, in cases where large acquisitions have to be made that there should be a special officer to deal with them and in other cases, the Collectors concerned should keep a watch over the proceedings, as recommended by the Board.

Labour Department.—The Commissioner of Labour attended the meeting and discussed the working of his department. He has to do a lot of work of various categories with reference to labour problems. The importance of the work is being recognized; the administration of the various Acts passed by the Central and Provincial Legislatures including the Workmen's Compensation Act will be of an onerous nature. In addition to this, he has to supervise the work of the Inspectors of Factories, collect statistics, and look to the general improvement of the conditions of labour and bring about conciliation between labour and managements. We consider that the coupling of Harijan Welfare work with Labour work generally has not been to the advantage of either. The Draft Constitution for India provides for a special officer for looking after the interests of the Scheduled Castes and other minorities in the Centre, as well as in the provinces. The Committee recommends that a special officer should be appointed and all the work done by the Commissioner of Labour at present in relation to Harijan Welfare work may be transferred to him. We are of opinion that the Officer for Harijan Welfare work need not be a serviceman but a person who has sympathies with the aspirations of the Scheduled Castes and is well-equipped to carry out the work.

The Commissioner of Labour agrees with the Deputy Chief Inspector of Factories and the recommendations already made by us with reference to the amalgamation of the Boiler Inspectorate with the Inspectorate of Factories with a consequent reduction of staff.

Labour work is increasing enormously, and we do not think that, in consideration of the onerous work which will be thrown on the department by the several Acts, which have been and are to be passed by the Legislatures and of the efficient working of the department, recommend any reduction in the establishment; but would ask the Commissioner to adjust his staff, especially with reference to the collection of statistics and other matters. The Assistant Commissioner, who is now in existence, may profitably be raised to the status of a Deputy Commissioner, so that the work in the Province may suitably be divided between the two Deputy Commissioners.

Employment Exchanges.—We have already recommended that there is no necessity for a separate Department of Resettlement and Employment and that the co-operative societies working under that department may be handed over to the Co-operative department and the land colonization schemes to the Revenue Department. The Employment Exchanges may be handed over to the Labour Department. The Commissioner of Labour agrees with this proposal.

We have already dealt with the scholarships and grants of various kinds given to Scheduled Castes in the Labour Department.

Appointment of Heads of Departments as Secretaries to Government.—We have also discussed with the Commissioner of Labour, the possibility of his serving as Secretary to the Government. He thinks that, with the multifarious work he has to do and the fact that he has to be constantly out of the headquarters, it will not be possible for him to serve as Secretary to the Government.

Commercial Taxes Department.—In view of the recent amendments to the Act introducing important changes and the onerous nature of the work to be done and the fact that the department has been constituted recently, we do not recommend any retrenchment or reorganization, in this department.

Milk Factory, Madras.—We would like to have information on the following points before reconsidering the recommendations made at the meeting held on 17th February 1948 to close down the factory:—

(i) the total quantity of reconstituted milk produced at the Milk Factory every month for the last six months;

(ii) the agency through which the milk powder is being purchased;

(iii) how much of the milk is being sold daily and to whom;

(iv) whether there have been demands on the milk, which cannot be met and if so, details of such demands; and

(v) how much milk powder, carotene, coconut oil, and other constituents there is in stock now, and how much is expected to be received, on orders already placed,

if any. (The quantities should be given in terms of Madras measures of milk which can be produced from the materials.)

The following draft chapters were read and approved with certain alterations:—

- (i) Public Health Department.
- (ii) Director of Resettlement and Employment.
- (iii) Special Officer for Training Clerks and Village Officers; and
- (iv) The Madras Fire Services Department.

The next meeting of the Committee will be held at 12 noon on 4th May 1948.

Thirty-second meeting held on 4th May 1948.

Minutes of the meeting held on 3rd May 1948 were read and confirmed with some alterations.

Reorganization of the Pension System—We discussed the reorganization of the pension system and came to the following decisions:—

The proposals now made are due to two difficulties experienced by Government servants and their families. Some Government servants may die early, leaving their families unprovided for. There is also the question of commutation of pension, which is now in existence, under which those Government servants who are in sound health may commute a portion of their pension. In case of their death not long after pension is sanctioned, their families get no benefit. So, it is now proposed to make two sorts of provisions with a view to provide for the families of Government servants; one is that there should be a compulsory insurance and the other is that there should be a provident fund instituted, to which the Government will pay every month according to an actuarial calculation of the present value of a portion of the pension (half of the pension according to the proposal). This will take the place of the right to commutation.

The objections to the scheme are: (1) the scheme provides for cases where, on account of early death, no pension may be earned and (2) on account of physical unfitness, a person may not be entitled for commutation.

The Government will have to make the payment to the provident fund every month. They will have to find this amount in addition to the salary they pay, though this will be in lieu of the pension they will have to pay later.

In Mysore and Travancore, provision for the families of Government servants dying in harness is made by making it compulsory for every Government servant to pay 10 per cent of their salary and take out an insurance policy for the appropriate amount.

The first question that may be raised is whether the same system may not meet the requirements of the situation and may not be adopted here. There is no question of a contribution to the provident fund by the Government in Mysore and Travancore. We recommend that the system of compulsory insurance should be adopted in the case of all new entrants; in the case of those already in service, insurance may be optional. It is said that, in many cases, especially of low-paid officers, the insurance amount may not be sufficient for the maintenance of the families and that a provident fund will be helpful. This proposal involves the acceptance of the principle that pension is part of the pay and the employee is entitled to it. Even though now it is paid after the termination of his service, it is only what he earned during his service that is paid to him. In that view, we suggest that those who die early will also be earning their pension as they serve, and so, the advance payment by the Government is legitimate; but this arrangement throws responsibility on the Government in three ways. As has been stated above, they will have to make an advance payment, which will increase the annual recurring expenditure at least for the first thirty years. Secondly, they are asked to make an advance payment in lieu of a portion of pension to those who may die in service and who will not be earning the pension. Thirdly, the provident fund will benefit also those who, under the existing rules, will not be entitled to commutation of pension. We think that this additional responsibility thrown on the Government may be met by a reduction in the amount that may be arrived at by actual actuarial calculations as an equivalent to half of the pension. To decide the exact amount of this reduction to cover this additional responsibility is a difficult matter. It will have to be worked out by actuarial calculations. If this arrangement is accepted, there will be no need for commutation of any portion of the pension, but it ought to be realized that the pension earned will be reduced by one-half; that means a person will be getting after retirement only one-fourth of what he was getting as pay when in service. So we consider that in case the Government is prepared to accept the new scheme, in addition to applying it to future entrants, they should give the option to every employee now in service who has put in less than ten years' permanent service to elect whether he will be prepared to forego the reduction referred to above as well as the reduction in his pension by one-half. In the case of these employees, i.e., those who have put in a permanent service of less than ten years, the Government will have to make payments for the past years in a lump sum, so that the provident fund amount in their case may work equitably. It will not be possible to pay the lump sum for the past years in the case of

those who have put in a longer period of service as this will involve the Government in immediate heavy financial liability.

If the above proposal to constitute a provident fund in lieu of a portion of the pension is accepted and it is extended to new entrants and option is given to employees with a service of less than ten years to come under the scheme, employees who have put in a service of ten years and upwards will get no benefit. The considerations mentioned above will apply to their cases also and such of the employees as die in harness or who die soon after retirement without having commuted any portion of their pension should, in equity and fairness, be shown some consideration. We understand that the Government is now giving an *ex gratia* gratuity to officers dying in harness or soon after retirement, the position of whose families requires some support and would recommend that this *ex gratia* gratuity should be given to all employees dying in harness or dying soon after retirement, on some uniform basis.

The above scheme of compulsory insurance and provident fund will begin to operate only from the date of confirmation.

In the case of inferior servants, we do not think that the Government can undertake to pay for their insurance or to start a provident fund for them. It will mean an addition to their present salary. Considering the number of persons involved, it will be a very huge burden on the State and we do not recommend it. On the other hand, the inferior servants may contribute 10 per cent of their salary and get themselves insured for the amount that is possible. They will continue to get the benefit of compassionate gratuity as hitherto, for which other classes of Government servants will not be eligible.

Introduction of State Insurance.—The question of starting a State insurance has also been referred to us. We consider that it is advantageous to have State insurance. As has been stated above, the Government will have to find funds to contribute to the provident fund, and pay interest on the same. This provident fund will have then to be a separate fund earning interest. The Government will also require funds for development schemes. By way of insurance, they will be able to get the funds necessary for these purposes. In these days, the insurance business is one of the surest means for attracting capital and canalising savings. So we would recommend that the Madras Government may also start a State insurance, but they should make the State insurance available for the public as well, for the purpose of attracting capital and for reducing the costs. It is said that the rate quoted for Mysore and Travancore State insurance and by the Postal Life Insurance are not so favourable as those quoted by some of the private Insurance Companies. For competitive business, the rates will have to be more or less the same. In view of that also, it is recommended that the State insurance to be started should take in outside public too. In these days, when insurance is asked to be socialized, the starting of insurance business by the State will not be considered out of place.

As regards the scheme of Postal Insurance, it is a Government of India business not helping the Province in any way and it is not also open to the outside public. The example of industrialists who rely upon Insurance Companies for finance may also be noted.

Messrs. T. K. Duraiswami Ayyar, V. Ponnuswami Pillai and R. Suryanarayana Rao were appointed as Members of the Sub-Committee to examine the working of the following Offices:—

- (1) Board of Revenue,
- (2) Government Transport Department, and
- (3) Office of the Examiner of Local Fund Accounts (this cancels the Sub-Committee already constituted).

The following draft Chapters were read and approved with certain alterations:—

- (i) Excise,
- (ii) Department of Women's Welfare, and
- (iii) Supply of uniform dress and badges to talayaris to distinguish them as Village Police.

We suggested that a Circular on the following lines may be issued to select Heads of Departments, viz., the Inspector-General of Police, Board of Revenue, the Surgeon-General, the Director of Public Health, the Director of Agriculture, the Director of Public Instruction, the Registrar of Co-operative Societies, the Director of Industries and Commerce, and the Chief Engineer (General):—

"The Retrenchment and Reorganization Committee is considering the question of avoiding delay and promoting the expeditious despatch of papers in Government offices. The Committee will be obliged if you will kindly send your suggestions in this regard, within a fortnight."

The next meeting of the Committee will be held at 11-30 a.m. on 5th May 1948.

Thirty-third meeting held on 5th May 1948.

Minutes of the meeting held on 4th May 1948 were read and confirmed with slight alterations.

Delegation of larger and enhanced powers to subordinate officers.—We have been scrutinizing this with reference to each department. We recommend that the proposals so far made by it as well as those suggested by the heads of departments, which are reproduced in the Annexure may be accepted by the Government. Any further delegation of powers which it is considered desirable will be dealt with when the respective departments are taken up for consideration.

The following draft Chapters were read and approved with certain alterations :—

(i) *Medical Department.*—Add the following :—

Madras has grown by leaps and bounds. The medical relief provided for has always been insufficient. Now, people all over the Province are resorting more and more to allopathic treatment and many of them prefer to go to Madras for treatment where better facilities, both by way of specialists and equipment, are available. The City has also extended ; whereas first-class hospitals still remain the same in number and strength. We consider that the facilities for treatment in Madras ought to be considerably increased. At present, the General Hospital and the Stanley Hospital, with such help as is available in the Royapettah Hospital, are providing for medical relief in the City. We consider that at least two more hospitals of the same status as the General Hospital and the Stanley Hospital should be established, one in the new extension of Thyagaroyanagar and the other in Purasawalkam, to serve the different parts of the City. This seems to be a matter of urgent importance, in view of the very large number of patients, who want to get admission in the General Hospital and the Stanley Hospital and fail to get it.

(ii) Education Department.

(iii) Agricultural Department.

(iv) Special Pay.

(v) Conveyance Allowance.

(vi) Menial Establishment.

(vii) Replacement of Land Revenue by levy of Sales Tax on agricultural produce.

(viii) Organization and Methods Branch.

(ix) Public Works Department.

(x) Suggestions called for from Heads of Departments for economies in expenditure.

(xi) Residential telephones.

(xii) Contingencies.

(xiii) Government holidays.

The next Meeting of the Committee will be held at 12 noon on 6th May 1948.

ANNEXURE

ANNEXURE

DELEGATION OF POWERS TO DISTRICT AND OTHER OFFICERS PROPOSED.

Description of powers to be delegated.	In whom at present vested.	To whom proposed to be transferred.	Remarks, if any, for the delegation proposed and the rules to be amended.
(1)	(2)	(3)	(4)
CHIEF ELECTRICAL INSPECTOR TO GOVERNMENT.			
Sanction of actual cost of hiring a conveyance under M.T.A. Rule 44 (b).	Chief Electrical Inspector to Government.	Electrical Inspector	The proposals were considered before by the Government and negatived. (Vide G.O. Ms. No. 116, P.W.D., dated 12.h January 1944.)
Sanction of petty purchase of stationery up to Rs 20.	Do.	Do. .. ..	....

186

POLICE DEPARTMENT.

Repairs to motor vans and purchase of spares up to Rs 1,000 without distinction between spare parts and repairs.	Inspector-General of Police.	Deputy Inspectors-General of Police ..	These are items of a routine nature and the delegation will save time and delay.—Item 39-D, Appendix 7, Madras Financial Code, Volume II, requires amendment.
Repairs to motor vans up to Rs 1,500	Government	Inspector-General of Police	This is a routine item of expenditure. The delegation will save much correspondence. Item 39-D, Appendix 7, Madras Financial Code, Volume II, will have to be amended.
Feeding charges at rates not exceeding Re 1 per day for Policemen and Rs 4 per day for Sergeants.	Deputy Inspectors-General of Police ..	District Superintendents of Police ..	This is a routine item and if delegated will save much delay in payment of bills. The District Superintendents of Police will report their action to the Deputy Inspectors-General of Police for approval. Item 21 (a), Appendix 7, Madras Financial Code, Volume II, to be amended.

Feeding charges up to Re 1-8-0 per day to the men subject to the condition that not more than two meals and one tiffin is given to the men.	Inspector-General of Police.	Deputy Inspectors-General of Police ..	Prices have increased and costs of feeding in excess of Re 1 occur. The Deputy Inspectors-General of Police therefore can be entrusted to sanction this routine item of expenditure. Item 21 (a), Appendix 7, Madras Financial Code, Volume II, will have to be amended.
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241

Sports—Expenditure within the limits of Government grant—Sanction of estimates.	Deputy Inspectors-General of Police ..	District Superintendents of Police ..	This is a routine item and may be delegated to the District Superintendents of Police. The Deputy Inspectors-General of Police will scrutinize the estimates sanctioned by the District Superintendents of Police during their annual inspection. Police Standing Order, Volume I, 333 (2), requires amendment.
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Hiring of buses during bandobust	Do.	Do.	This item, if delegated, will avoid delay and ensure prompt payment of bills. After sanction, the District Superintendents of Police will report the facts to the Deputy Inspectors-General of Police for approval. Item 39 (a), Appendix 7, Madras Financial Code, Volume II, requires amendment.
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187

Erection of sheds, etc., during bandobust and other miscellaneous items of expenditure during bandobust.	Do.	District Superintendents of Police subject to the condition in the case of erection of sheds that the limits prescribed for petty construction and repairs of buildings are not exceeded.	This item, if delegated, will save much time and delay. Item 43 (b), Appendix 7, Madras Financial Code, Volume II, will have to be amended.
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Investigation of crime and apprehension of offenders—Expenditure up to Rs 200.	Inspector-General of Police.	Deputy Inspectors-General of Police ..	The powers, if delegated, to the Deputy Inspectors-General of Police and District Superintendents of Police will reduce correspondence. Item 43 (b), Appendix 7, Madras Financial Code, Volume II, requires amendment.
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Investigation of crime and apprehension of offenders—Expenditure up to Rs 100.	Deputy Inspectors-General of Police ..	District Superintendents of Police ..	Do.
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Description of powers to be delegated.	In whom at present vested.	To whom proposed to be transferred.	Remarks, if any, for the delegation proposed and the rules to be amended.
(1)	(2)	(3)	(4)
To employ skilled labour on non-pensionable establishments whose pay is debited to contingencies subject to a maximum of Rs 28 a month.	Deputy Inspectors-General of Police.	District Superintendents of Police subject to the prevalent local rates as in the case of non-skilled menials like sweepers, scavengers, etc.	This item may be entrusted to the District Superintendent of Police as he has the local knowledge in securing the men at the spot. Sub-paragraph (1) under item 37, Appendix 7, Madras Financial Code, Volume II, to be amended.
To incur expenditure on advertisement charges under 'office expenses' up to a limit of Rs 50.	Do.	District Superintendents of Police	This is a routine item of expenditure and may be delegated to the District Superintendents of Police. Item 40 (2) (1), Madras Financial Code, Volume II, to be amended.
To decide that the public should not be charged for admission to Police games or sports subject to the condition that the amounts allotted to the districts and ranges by the Inspector-General of Police out of the provision for Police Sports are not exceeded.	Do.	Do.	As the District Superintendent of Police is the person who has the local knowledge, the powers may be delegated to him. Police Standing Order, Volume I, Order No. 334, has to be amended.
To incur expenditure on waterman or water charges after making sure that the expenditure is absolutely necessary.	Do.	Do.	This is a routine item of expenditure and may be delegated to District Superintendents of Police. Item 37 (1), Appendix 7, Madras Financial Code, Volume II and G.O. Ms. No. 2476, Home, dated 26th September 1945, will have to be amended.
Scavenging charges—Expenditure up to Rs 15 per mensem.	Inspector-General of Police.	Do.	This is a routine item of expenditure. The District Superintendents of Police have now power to sanction variations in scavenging charges. Item 43 (m), Appendix 7, Madras Financial Code, Volume II, requires amendment.
Water allowance to Head constables and Police constables up to Rs 2 per head per mensem.	Do.	Do.	As the District Superintendent of Police is the person who has the local knowledge and as this is a routine item of expenditure, the powers may be delegated to the District Superintendents of Police—Item 43 (m), Appendix 7, Madras Financial Code, Volume II, requires amendment.

Article 423, Civil Service Regulations—Condition of deficiency in qualifying service exceeding three months but not exceeding twelve months in the case of non-gazetted subordinates.	Inspector-General of Police and Commissioner of Police.	Deputy Inspectors-General of Police.	As the power to sanction pension of the subordinate Police officers is vested in Deputy Inspectors-General of Police and as this delegation to them will avoid correspondence between the Inspector-General of Police and the Deputy Inspectors-General of Police and delay in the sanction of pension. Proviso to clause (2) under Article 423 of the Civil Service Regulations requires amendment.
Pension—Special pay—Counting of—Certification.	Inspector-General of Police.	Authorities competent to sanction pension are Deputy Inspectors-General of Police and District Superintendents of Police.	With a view to avoid delay in the sanction of pension, rule 14 under Article 487 in the Madras Supplement to Civil Service Regulations requires amendment.
Retention in service of a member of the Malabar Special Police Subordinate Service for a period not exceeding three months beyond the normal expiry of the various periods specified in rule 14 of the Malabar Special Police Subordinate Service Rules to earn a higher rate of pension or gratuity.	Do.	Deputy Inspector-General of Police, Western Range.	To avoid correspondence between the Inspector-General of Police and the Deputy Inspector-General of Police, Western Range, and the Commandant, Malabar Special Police, and delay in the sanction of pension or gratuity to the members of the Malabar Special Police Subordinate Service. Item (i) of the proviso to rule 14 of the Special Rules for the Malabar Special Police Subordinate Service requires amendment.
Power to sanction pension to Head constables including Havildar-Majors, Police constables and Sub-Inspectors.	Deputy Inspectors-General of Police.	District Superintendents of Police	To avoid correspondence between Deputy Inspectors-General of Police and District Superintendents of Police and delay in the sanction of pension. Entry 40 in Appendix 1 of Part XII to the Civil Service Regulations to be amended.
Permission to draw the actual cost of hiring a conveyance on a journey for which no travelling allowance is admissible under this rule.	Do.	Officers who pass the travelling allowance bills.	With a view to avoiding delay in payment of travelling allowance claims, rule 44 (b) of the Madras Travelling Allowance Rules to be amended.
Grant of travelling allowance to Police officers of the rank of Inspector of Police and below for journeys performed while on leave to assist in prosecution of cases investigated by them while on duty.	Do.	District Superintendents of Police.	For purpose of travelling allowance, District Superintendents of Police are the controlling authorities for Subordinate Police Officers. The delegation will ensure quick disposal of travelling allowance claims by the members of the Madras Police Subordinate Service. Rule 86 (c) to be amended.

Description of powers to be delegated.	In whom at present vested.	To whom proposed to be transferred.	Remarks, if any, for the delegation proposed and the rules to be amended.
(1) The Inspector-General of Police has been authorized to sanction the grant of daily allowance at one and a half times the ordinary rates to Head constables and Police constables deputed for festival duties and twice the ordinary plains rates to Head constables and Police constables deputed for duty at the festivals of Sreeshailam for sixteen days, Mahanandi for fourteen days and Ahoblam for fifteen days. Permission to a Government servant to travel by and draw mileage allowance by a route other than the shortest.	(2) Deputy Inspectors-General of Police.	(3) District Superintendents of Police.	(4) Sanction of daily allowance claims in the cases referred to is of a routine nature. The power may, therefore, vest with District Superintendents of Police. Note in Annexure IV of the Madras Travelling Allowance Rules to be amended.
Government servants deputed for a course of training may, by the authority who sanctioned the deputation, be allowed to draw daily allowance at half rates for halts in excess of ten days provided the course of training does not exceed two months.	Inspector-General of Police.	Do.	District Superintendents of Police are the controlling authorities for non-gazetted Government servants for purposes of travelling allowance. They are in a better position to decide whether the concession should be allowed in any particular case or not. Rule 20 of the Madras Travelling Allowance Rules to be amended.
Inspector-General of Police can grant daily allowance at rates not exceeding three-fourths of the ordinary rates for the period in excess of ten days up to thirty days if he is satisfied (a) that the prolonged halt is necessary in the interests of public service, (b) that the Government servant has incurred appreciable additional expense in connexion with the halt, and (c) that the halting allowance granted is so regulated as to cover the extra expenses admitted as legitimate, but no more.	Inspector-General of Police (in some cases).	Do.	For purposes of travelling allowance District Superintendents of Police are the controlling authorities for subordinate Police officers. The delegation will ensure quick disposal of travelling allowance claims by the members of the Madras Police Subordinate Service. Rule 98 (a) of the Madras Travelling Allowance Rules to be amended. In G.O. Ms. No. 1602, Home, dated 12th July 1943, the power was delegated to the Deputy Inspectors-General of Police and in G.O. Ms. No. 2985, Home, dated 23rd September 1946, the power was again transferred to the Inspector-General of Police. As this is of a routine nature the power may be delegated to Deputy Inspectors-General of Police. Rule 38 (i) of the Madras Travelling Allowance Rules to be amended.
Date of birth of non-gazetted Government servants—Alteration of.	Do.	Do.	Sanction for the alteration of the date of birth of a non-gazetted Government servant is accorded only on definite proofs. It is

Sanction of additional Police establishments for plague duty under Order No. 21 of the Plague Sanctioning Orders and sanction to the temporary constables of unhealthy locality special pay wherever it is admissible to the permanent staff.	Do.	District Superintendents of Police if called upon by the District Magistrates.	therefore considered that this power can be exercised by the Deputy Inspectors-General of Police. Note under sub-rule 6 under Fundamental Rule 74 (a) (iv) in Annexure II, Part III of the Fundamental Rules to be amended.
Promotion of head constables as Sub-Inspectors and the cessation of their probation as Sub-Inspector.	Deputy Inspectors-General of Police.	District Superintendents of Police.	Additional Police establishments for plague duty have to be sanctioned urgently as a rule. In many cases the District Superintendents of Police concerned employ the required additional Police staff in anticipation of sanction and later regularize their action by obtaining the necessary sanction. If the District Superintendent himself were to be empowered to employ the additional staff necessary and to sanction to such staff unhealthy locality special pay wherever it is admissible to the permanent staff, the delay caused in obtaining the Inspector-General's sanction could be avoided. If this power is to be delegated to the District Superintendent of Police, he will have to send copies of his order employing the additional staff to the Inspector-General of Police, the Deputy Inspector-General of Police concerned, the District Magistrate and the Accountant-General, Madras. Such sanctions may be subjected to revision by the District Magistrate at his discretion as he is the officer who will have knowledge of local conditions. Promotion of head constables as Sub-Inspectors will be made by District Superintendents of Police after 'C' list is approved by the Deputy Inspectors-General of Police. District Superintendents of Police may also be empowered to cease the probation of head constables officiating as Sub-Inspectors. If those powers are delegated to District Superintendents of Police, unnecessary delay and correspondence will be avoided. Annexure I to the Special Rules for the Madras Police Subordinate Service will require amendment.

Description of powers to be delegated.	In whom at present vested.	To whom proposed to be transferred.	Remarks, if any, for the delegation proposed and the rules to be amended.
(1) Recovery from pay of Sub-Inspectors, Sergeants, Sergeants-Major, Inspectors, and Managers and Accountants for any pecuniary loss caused to Government.	(2) Deputy Inspectors-General of Police.	(3) District Superintendents of Police.	(4) This power may be delegated to the District Superintendents of Police as only the simplified procedure of giving the officers concerned a reasonable opportunity to show cause against the action proposed to be taken against them has to be followed before this punishment is imposed on them. This power, if delegated, will also obviate delay and save unnecessary correspondence. The schedule to the D. and A. Rules for the Madras Police Subordinate Service and the Malabar Special Police Subordinate Service in respect of non-gazetted Police Officers and the appendix to the Civil Services (Classification, Control and Appeal) Rules, in respect of non-gazetted ministerial officers require amendments.
	Do.	Do.	.. Withholding of promotion within the same rank arises only in the case of European Sergeants and Sergeants-Major. As others are now on a time-scale, the question of withholding promotion in their cases does not arise.
	Do.	Do.	.. This is a routine item of work and if delegated to District Superintendents of Police will save delay and unnecessary correspondence. Annexure I to the Fundamental Rules will require amendment.
	Do.	Do.	.. Do.
Training of constables, head constables and Sergeants in traffic regulation in Madras City.	Do.	Do.	.. Do.
To permit subordinate Police officers and ministerial officers in the districts to hold office in any co-operative society or serve on any committee appointed for the management of its affairs when the society does not consist wholly of Police officers.	Do.	Do.	.. This work is of a routine nature and if it is delegated to District Superintendents of Police, it will save delay and unnecessary correspondence between District Superintendents of Police and Deputy Inspector-General of Police. Rule 13 (3) of the Madras Subordinate Police Officers' Conduct Rules and rule 12 (2) of the Government Servants' Conduct Rules will have to be amended.
To permit the recovery in instalments of amounts advanced to the subscribers to the General Provident Fund for financing life assurance policies when such amounts become summarily recoverable. Power to grant certificates to non-gazetted Police officers for the drawal of motor vehicle tax at the cost of the Government.	Do.	Do.	.. This work is of a routine nature which if delegated will save delay and unnecessary correspondence. Rule 20 of the General Provident Fund (Madras) Rules will require amendment.
	Do.	Do.	.. The prescribed certificates may be issued by the District Superintendents of Police and attached to the bills in which the tax is drawn. No amendment to any rules necessary.
Rent for office accommodation—	Inspector-General of Police.	Inspector-General of Police (permanently).	The powers granted to the Inspector-General of Police as a temporary measure up to 30th June 1947 may be delegated permanently. Item 49, Appendix 7, Madras Financial Code, Volume II, will require amendment. If this power is delegated to the Deputy Inspectors-General of Police it will save correspondence in this office. Item 49-I, Appendix 7, Madras Financial Code, Volume II, will require amendment.
(a) Up to Rs 200 per mensem when it is provided in a separate building. (b) Up to Rs 100 per mensem when it is provided in a building partly used as private residence and as office.			
To provide accommodation for offices and for Police Officers the Inspector-General of Police may take private buildings on lease for periods not exceeding five years at a time and up to Rs 100 per mensem subject to the condition that in the case of Police Officers not entitled to rent-free quarters, the payment of rent in excess of 10 per cent of pay is not involved.			
Works—(Non-residential). To sanction works up to Rs 10,000.	Government	Inspector-General of Police	.. This is the limit up to which works are classified as "minor works." If this power is delegated to the Inspector-General of Police it will save much correspondence. (Office Manual Order 73 and item 16, Appendix 12, Madras Financial Code, Volume II.)
Petty construction and repairs except in respect of residential buildings— (a) (i) Petty construction including original works Rs 1,000. (ii) Repairs Rs 2,500 (b) Petty construction and repairs Rs 5,000. (c) Petty construction and repairs Rs 10,000.	Inspector-General of Police.	District Superintendents of Police	.. If these powers are delegated much correspondence will be saved. (Office Manual Orders 73 and 81 and item 16, Appendix 12, Madras Financial Code, Volume II.)
(i) Repairs Rs 2,500			
(b) Petty construction and repairs Rs 5,000. (c) Petty construction and repairs Rs 10,000. Repairs to block of lines Rs 2,500 for each			

Description of powers to be delegated.	In whom at present vested.	To whom proposed to be transferred.	Remarks, if any, for the delegation proposed and the rules to be amended.
(1)	(2)	(3)	(4)
Residential buildings other than rent-free quarters— Petty construction up to Rs 1,000 provided that rent is not increased by more than 10 per cent.	Government	Inspector-General of Police	This will save much routine correspondence. [Office Manual Order 73 and Appendix 12, Madras Financial Code, Volume II.—Paragraph 9 under (B) Residential Buildings.] Do.
Petty construction up to Rs 500 provided that rent is not increased by more than 10 per cent.	Inspector-General of Police.	Deputy Inspector-General of Police	These are routine sanctions and much unnecessary correspondence will be saved. (Office Manual Order 73 and Appendix 14, Madras Financial Code, Volume II.) Do.
Electrical works (non-residential)—	Government	Inspector-General of Police	
Rs 2,000 including original installations	Inspector-General of Police.	District Superintendent of Police	Do.
Rs 200 for extensions subject to the scale of electric installations prescribed in G.O. No. 2348, P.W., dated 31st October 1940.	Do.	Deputy Inspector-General of Police	Do.
Rs 500 for extensions subject to the scale of electric installations prescribed in G.O. No. 2348, P.W., dated 31st October 1940.	Government	Inspector-General of Police	This will save correspondence of a routine nature. (Office Manual Order 73 and Appendix 14, Madras Financial Code, Volume II.) Do.
Up to Rs 500 (for extensions) provided that the rent for each residence including outhouses is not increased by more than 10 per cent.	Inspector-General of Police.	Deputy Inspector-General of Police.	
Residential buildings—Except in the case of rent-free quarters—	Government	Inspector-General of Police	
Up to Rs 5,000	Inspector-General of Police.	District Superintendent of Police	The proposed limit will apply to the original cost of the building. (Office Manual Order 92.) Do.
Up to Rs 1,000	Inspector-General of Police.	District Superintendent of Police	These are routine sanctions and much unnecessary correspondence will be saved.—Permanent delegation up to Rs 100. (Madras Financial Code, Volume II, Appendix 23, Item I.)

184

Repairs to tents—**Annual expenditure of—**

- (i) Rs 20 per set of tents for the first three years after twelve months of the date of original issue of tents.
- (ii) Rs 25 for the next two years.
- (iii) Rs 30 for any further period.
- Joining time—Extension of—To Subordinate Police Officers.

Deputy Inspectors-General of Police, District Superintendents of Police and Principal, Police Training School, Vellore.

Inspector-General of Police.

Deputy Inspectors-General of Police, District Superintendents of Police in the case of Sub-Inspectors and Deputy Inspectors-General of Police in the case of Inspectors, Sergeants-Major and Sergeants.

To avoid frequent reference to this office on routine matters. [Office Manual Order 261 (1) will have to be amended.]

Transfers are being made by the Deputy Inspectors-General of Police and District Superintendents of Police. To avoid frequent reference to this office on such matters, Fundamental Rule 106 has to be amended.

FOREST DEPARTMENT.

Section 66, Madras Forest Department Code.

Sale and dismantlement of buildings . . . Chief Conservator up to Rs 5,000 . . . District Forest Officers up to Rs 2,500.

Conservators up to District Forest Officers

Conservators to the extent District Forest Officers required.

Chief Conservator up to Rs 144 for a year in each case.

Conservators up to Rs 50 District Forest Officers per annum in each case.

Item 49, Appendix 7, Madras Financial Code, Volume II.

Do.

Do.

EDUCATION DEPARTMENT.

Grants-in-aid Code, rule 32.

Award of scholarships and fee remissions in Secondary Schools under aided management up to 10 per cent of the total fees reckoned at standard rates under the Grants-in-aid Code.

Divisional Inspectors of Schools in respect of boys' schools.

Inspectresses of Schools in respect of girls' schools.

Sanction of ordinary advance in the case of non-gazetted officers in the Education Department in receipt of not less than Rs 150 per mensem under the General Provident Fund (Madras) Rules.

District Educational Officers, Inspectors of Schools, Heads of Offices under the Director of Public Instruction.

District Educational Officers, Inspectors of Schools, Heads of Offices under the Director of Public Instruction.

General Provident Fund (Madras) Rules, rule 14.

185

Description of powers to be delegated.	In whom at present vested.	To whom proposed to be transferred.	Remarks, if any, for the delegation proposed and the rules to be amended.
(1) Sanction and revision of permanent advance to the subordinate officers.	(2) Director of Public Instruction.	(3) Divisional Inspectors of Schools in respect of all officers subordinate to them.	(4) Madras Financial Code, Volume I, Article 95.
Sanction for purchase of periodicals (foreign and inland) for supply to offices and institutions under the control of the Director of Public Instruction.	Do.	Principals of colleges, Divisional Inspectors and Inspectresses of Schools, etc., subject to the budget provision placed at their disposal and the purchase being confined to items approved by the Director.	Madras Financial Code, Volume II, Appendix 7, item 8 (B) (2).
Condonation regarding deficiency in the minimum number of working dates in case of elementary schools other than those under panchayat management.	Director of Public Instruction (to the extent necessary); District Educational Officers.	Divisional Inspectors of Schools.	Madras Elementary Education Act, section 3 (1).
Exemptions from the required qualifications in the case of teachers and headmasters in elementary schools.	Shortage not exceeding thirty days on account of the prevalence of an epidemic or for any other similar reason.	Inspectresses of Girls' Schools.	Shortage up to sixty days for any reason in the case of boys' schools. Shortage up to sixty days for any reason in the case of girls' schools.
Sanction to appointment of night watchman in local body elementary schools.	Divisional Inspectors (in the case of elementary schools for boys).	District Educational Officers in the case of boys' schools subject to furnishing a statement of exemptions to the Divisional Inspectors at the end of each month.—Exemption should not exceed two years.	Rule 12 (5) of the rules for recognition to elementary schools.
Recognition of Taluk, Municipal and Aided School Teachers' Unions.	Do.	Do.	Do.
Power of suspension of teachers' certificates in elementary schools and power to cancel teachers' certificates of any grade.	Director of Public Instruction (in the case of girls' schools).	Inspectresses of Girls' Schools subject to suitable rules being framed and a monthly report being submitted to the Director of Public Instruction.	G.O. No. 1149, Education, dated 24th June 1940.
Exemption of teachers' certificates in elementary schools and power to cancel teachers' certificates of any grade.	Do.	Divisional Inspectors of Schools.	G.O. Ms. No. 416, Education, dated 24th February 1939.
Cancellation of teachers' certificates of any grade other than the collegiate—Director of Public Instruction.	Director of Public Instruction in the case of teachers in elementary schools under the control of District Educational Officers.	District Educational Officers.	Appellate authorities being the Director of Public Instruction and the Divisional Inspectors.
Exemption of secondary school (boys) from the introduction of manual training.	Do.	Do.	Do.
Refund of fees collected from apprentices in the Kerala Soap Institute when they are unable to undergo the training.	other than collegiate in elementary schools under the control of District Educational Officers.	Divisional Inspector of Schools.	Madras Educational Rule 154.
Refund of fees collected from apprentices in the various institutes when they are unable to undergo the training of the Department of Industries and Commerce such as School of Arts and Crafts, Government Textile Institute, etc.	Cancellation of teachers' certificates of any grade other than the collegiate—Director of Public Instruction.	Divisional Inspector of Schools subject to the submission of a report to the Director of Public Instruction in March of each year.	....
Refund of fees collected from apprentices in the Kerala Soap Institute when they are unable to undergo the training.	Do.	Do.	....
Refund of fees collected from apprentices in the various institutes when they are unable to undergo the training of the Department of Industries and Commerce such as School of Arts and Crafts, Government Textile Institute, etc.	Do.	Do.	....
Refund of fees collected from apprentices in the various institutes when they are unable to undergo the training of the Department of Industries and Commerce such as School of Arts and Crafts, Government Textile Institute, etc.	Do.	Do.	....
Refund of fees collected from apprentices in the various institutes when they are unable to undergo the training of the Department of Industries and Commerce such as School of Arts and Crafts, Government Textile Institute, etc.	Do.	Do.	....
Refund of fees collected from apprentices in the various institutes when they are unable to undergo the training of the Department of Industries and Commerce such as School of Arts and Crafts, Government Textile Institute, etc.	Do.	Do.	....
Refund of fees collected from apprentices in the various institutes when they are unable to undergo the training of the Department of Industries and Commerce such as School of Arts and Crafts, Government Textile Institute, etc.	Do.	Do.	....
Refund of fees collected from apprentices in the various institutes when they are unable to undergo the training of the Department of Industries and Commerce such as School of Arts and Crafts, Government Textile Institute, etc.	Do.	Do.	....
Refund of fees collected from apprentices in the various institutes when they are unable to undergo the training of the Department of Industries and Commerce such as School of Arts and Crafts, Government Textile Institute, etc.	Do.	Do.	....
Refund of fees collected from apprentices in the various institutes when they are unable to undergo the training of the Department of Industries and Commerce such as School of Arts and Crafts, Government Textile Institute, etc.	Do.	Do.	....
Refund of fees collected from apprentices in the various institutes when they are unable to undergo the training of the Department of Industries and Commerce such as School of Arts and Crafts, Government Textile Institute, etc.	Do.	Do.	....
Refund of fees collected from apprentices in the various institutes when they are unable to undergo the training of the Department of Industries and Commerce such as School of Arts and Crafts, Government Textile Institute, etc.	Do.	Do.	....
Refund of fees collected from apprentices in the various institutes when they are unable to undergo the training of the Department of Industries and Commerce such as School of Arts and Crafts, Government Textile Institute, etc.	Do.	Do.	....

Description of powers to be delegated.	(1)	In whom at present vested.	(2)	(3)	Remarks, if any for the delegation proposed and the rules to be amended.
Provision of labour for building or other work and such engagements.	Execution of agency agreements (such as for soaps manufactured in the Kerala Soap Institute, Calicut, shark liver oil, etc.), and deeds relating to fishery.	Do.	Do.	Departmental officers up to a limit of Rs 1,000.	Madras Financial Code, Volume II, Appendix 4, item 20.
Purchase of books	.. .. .	Do.	Do.	Principals, Government Textile Institute, Institute of Leather Technology and Polytechnics; Oil Technologist, Kerala Soap Institute, Calicut; Sericultural Expert, Kollegal; Ceramic Expert, Madras; Glass Technologist, up to a limit of Rs 100 per mensem, Superintendents, Government Industries Schools, up to a limit of Rs 50 per mensem.	Madras Financial Code, Volume II, Appendix 7, item 47, under Serial No. 8.
Games, sports and physical exercises; annual grant in aid to the Sports Fund in the Government School of Technology, Madras, collected from the students.	Grants up to Rs 30 for the first year and Rs 20 for the second year in respect of Fisheries Schools.	Do.	Do.	Principal, Government School of Technology.	Madras Financial Code, Volume II, Appendix 7, item 24.
Advertisement charges, other than on advertising soaps.	.. .. .	Do.	Do.	Deputy Director of Fisheries (Marine), Madras.	Do.
.. .. .	.. .. .	Do.	Do.	Manager, Government Oil Factory, Calicut (for shark liver oil), Ceramic Expert (for ceramic articles made in the Ceramic factory), Assistant Director of Fisheries (Pearl and Chank), Tuticorin, General Manager, Government Silk Filatures, Kollegal. Not exceeding Rs 1,000 a year.	Madras Financial Code, Volume II, Appendix 7, item 40.
Photographic charges, other than those incurred by the Sericultural Expert.	.. .. .	Do.	Do.	Up to Rs 25. Principals, Polytechnics, School of Arts and Crafts, Madras; Government Textile Institute, Madras; Institute of Leather Technology; Oil Technologist, Kerala Soap Institute, Calicut, Kollegal.	Madras Financial Code, Volume II, Appendix 7, item 41.

Purchase of stationery articles up to a limit of Rs 20 in each case.

General Manager, Government Silk Filatures, Kollegal, Assistant Director of Fisheries, Superintendents of Government Industrial Schools.

Do.

Madras Financial Code, Volume II, Appendix 9, Rule 7.

Sericultural Expert, Principal of Polytechnics, Institute of Leather Technology, Government Textile Institute, School of Arts and Crafts, Deputy Director of Fisheries, Industrial Engineer, General Manager, Government Silk Filatures, Kollegal.

Expenditure on Electrical works in respect of non-residential buildings—Additions, improvements and alterations.

Departmental Officers in whose offices there are electric installations (except rented buildings) up to Rs 100 a year.

Madras Financial Code, Volume II, Appendix 14.

Write off of losses of public moneys included in the cash accounts and stores, etc.

Madras Financial Code, Volume II, Appendix 23.

Departmental Officers in charge of stores, such as Industrial Engineers, Madras, Principals of Polytechnics, Principal, Government Textile Institute, Principal, Institute of Leather Technology, Madras, Sericultural Expert, Kollegal, General Manager, Government Silk Filatures, Kollegal, Business Manager, Government Oil Factory, Calicut, Oil Technologist, Kerala Soap Institute, Calicut, up to Rs 100. Assistant Industrial Engineers, Assistant Directors of Fisheries up to Rs 50.

Repairs to motor vans, buses, lorries, etc.

Director of Industries and Commerce, up to Rs 500.

General Manager, Government Silk Filatures, Kollegal, Sericultural Expert, Kollegal, Principal, Arthur Hope Polytechnics, Coimbatore, Assistant Directors (Deep Sea Fishing), Fisheries Information Officer, up to Rs 250.

Madras Financial Code, Volume II, Appendix 7, item 39.

(1) Description of powers to be delegated.	(2) In whom at present vested.	(3) To whom it is proposed to be transferred.	(4) Remarks, if any, for the delegation proposed and the rules to be amended.
Recurring contingent expenditure relating to District Officers. Advances on transfer to officiating Government servants. Initial supply of bicycles Taking on lease private buildings on a monthly rental exceeding Rs 100 per mensem up to Rs 200.	(2)	REGISTRATION DEPARTMENT. Inspector-General of Registration and other heads of departments. Do. Do. Do.	
	(2)		
	(2)		
Grant of leave to subordinate staff, viz., upper division clerks, Veterinary Assistant Surgeons, Compounders, etc.	Director of Veterinary Services.	Veterinary Department. Departmental District Officers	To reduce administrative work in the office of the Head of Department.
Entertainment of arbitration references under section 51 (i) (c) of the Madras Co-operative Societies Act VI of 1932. Utilization of the Reserve Fund in the business of a co-operative society under rule XIII of the rules framed under the Madras Co-operative Societies Act VI of 1932. Punishment including stoppage of increments of Senior Inspectors working under the Deputy Registrars. Declaration of probation of Junior Inspectors of Co-operative Societies. Amendment to by-laws of a co-operative society under section 12 of the Madras Co-operative Societies Act which are deviations from the model. Fixation of lending limits of Central Banks in respect of short term and medium term loans. Issue of audit certificates of all societies in the district except those of Central Bank and Central Stores.	Registrar of Co-operative Societies.	Co-OPERATIVE DEPARTMENT. Registrar of Co-operative Societies.	As Deputy Registrars have had necessary experience of the work the power may be delegated to them. Do.
	Do.	Do.	Do.
	Joint Registrar of Co-operative Societies.	Do.	Madras Civil Service (Classification, Control and Appeal) Rules.
	Registrar of Co-operative Societies.	Do.	Madras Co-operative Subordinate Service Rules. Section 12 of the Madras Co-operative Societies Act.
	Do.	Do.	Rule VIII-A of the rules framed under the Co-operative Societies Act.
Deputy Registrar in respect of non-credit, special types and limited liability credit societies.	Do.	Sub-Registrars	Section 37 of the Madras Co-operative Societies Act VI.

Levy of the cost of enquiry and inspection under section 41 of the Act and cost of preparation of annual returns.

Registrar of Co-operative Societies.	Deputy Registrar.
Admission of members to and their expulsion from Land Colonization Co-operative Societies.	Do.
Forwarding of a certificate of verification of collateral securities to the Madras Provincial Co-operative Bank.	Do.
Permission for investment of funds of local bodies in the Co-operative Central Banks.	Do.
Issue of orders for adjustment of excess share capital of primary societies towards loans due by them.	Do.
Permission for incurring of expenditure out of District Liquidation Fund to meet cost of furniture, printing of forms, etc.	Do.
Return of bonus received from the Central Land Mortgage Bank prior to 1938.	Do.

INSPECTOR OF MUNICIPAL COUNCILS AND LOCAL BOARDS.

Inspector of Municipal Councils and Local Boards.	Municipal Deputy Inspector of Municipal Councils and Local Boards.
Condonation of shortage of working days in panchayat schools.	Do.
Transfer of equipment from a defunct panchayat school to another school.	Do.
Permission to shift radio from one place to another.	Do.
Libraries of panchayats, inspection reports and all correspondence relating to libraries.	Do.
Location of district board offices.	Do.
Half-yearly business returns of district boards and municipal offices—Review.	Do.
Quarterly return of subjects pending for over two months in municipal offices.	Do.
Transfer of proposals of Public Health establishments of local bodies.	Do.
Power of appointment of upper division clerks and disciplinary control, grant of leave, sanction of increment, etc., in Deputy Inspectors' offices.	Do.

These items of work are purely of a routine nature and can well be disposed of in a subordinate office.

Description of powers to be delegated.

In whom at present vested.

To whom proposed to be transferred.

Remarks, if any, for the delegation proposed and the rules to be amended.

(1)
(a) Extraordinary expenditure incurred by municipal councils, district boards and panchayat boards up to the limit prescribed in G.O. No. 3362, J.A., dated 1st December 1943.

(2)
Inspector of Municipal Councils and Local Boards.

(3)
Deputy Inspector of Municipal Councils and Local Boards.

(4)
These items of work are purely of a routine nature and can well be disposed of in a subordinate office.

(b) Contribution by district boards under section 121 of Madras Local Boards Act and municipal councils under section 121 of the Madras District Municipalities Act.

Approval of by-laws of panchayats, municipal councils and district boards.

Sanction of travelling allowance of officers and servants of municipal councils and district boards.

Sanction of leave to executive officers which does not exceed one month and which does not involve posting of a substitute.

Maintenance of service books of executive officers who have no lien on any other posts.

Apportionment of leave salary contribution of executive officers.

Appointment of District Panchayat Officers to conduct election of President when both the offices of the President and Vice-President are vacant.

Review of budget estimates of Panchayat Boards.

Sanction to the investment of funds by Panchayat Boards.

Sanction to the increase of permanent advance with Presidents of Panchayat Boards.

Apportionment of profession tax among Panchayat Boards.

MADRAS FIRE SERVICE DEPARTMENT.

Director of Fire Services .. Chief Regional Fire Officers up to Rs 1,300 in each case.
Do. .. Chief Regional Fire Officers up to Rs 1,300 in each case without limit.

FOOD DEPARTMENT.

Power to sanction rents of buildings for delegated to heads of Delegation may be made permanent providing office accommodation. departments during the and extended to District Officers war years. subject to the condition that the P.W.D. should certify as to the non-availability of Government buildings and the reasonableness of the rent.

ENHANCEMENT OF EXISTING POWERS AND FRESH SANCTION OF POWERS TO DISTRICT AND OTHER OFFICERS PROPOSED.

Description of expenditure.	Existing powers of officers.	Proposed enhancement of powers of officers.	Rules to be amended.
(1)	(2)	(3)	(4)
IRRIGATION DEPARTMENT.			
Works and extensions and improvements under the heads XVII and XVIII. Irrigation—Administrative approval.	Executive Engineers Rs 500.	Rs 2,000 and 5,000 in the case of Executive Engineers over five years as Executive Engineers.	430 (a) of the Public Works Department Code.
Capital Works under the heads 19 and 68. Irrigation—Administrative approval.	Executive Engineers, nil.	Do.	Do.
Technical sanction to works	Executive Engineers Rs 10,000.	Rs 20,000 for all Executive Engineers who have been Executive Engineers for more than five years with exceptions in individual cases, if necessary.	430 (b) of the Public Works Department Code.
Contracts	To accept the tenders for sanctioned works provided that the amount of the tender does not exceed the amount of sanctioned estimate plus the permissible excess and subject to a limit of Rs. 10,000 or other higher limit authorized by the Chief Engineer for Irrigation. Chief Engineer may invest permit Executive Engineers or officiating Executive Engineers who have officiated or are likely to officiate in such charge for more than three months to enter into contracts based on the lump sum tender system up to a limit of Rs 25,000 subject to certain conditions.	Rs 20,000 in the case of Executive Engineers over five years as Executive Engineers.	431 of the Public Works Department Code.

Leases of land in charge of Public Work Department for agricultural and non-agricultural purposes.

May sanction grants in Value up to Rs. 3,000 and a period of 172 (vii) of the Public Works Department Code. excess in which the value of the property does not exceed Rs 1,000 and the period does not exceed one year.

Description of expenditure.	Existing powers of officers.	Proposed enhancement of powers of officers.	Rules to be amended.
(1)	(2)	(3)	(4)
Incurring of recurring contingent expenditure ..	ELECTRICITY DEPARTMENT.		
	Electrical Inspector ..	to Electrical Inspector to Government ..	The limit may be enhanced in view of the general increase in the price level of articles.
	Government up to Rs 10.	up to Rs 25.	
Appointment of Rangers and Forest apprentices.	FOREST DEPARTMENT.		
	Chief Conservator ..	of Conservators of Forests ..	Rules 3 and 9 of Madras Forest Service Rules.
	Forests.		
Purchase of furniture, apparatus, books, etc. ..	EDUCATION DEPARTMENT.		
	Divisional Inspectors ..	of Divisional Inspectors of Schools up to ..	Madras Financial Code, Volume II, App. 7,
	Schools up to Rs 500.	Rs 1,000.	items 8 (30-32) and 23.
	Inspectresses of Girls' ..	Inspectresses of Girls' Schools up to ..	
	Schools up to Rs 250.	Rs 1,000.	
	District Educational Offi- ..	cers up to Rs 250.	District Educational Officers up to ..
	cers up to Rs 250.	Rs 500.	
	Divisional Inspectors ..	of Divisional Inspectors of Schools up to ..	Madras Financial Code, Volume II, App. 12,
	Schools up to Rs 500.	Rs 1,500.	items 20 and 21.
	Inspectresses of Girls' ..	Inspectresses of Girls' Schools up to ..	
	Schools up to Rs 250.	Rs 1,500.	
	District Educational Offi- ..	cers up to Rs 250.	District Educational Officers up to ..
	cers up to Rs 250.	Rs 500.	
	For office accommodation—		
		For office, school or hostel accommodation—	
	Divisional Inspectors of ..	Divisional Inspectors of Schools up ..	Madras Financial Code, Volume II, App. 7
	Schools up to Rs 30 ..	to Rs 100 per mensem.	items 49 (II and IV).
	per mensem.		
	Inspectresses of Girls' ..	Inspectresses of Girls' Schools up ..	
	Schools up to Rs 15 ..	to Rs 100 per mensem.	
	per mensem.		
	District Educational Offi- ..	cers up to Rs 15 per ..	District Educational Officers up to ..
	cers up to Rs 15 per ..	Rs 30 per mensem.	
	mensem.		
	For other public purposes—Nil.		

Refund of fees paid by students ..	District ..	District Educational Officers and ..	Madras Financial Code, Volume II, App. 2, item 12 (a).
	Officers and Inspectresses ..	Inspectresses of Girls' Schools—	
	of Girls' Schools—Power ..	Power to sanction also refund to the ..	
	to sanction refund of ..	extent admissible of fees paid by ..	
	equitable portion of the ..	students who are subsequently ..	
	terms fees paid by a ..	granted free studentships or fees ..	
	student who leaves the ..	concessions.	
	school in the course of a ..		
	term.		
	Divisional ..	Divisional ..	
	Inspectors ..	Inspectors—Exceeding ..	
	—Above Rs 250 up to ..	Rs 500 but not exceeding Rs 1,000.	
	Rs 500 in the case of ..		
	boys' schools.		
	District ..	District Educational Officers and ..	
	Officers and Inspectresses ..	Inspectresses of ..	
	of Schools—Not exceed- ..	ing Rs 500.	
	ing Rs 250.		
	District ..	District Educational Officers and ..	Madras Financial Code, Volume II, App. 23 (b)-3.
	Officers and Inspectresses ..	Inspectresses of Schools, Principals ..	
	of Schools and Principals ..	of Government Training Colleges— ..	
	Colleges—Up to Rs 100.	Up to Rs 400.	
	Divisional Inspectors— ..	Up to Rs 1,000.	
	Rs 300. Director of ..	Director of Public Instruction— ..	
	Public Instruction— ..	Above Rs 1,000.	
	Above Rs 300.		
	Inspectresses of ..	Schools—Up to ..	Grant-in-Aid Code, Rule 61 (a).
	Schools—Nil.	Rs 500 in respect of Secondary ..	
		Schools for Girls and Training ..	
	Schools for Women.		
	INDUSTRIES AND COMMERCE DEPARTMENT.		
	Assistant Director ..	The limit may be raised to Rs 2,000.	Madras Financial Code, Volume II, App. 4, item 20.
	Fisheries—Up to Rs 1,000.		
	Principal, School of Arts ..	The limit may be raised to Rs 100 per ..	Madras Financial Code, Volume II, App. 7, item 48 under Serial No. 8.
	and Crafts—Up to Rs 50 ..	annum.	
	per annum.		
	Director of Industries and ..	The limit may be raised to Rs 2,000.	Madras Financial Code, Volume II, App. 7, item 23.
	Commerce—Up to ..		
	Rs 500 at any one time.		
	The Government servants ..	empowered to draw con- ..	
	tingent bills up to Rs 100 ..	at any one time.	

* A number of Industrial Schools and Polytechnics are being opened in this department.

Description of expenditure.	Existing powers of officers.	Proposed enhancement of powers of officers.	Rules to be amended.
(1)	(2)	(3)	(4)
Games, Sports and Physical exercises—Grants-in-aid to the Sports Fund—Fisheries Technological Institute—Tuticorin.	.....	Deputy Director of Fisheries (Marine)—Up to Rs 25.	Madras Financial Code, Volume II, App. 7, item 24.
Purchase or condemnation of stores other than furniture	(1) Industrial Engineer, Madras, Inspector of Industrial Schools, Madras, Principal, Government Textile Institute, Madras, Principal, School of Arts and Crafts, Madras and Superintendent, Kerala Soap Institute, Calicut.	The limit may be raised to Rs 400 ..	Madras Financial Code, Volume II, App. 7, item 54.
	Sericultural Expert, Kollegal, Inspector of Fisheries, Vizagapatam—Rs 200 at any one time.	The limit may be raised to Rs 400 ..	
	The Principals of Polytechnics, Government Manager, Government Silk Filatures, Principal, Institute of Leather Technology, Business Manager, Government Oil Factory, Calicut, Ceramic Expert and Assistant Directors of Fisheries—Present power—Nil.	Rs 400 at any one time ..	Madras Financial Code, Volume II, App. 7, item 54.
(For the entry "Superintendent, Kerala Soap Institute, Calicut" the entry "Oil Technologist, Kerala Soap Institute, Calicut" may be substituted.)			
	(2) Assistant Industrial Engineers, Superintendent, Leather Trade Institute, Madras, Superintendents, Government Industrial Schools at Calicut, Bellary and Madura and Trade School, Mangalore—Rs 100 at any one time.	The money limit may be raised to Rs 200.	Madras Financial Code, Volume II, App. 7, item 54.
The entry "Superintendent, Leather Trades Institute" be deleted as this has been suggested for inclusion in item (1) above.			

206

For the entry "Superintendent, Government Industrial Schools at Calicut, Bellary and Madura and Trade School, Mangalore," substitute "Superintendents, Government Industrial and Trade Schools".

Expenditure on works not executed by the Director of Industries and Commerce—Maximum limit for each work Rs 2,500.

Oil Technologist, Kerala Soap Institute, Calicut, Business Manager, Government Oil Factory, Calicut, General Manager, Government Silk Filatures, Kollegal, Principals, Government Textile Institute, Madras, Government School of Technology, Madras, Schools of Arts and Crafts, Madras, Institute of Leather Technology, Madras, and Principals of Polytechnics and Superintendents, Government Industrial Schools, Ceramic Expert, Assistant Industrial Engineers and the Assistant Directors of Fisheries.

Limit may be raised to Rs 5,000 .. Madras Financial Code, Volume II, App. 12, item 31.

Rs 100 per original work and Rs 50 for repairs. Madras Financial Code, Volume II, App. 12, item 32.

207

Similar power is now enjoyed by Principals of Medical Colleges, Superintendents of Government Hospitals at Madras, etc.

May be empowered to accord administrative approval to original works up to a limit of Rs 500.

Present power—Nil.

Principals of School of Arts and Crafts, Government Textile Institute, Assistant Industrial Engineer, Workshops, Principal, Institute of Leather Technology, Madras.

Present powers—Nil.

Director of Industries and Commerce—

Renting of private lands and buildings

Enhanced rates of rents now prevailing necessitates this increase. Madras Financial Code, Volume II, App. 7, item 49.

The limit may be raised to Rs 250 per mensem.

The limit may be increased to Rs 100 a month.

(a) when the accommodation is provided in a separate building Rs 100 in each case.

(b) when the accommodation is provided in a building partly used as a private residence, etc., proportionate rent up to a maximum of half the rent or Rs 45 a month whichever is less.

Description of expenditure.	Existing powers of officers.	Proposed enhancement of powers of officers.	Rules to be amended.
(1)	(2)	(3)	(4)
Purchase of furniture		Inspector-General of Registration and District Registrars up to Rs 250	 Item 23, App. 7 of Madras Financial Code, Volume II.
Petty construction and repairs		District Registrars up to Rs 100	 Item 41, App. 12 of Madras Financial Code, Volume II.
Original works other than residential buildings and electrical works.		Inspector-General of Registration up to Rs 5,000.	 Paragraph 438, Public Works Department Code (2nd Edition).
Improvements to existing residential buildings.		Inspector-General of Registration up to Rs 500.	 Paragraph 440, Public Works Department Code (2nd Edition).

208

VETERINARY DEPARTMENT.

Purchase of books	Livestock Development Officer.	May buy books on technical matters published in or out of India after previous consultation with the Director of Veterinary Services.	Item No. 8, App. 7 of Madras Financial Code, Volume II.
Annual limit of Rs 25.	Principal, Madras Veterinary College.	Annual limit of Rs 100.	No limit. Same as that delegated to Principal of a Government College, No. 26 and Principal, Agricultural College, No. 44, App. 7, Madras Financial Code, Volume II.

(a) Losses of public money included in the cash accounts and stores included in the stock or other accounts. Nil

(b) Value of livestock lost or dead or transferred to Pinjrapole or destroyed.

Value or cost of replacement of egg settings and chickens that die in transit when supplied to private parties from the Agricultural College Dairy, Coimbatore, or a Research Station.	Principal, Madras Veterinary College, Superintendent, Livestock Research Station, Hosur.	Livestock Development Officer, Principal, Madras Veterinary College, Superintendent, Livestock Research Station, Hosur.	Rs 50 in each case and not to exceed Rs 300 in any one year.
Shortage of hay in consignments sent from Hosur Cattle Farm to the Madras Veterinary College.	Principal, Madras Veterinary College.	The amount written off should not exceed Rs 30 in a year.	Part A, item 5 (a), App. 23, Madras Financial Code, Volume II.
Irrecoverable fees and fines. Arrears of fees for the treatment of animals in Veterinary Institutions.	Principal, Madras Veterinary College and District Veterinary Officers.	Rs 50 in any one half year.	Item 7, App. 23, Madras Financial Code, Volume II.

209

Charges for feeding and treatment of unclaimed animals in the Madras Veterinary College Hospital or in a mufassal Veterinary institution.	Principal, Madras Veterinary College and District Veterinary Officers.	The Principal, Madras Veterinary College and District Veterinary Officers may dispose of the unclaimed animals by public auction or otherwise recoup the amount due to Government from the sale proceeds and write off the balance, if any. The amount should not exceed Rs 50 in any one year for the Madras Veterinary College Hospital and Rs 25 in any one mufassal institution.	Part B, item 2 (iv) of App. 23, Madras Financial Code, Volume II.
Charges for feeding and treatment of unclaimed animals in the Madras Veterinary College Hospital or in a mufassal Veterinary institution.	Principal, Madras Veterinary College and District Veterinary Officers.	The Principal, Madras Veterinary College and District Veterinary Officers may dispose of the unclaimed animals by public auction or otherwise recoup the amount due to Government from the sale proceeds and write off the balance, if any. The amount should not exceed Rs 50 in any one year for the Madras Veterinary College Hospital and Rs 25 in any one mufassal institution.	Part B, item 2 (v), App. 23, Madras Financial Code, Volume II.

Description of expenditure.	Existing powers of officers.	Proposed enhancement of powers of officers.	Rules to be amended.
(1)	(2)	(3)	(4)
Irrecoverable value of unserviceable stores.	Principal, Madras Veterinary College, Superintendent, Serum Institute.	Principal, Madras Veterinary College and Superintendent, Serum Institute, Rs 100 and Rs 500.	Part A, item 10 (iii) of App. 23, Madras Financial Code, Volume II.
	District Veterinary Officers.	District Veterinary Officers Rs 50 and Rs 250.	
Purchase of dead stock including machinery and tools for use at Research Stations.	Livestock Development Officer, Superintendent, Livestock Research Station.	Livestock Development Officer. (Cost of any one article or any number of articles of the same kind bought at the same time should not exceed Rs 1,000 for articles manufactured in India or Rs 500 for articles not manufactured in India.	Item 34 of App. 7, Madras Financial Code, Volume II.
		* Superintendent, Livestock Research Station, Rs 100.	
Original Works.			
Works not given to Public Works Department.	Each Livestock Development Officer.	Rs 100	Items 28, 29, 29 (A) of App. 12, Madras Financial Code, Volume II.
Original Works and Petty Construction and Repairs each.	Principal, Madras Veterinary College, Superintendent, Serum Institute.	Rs 50	
	Superintendent, Serum Institute.	Rs 50	
Petty Construction and Repairs.			
	Livestock Development Officers.	Rs 50	
	Principal, Madras Veterinary College.	Rs 50	
	Superintendent, Serum Institute and District Veterinary Officers.	Rs 50	
	District Veterinary Officers.	Rs 25	Item 8 (E) of App. 15, Madras Financial Code, Volume II.
Exhibitions		a year	

Leave of Subordinate Staff—

Grant of—
Veterinary Assistant Surgeons,
Compounders, Upper Division Clerks.

Departmental District Officers concerned.

27 Purchase of spare parts

Director of Fire Services, Chief Regional Fire Officers up to Rs 50.

MADRAS FIRE SERVICES DEPARTMENT.

Purchase of furniture

Board of Revenue (Civil Supplies) and Collectors up to Rs 500.
The limit may be raised to Rs 1,000 and the formality of ratification of purchases made from outside the Jail Department dispensed with in cases where the Jail Department expresses inability to supply the furniture in time.
The limit of Rs 500 was fixed in pre-war days. Due to the steep rise in prices during the war and thereafter the limit may be raised.

Madras Financial Code, Volume II, App. 7, item 23.

Employment of menials paid from contingencies and fixation of their pay.

The fixation of pay of menials paid from contingencies may be left to heads of offices concerned so long as the pay is within the market rate and the upper limit of Rs 15 per mensem may be removed.

Madras Financial Code, Volume II, App. 7, item 37.

Thirty-fourth meeting held on 6th May 1948.

Minutes of the meeting held on 5th May 1948 were read and confirmed with slight alterations.

DISTRICT COUNCILS.

We took up for consideration the note of the Local Administration Secretary regarding the formation of District Councils, with reference to the recommendations already made by us on 16th February 1948. The setting up of the District Councils was considered as necessary only in the circumstances arising out of the constitution of the new Village Panchayats, with greater powers and resources. When all possible powers are given to the Panchayats and groups of Panchayats, what will be left for the District Boards, as they are at present constituted, will be very little. There are also proposals to take over medical institutions and possibly all elementary schools under the Government. To constitute a District Board solely for the exercise of the remaining powers will be unnecessary and the District Board itself will cease to have any importance. On the other hand, we are of opinion that between the Village Panchayats and the Provincial Assembly, there should be some body which can be consulted by the Government with reference to matters of a local or general character and we think that, if the District Board with its attenuated powers and resources is reconstituted, the purpose of local opinion being expressed in that body itself, without creating a new body for the purpose, may also be attained. As the new Village Panchayats and the Municipalities will comprise the whole area, we think that representatives of the Panchayats and the urban areas will represent public opinion generally. There will be necessity to give representation for minorities and interests not represented by election. For this purpose, we propose that a few seats may be filled up by nomination. If this is accepted, the District Council or Board will be thoroughly representative and it will also be in a better position to exercise such of the powers of the District Board, as are not transferred to the Village Panchayats and such other powers, as the Government may, from time to time, vest in it. So the District Council or Board to be constituted will be consultative with reference to matters about which the Government want to consult them, but it will also be a directive and executive body, with reference to matters vested in it for administration. It may also serve as a sort of co-ordinating agency for the Panchayats as well as for Panchayats and Municipal Councils. The Council or Board should be a statutory body with well defined powers and resources. What the resources should be is a matter for detailed consideration. We would suggest that a portion of the Land Revenue, Entertainment Tax, Profession Tax and grants based on recognized principles of contribution, may be made available to these Councils. The Councils may consist of not more than 40 members, not less than one-half to be elected by the Village Panchayats, one-third by Municipal Councils and the remainder to be nominated. The number for each District may have to be fixed with reference to population and other considerations. The President may be elected by the members, the Collector being an ex-officio member. The other District Officers may be called in by the President when he considers this desirable or they may themselves attend, if they want to address the Council on any matter.

The functions of the Council or Board will be of a three-fold character:—

- (i) It will be an administrative body with reference to all matters not taken away from the District Board or any other matter which may be vested in it by Statute;
- (ii) it will be a consultative body only with reference to matters about which the Government desires to have its opinion; and
- (iii) it will be a body with powers to call for information regarding matters relating to the District and to suggest action to be taken in the interests of the District by means of resolutions, which will be only recommendatory.

Government Holidays.—Since it is reported in the press that the total number of days of casual leave available for Government employees in a year has been raised from 15 to 20 days, the Committee is of opinion that there is less justification for granting holidays on penultimate Saturdays.

The following draft Chapters were read and approved with some alterations:—

- (i) Police Department,
- (ii) investigation and preparation of estimates for rural water-supply schemes—Proposals for expedition,
- (iii) periodical Conferences—Formation of District Councils or Boards, and
- (iv) preparation of Budget for each district.

GRANTS-IN-AID TO LOCAL BODIES AND PRIVATE MANagements.

EDUCATION AND PUBLIC HEALTH DEPARTMENT.

Grants to the Indian Students' Union and Hostel.—Information may be obtained regarding the basis for the fixation of the non-recurring grant of Rs 26,670 towards the

cost of erecting a new building for the hostel and the conditions under which it will be made.

DEVELOPMENT DEPARTMENT.

Subsidy to the Provincial Co-operative Union for the conduct of Panchayatdars classes and the Co-operative Training Institutes towards the cost of non-official lecturers:— These classes have been stopped and the Provincial Co-operative Union has stated that the scheme has been a failure. There is therefore no need for giving this grant. The assistance given to the Co-operative Institute in the form of officers and subsidy will however have to be continued.

Grants to Egg-Marketing Societies.—There is no need for separate Junior Inspectors for the supervision of the egg-marketing societies as there are Territorial Inspectors and it will be their duty to supervise these societies. The cost for the clerks and egg collectors may have to be contributed wholly or partly to the societies. A contribution of 50 per cent will be more satisfactory.

HOME DEPARTMENT.

Grants to the Madras Presidency Discharged Prisoners' Aid Society and Remand House, Salem.—Details of the working of the above institutions may be called for.

Grants to private institutions connected with Juvenile Reformation—The Roman Catholic Girls' Higher Elementary Training School, Vellore.—As this is meant for only one girl, there is no need to continue the grant. The girl may be transferred to another institution where there are more girls.

Sacred Heart's Poor Home, Palluruthi (Cochin).—As this is meant only for two boys, there is no need to continue the grant. The two boys may be transferred elsewhere.

Grants given in connexion with the administration of the Criminal Tribes Act and Reclamation of the Criminal Tribes—Subsidy to the District Board, Madura, for loss of income from Kallar pupils in the Boarding High School, Usilampatti.—This grant cannot be justified. A grant for reclamation of Criminal Tribes, if it is in lieu of loss of fee income from backward or Criminal Tribes, ought to come under the Educational Code.

Boarding grants to Korava pupils in Tiruchirappalli District.—We accept the proposal made by the Deputy Inspector-General of Police, Railways and C.I.D., for the abolition of the grant given to Korava pupils in Tiruchirappalli District.

EDUCATION AND PUBLIC HEALTH DEPARTMENT.

Compensation for the grant of educational concessions given to the children and dependants of soldiers and ex-army men.—We agree with the proposal of the Director of Public Instruction that the concessions which are available may be reduced if the conditions laid down for the award of concessions are suitably amended as follows:—

“Concessions which are available now to pupils who stay for two years in one and the same class may be removed and restricted to pupils who stay in one and the same class for one year only; the concession being granted on promotion to the next higher class.”

Grants-in-aid to local bodies for water-supply and drainage schemes executed by the Public Works Department.—The centage charges charged for water-supply and drainage schemes is excessive and it ought to be considerably reduced.

DEVELOPMENT DEPARTMENT.

Grants to Students' Clubs, Agricultural Colleges at Coimbatore and Bapatla.—In view of the fact that clubs attached to other professional and Arts Colleges do not get a grant, we consider that there is no case for giving this grant.

The following items of grants-in-aid were deferred for being discussed with the Secretaries to Government or Heads of Departments concerned:—

LOCAL ADMINISTRATION DEPARTMENT.

Local Administration Secretary—

- (i) To local bodies for roads, bridges, etc.
- (ii) To the Nilgiris District Board in aid of general balances.

DEVELOPMENT DEPARTMENT.

Registrar of Co-operative Societies—

Subsidy to co-operative societies for reimbursing the duty paid on sales certificates.

- (i) Grants sanctioned by the Co-operative Department.
- (ii) Non-recurring grants.

Director of Veterinary Services—

- (i) Government Bull Distribution Scheme.
- (ii) Government Premium Scheme.

- (iii) Award of prizes to calves.
- (iv) Contribution to Local Bodies for purchase of breeding bulls.
- (v) Subsidy to owners of heifer-calves.
- (vi) Madras City calf subsidy scheme.
- (vii) Scheme for the improvement of mutton or hairy type of sheep.
- (viii) Grant for the improvement of poultry.
- (ix) Contribution to the All-India Cattle Show, Coimbatore.
- (x) Grants-in-aid to cattle shows and one day cattle shows.

Director of Industries and Commerce—
Grants-in-aid—Industries Department.

Other items of grants-in-aid may be continued as the Committee has no remarks to offer.

The next meeting of the Committee will be held at 2-30 p.m. on 7th May 1948.

Thirty-fifth meeting held on 7th May 1948.

Minutes of the meeting held on 6th May 1948 were read and confirmed with slight alterations.

We visited the Naduvattam Plantations and the factory, along with the Director and his officers and had a discussion with the Director.

The Cinchona Department is a growing one. The working of the department should be on a commercial basis and the profit and loss account ascertained every year. The price of quinine was very high during the war; production also reached a very high level, 1942-43 being the peak year of production. The price is likely to go down and there will be competition from outside. In view of this, the Government has to be very careful in committing themselves to additional expenditure on a large scale. As it is, the expenditure has increased very much. There has been no doubt a corresponding increase in the income also.

The acreage under cinchona was about 2,000 in 1939, whereas it has increased to about 7,000 in the current year. The area has been increased more in the Anamalais than in the Nilgiris, where the work was mainly concentrated in the previous years. If the present activities are continued, there will be necessity for another factory in the Anamalais, both to deal with increased production and also to avoid the transport charges from Anamalais to the Nilgiris. In view of the above considerations, we are suggesting retrenchment only in cases where retrenchment is called for obviously.

In addition to the retrenchment already suggested by the Director and accepted by the Government, the following is recommended.

There are now four posts of P.W.D. Supervisors, working under the Assistant Engineer. One of them is working in the Nilgiris and three in the Anamalais. One of the Supervisors working in the Anamalais can be retrenched, without affecting efficiency. The Director agrees to this.

In addition to the Propagation Superintendent, Propagation Assistant and Technical Assistant, there is also a Breeding Assistant. Since breeding work can be done by the other three, the post of Breeding Assistant may be retrenched. The Director agrees to this proposal.

There are two men in the Nilgiris Factory, one Assistant Chemist and one Factory Overseer, who are being trained for the Anamalais Factory, when it comes into existence. These will be retrenched from the Nilgiris Factory, when they are taken away to the Anamalais Factory.

There are now 10 Head Overseers and 22 Overseers in charge of the plantations. The Overseers are in charge of the work and they are responsible for the breeding and maintenance work. The Head Overseers are there mainly to advise and supervise their work. Over and above these Head Overseers, there are 7 Assistant Superintendents of whom one post (as already recommended by the Director) may be retrenched. We are not impressed with the necessity for Head Overseers and Assistant Superintendents for looking after the same work.

In the Anamalais, it is said that there are new plantations of large sizes, where the Assistant Superintendent may not be able to supervise the work of the Overseers and the assistance of a Head Overseer may be necessary. We are of opinion that 10 Head Overseers to supervise the work of 22 Overseers seems, in any case, to be an extravagant arrangement, especially when there are Assistant Superintendents to supervise the working. We would recommend that the number of Head Overseers may be reduced by 4 or 5, keeping only those that are necessary on account of the vast extent of the plantations or any other special considerations.

The staff in the Director's office, consisted of only two clerks in 1939; it has gone up to fifteen at present. There is no doubt a large increase in the work of the department but the increase in staff is really too large. We are informed that the Director has proposed a further increase. In any case, there is no need for a further increase. We also note that there are eight upper division clerks and seven lower division clerks. There is no justification for having more upper division clerks than lower division clerks. Ordinarily, there need be two lower division clerks for every upper division clerk that is employed. There are seven sections in the Director's office, of which three are under the Chief Accountant and four under the Personal Assistant. We consider that five or, at the most, six upper division clerks are sufficient and the remaining clerks may be of the lower grade. It is contended that Ootacamund is an out-of-the-way place and it has not been found possible to get people on the lower scale. If the temporary establishment is made permanent, the above difficulty may not be felt.

The Director says that the work of check-measurement suffers on account of the fact that the Check-Measurement Overseer is utilized as a draughtsman. In view of the large increase in the work, it is desirable to relieve the Check-Measurement Overseer of office work and a separate draughtsman should be appointed in the office.

The next meeting of the Committee will be held at 12 noon on 8th May 1948.

Thirty-sixth meeting held on 8th May 1948.

Minutes of the last meeting held on 7th May 1948 were read and confirmed with slight alterations.

REGISTRATION DEPARTMENT.

The Inspector-General of Registration met us and discussed the working of his department. The department is a sort of preventive department, which is intended to obviate, as far as possible, litigation and also to help in the proper maintenance of records of rights. People are just now realizing the advantages of registration and there is a growing demand for registration offices. While there is a demand for sub-registry offices, in some districts there is not much work for a District Registrar, especially in the Ceded districts of Cuddapah, Chittoor, Anantapur and Bellary. Anantapur and Bellary districts may be grouped together under one District Registrar, and Cuddapah and Chittoor under one District Registrar, thereby saving two District Registrars and their staff. We consider that the post of Inspector of Registration Offices is necessary, in view of the increasing number of Sub-Registry Offices and in view of the scrutiny that is necessary in regard to their working. There have been many complaints of corruption and the existence of an officer like this will go some way to check corruption.

2. Some concessions are now given to Co-operative Societies by the Registration department. They are—

(i) Levy of half-fee rates for registration of mortgage documents executed in favour of Land Mortgage Banks and other Co-operative Societies. This concession will be justified only in the case of poorer people. But there is no justification for exempting richer people from the payment of this fee. We suggest that all documents above Rs 5,000 may be removed from the exemption and those below Rs 5,000 may be allowed to enjoy the concession.

(ii) For Land Mortgage Banks, no fee is charged for the grant of encumbrance certificates, where the application for loan does not exceed Rs 2,000. This may continue.

(iii) We consider that the concession in favour of the Scheduled Castes Societies may be made permanent.

ABOLITION OF THE NILGIRIS DISTRICT.

A deputation of five members chosen by the public and the residents of the Nilgiris district met us and represented that the Nilgiris district, in view of its importance as a season resort and potato, tea and coffee cultivation on a large scale and in view of other considerations, should continue as a separate district. This was reiterated by a deputation of three members of the Rate Payers' Association, Ootacamund, who met us later in the day. Their contention is that there is no need for disturbing the present state of affairs, as the Nilgiris district has continued as a district for a long time and as it yields sufficient revenue to the Government to maintain it as a district, that there is no demand from the Gudalur taluk for being amalgamated with the Malabar District, and that, if the post of Collector is abolished, people in the Nilgiris District will have to go to Coimbatore for all matters like appeals, licences, etc.

We have considered these representations and are of the view that these considerations do not necessitate any change in our view already expressed. While the Nilgiris district will not be a separate district and have the usual set of district officers, its amenities will not, in any way, be affected; it is well served by two municipalities and one major panchayat, which have provided all the amenities. The main roads are taken away by the Highways Department. Leaving the population in Gudalur and the two municipalities, the rest of the population will number only a little over one lakh. To keep a district administration for this population and for the area which, if Gudalur is also taken away, will be 500 to 600 square miles, seems to be extravagant. What the people really require is attention for agricultural improvements with reference to potatoes and tea, which are peculiar to this district. That is a matter which will have to be separately considered and the Collector has nothing to do with this. The civil courts' jurisdiction and medical institutions will not be affected in any way by the proposal to abolish the revenue district. The Sub-Collector can have his headquarters at Ootacamund and attend to all the work. The district, even as it is, is less than an average taluk, both in extent and population, and we do not feel that there is a case for continuing the district as a separate administration. For instance, Ootacamund and Coonoor have their own Municipal Health Officers and it may be possible to ask the officer at Coonoor to look after Kotagiri also. To have another District Health Officer for this district will not be justified. If it is considered that, with the addition of the Coonoor taluk and the Ootacamund sub-taluk, Coimbatore District will become too unwieldy (we do not share this view), the Bhavani taluk, a part of which (Mettur area) has already been transferred to Salem District, may be included in the Salem District.

The next meeting of the Committee will be held at 9 a.m. on 10th May 1948.

Thirty-seventh meeting held on 10th May 1948.

Minutes of the meeting held on 8th May 1948 were read and confirmed with slight alterations.

The following draft chapters were read and approved with slight alterations:—

- (i) Scholarships and stipends.
- (ii) Disciplinary action—Rules regarding procedure—Simplification.
- (iii) Conversion of temporary establishments into permanent after a prescribed period.
- (iv) Conditions of service of local board servants—Unification.
- (v) Amalgamation of the Boiler and Factories Inspection Sections.
- (vi) Age of compulsory retirement of Government servants.
- (vii) Transfer of Minor Irrigation Works from the Revenue Department to the Public Works Department.

The next meeting of the Committee will be held at 12 noon on 31st May 1948 (later postponed to 1st June 1948) at Madras.

Thirty-eighth meeting held on 1st June 1948.

Minutes of the meeting held on 10th May 1948 at Ootacamund were read and confirmed.

1. The Assistant Inspector-General of Police met us on behalf of the Inspector-General of Police and had a discussion about the various problems. We also considered the note regarding the Police Department sent by Sri K. P. Krishnan Nayar.

(i) *Personal Assistants to the District Superintendents of Police.*—There are 11 personal assistants in the following districts:—

- (1) East Godavari,
- (2) Guntur,
- (3) Madura, North.
- (4) Ramnad,

(5) Tirunelveli,

(6) Tiruchirappalli,

(7) Salem,

(8) Coimbatore,

(9) Malabar,

(10) Personal Assistant to the District Superintendent of Police, Railway Police, Madras, and

(11) Personal Assistant to the District Superintendent of Police, Railway Police, Tiruchirappalli.

Of these, the Inspector-General of Police has already surrendered the Personal Assistant to the District Superintendent of Police, Tirunelveli. On account of the heavy work and the special problems concerned, it is necessary that assistance should be given to the Superintendents in the districts of Malabar, Coimbatore, Tiruchirappalli and Madura North. The Assistant Inspector-General of Police said that the charge of the two Personal Assistants to the Railway Police Superintendents will be converted into subdivision charges located at Madura and Vijayavada, on account of the heaviness of crime and the need for proper supervision. He also said that the Personal Assistants in Guntur and East Godavari should be continued until the Hyderabad problem is solved. We think that Guntur should have the Personal Assistant on account of the border troubles, but we are not so sure about the necessity for continuing the Personal Assistant in East Godavari. The other three Personal Assistants, viz., those in Ramnad, Tirunelveli and Salem may be retrenched. It is understood that the Inspector-General of Police is examining this question.

(ii) *Delegation of powers.*—The powers of granting leave to and transferring Inspectors within the district is now vested with the Deputy Inspector-General of Police, even though the Superintendents generally grant leave and order transfers and report to the Deputy Inspector-General of Police. We consider that the power may be vested in the Superintendents themselves.

The following powers may also be delegated to District Superintendents of Police:—

- (1) Power to stop increments to Inspectors,
- (2) to grant increments to Inspectors and to sign increment certificates, and
- (3) to countersign travelling allowance bills of gazetted assistants.

The Deputy Superintendents may be given disciplinary powers over the constables, except the power of appointment, removal from service and dismissal.

(iii) *General—Applicable to all departments.*—(a) We recommend that frequent transfers of officers ought to be stopped and unnecessary touring should be watched and controlled, and

(b) that the system of officers depending for their supplies on their subordinates in camp should be stopped. Except in cases where they cannot make their own arrangements they should not call on their subordinates to make arrangements for supplies.

Jamabandi.—The statistics furnished by the Collectors of Anantapur and Chingleput were considered and it was decided that the question may be further discussed at a subsequent meeting when Sri K. P. Krishnan Nayar, Member of the Committee, will be present.

2. *The Connemara Public Library and the Government Museum.*—(i) The Superintendent of the Government Museum and the Librarian of the Connemara Public Library met us.

(ii) The Government now have three institutions, which we consider should be related to each other and, if possible, housed in the same compound, viz., the Madras Record Office, the Connemara Public Library and the office of the Registrar of Books. Even if it is not possible to have the Record Office and the other institutions together, we consider that the Connemara Public Library and the office of the Registrar of Books should be under one management and located in one place, so as to avoid expenditure and increase their utility. The Registrar of Books is now getting copies of all books and other publications printed and published in the Province. This will include most of the books in the regional languages and some of the books in English and Sanskrit. By combining the two under one institution, the necessity for purchasing books for the Connemara Public Library will, to a large extent, be obviated. The Librarian can look

after the work of the Registrar of Books with a qualified assistant. All the expense in the Registrar's office will thus be saved. To this, the main difficulty pointed out is want of accommodation. The Connemara Public Library, as it is at present, requires more accommodation, for its growing needs and if the office of the Registrar of Books is also to be shifted to the same building, there will be greater need for accommodation. The Committee is told that the Victoria Technical Institute does not require its building which is put up in the compound adjoining the museum and that under the trust deed governing that institution, it can accommodate the Arts Section of the Government Museum. If the Arts section of the Government Museum is transferred to the Victoria Technical Institute building, the portion now occupied by the Arts section can be handed over to the Connemara Public Library for the housing of the library as well as the books, etc., in the office of the Registrar of Books. We consider this as an urgent and necessary improvement.

(iii) In the Government Museum also, the chief requirement seems to be additional accommodation. If as recommended above, the building occupied by the Victoria Technical Institute, is made available to the Government Museum, the present requirements may be met.

(iv) We consider that the development of an Arts Gallery and an Arts Section of the Museum will have to be taken up soon and in a place like Madras, with its own civilization and development of fine arts, special development can be expedited only in a properly equipped museum.

(v) The rate charged for the use of the Museum Theatre is now very low. We recommend that the daily charges for the use of the Museum Theatre for recognized educational institutions should be increased to Rs 15 and for other institutions to Rs 40 and that the charge for rehearsals may be increased to Rs 5.

3. *Reorganization of office procedure in Government offices with a view to avoid delay and to promote expeditious despatch of papers.*—We discussed the above questions with T. M. S. Mani, Esq., O.B.E., I.C.S. (Director of Industries and Commerce) and P. M. Jayarajan, Esq., I.C.S. (Secretary, Board of Revenue). The following points were stressed by the above officers:—

(i) Recruitment of clerical staff in two different categories, one, of the present clerks category and the other of a higher category who will be fit to assume certain delegated powers;

(ii) delegation of larger powers to subordinate officers;

(iii) the system of sanctioning posts for short periods even for permanent work and requiring sanction periodically should be put an end to;

(iv) unnecessary correspondence on matters which can be disposed of as matters of policy and unnecessarily calling for reports and opinion should be avoided;

(v) avoiding piecemeal references which are the result of inadequate study and inattention in the first instance;

(vi) avoiding unnecessary interference by the Government in the day-to-day administration of departments; and

(vii) re-transfer of the Central Record office to Madras.

4. *Grants-in-aid to Industrial Schools.*—We had discussions with the Director of Industries and Commerce and the Joint Director of Industries and Commerce about the several items of grants-in-aid under the above head that are being given by the Government and we recommend that the system as is in vogue at present may continue and that no modification is necessary.

We approved the Draft Table of Contents for our report.

The next meeting of the Committee will be held at 8 a.m. on 2nd June 1948.

Thirty-ninth meeting held on 2nd June 1948.

Minutes of the meeting held on 1st June 1948 were read and confirmed.

(i) *Co-operative Department.*—The Registrar of Co-operative Societies met us and discussed the several questions affecting the Co-operative Department.

(ii) Co-operation is a method which may be made applicable to any human activity. To talk of co-operation, apart from the activity to which it may be applied, often leads to difficulties. While the formation, supervision, audit and management of

societies have developed a technique all its own, it is not this technique that is important in every case. While, for instance, in the case of village societies, the technique has had its way and may be used in the furtherance of these village societies for credit, the same cannot be said of wider schemes. We have already dealt with Cottage Industries and Housing. On a consideration of the requirements of these activities, we have recommended the formation of a Cottage Industries Board and a Housing Board, with Directorates working under them. If these activities are entrusted to the Co-operative Department, there is a danger of the wider field of development of these activities being subordinated to the requirements of those which come under the Co-operative scheme. In these, the overall development is more important than merely looking to the organization and working of co-operative societies. Production should be the deciding factor in such cases and for that a separate agency will be necessary. This can be illustrated by taking as an example a co-operative society. For instance, a co-operative building society has been formed in Adyar and it is proposed to build 300 houses. In addition to what is contributed by the members, the Government is expected to lend over a crore of rupees repayable in 20 years. The houses to be built are of various types, some of them costing as much as Rs 40,000 each. All the material resources in the shape of cement, iron, materials, timber, etc., which the Government can secure are to be made available for them. In addition to it, the Government undertake to give additional facilities in the shape of free service of officer's technical advice, etc. Now the need for houses is most felt by the lower, middle class and the poorer sections of the people. If the same financial resources and the material resources are used by the Government in constructing houses for their employees, they can build about ten times the number of houses proposed under the Adyar Scheme. There are some insurance societies which are prepared to construct houses as a matter of investment. If they are induced to take up such constructions and the material resources made available to them, probably without any financial commitment to Government the building of a larger number of houses can be promoted. There are also other agencies, like employers of labour who can similarly be induced to put up houses if only the materials were made available to them. After all the financial and material resources at the disposal of the Government are limited and it is the duty of the Government to see that the greatest benefit is obtained by utilizing them equitably. To make all these available only to a few persons, rich and poor, who may or may not need the houses for themselves, simply because they have come together and formed a co-operative society does not seem to be fair in the interests of the general public. There are also other considerations like the location of the extension with reference to industrial and other needs, sanitation and the possibilities of further extension, which a body solely concerned with a co-operative society cannot be expected to deal with. When a co-operative colony is formed, the prices of adjacent sites increase enormously and people who want to build houses nearby have to pay heavily. If a whole block is purchased for extension by a local authority and then allotted to various agencies or individuals, the same result will not follow. For instance in Adyar, lands near the new colony which were available at Rs 3,000 an acre are now quoted at about Rs 10,000 an acre. It is in view of these considerations that we recommended the formation of a separate Housing Board, whose duty will be to provide the housing necessary and to investigate all possibilities of providing the same and help all agencies in the field, whether they are co-operative societies or not.

(iii) Leaving aside Cottage Industries and Housing, the major portion of the work of the Co-operative Department, as it functions now, is mainly confined to agricultural activities and the welfare of those working in agriculture. We have developed only the credit side of the help given to the agriculturists, except for the development of Loan and Sale Societies and the stores societies, which have come into prominence in recent times. The agriculturist has to be helped both in his work of production by the supply of not only finance but also better seeds, better manure, better cattle, etc., and above all, better knowledge. The ryot has to be helped for processing and marketing his agricultural produce. He has also to be encouraged to grow kitchen gardens and to take up fruit gardens, breeding poultry, bee-keeping, etc., and also to raise cattle as side occupations. If the co-operative movement will take particular care of the activities pertaining to agriculture and agriculturists, it would have attained a great achievement. Unfortunately, in the recent past, the Co-operative Department has been overburdened with a lot of other activities to the detriment of the above activities. We would stress on the Government the need for intensifying these activities relating to the rural parts and agriculture to the co-operative societies, and make this the main work of the Co-operative Department as it exists at present.

(iv) If our recommendation relating to Cottage Industries and Housing are accepted, it will be enough if the Registrar and two Joint Registrars share the work among them. There will be a Personal Assistant and no further addition of staff will be

necessary. The Registrar, relieved of the work of Housing and Cottage Industries, will be in a position to look after Resettlement and Colonization work and no additional Joint Registrar will be necessary for this purpose.

If these proposals are accepted, the departments of Agriculture, Livestock and Co-operation will be helped considerably if they are placed under one Minister. It will then be possible for comprehensive plans to be made for Grow More Food and other agricultural improvements.

(v) The question of audit is one of great importance and opinion is unanimous that audit and administration should be prepared. The Co-operative Department has also accepted this view but the Registrar has made a proposal that, with reference to promotion, the audit staff and the administrative staff should be treated as one and should be interchangeable. This goes against the root of the principle of separation. The objection stated by the Registrar is that there are not enough posts in the higher grades in the audit staff for the inspectors, both junior and senior, to be promoted and so the audit service will not be popular, unless the audit inspectors are also qualified for promotion on the administrative side. The Committee considers that, while this argument is to a certain extent valid, it should not be allowed to govern the whole matter and to nullify the whole scheme of separation and make it a mere show and not a reality. We would suggest that such of the junior and senior inspectors as do good work may be listed and may be made available for recruitment in the Commercial Taxes Department or in other services, in which account-keeping or audit may be required. With this addition, we would recommend a complete separation of the audit from the administrative side.

(vi) *Grants-in-aid*.—The various items of grants-in-aid given through the Co-operative Department were examined in consultation with the Registrar of Co-operative Societies. We consider that no change is necessary in the existing system.

2. *Appointment of Heads of Departments as Secretaries to Government*.—We consulted the Registrar of Co-operative Societies in regard to the above question also. He thinks that, as the Secretariat will have to consider proposals with reference to the policies adopted in various departments and work out co-ordinated plans, a separate Secretary in addition to the head of the department is necessary, for a proper consideration of the schemes.

3. *Veterinary Department*.—The Director of Veterinary Services met us and discussed the several questions affecting the Veterinary Department. We also considered the remarks sent by Sri K. P. Krishnan Nayar in this connection.

(i) There is a Livestock Joint Director as well as a Livestock Development Officer, both on high salaries. We do not think that two officers are necessary. One of the posts may be abolished.

(ii) The District Veterinary Officer is expected to work in the District Hospital, while he is in the headquarters. This practice may be enforced. The District Veterinary Officer should also attend to cases while on tour.

(iii) The Director of Livestock is a Joint Director and there seems to be no condition attached that he should be a man who has experience in livestock work. We consider that the officers working in the livestock section should be men qualified by education and experience for the work.

(iv) *Grants-in-aid*.—We examined the various items of grants-in-aid given through the Veterinary Department in consultation with the Director of Veterinary Services.

Award of prizes to calves.—The system of awarding prizes to calves seems to be unnecessary now, when people have acquired sufficient knowledge about the use of the bulls supplied by the Government or by subsidies given to them.

In other cases, no change in the existing system is necessary.

The next meeting of the Committee will be held at 2-30 p.m. on 3rd June 1948.

Fortieth meeting held on 3rd June 1948.

We met the Secretaries to Government including the Chief Secretary and discussed with them the reorganization of the Secretariat procedure with a view to avoid delays and to improve efficiency.

2. We make the following recommendations:—

(i) Delegation of powers in regard both to service and financial matters to as large an extent as is desirable may be made from Ministers to Secretariat officers and from the Government to subordinate officers, e.g.—

(a) In cases of emergency like epidemics, sudden eruption of lawlessness, food procurement, flood control, etc., likely to last for not more than three months, Heads of Departments may be empowered to appoint non-gazetted staff to the required extent for a period not exceeding three months and make a report to the Government.

(b) Powers of making appointment from the approved lists sent by the Madras Public Services Commission or the High Court, ordering transfers, granting leave and approving the probation of Provincial Service Officers below the rank of District Officers may be delegated to the Heads of Departments themselves and the necessary alterations in the relevant rules made.

(c) Power to sanction additional charge allowance under the Fundamental Rules may be given to Heads of Departments.

(d) In regard to write off of losses, the monetary limits now prescribed for the Heads of Departments may be raised to Rs 2,000 and in the case of Board of Revenue and the Chief Conservator of Forests the present maximum of Rs 5,000 may remain. Similar delegation may be made in respect of other classes of officers.

(ii) Where only statistical information is required and no question of opinion is involved, the person in possession of that information may be directly asked to furnish the information direct to the Government or to the officers requiring it with a copy of it to his immediate superior officer.

(iii) The rule relating to the inter-changeability of officers from the Secretariat to the Executive Services and the Offices of Heads of Departments and *vice versa* may be more widely used, to the extent conditions permit.

(iv) Secretariat staff may be pooled together and treated as one unit for purposes of promotion, to the extent possible.

(v) References to Public (Services), Finance and Legal Departments should be confined only to cases where such references are absolutely necessary.

(vi) The procedure laid down in Rule 57 of the Secretariat Instructions regarding personal consultation with other departments should be more liberally used.

(vii) There is a general feeling that Hon'ble Ministers are receiving a large number of petitions and representations both in headquarters and in the course of their tours about matters which have been disposed of, as well as those which are within the competence of local officers. A lot of work is thrown on all the officers concerned in getting information and preparing it for the Hon'ble Ministers in respect of the above. Ordinarily, papers which can be disposed of at a lower level should be sent for disposal to the officers concerned and only such matters about which the Hon'ble Ministers specially call for reports, with intent to take action, may be dealt with in the Secretariat.

(viii) With reference to the 'New Service' Procedure, higher limits may be prescribed for cases going before the Standing Finance Committee and in cases below such limits, orders may be obtained in circulation.

3. We also discussed the following questions:—

(i) The standard outturn of work for clerks in the Secretariat; and

(ii) the appointment of Heads of Departments as Secretaries to Government.

Item (i) above.—The Secretaries felt that the average number of currents mentioned in the note as 5.7 is not correct according to conditions now existing and that the average in each department is as follows:—

Finance	10	} For details— vide annexure.
Development (excluding P. & D. Sections and Sections dealing with legislation)	9	
Chief Secretariat	9	
Local Administration	8.7	
Food Department	8.2	
Home Department	7.8	
Education and Public Health Department	7.8	
Revenue Department	7.8	
Firka Development	7.2	
Legal	7	
Public Works	6.7	

While we do not consider that the number of currents should be the guiding factor in assessing the strength of the staff (even with reference to this, we find a wide

disparity among the departments), it is suggested that even on this basis, the average of 10 currents which is the figure obtaining in the Finance Department should be worked up to in other departments. It may be noticed that the Finance Department have got less number of routine cases than other departments and it may be expected that the other departments should work up to a higher figure.

Item (ii) above.—All the Secretaries were of opinion that the system of appointment of Heads of Departments as Secretaries to Government might not work satisfactorily and that it would not conduce to efficiency.

The next meeting of the Committee will be held at 2-15 p.m. on 4th June 1948.

ANNEXURE.

Statement showing the number of currents dealt with in each department of the Secretariat.

Name of the department.	Total number of currents dealt with during the last 11 months from 1st April 1947 to 29th February 1948.	Total number of drafting clerks employed during the period (1st April 1947 to 29th February 1948).	Average number of currents dealt with by each drafting clerk per month.	Average number of currents dealt with by each drafting clerk per day.
(1)	(2)	(3)	(4)	(5)
Finance	80,108	297	238 *	10
Development (excluding P. & D. sections and sections dealing with legislation).	125,370	575	218	9
Chief Secretariat	94,176	436	216	9
Local Administration	45,656	220	208	8.7
Food	65,220	331	197	8.2
Home	80,414	430	187	7.8
Education and Public Health	90,503	487	183	7.8
Revenue	62,670	341	184	7.8
Firka Development	8,284	48	173 †	7.2
Legal	9,168	55	167	7
Public Works	102,217	638	160	6.7

* Finance.—If budget clerks are added the average works out to 238 and if the budget currents are excluded from the total, the average comes to 237 per clerk.

† Firka development.—This department was constituted in November only.

Forty-first meeting held on 4th June 1948.

Minutes of the meetings held on 2nd and 3rd June 1948 were read and confirmed with some alterations.

2. We met the Secretary to Government, Local Administration Department, and discussed with him the several grants-in-aid given to local bodies and other institutions, pertaining to his department. We do not consider that any change is necessary in respect of any of the items.

3. We also discussed with him the question of increase of staff in his department since 1939-40.

4. We then met the Secretary to Government, Home Department, and discussed with him the question of increase of staff in his department since 1939-40. He explained that the work had considerably increased and that the existing staff was absolutely necessary to deal with the work on hand.

5. We also discussed with him the action taken by the Government in respect of the recommendations already made by the Committee regarding—

- transfer of prohibition work to the Police department;
- transfer of the Fire Services Department to the Police Department; and
- amalgamation of the Motor Transport Control and Petrol Rationing offices into one.

Items (i) and (ii) above.—We informed him of the considerations relevant to the proposals made by the Committee in regard to these matters.

So far as Prohibition Police is concerned, our idea is that the implementation of the policy of Prohibition is not likely to be effective, so long as Excise Officers are in charge of the Prohibition work. We consider that the transfer of the preventive work to the Police is necessary and it ought to be made as early as possible. We suggested that, wherever they may be needed, new Police stations may be opened and the staff of the Police in other stations may be strengthened. The objection raised by the Police Department was paucity of Sub-Inspectors. It was to meet this objection that we recommended the opening of one or more schools for training Sub-Inspectors. It is not our intention that the existing staff of the Police Department should be overburdened with work, but we are anxious that the work should be transferred to the Police Department

from the Excise Department. The Communist trouble and the border trouble were mentioned as reasons for not adopting the policy recommended by us. Wherever these troubles exist, there will be no objection to employing additional staff. In view of this expression of opinion, the Secretary, Home Department, agreed to reconsider the matter.

The Fire Service is one which affects the people intimately both in the rural and urban areas. There are only two services to which this work can be entrusted, viz., the Revenue and the Police. The Police have got more to do with the occurrence of fire, which may sometimes be due to factious or political action. The Police also may be considered as helpers of people, if the Fire Service is in their charge. What is said is that the Police cannot undertake the work in addition to their present duties both normal and those due to the present disturbed state of conditions. What is suggested is the abolition of the supervisory staff, leaving the supervision, which will not be of an onerous character when the Service is decentralized, in the hands of the superior Police Officers, viz., the Deputy Superintendents of Police and the District Superintendents of Police. Below these, there will be additional staff trained for the purpose to be in charge of the Fire-Service work. They will be attached to the Office of the Deputy Superintendent of Police or Inspectors of Police and they will be under the direction of Superior Police Officers. The technical staff will continue, while the ordinary staff of unskilled men may, to a certain extent, be reduced by making use of the Reserve Police where they are available or even by strengthening the Reserve Police to the extent necessary and by giving training to a select few of the Reserve Police. In view of this explanation, the Secretary, Home Department, agreed to reconsider this matter also in consultation with the Inspector-General of Police.

One other matter the Secretary, Home Department, mentioned was the employment of those in the above two Services, who will be thrown out of employment if the recommendations of the Committee were approved. While this question should not be the dominant factor in the consideration of the proposals either for retrenchment or for reorganization, we would suggest that those who are thrown out of employment may be utilized for new services like the Motor Transport, Firka Development, etc.

Item (iii) above.—The Home Secretary explained that the Government had under consideration proposals for the reorganization of the Government Motor Transport Department and that Petrol Rationing was only a temporary feature.

The next meeting of the Committee will be held at 2 p.m. on 5th June 1948.

Forty-second meeting held on 5th June 1948.

1. We met the Secretary and Deputy Secretary to Government, Development Department and discussed with them the following subjects:—

- Appointment of Heads of Departments as Secretaries to Government; and
- Increase of staff as compared with 1939-40 in the Development Department.

Item (i) above.—The Development Secretary was of the view that the system of having Heads of Departments as Secretaries to Government would not work well.

Item (ii) above.—The Development Secretary explained in detail the set up of the existing establishment as compared to what was existing in 1939-40 and the need for the entire staff. He also furnished a note giving details of the work now done in each section.

We requested the Deputy Secretary, Development Department to furnish information about the necessity for the employment of the two Co-operative Sub-Registrars for checking Departmental Revenues and also about the need for 33 typists in the Co-operative Department, especially when 7 posts are kept vacant. The Development Deputy Secretary promised to obtain and furnish information on the above two subjects.

2. *Grants-in-aid—Grants to District Boards for the maintenance of forest roads.*—This subject was next considered in consultation with Secretary, Development. We do not consider that any change is necessary in the existing system.

3. We met the Secretary to Government, Public Works Department, and discussed with him the following subjects:—

- appointment of Chief Engineers as Secretaries to Government;
- increase of staff in the Public Works Department since 1939-40; and
- the recommendation already made by us in regard to—

- the transfer of Minor Irrigation from the Revenue Department to Public Works Department;
- amalgamation of Boilers and Factories Inspectors establishments; and
- the abolition of certain posts of Superintending Engineers in the Highways Department.

Item (i) above.—The Secretary, Public Works Department, explained in detail the practical difficulties that would arise in having the Chief Engineer as Secretary to Government, Public Works Department. He stressed the view, that the system would not work efficiently.

Item (ii) above.—The Secretary, Public Works Department, explained that the increase in the staff since 1939-40 was due to a large increase in the work and the addition of new items of work to the Department.

Item (iii) above.—The Secretary, Public Works Department, said that all the questions were under the consideration of the Government and that orders were likely to be issued soon.

The next meeting of the Committee will be held at 8-30 a.m. on 7th June 1948.

Forty-third meeting held on 7th June 1948.

We met the Secretary to Government, Food Department, and discussed with him the following subjects:—

- (i) Necessity for the existing staff in the Food Department;
- (ii) amalgamation of the Food and Civil Supplies Departments; and
- (iii) appointment of the Commissioner of Civil Supplies as Secretary to Government—

Item (i) above.—The Food Secretary explains that the staff was being reduced as and when possible and that within a period of about six months, the entire Department might be wound up and that the existing staff was quite necessary to deal with the work on hand.

Item (ii) above.—The Food Secretary stated that this question had been deferred for being considered in the beginning of September 1948, as by that time, the Government would be able to come to a definite conclusion about their future food policy.

Item (iii) above.—He explained that the system of appointing the Commissioner of Civil Supplies as Secretary to Government was tried previously and was given up, as it was found that it did not work satisfactorily.

2. We then met the Secretary, Madras Legislature, and discussed with him the organization of the Office of the Legislature Secretariat. The Secretary urged that the Secretary, Legislature Secretariat, should be appointed as Secretary to Government, Legislative Assembly Department, the pay of the Secretary, Deputy Secretary and Assistant Secretary should be on a par with the other Secretariat Officers; the Reporters should be paid a better scale of pay and the Library should be better staffed.

3. *Sub-Committee Reports.*—The Committee decided that no Sub-Committee Reports need be submitted in respect of the Agriculture Department, Forest Department and the Office of the Inspector of Local Boards as the reorganization of these departments has already been dealt with by the Committee.

The next meeting of the Committee will be held at 8 a.m. on 8th June 1948.

Forty-fourth meeting held on 8th June 1948.

Minutes of the meetings held on 4th, 5th and 7th June 1948 were read and confirmed with some alterations.

GRANTS-IN-AID.

1. *Education and Public Health Department*—(i) *S.S.L.C. Examination fees for Children and dependants of Soldiers.*—We then considered the conditions governing this item of grants-in-aid and are of opinion that the same arrangements as are obtaining with reference to Depressed Classes may be adopted in this case also as there should be uniformity in such cases.

(ii) *Grant to the Indian Students Union and Hostel, London.*—It is stated that the proposal is to make a non-recurring grant of Rs 26,670 towards the cost of erecting a new building for the hostel in place of the one destroyed by enemy action. We agree to the proposal if it is a non-recurring grant.

2. *Translators' Department and the Department of Information and Publicity.*—(i) The Senior Translator to the Government and the Assistant Director of Information and Publicity met us and explained the working of the two departments. We see that the Translators' Department is doing translation work with a fairly big establishment which might have been necessary when there was no other Department capable of taking it up.

Most of the work that is done is the translation of Bills and other Legislative business and the publication of the same in the Gazette. It is said that these Translators also scrutinize the newspapers and draw the attention of the Government to important matters. This work is said to be done by the Department of Information and Publicity also. The only additional work that the Translator's office is doing is to help the Public Service Commission in conducting Language Tests for the Officers. The Committee does not consider that a separate Department of Translators to Government should be maintained after bringing into existence a Department of Information and Publicity. All that is necessary will be to give an Assistant for each of the languages for the purpose of translating the Bills, etc., to the Department of Information. There are six languages in which publicity is given with reference to Bills, Communiqués of Government, etc., viz., four Vernaculars, English and Hindi. So six senior clerks on a grade of Rs 95-5-125 may have to be added to the staff of the Department of Information and Publicity to enable them to take over the work of the Translator's office. In this connexion, it is said that the Translator's establishment is permanent while the Department of Information and Publicity is temporary at present. So the permanent staff of the Translator's office, wherever they are suitable, may be absorbed in the new Department of Information and Publicity. With this addition to the new Department, the whole of the staff, superior and inferior, in the Translator's office will become unnecessary and may be retrenched.

(ii) As regards the Department of Information and Publicity, they are running a bi-monthly journal called the *Madras Information* in five languages and English. They are also running a monthly in Hindi. While there are journalists on a grade of Rs 150-5-200, one each for the Vernacular journals and the English journal, there is an Editor on a grade of Rs 200-10-250 and an Assistant Editor on Rs 125-5-150 for the Hindi journal. We consider that in the place of these two officers one journalist on Rs 150-5-200 as in the other cases will suffice. Among the Translators on Rs 95-5-125 there is one for Urdu and none for Hindi. One Translator on the same grade may be added for Hindi.

(iii) The artist's post is now vacant. The artist may not be necessary when there are two photographers. In the clerical staff, there are three upper division clerks and five lower division clerks in addition to eight stenographers and typists. The work that is done in the office requires only one upper division clerk and the other two upper division clerks may be converted into lower division clerks.

(iv) Coming to the Provincial Broadcasting portion of the office, when there is a Director and an Assistant Director, there seems to be no need for a Special Officer for Broadcasting. Even if an officer is necessary, an additional Assistant Director of the grade of Rs 240-400 ought to be sufficient.

(v) The emoluments of the Director of Information and Publicity, viz., Rs 1,000-100-1,200 plus House Rent Allowance of Rs 100 and Conveyance Allowance of Rs 150 seem to be too high and it may be suitably reduced.

3. (i) We also discussed the question of the abolition of the Madras and Nilgiris districts with the Secretary, Board of Revenue and the Collector of Madras. So far as Madras is concerned, the Collector is doing a small amount of revenue work, mainly land acquisition, encroachments and assignments which can be taken over by the Collector of Chingleput, but in addition to this, he is in charge of Stationery and Stamps for the whole Province. This work can also be assigned to an Assistant, who is already in existence, but we are now pressed with the need for providing for the other work done by the Collector. He has to receive all the visitors on behalf of the Government, make arrangements for them, etc. He has to serve on the Port Trust Board and deal with development matters in conjunction with the Chairman of the Development Board and the Commissioner, Corporation of Madras and as a Liaison Officer for the Military and carry out such other duties that might be assigned to him from time to time by the several Departments of the Government. If the post of the Collector of Madras is abolished, it is contended that more than one officer will have to be appointed newly to do the extra duties mentioned above. At present, he is also serving as the Accommodation Controller. In view of these several demands on the time and attention of the Collector of Madras at present and want of other officers, who can take over these duties, the Committee considers that the post of the Collector of Madras may continue.

(ii) As regards the abolition of the district charge of the Nilgiris, the Secretary, Board of Revenue, said that the Board was already proposing the abolition of the post of Revenue Divisional Officer in Coonoor under the scheme of Separation of the Judiciary from the Executive and if the Collector is to go, the Revenue Divisional Officer will have to be retained. Not only that, he says that the Collector of Coimbatore and the Collector of Malabar will each have to be given additional establishment by way of a Personal Assistant to look after the additional charge. If the cost of these three Deputy Collectors is taken into account, it will exceed the cost of the Collector and the Treasury Deputy

Collector, who will be abolished if the district is converted into a Revenue Division. We consider that the additional help necessary for the Collectors of Coimbatore and Malabar is only speculative but even otherwise, in the Collector's office, the savings in the lower staff have not been taken into account by the Board of Revenue. In making the proposal for the abolition of the Nilgiris district as a revenue district, we are not considering the revenue work only. Since the small area is called a district, a number of other departments have also found it necessary to have one District Head for the area, for instance, the Police, Public Health, Co-operation, etc. By making the area a division instead of a district, all these District Officers will disappear. For an area which is not above a taluk elsewhere, there is a District Board existing, with all the paraphernalia of officers, even though the District Board is not self-supporting and a large grant has to be given by the Provincial Government. These expenses can be retrenched in addition to whatever savings that might be obtained by the abolition of the Collector and his office. We may also mention that there are two municipalities at Ootacamund and Coonoor well provided and well equipped. There is also a Cantonment at Wellington which covers a wide area and a major panchayat at Kotagiri, provided with water-supply and a good hospital, etc.

The next meeting of the Committee will be held at 11-30 a.m. on 9th June 1948.

Forty-fifth meeting held on 9th June 1948.

Minutes of the meeting held on 8th June 1948 were read and confirmed with some alterations.

2. *Co-operative Department*.—At our meeting held on 5th June 1948 we wanted information about the necessity for the employment of two Co-operative Sub-Registrars for checking departmental revenues and also about the need for 33 typists in the Co-operative Department.

(i) The required information was furnished by the Registrar of Co-operative Societies. It was explained that the Co-operative Sub-Registrars were required to prevent the leakage of departmental revenues and to see that the accounts of the District Offices are maintained correctly, fees are collected promptly and audit fees and arbitration fees, etc., are worked out with reference to the duty period and in accordance with the rules and regulations.

(ii) As regards the 33 typists, it was explained that these posts were sanctioned for all the offices of the Deputy Registrars of Co-operative Societies in the Province and for the Registrar's office and that the posts sanctioned were the barest minimum and that there was no possibility for retrenchment.

We do not consider that any retrenchment in respect of the above two items is necessary.

3. *Jamabandi*.—We examined the information furnished by the Collectors of Chingleput and Anantapur in respect of one firka showing the difference between the initial demand and the final demand as adopted by the Jamabandi Officer and the number of petitions received by the Jamabandi Officer. It is not considered that any modification need be made in the recommendations already made about jamabandi.

4. *Secretariat*—(a) *Telephone Exchange*.—It is stated that there is a proposal to instal an automatic switch board for the telephone exchange in the Secretariat. When the switch board comes into operation, the Chief Secretariat has reported that three telephone operators would be sufficient and that the remaining four posts of telephone operators will be abolished. We accept this proposal.

(b) *Reorganization of the Secretariat establishment and establishment in other Government offices*.—We met the Secretaries of the various Departments on the 4th, 5th and 7th instant and discussed with them the work done in the Departments of the Secretariat in 1939-40 and now and also the establishment then existing and now. We also discussed with them the necessity for the large increase in almost all the Departments. After a personal discussion, we asked for a statement of the work done and the staff employed in the Departments of Development, Public Works, Public and Education and Public Health. While we can appreciate the large increase due to the normal development work and the conditions brought about by the war and the increase due on account of these, we consider that there has been far too large an expansion of staff. Now that the conditions created by the war have ceased, except with reference to some of the controls, we consider that the permanent set-up of the several Departments in the Secretariat should be re-fixed and any extra sections and officers should be retrenched.

We have already considered the question of reducing the work in the Secretariat in several departments and have made our recommendations. Two methods which can largely contribute to a reduction in the work are:—

(i) delegation of larger powers to Heads of Departments and Subordinate Officers; and

(ii) avoidance of formal communications between departments and the sending of almost every communication to the Subordinate Officers even when the purpose of such communications can be served by obtaining information in the office itself or otherwise. The use of telephone and personal consultations have also been stressed.

To these, we will add another recommendation which would be of much greater efficacy. If the Secretariat and the Offices of Heads of Departments are located in the same building or near each other, much of the intermediate and other correspondence can be saved and delay in the disposal of papers can be largely obviated. To this, the objection pointed out is the want of buildings in the Fort area to accommodate all the offices. In the Government of India, all the offices are not located in the Secretariat itself. Large Departments like Industries and Food are located at some distance away from the Secretariat; but there is the location of both the Secretariat and the Offices of Heads of Departments in close juxtaposition so that the required information may be got without delay and unnecessary correspondence avoided. If the offices in the Fort and other areas and in Cherpauk are pooled and convenient arrangements made, the offices of Heads of Departments and the Secretariat can be conveniently located together.

5. We have also suggested elsewhere some changes in the working of the Secretariat and the Ministries to which they are attached. We have, for instance, suggested that Co-operation, Livestock and Agriculture should be under one Ministry. We consider that it will be an advantage if Public Health and Local Self-Government are under one Ministry, especially because when most of the metalled roads are taken over by the Public Works Department, what will be left for the local bodies will only be Education and Public Health. Education is treated as a separate subject as it covers Government, aided and other institutions, provision has to be made for a number of matters and thus the subject has to be separately dealt with; there is no reason why Public Health may not be combined with Local Self-Government.

6. We had, at this stage, the advantage of consulting the Chief Secretary to Government also. Scrutinizing the four lists referred to, the Development Department for instance had in 1939-40 one Secretary, one Under-Secretary, one Assistant Secretary and six sections while at present it has got one Secretary, one Deputy Secretary, six Assistant Secretaries and thirty-two sections. The section dealing with prices has been transferred to the Food Department, and Labour, Resettlement, Planning and Development have been newly added to this Department. These newly added items account for 12 sections. The subject 'prices' which has been taken away accounted for only one section. There is the question whether any of the added sections cannot undertake the whole or a part of the work done in the old section or *vice-versa*; but even allowing for these additions, there has been an increase from five to twenty in the number of sections during the period from 1939-40 to 1947-48. An examination of the Public Works Department and Education and Public Health Department shows the same result. It is not possible for us to go into the working of each section and suggest how the several sections can be reorganized so as to eliminate unnecessary expenditure. We are aware that some of the sections in the Development Department, which have newly come into existence in the interval, are dealing with controls like Paper, Iron and Steel, Textiles, etc. These should be abolished as soon as the controls are removed.

7. In this connexion, we may draw special attention to the large staff employed in the Department of Civil Supplies. An expenditure of about Rs 8½ lakhs was incurred in that department per month until 31st December 1947. At present the expenditure remains at Rs 5½ lakhs per month. We are not satisfied that at present all that is possible has been retrenched. We are told that, by the end of the current month, some considerable retrenchment will be effected on account of de-rationing of firewood and that by the end of September, most of the staff will be disbanded. Even so the Secretary, Food Department, and the Commissioner of Civil Supplies may be asked to scrutinize the need for continuing the whole establishment even for that limited time. Leaving aside the staff that existed in 1939-40 and the temporary establishment due to controls, etc., which will be abolished when the necessity for the same ceases to exist, the other staff shows in several of the departments an increase in the number of sections by about 400 per cent. We cannot say which of the increased staff should be cut out. We feel that some considerable retrenchment ought to be effected. We may in this connexion quote the words of Sir Richard Tottenham in his Report on the Reorganization of the Central Secretariat "All Departments will no doubt say that they cannot spare any one. Such objection should be over-ruled." In view of the large development that has taken place in most of

the departments, we would not fix too high a figure for retrenchment but would recommend that the several departments of the Secretariat may be asked to effect retrenchment in the staff not covered by the exemptions above mentioned, to the extent of 12½ per cent. It may be that in some departments even this percentage of retrenchment may not be possible but in others, something more may be possible without affecting efficiency.

8. We also recommend that in view of the same considerations, the same percentage cut in the establishment may be imposed in respect of the staff employed in other offices. This may also be applied to the field staff in all the departments. Of course this would not apply to any new services which have been undertaken by the Government. Even there, some retrenchment may be possible.

9. While making these recommendations we hope that the Government will bring under retrenchment not only non-gazetted staff but also superior officers.

10. *Report of the Retrenchment and Reorganization Committee.*—We examined the following points put up for consideration :—

- (i) Whether the proceedings of the Committee should form part of the Report;
- (ii) whether mention should be made in the Report about what the Hon. Finance Minister said at the first sitting of the Committee about the scope of the work of the Committee; and
- (iii) whether information should be given in the Report as to which of the items Government have accepted or rejected.

Items (i) and (ii) above.—We consider that the minutes may form part of the Report and that mention may be made in the Report about what the Hon. Finance Minister said at the first sitting of the Committee.

Item (iii) above.—We do not consider that information need be furnished in the Report about the cases in which the Government have accepted or rejected the recommendations of the Committee.

11. *Appointment of Heads of Departments as Secretaries to Government.*—We discussed this question further with the Secretary, Public Works Department, and adjourned the subject for further discussion at the next session.

The next meeting of the Committee will be held at 11-30 a.m. on 28th June 1948.

Forty-sixth meeting held on 28th June 1948.

Minutes of the meeting held on 9th June 1948 were read and confirmed with some alterations.

2. The following Sub-Committees' Reports were read and recorded with the following remarks :—

- (i) Commissioner for Government Examinations;
- (ii) Transport Department; and
- (iii) Port Department.

Commissioner for Government Examinations.—No remarks.

Transport Department.—In the Transport Department, it will be an advantage if the Regional Transport Officers to whom appeals are taken from the orders of the Motor Vehicles Inspectors, have some knowledge of the technical matters involved. We have already recommended the amalgamation of the Offices of the Regional Transport Officers and Area Rationing Officers in the Presidency.

Port Department.—We note that, in spite of the need that is felt and the funds available, sufficient attention is not paid to the speedy execution of works in connexion with minor ports.

3. *Reorganization of the Legislature Secretariat.*—The question of the reorganization of the Legislature Secretariat was brought to our notice and we were informed that some matters relating to it are to be settled after the receipt of our report.

The Secretary, Madras Legislature, met us on 7th June 1948. We did not deal with this matter as the question of status and pay of officers is outside the scope of the terms of reference made to us. We consider that the Madras Legislature Secretariat should not be subordinated or made part of any other Department of the Secretariat, as it will have to deal with matters not entirely governmental, and there may be matters in which governmental proposals may have to be decided at the discretion of the Hon'ble Speaker or the Hon'ble President. There are also matters which require dispatch like the meetings of the Assembly, Committees, and issue of notices, communiqués, etc., which ought to be dealt with in an expeditious manner and such matters should not, and need not, pass through persons who are not concerned with the particular department. So a separation seems to be desirable.

As regards the status and pay of Officers, this is a matter for the Government to decide.

4. The following draft chapters were read and approved with certain alterations :—

- (i) Translators, Department of Information and Publicity and Broadcasting Department;
- (ii) Government Museum and the Connemara Public Library;
- (iii) Veterinary;
- (iv) Co-operation;
- (v) Forest;
- (vi) Registration and
- (vii) Commercial Taxes Department.

5. *Sub-Committee Report.*—No Sub-Committee Report need be submitted in respect of the Cinchona Department as the reorganization of this department has already been dealt with by us.

6. The next meeting of the Committee will be held at 12 noon on 29th June 1948.

Forty-seventh meeting held on 29th June 1948.

Minutes of the meeting held on 28th June 1948 were read and confirmed.

2. *Milk Production Scheme, Madras.*—We had a discussion about the working of the Milk Factory with the Deputy Commissioner (General), Civil Supplies, the Assistant Secretary, Civil Supplies and the Manager of the Factory. We wanted to know the capital outlay on the factory up to date but the information was not available. Last year's balance sheet was shown to us. It does not contain any statement of assets and liabilities. In the profit and loss account, no provision is made for depreciation. The factory is said to have worked at a considerable loss last year. The loss shown is about Rs 9,000 for three months. We are surprised at the way in which the accounts of this state trading concern are kept. The audit does not seem to be satisfactory from any stand point. It is considered that the system of accounts maintained is very unsatisfactory. All business concerns of the Government ought to be treated in the same way as business concerns elsewhere and dealt with and audited in the same way as private commercial undertakings.

In this case, there does not seem to be any agreement with Messrs. Binny and Company who are said to be supplying the machinery. There is no estimate or specifications of the machinery that was to be supplied by them. Details of machinery supplied and its cost are not also available. Now that the Government is undertaking various business and nationalized concerns, they should insist upon the maintenance of proper accounts, audit and business methods of correspondence, contracts, etc.

The Deputy Commissioner said that, for the last six months, the factory has been earning a profit. In the account shown by him, an item appears as "unsold milk" under "Receipts." He explained that the unsold milk was sold the next day and credited in the accounts. But it was not treated as a separate item, nor is the value taken as stock on hand for the next day. If this milk was sold, credit would be taken for it twice over. This is wrong accounting. This cost of unsold milk will have to be deducted in the receipts of milk sold in the next month, as it forms part of the receipts for milk sold in the previous month. So all these items of milk unsold will have to be deducted from the profit shown. Even so, the Deputy Commissioner says that the factory has made a profit.

The questions that have to be considered in this connexion are :—

- (i) Whether there is a need for a factory like this and
- (ii) Whether it may be continued without loss to the Government.

As regards the first point it is stated that out of about 1,200 measures of milk produced everyday, 875 measures are supplied to the state hospitals, 60 measures to the Penitentiary and 70 measures to other institutions. What is sold to the public through the Triplicane Urban Co-operative Society and the factory counter is only 135 measures. The Surgeon-General has already reported that the reconstituted milk is not popular in the hospitals, and that most of the Superintendents of the hospitals are not willing to take the full 50 per cent quota. The Superintendent, Government General Hospital, has stated that the patients find the taste and flavour of the reconstituted milk very unpalatable, many patients have refused to drink the milk, and that much of it has been wasted. In the face of this, it cannot be taken that the hospitals to which the reconstituted milk is supplied, want it. What they take is only on account of compulsion created by the orders of the Government. Even of that milk, some portion is said to be wasted. The demand from the outside public on a voluntary basis amounts only to about 135 measures out of the 1,117 measures produced everyday. The Deputy Commissioner says that the Triplicane Urban Co-operative Society does not want more milk. This clearly shows that there is no public demand for the reconstituted milk. It is for the Government to consider whether they should continue this factory and force the patients in the General Hospital and the prisoners in the Penitentiary to subsist on this reconstituted milk.

As regards profit, on the present basis of supply to the state hospitals and the Penitentiary and other Government institutions, the factory is making a profit. The Deputy Commissioner is not sure whether, if these Government institutions are not prepared to take the milk, he will be able to find a sale for it.

In the face of these facts we can only repeat the recommendations we have already made on 17th February 1948, to close down the factory. The machinery in the milk factory are mainly a refrigeration plant, boilers, mixing vats, etc., for which there will be a demand in the open market and the Government will not lose very much by closing down the factory and selling the machinery. The machinery may also be used for cold storage.

3. *Sub-Committee Report.*—We decided that no Sub-Committee Report need be submitted in respect of the Local Fund Audit Department and the Board of Revenue.

The following draft chapters were read and approved with slight alterations:—

(i) Reorganization of office procedure in the Secretariat and other Government offices.

(ii) Administration of Justice.

(iii) Industries and Fisheries.

(iv) Cinchona Department.

4. The next meeting of the Committee will be held at 12 noon on 30th June 1948.

Forty-eighth meeting held on 30th June 1948.

Minutes of the meeting held on 29th June 1948 were read and confirmed.

2. *Government Press.*—The Superintendent, Government Press, met us and discussed matters relating to the reorganization of the Government Press.

We are surprised that, when there is a large Press working under the Government, as much as Rs 11 lakhs are given to private presses for printing work and that only Rs 30 lakhs worth of printing (including the cost of paper) is done in the Government Press. The Superintendent, Government Press, says that, if there is a printing press capable of taking up most of the work and the work of the High Court in the old press buildings in Mount Road or somewhere closeby, he will be in a position to take up most of the work that is now being done by private presses. Various suggestions have been made to reduce the work in the Government Press. We do not consider that they should be followed. Since the Government is maintaining a big Press, they should not fight shy of enlarging it and taking up all the Government work. Such works as printing of electoral rolls, as are not of a recurring character, may continue to be printed in private presses but all ordinary work ought to be done in the Government Press. The Superintendent, Government Press, says that some small machinery may be necessary, as much of the work of this sort will have to be done by small machines and hand composing will have to be resorted to. This additional outlay will not be much, considering the amount of expenditure incurred in getting the work done in private presses. Even otherwise, the Superintendent, Government Press, insists on having a branch of the Press somewhere nearer the Secretariat and other offices. The Press in the Penitentiary cannot be used for this purpose, as the prisoners available are short-term prisoners who cannot be used for efficient work. All that they can do is to do small items of printing work; by the time they learn to do better work they have to leave the Penitentiary.

Some retrenchment is possible in the higher staff of two Deputy Superintendents, four Assistant Superintendents, one Personal Assistant, one Manager and one Head clerk. If the proposal to have a branch press is accepted, one of the superior officers will have to take charge of the branch press, and there will be no room for retrenchment. Otherwise we recommend that one of the superior officers, viz., a Deputy Superintendent may be retrenched.

At present, the Stationery Office attached to the Madras Collector's Office is purchasing the paper and other stationery required by the Government Departments in Madras and in the mufassal and the quantity of paper required by the Government Press is sent from the Stationery Office. From the figures furnished, we see that about 60 per cent of the paper purchased is consumed in the Government Press. There is a double establishment, one under the Collector and another in the Press, for storing this stock, for issuing it, etc. In addition to what is supplied by the Collector, the Superintendent, Government Press, is also making purchases of paper when required. An assistant of the Superintendent is now working under the Collector as Assistant Superintendent of Stationery. There are two different godowns, two different officers with establishment, etc. It is considered that it will be economical and more convenient, if the two offices are amalgamated and all the paper and stationery are stored and dealt with by the Superintendent, Government Press, himself. One objection raised with reference to this is that the Superintendent, Government Press, is the largest consumer and so he should not be the purchaser also. There is not much weight in this, since he is already making purchases of paper.

But even so, it is not difficult for the Government to call for tenders once a year for the total requirements and have the purchases settled in the Secretariat itself, on the advice of the Superintendent, Government Press, or any other persons they may desire. If they once accept the tender, then the receipt of the goods according to the tender may be left to the Superintendent, Government Press. This arrangement, if accepted, will save the transit of paper, etc., first to the Collector's godown and from there to the Press, and at times back to the Collector's office to be packed and sent to the mufassal. All the packing and despatching can be done in the Government Press itself and all the expenditure on this account in the Collector's office avoided, as the Press has already got a staff for packing, despatching; etc. If this arrangement is agreed to, the establishment dealing with Stationery in the Collector's office will be retrenched.

3. *Levy of audit fees in the Local Fund Audit Department.*—The Examiner of Local Fund Accounts met us and discussed the question of audit work done by him and the fees charged for audit. He is now auditing the accounts of local bodies, municipalities, district boards and the Presidency Corporation but no audit fee is charged in respect of any of these institutions. The argument advanced is that they are quasi-Government institutions and that their finances are so low, that if audit fee is charged, it will have to be given back to them by the Government by way of a grant. We consider that, for a proper appreciation of the position of the local bodies and their financial position, all the charges legitimately chargeable to these bodies should be shown; the present method of not charging audit fees does not give a proper picture of the financial state of the local bodies. If the local bodies cannot pay audit fees from their income, there may be a case for the Government to make it up by a special grant. So the audit fees to be charged should be shown as a regular item of expenditure in the accounts of the local body concerned, as in the case of any business institution. We understand that fees are charged for the audit of the Bombay Corporation, Bombay Port Trust, etc., by private auditors whose fees are paid by the respective institutions. The Madras Corporation Act also provides for the payment of audit fees. If it is considered necessary to provide for payment of audit fees by legislation in the case of other local authorities, suitable amendments to the District Municipalities Act and the Madras Local Boards Act may be passed. The same remarks will apply with reference to the audit of the accounts of the Official Assignee, etc. The percentage of audit fees now levied in some cases may be suitably increased to cover the cost of revised scales of pay and the grant of dearness allowance.

The Examiner of Local Fund Accounts says that his department is very much understaffed as it is not possible for him to get a sufficient number of hands; he required 69 people—the Madras Public Service Commission advertised for them but got only 35 applicants, of whom 14 only joined; of these three have already left. The Examiner of Local Fund Accounts says that the pay and the prospects in the department are not sufficiently attractive.

4. *Transfer of Co-operative audit work to the Examiner of Local Fund Accounts.*—The Accountant-General, Madras, and the Examiner of Local Fund Accounts met us and discussed the general question of audit and specially the audit of Co-operative Societies. The Accountant-General is of the view already expressed by us—(Annexure A) that the proposals of the Registrar of Co-operative Societies does not carry out the intention of separation of audit from administration. He considers that the two ought to be completely separated from one another and the idea of employees in one branch looking forward for promotion in the other branch, does not carry out the intention of separation. He thinks that since the Examiner of Local Fund Accounts is already there to do the audit work that may be undertaken by the Local Government, there is no need to look for another agency to take up the audit of Co-operative Societies. The proper thing to do, is to hand over the audit of Co-operative Societies to the Examiner of Local Fund Accounts, with the staff that is now working under the Registrar of Co-operative Societies for audit work. He does not think much of the objections raised by the Registrar of Co-operative Societies—(Annexure B) except the one relating to the paucity of chances for promotion to the staff to be employed for audit work for Co-operative Societies. The staff to be taken over will be the trained staff who have got experience of the present method of audit of Co-operative Societies. So there cannot be any objection on the score of want of training or experience.

The staff employed under the Examiner of Local Fund Accounts is more or less self-contained and there are not enough posts in the higher grade to satisfy the need for providing promotions to the large staff to be taken over from the Co-operative Department. The only method by which this difficulty can be got over is by providing avenues of employment for the Auditors, in other departments. As already pointed out by us (Annexure A) the Commercial Taxes Department is dealing with accounts and the Auditors will be conversant with account keeping and will have passed an examination. They can well be taken to the Commercial Taxes Department as Assistant Commercial Tax

Officers, when they have reached the stage for promotion from the grade of Senior Inspectors or Sub-Registrars as they are being taken from other Departments and earn promotion in the Commercial Taxes Department. There are also Accounts Officers attached to various offices and institutions. These posts can very well be filled up by the auditors doing Co-operative audit. Where special audit has to be done, these Auditors can be utilized in more responsible cases. Looking at the staff in the Commercial Taxes Department, there are a large number of posts in the higher grades compared to the number of employees in the lower grades. Making it a rule that 25 per cent of the posts of Assistant Commercial Tax Officers should be filled from among the Auditors of Co-operative Societies will not work any hardship to the staff in the Commercial Taxes Department. If this percentage is reserved for the auditors and also some of them are employed on the other items of work mentioned above, there will be no ground for any grievance about paucity of scope for promotion for the auditors. The Accountant-General thinks that this is the proper way to provide for promotion for these auditors, and we have already expressed the same view. We therefore consider that the audit of Co-operative Societies now vested in the Registrar of Co-operative Societies and his subordinate staff may be completely separated from the administrative side of the Department and the audit section be placed under the Examiner of Local Fund Accounts. The necessary amendments to the Co-operative Societies Act vesting the audit of co-operative societies in the Examiner of Local Fund Accounts instead of in the Registrar of Co-operative Societies may be passed.

5. *Government Commercial Undertakings.*—The Government started some concerns during the war for production of goods required for war purposes and to meet the supply of goods in short supply. Some of them have been closed down but others like the Milk Factory, Malt Factory and Shark Liver Oil Factory are still continuing. We have already recommended that the Milk Factory may be sold or closed down. As regards the Malt Factory, we recommended that this may be transferred to the Industries Department. The Shark Liver Oil Factory may work in conjunction with the Soap Factory at Calicut. There are some State Trading Schemes which will be closed down as soon as the controls are abolished. In addition to these, there are a number of business undertakings whose administration and management have to be provided for, like the Soap Factory at Calicut, the various Electricity Schemes and Motor Transport. In all these cases, it is not safe to place them under administrative officers without any business experience. While administrative staff may look after the general set-up, technical staff to the required extent will be necessary. In addition to this, there should be some business experience associated with every concern. The Government of India are appointing Boards of people with business experience in connexion with each business undertaking, e.g., the Railways have got a Railway Board, the Damodhar Valley Scheme and the Refugee Relief Corporation have got their own respective Boards. Similarly, it will be advisable for the Provincial Government, to appoint for each business concern, a similar Statutory Board of persons experienced in business undertakings to help the administrative and technical staff by advice and also to help the Government in the administration and management of these undertakings. Without such an arrangement the Government is likely to be misled and make mistakes.

The next meeting of the Committee will be held at 2 p.m. on 2nd July 1948.

ANNEXURE A.

Extracts from the minute of the meeting held on 2nd June 1948.

The question of audit is one of great importance, and opinion is unanimous that audit and administration should be separated. The Co-operative Department has also accepted this view but the Registrar has made a proposal that, with reference to promotion, the audit staff and the administrative staff should be treated as one and should be interchangeable. This goes against the root of the principle of separation. The objection stated by the Registrar is that there are not enough posts in the higher grades in the audit staff for the Inspectors, both Junior and Senior, to be promoted and so the audit service will not be popular, unless the audit inspectors are also qualified for promotion on the administrative side. We consider that, while this argument is to a certain extent valid, it should not be allowed to govern the whole matter and to nullify the whole scheme of separation and make it a mere show and not a reality. We would suggest that such of the Junior and Senior Inspectors as do good work may be listed and may be made available for recruitment in the Commercial Taxes Department or in other Services, in which account-keeping or audit may be required. With this addition, we would recommend a complete separation of the audit from the administrative side.

ANNEXURE B.

Objections raised by the Registrar of Co-operative Societies against the proposal to transfer the Co-operative audit work out of his Department.

(1) Various Committees on Co-operation have gone into this question in detail and all held the view that audit should be under the control of the Registrar as it is through audit alone, that an effective control can be exercised over the movement.

(2) It is very doubtful that the proposal will result in economy in expenditure, as the Co-operative audit, for the most part, is being paid for by Co-operative Societies themselves.

(3) Whatever may be the Agency that will do the Audit of these Societies, it will not be possible to retrench any of the staff in the Co-operative Department. On the other hand, the entrustment of the audit work of the Co-operative Societies to the Examiner of Local Fund Accounts will result in additional expenditure to Government.

(4) The Examiner of Local Fund Accounts cannot do the audit of Co-operative Societies with his existing staff because none of them is qualified to do the job.

(5) The proposal may not result in greater efficiency of audit as the personnel, are not fully qualified to do the job.

(6) The audit of business institutions is entirely a new field for the Local Fund Audit Department to cover, as they have had no previous training.

(7) The character of audit of Co-operative Societies vitally differs from the character of audit of the Local Boards. The main object of the audit of the Co-operative Society is the disclosure of the progress made by it in accordance with the approved principles of Co-operative practice.

(8) The Department will be losing much of the audit talent of the Departmental Inspectors which is a vital factor in estimating the financial condition of the Societies and assessing the progress of the movement as a whole. To ensure the efficient working of the Societies, it is necessary that the Departmental Inspectors engaged in the work of administration and supervision, should also have a knowledge of audit which will be lost, if audit is taken away from the Department.

(9) This arrangement would result in a lot of correspondence between the new Audit Department and the Co-operative Department to attend to which alone, a special staff will be required in both departments.

Forty-ninth meeting held on 2nd July 1948.

Minutes of the meeting held on 30th June 1948 were read and confirmed.

2. *Government Press.*—There is a wide complaint that there are too many returns prescribed and forms printed. Much of the time of officers is taken in preparing these returns and sending them by the prescribed time or later. Our attention has also been drawn to the delay in sending these returns and the correspondence entailed thereby. Delay is also caused by officers waiting for these returns. The Sub-Committee which visited the Government Press has observed that a very large number of forms is being printed with reference to almost every department. There is a lot of waste of paper and printing when these forms are printed in large numbers and as will be the case, many of them will be wasted. We therefore recommend that the Departments may be asked to examine the necessity for the several returns prescribed and to minimise them as much as possible. The Government may also consider the need for so many forms, whether some of them cannot be eliminated and others revised, so as to effect economy.

3. *Jails.*—The strength in the jails has been increasing; the cost of maintenance of the prisoners and the cost of the staff have also been increasing very much. The question of utilizing the convict labour to the best advantage possible ought to be seriously considered. Even now, Western countries are trying to make the jails more or less self-supporting. It has been said that in the Penitentiary at Madras, as much as about Rupees 50,000 is being spent on the purchase of vegetables which ordinarily should be grown in the jail itself with convict labour. The difficulty in the Penitentiary seems to be want of land for cultivation. The Penitentiary is located in a very busy part of the town and on very valuable land. There is no room for expansion on any side. It is also said that the drainage from the Penitentiary contaminates the Cooum and affects the health of the people in the vicinity. It will be a very economical proposition if the Penitentiary is removed to some place outside the municipal limits where suitable buildings can be found or constructed with plenty of water and the present site utilised for more important purposes.

In all jails, the work that is given to the convicts is of a rudimentary character and not much machinery or improved implements are provided. By providing improved tools, power and simple machinery, it will be possible to utilise convict labour to better advantage and earn most of the expenditure incurred on the jails. The industries that may be introduced in the several jails may be investigated and steps taken without delay to bring production in the jails to up-to-date lines.

It is also suggested that the prisoners in the Rajahmundry jail may well be asked to work in the Andhra Paper Mill and even in other jails, paper-making may be introduced as an industry.

4. *Certified Schools.*—There are now a number of certified schools to which children are sent. The actual number of children convicted does not seem to be large. It is necessary therefore to treat these more as orphanages than as certified schools, but, at present,

the atmosphere and the conduct of the institutions spell more of a prison. We consider that it will be more economical to have only two institutions, one for the Tamil districts and the other for the Andhra districts located in suitable places, and to concentrate all the children in these two institutions. It will be possible to provide for their education and training in occupational arts. Promising boys may be given facilities for higher education and technical training. It is said that there is a Psychologist appointed as an Adviser to the Government. He has to visit a number of such institutions and he seems to be not in touch with the institutions. But at the same time, he is interfering in the internal management of them. He is also said to be a very highly paid Officer. The necessity for such a highly paid Officer may be considered. Probably less costly men who show keen interest in Child Psychology and who are properly equipped may be appointed to these institutions as Heads or as Assistants.

The Deputy Jailors and Warders are not given any training in Psychology and criminology. It will be an advantage if they are given some training. In this connexion, it is also suggested, that Sub-Inspectors of Police may also be given some instruction in Psychology. It may be arranged, if possible, to have the Jailors and Sub-Inspectors of Police trained together for their respective work.

5. *Assistant Inspector-General of Jails.*—In view of the increased work and the necessity for developing industries and other activities in the jails and for introducing reforms that may be found necessary, a responsible officer of the grade of the Assistant Inspector-General is necessary, but, it is said, that he is not doing much work and he is not vested with any responsibility. He should be given some responsible work and utilized for development schemes.

6. *Panchayats.*—We are of the view that the village panchayat should be the basis of all democratic Government and it should begin from the village. Democracy means that people are enabled to look after their own affairs in the several spheres into which public administration may be divided. It is common ground throughout the country that administration should begin from the village. So it is necessary that village panchayats should be constituted with powers to deal with all matters concerning the village and should be placed in possession of ample resources to carry out their responsibilities. The administration should be based on adult suffrage and carried out by peoples' representatives, assisted by such technical Officers as may be appointed by the Government. The village will be the unit of administrative and economic activities. For this purpose, we have made recommendations with reference to Rural Reconstruction and Cottage Industries, Agriculture being the chief occupation of the villagers, the economic activities will have to be set around it and the set-up should be such as to draw to the village, the advantages that may be possible in the agricultural and industrial fields. The Agricultural Demonstrator, the Veterinary Officer and the Industrial Technician should all be available to help the village in its development. We consider that, in addition to the village, there may be a group of villages formed into a sort of Union, which may undertake all the activities which will be common to the villages which come together. To illustrate the objects, a village road, village sanitation, a village well, a village school as well as a village co-operative society which will serve along with credit, all purposes, like supply of seeds and manure and collect produce like milk, grains, etc., for marketing will be in the village itself, whereas a middle school, a veterinary hospital, a dispensary, a market and the market roads, a loan and sale society and a processing factory will all be under the Union of Panchayats. The requisite staff may be employed by the Union and lent to the village where necessary. The whole scheme may be worked with the help of village guides appointed one for each of a group of 5 or 6 villages with sufficient training in the several activities. These village guides may also be utilized to step in where the village panchayat or the village co-operative societies fail. This arrangement will make the Union area more or less self-sufficient and capable of undertaking development activities. For instance, in the economic field, they can undertake processing, marketing, etc., and in the administrative field, they may bring about schemes for water-supply for drinking, irrigation, etc. Without such a structure, the village will get no benefit from the Government activities, even though it is the rural parts that bear the burden of taxes that are collected.

We have already recommended the formation of a separate Ministry for Rural development work. If that recommendation is accepted, all rural work including the village panchayats and the Union of panchayats may be placed under that Ministry, as much of the work for social, economic and political improvement will have to be carried through village panchayats, the Union of panchayats and Co-operative Societies above said, and there will be scope for planning a comprehensive programme for rural development and carry the same through with as little expense as possible, utilizing all the possible agencies available.

7. *Delegation of powers.*—We have recommended that the ordinary powers of an Executive Engineer, in the matter of contracts, may be raised to Rs 20,000 as recommended by the Chief Engineer; but at present select Executive Engineers have powers up to Rs 25,000 subject to certain conditions. This limit may be raised to Rs 50,000.

8. The following draft chapters were read and approved with slight alterations:—

- (i) Labour including Factories.
- (ii) Rural development activities.
- (iii) Motor spirit rationing and Control of Motor Transport.
- (iv) The Civil Supplies and Food Departments (including Milk Factory).
- (v) Grants-in-aid.
- (vi) Delegation of powers.
- (vii) Expedition of procedure regarding Land Acquisition.
- (viii) Reorganization of village administration.
- (ix) Panchayats.

9. The next meeting of the Committee will be held at 12 noon on 3rd July 1948.

Fiftieth meeting held on 3rd July 1948.

The minutes of the meeting held on 2nd July 1948 were read and confirmed.

2. *Appointment of Heads of Departments as Secretaries to Government.*—The Hon'ble Minister for Public Works and the Secretaries to Government, Public Works and Education and Public Health Departments, met us and discussed the question of Heads of Departments functioning as Secretaries to Government. The original suggestion was that Heads of Departments will replace the present Secretaries to Government and that they will send papers direct to the Hon'ble Ministers. The proposal has been modified on account of various difficulties pointed out and what was considered was, whether, retaining the Secretaries to Government as they are at present, the Heads of Departments may not function as Joint Secretaries to Government, work out their proposals to be sent to Government in the Secretariat itself and send them for orders to the Hon'ble Ministers through the Secretary. They will become part of the Secretariat and the staff used for this purpose will be the Secretariat staff under the Secretary to Government. The Secretaries to Government have various Departments working under them, some of which will continue to be solely under them as at present, but it is only with reference to the Chief Engineers, the Director of Public Instruction, the Surgeon-General and the Director of Public Health that the question is considered.

The Hon'ble Minister for Public Works is of the view that Chief Engineers are technical men whose knowledge should not be used for non-technical work. He is not, therefore, in favour of the proposal. The Secretary to Government, Public Works Department, admits that there are a number of papers which could go direct for orders to the Hon'ble Ministers, without being noted upon in the Secretariat. Now, even those papers are noted upon, and some time is spent over them. He says that he is prepared to see that this unnecessary work in the Secretariat is eliminated and to the extent possible, retrenchment is effected. He is also of the view that the Chief Engineer working as Joint Secretary may create friction in the Secretariat office and may raise fresh issues and he is not in favour of the heads of departments functioning as Secretaries or Joint Secretaries to Government.

While agreeing that there might be friction if Heads of Departments are appointed as Secretaries or Joint Secretaries to Government, Mr. M. V. Subramanian Secretary to Government, Education and Public Health Department, thinks that it may be feasible to appoint the Director of Public Instruction, the Surgeon-General and the Director of Public Health as Joint Secretaries to Government. With reference to the matter coming to the Secretariat, they may be worked out in the Secretariat itself, keeping, at the same time, their own offices over whom they will be presiding as at present. In this set-up, papers like transfers, promotion, leave, etc., of officers and such like need not be dealt with in two offices; the sections dealing with these can be located in the Secretariat itself. Original schemes may be worked out in the offices of the Heads of Departments but when they come to a stage of formulation of proposals for sanction by the Government, they will be transferred to the Secretariat. This will enable some retrenchment in the offices of the Heads of Departments.

He also says that the maximum advantage of the proposal can be reaped only if the offices of the Heads of Departments and the Secretariat are located in the same place.

We find that, in the Provinces of Assam, Bihar, Bombay, North-West Frontier Province, Orissa, Punjab and Sind, Chief Engineers serve as Secretaries to Government. In this Province also, Chief Engineers were Secretaries to Government till 1926 but in that year they ceased to be Secretaries to Government and a separate Secretariat was constituted. The Chief Engineers who met us did not ask for a change. Only one of them, viz., the Chief Engineer for Irrigation, said that, if a change was made, he would give it a trial.

In the Punjab, the Director of Public Instruction is the Secretary to Government. The only other Head of the Department who is Joint Secretary to Government in most of the Provinces is the Director of Civil Supplies. We have already recommended that the office of the Secretary to Government, Food Department, and the Commissioner of Civil Supplies may be amalgamated. We do not think that there is any case for recommending that the other Heads of Departments may also be appointed as Secretaries to Government. As regards appointing them as Joint Secretaries to Government, various difficulties have been pointed out. It is a matter for the Government and the concerned Hon'ble Ministers to decide. But it is admitted that some retrenchment will be possible if proposals which do not require noting in the Secretariat are sent up for orders without being noted on in the Secretariat also. The Secretary to Government, Public Works Department, says that about 20 to 25 per cent of the papers will come under this category. If so, such papers should be scrutinized and be dealt with, without being noted on in the Secretariat but sent direct for orders. A certain amount of retrenchment is possible if this is adopted. The same procedure may be followed in other Departments of the Secretariat also.

Sri L. Venkatakrishna Ayyar and Sri K. P. Krishnan Nayar are of the view that offices of the Heads of Departments and the Secretariat relating to the respective Departments may be amalgamated.

3. The following draft chapters were read and approved :—

- (i) District Administration,
- (ii) Inspector of Municipal Councils and Local Boards,
- (iii) Special Officer for Departmental Enquiries, and
- (iv) Reorganization of the Pension system.

4. The next meeting of the Committee will be held at 2 p.m. on 22nd July 1948 (later postponed to 30th July 1948).

Fifty-first meeting held on 30th July 1948.

Minutes of the last meeting held on 3rd July 1948 were read and confirmed.

We recommend that the following modifications and additions be made in regard to the recommendations already made by us in respect of certain items :—

Introductory Chapter—Retrenched Personnel.—We are conscious that in the course of effecting retrenchment, a large number of officers, superior and inferior, will be thrown out of employment. We consider that these retrenched personnel should, as far as possible, be found employment and that they should be given preference wherever fresh recruitment has to be made, age and other rules being relaxed where necessary.

Administration of Justice—High Court.—The High Court functions as a Court of original jurisdiction for the City of Madras and of appellate jurisdiction for the whole Province; whereas in the mufassal, District Courts and where they exist, Sub-Courts are highest courts of original jurisdiction. From time to time, the question has been raised why for Madras City, a District Court may not be established and given original jurisdiction for all amounts above the present jurisdiction of the City Civil Court. The popular opinion is in favour of the establishment of a District Court and reducing the number of Judges required in the High Court. We consider that a Court of original jurisdiction may be established for the City of Madras. With one or two senior District Judges for disposing of all original cases of higher denomination, the number of Judges in the High Court may be reduced.

Education—Direction.—We were impressed by the difficulty of Directors who have served only in Colleges or in administrative posts being asked to look after all education including University, Elementary, Secondary and Technical. A person in District charge is not generally in touch with University Education and one serving in Colleges is not generally quite conversant with problems relating to Elementary and Secondary Education. We would, therefore, recommend that there should be a Director and a Joint Director, one of whom will be in charge of University Education and Colleges and the other in charge of all other Education. The establishment in the Director's office may be suitably re-arranged. We would suggest that there may be a Director, a Joint Director, two Deputy Directors, and a Personal Assistant in the Central office.

General 12½ per cent cut in the staff in Government offices.—It has been brought to our notice that a question has been raised regarding the intention of our recommendation that 12½ per cent of the staff in the Secretariat and other Government offices should be retrenched; whether the cut should be in respect of the whole staff or in

respect of staff appointed after 1939-40 only. We have stated that the increase since 1939-40 has been 300 to 400 per cent and it is not possible to say which of the extra staff should be cut out. So our recommendation is that 12½ per cent of the whole staff at present working should be retrenched.

The next meeting of the Committee will be held at 2 p.m. on 31st July 1948.

Fifty-second meeting held on 31st July 1948.

Minutes of the meeting held on 30th July 1948 were read and confirmed.

Electricity Department.—There is a Chief Engineer in charge of this Department with two General Superintendents, one for Operating Systems and another for Power Development. In addition to this there is a Consulting Engineer. At a time when the department started there was need for an experienced Engineer as Consulting Engineer but now that the Department has gained experience and has been responsible for constructing large schemes of electricity, there is no need to continue the services of a Consulting Engineer. We are informed that the contract of the Consulting Engineer has expired or will expire soon. The contract need not be renewed.

The next meeting of the Committee will be held at 12 noon on 2nd August 1948.

Fifty-third meeting held on 2nd August 1948.

Minutes of the last meeting held on 31st July 1948 were read and confirmed.

Expedition of the procedure in regard to the investigation and preparation of estimates for Major Irrigation works.—We discussed this question with the Secretary to Government, Revenue Department, Secretary to Government, Public Works Department, Joint Secretary, Board of Revenue, and the Superintending Engineer, Madras Circle. At the present moment, all schemes are investigated in the districts by the Executive Engineer and information as regards survey numbers and other revenue matters is obtained from the Collector's office. In some cases, the Collector's opinion with reference to the schemes is also obtained by the Executive Engineer. Then, the proposals are sent up to the Chief Engineer who finalizes them. This finalized scheme is sent to the Board of Revenue and the Board of Revenue, wherever it thinks fit, obtains further information from the Collector and sends its views to the Government. The delay is caused mainly by each investigation being unrelated to others, with the result that one has to follow the other. If, for instance, when the Executive Engineer makes his enquiries, after coming to the conclusion that a scheme is worth investigating, he intimates the fact to the Collector and the Collector simultaneously makes also the revenue investigation and consults public opinion, etc., a large amount of delay can be saved. Ordinarily the Executive Engineer has the power of according technical sanction to estimates up to Rs 10,000. We have recommended that this power should be raised to Rs 20,000. We consider that so far as schemes costing less than Rs 20,000 are concerned, the Executive Engineer and the Collector should be in a position to finalize them. When more than Rs 20,000 is involved, the Executive Engineer may start the investigation and ask the Collector to hold an investigation simultaneously with reference to the other matters and a combined report may be sent to the Chief Engineer in the case of schemes costing up to a limit of Rs 1 lakh, this may be finalized by the Chief Engineer and sent to the Government, without a reference to the Board of Revenue. When the amount involved is more than Rs 1 lakh, the scheme may pass through the Board and the Board's function will only be to go into the financial aspect and any other matter brought to its notice by the Collector. It need not have any say on the technical aspect of the matter. The Government may be able to pass final orders finally when the Board sends up the case to them. This is a matter in which some delay is bound to occur for various reasons. We consider that the adoption of the method recommended above may cut out most of the delay which is now occurring. Expedition will always be a matter of personal equation and supervision and the question of how soon a matter can be completed will depend on the officers concerned.

The next meeting of the Committee will be held at 3 p.m. on 4th August 1948 to sign the Report.

Fifty-fourth meeting held on 4th August 1948.

Minutes of the meeting held on 2nd August 1948 were read and confirmed.

The Committee's Report was signed by the Chairman and all the Members of the Committee.

V211, 8(x:95) N461